

PD-ABP-282

**CULTURAL AND ENVIRONMENTAL RESOURCES MANAGEMENT**

**USAID/Jordan Project**

**Project Number: 278-0291**

## TABLE OF CONTENTS

### LIST OF ACRONYMS

### PROJECT EXECUTIVE SUMMARY

I.	PROJECT BACKGROUND AND RATIONALE . . . . .	1
A.	Background . . . . .	1
1.	Economic Setting . . . . .	1
2.	Tourism Market Trends . . . . .	2
a.	Worldwide Tourism Trends . . . . .	2
b.	Visitor to Jordan Trends . . . . .	2
c.	Future Prospects for Visitors . . . . .	3
3.	Cultural and Environmental Resources in Jordan . . . . .	3
a.	World Heritage Sites . . . . .	4
b.	Other Significant Cultural/ Archaeological Sites . . . . .	5
c.	Natural Resources . . . . .	6
4.	GOJ Policy in Tourism and Preservation of Cultural Resources . . . . .	7
5.	USAID/Jordan Strategy . . . . .	7
B.	Perceived Problems and Current Actions . . . . .	8
1.	Perceived Problems . . . . .	8
2.	USAID/J Involvement in the Sector . . . . .	9
3.	Related Activities of Other Donors . . . . .	10
II.	HOW THE CERM PROJECT WILL WORK	
A.	The Project Activities . . . . .	12
1.	Activity I: Development of Selected Sites . . . . .	13
2.	Activity II: Development of Services at Sites . . . . .	14
3.	Activity III: Public Awareness and Community Participation . . . . .	16
4.	Activity IV: Management Support . . . . .	17
B.	The Project Sites . . . . .	18
1.	Introduction . . . . .	18
2.	Primary Sites . . . . .	20
a.	The Amman Citadel . . . . .	20
b.	Petra . . . . .	27
c.	Madaba . . . . .	34
3.	Secondary Project Sites . . . . .	40
a.	Mosaics of Jordan . . . . .	42
b.	Roman/Byzantine Cities, The Decapolis . . . . .	44
c.	The Nabataean Heritage . . . . .	45
3.	Tertiary Project Sites . . . . .	47
III.	IMPLEMENTATION PLAN . . . . .	47
A.	Introduction . . . . .	47
B.	Implementation Details . . . . .	48
1.	USAID-Direct Institutional Contractor . . . . .	48
2.	GreenCOM . . . . .	50
3.	NGO Participation . . . . .	51
C.	Implementation Schedule . . . . .	52

IV.	PROJECT MANAGEMENT . . . . .	58
1.	Government of Jordan: The Ministry of Tourism and Antiquities . . . . .	58
2.	USAID/Jordan . . . . .	60
V.	COST ESTIMATE AND FINANCIAL PLAN . . . . .	60
VI.	MONITORING AND EVALUATION PLANS . . . . .	65
VII.	SUMMARIES OF ANALYSES . . . . .	66
VIII.	CONDITIONS AND COVENANTS . . . . .	70

## LIST OF ACRONYMS

ACOR	American Center of Oriental Research
BHWWP	Bani Hamida Women Weaving Project
CERM	Cultural and Environmental Resource Management
CIP	Commodity Import Program
CTU	Complete Touristic Unit
EA	Environmental Assessment
ESF	Emergency Special Funds
FOA	Friends of Archaeology
GDP	Gross Domestic Product
GOJ	Government of Jordan
GreenCOM	Environmental Education and Communication (AID/W Project)
GTZ	German Technical Aid
IEE	Initial Environmental Examination
JES	Jordan Environmental Society
MOTA	Ministry of Tourism and Antiquities
MRHS	Madaba Regional Heritage Society
NGO	Non Governmental Organization
NHF	Noor Al-Hussein Foundation
NPS	National Park Service
NTC	The National Technical Committee
PIO/T	Project Implementation Order/Technical Assistance
PNT	The Petra National Trust
PSC	Personal Service Contract
PVO	Private Voluntary Organization
QAF	Queen Alia Fund
RSCN	Royal Society for Conservation of Nature
S/C	Save the Children
SBF	Studium Biblicum Franciscum
TSFS	Technical Services and Feasibility Studies
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
USG	United States Government
WEA	Water, Environment and Agribusiness Office
WTO	World Tourism Organization

## EXECUTIVE SUMMARY

The Cultural and Environmental Resources Management (CERM) project goal is to promote increased foreign exchange earnings from the tourism sector and the purpose is to develop cultural sites and nature reserves which have proven ability to generate foreign exchange earnings and equitable economic growth. The CERM project will achieve this purpose by providing technical assistance, commodities, site development, and training to upgrade the touristic appeal of Jordan's most important tourist attractions.

The CERM project is a conceptually integrated project. There are four comprehensive activities which define the project. Three will be implemented at selected tourist sites: (1) enhancement of selected sites, consisting of: consolidation, restoration and preservation of already visible ancient monuments; sheltering of visible remains; creation of paths and/or trails at sites; walls, fences and/or gates at sites to identify them as important places as well as to protect them; and, archaeological excavations; (2) development of tourist facilities at these selected sites, consisting of: architectural and engineering requirements, e.g., the construction and/or renovation of structures as visitors centers; and presentation of the sites; and, (3) increased public awareness through the development of appropriate site-specific educational programs and community participation through involvement of non-governmental organizations in income-generating activities at the selected sites. The first two activities are specifically concerned with the physical aspects of the sites while the third is concerned with creating local community support. Together these three activities will create a "complete touristic unit" at each site which will provide for the long-term sustainability of the selected sites and economic growth to both the local community and Jordan in general. The fourth activity is identified as "management support"; this activity will allow for the integrated and sustainable implementation of project activities.

The project has two phases. Phase I consists of the implementation of development activities at three selected primary sites in coordination with the new implementing unit of the Ministry of Tourism and Antiquities, which will integrate the two divisions of the Ministry. Phase II consists of the completion of activities at primary sites and development activities at selected secondary and tertiary sites, once the capability of the implementing office is proven.

Project activities will be implemented at three primary sites, all of which are critical to the development of tourism in Jordan: **Petra** because it is a designated "World Heritage Site" and because it is the magnet which draws approximately 95% of all foreign tourists to Jordan; the **Amman Citadel** because it is the most

significant attraction in Amman, is representative of the rich cultural/archaeological heritage of Jordan and because it is the gateway for most tourists; and, **Madaba** because significant tourism enhancement activities are on-going which support from the CERM project can assist in bringing to completion.

Activities at the Amman Citadel will consist of continuing the successful Ministry project begun in 1993, continued excavation, landscaping, creation of paths, the renovation of the present museum structure into a Visitors Center, presentation of the site, exhibitions and the development of public awareness and community participation.

At Petra, the CERM project will enhance already existing attractions; and, through public awareness and community participation enhance the understanding of the local community of the resource. The recently excavated Byzantine church will be sheltered and other monuments will be restored, as well as a comprehensive program of site presentation being implemented. The Visitors Center will be altered to accommodate tourists better and provide for an introduction to this rich site. One of the main activities to be undertaken at Petra is the assessment of how to disperse tourists throughout the site and provide them with safe and pleasurable ways of seeing other than the main attractions.

The CERM project will bring to completion the "Madaba Archaeological Park". Archaeological excavations will be completed in the western end of the park, a surrounding wall will be completed, exposed park mosaics will be minimally sheltered, tourists paths will be created, the facades of modern buildings adjoining the park will be improved and the site will be presented. The local citizens will be involved in the site through the development of awareness and income-generating initiatives with non-governmental organizations.

Secondary sites will be developed in Phase II of the project. The identification of a site as "secondary" relates only to the project resources available and not the importance of the site. This definition is solely project related. Secondary sites will be chosen following the proven successful operation of the Ministry Implementing Office which consist of: effective implementation of primary site development activities; the effective use of objective criteria for determination of secondary sites which takes into consideration the USAID/Jordan Mission strategy and the Ministry requirements; the inclusion of international marketing data; and, an evaluation of project management and status of implementation at the three primary sites.

Tertiary sites are those located on tourist routes which connect primary and secondary sites. These sites will be identified with an "historical marker". This marker will be a permanent sign, easily recognizable along a road to a site or be at a site, and in

English and Arabic. The "historical markers" are to enhance the touristic experience. By providing the tourist with information about a site or place on the way to a major attraction, the route taken is enhanced.

**CERM PROJECT BUDGET SUMMARY (\$ 000)**

Project Input	USAID	GOJ	TOTAL
Technical Assistance	2,975	-	2,975
Training	400	-	400
Commodities	600	-	600
Site Development	5,250	2,000	7,250
Administrative Support	-	500	500
NGO Activities	2,000	-	2,000
Audit/Evaluation	250	-	250
Contingency	525	-	525
<b>TOTAL</b>	<b>12,000</b>	<b>2,500</b>	<b>14,500</b>

## I. PROJECT BACKGROUND AND RATIONALE

### A. Background

#### 1. Economic Setting

Until the early 1980's Jordan's economy experienced strong growth. Worker's remittances, and the export of goods and services to and financial assistance from oil-exporting neighboring countries greatly influenced economic development. During the early 1980's the economy was damaged by the drop in oil prices and the subsequent regional slowdown. This led to a decline in grant aid and remittances and a recession in regional markets for Jordanian products. As a result the economy stagnated in the middle of the decade and declined sharply in 1989, leading to a severe fall in per capita income, a rise in unemployment, and an increase in inflation.

The regional recession and weak Jordanian macroeconomic management in the 1980's created severe imbalances in the form of large and growing budget and balance of payments deficits. The subsequent external borrowing to finance the deficits created a heavy external debt burden and further inflationary financing of the debt.

The end of the Gulf War in 1991 witnessed Jordan's loss of its major export markets in Iraq, Saudi Arabia and Kuwait. Remittances from workers in Kuwait and to a lesser extent from Saudi Arabia and the Gulf fell. Income from Jordan's active transport sector and associated service sector dropped substantially. Regional instability also led to a fall in economic activity associated with travel and tourism.

Notwithstanding an encouraging recovery in exports and tourism, and higher than expected remittances from expatriates in the wake of the Gulf Crisis, the deficit in Jordan's balance of payments on current account remains in excess of \$500 million. Foreign borrowing to finance such deficits have left Jordan with debt/GDP (Gross Domestic Product) and debt service ratios that rank among the highest in the world.

Tourism has been a consistent source of foreign exchange for Jordan from the 1960's onward, except for the temporary decline in 1990-91 as a result of the Gulf Crisis and regional instability. Foreign exchange earnings from tourism are estimated at around US\$547 million in 1989, or roughly 15 percent of the total.<sup>1</sup> In a country

---

<sup>1</sup> International Monetary Fund. Balance of Payments Statistics, 1990 yearbook; and Jordan: Statistical Appendix, June 26, 1992. Travel receipts are based on estimates of the number of foreign visitors, their average length of stay, and their estimated daily expenditure.

with a narrow export base, tourism development is increasingly important to improving the balance of trade and promoting diversified and sustainable economic growth.

## **2. Tourism Market Trends**

### **a. Worldwide Tourism Trends**

The World Tourism Organization (WTO) estimates for world arrivals for 1992 were 490 million, including tourists and business arrivals. About 10.6 million of these total world international arrivals were in the Middle East Region. These total international arrivals are expected to grow at an average annual growth rate of about 8.5%, to an estimated 956 million arrivals in the year 2000. In the five years leading up to 1985, worldwide spending on international travel was increasing at an annual rate of about 18%. Recession and reduced inflation rates in much of the developed world during the 1986-1991 time period caused the average annual growth in spending on international travel to drop to about 14.2%.

The projected real growth (excluding inflation and exchange rate fluctuations) in spending on international travel (excluding transportation) is about 5% annually, reaching \$415 billion in 2000 in constant dollars. Current dollar estimates, based on the 1986-1991 annual average rate, would put the year 2000 estimate for total international travel expenditures at approximately \$850 billion. About \$20 billion of this amount, in current dollars, will be spent in countries of the Middle East Region or about \$10 billion in 1993 dollars.

According to WTO data, the Middle East share of total world international travel arrivals in 1990 was about 1.7% (excluding Turkey). The Middle East gained an ever larger share of world international travel arrivals during the 1960's and 1970's moving from less than one percent (about 0.75%) of the total in 1960 to a little over two percent in 1980. There has been a slight downward trend in the region's share of world international arrivals since 1980.

### **b. Visitor to Jordan Trends**

For Jordan, the arrivals data show a virtually flat trend from 1978-89, after which the onset of the Gulf Crisis led to a steep drop through 1991. Tourism could have been--indeed, probably was--on the rise during the 1980's, within the flat trend for overall arrivals, but for most of the period tourism-specific data are not available. Such data became available only with the development of the Package Tour data in 1986. From 1986-89, tourism from Western Europe increased at an annual rate of 29%, fell sharply with the onset of the Gulf crisis, and appears (judging from the arrivals data cited above) to be in a sharp recovery phase in 1993.

Current arrivals in Jordan from Western Europe, are expected to reach approximately 110,000 in 1993, surpassing tourist arrivals in the peak year 1989 according to statistics of the Ministry of Tourism and Antiquities (MOTA).<sup>2</sup> Income from tourism has recovered strongly from a sharp decline during the Gulf Crisis and by 1992 had surpassed earnings for 1989, the pre-crisis peak year. Estimated 1993 expenditures from Western European tourists are \$95.0 million.

The rapid increases in Package Tour arrivals, before and after the Gulf Crisis, are impressive, but proceeded from a low base in each case. If these data do not provide a solid basis for a projection, they do suggest the potential in a strong tourism development effort.

### **c. Future Prospects for Visitors**

The Middle East region can expect a slightly reduced share of all international travel arrivals between now and the year 2000. However, growth in the overall size of the international travel market make such shifts in market share largely irrelevant to individual countries in the region. The pie from which Jordan now takes a 10-15% slice will be considerably larger. Jordan's prospects for future visitor arrivals (tourists and others) will be far more dependent on intervening events than on tourism trends. There is a number of contingencies that could impact potential visitor arrivals, e.g., marketing strategies, regional peace and open borders.

### **3. Cultural and Environmental Resources in Jordan**

Tourism to Jordan has focussed on the cultural/archaeological sites, i.e., Petra and Jerash/Gerasa, and, prior, to 1967, the religious sites located to the West of the Jordan River. There has been growth of regional tours, e.g., Egypt-Jordan, Jordan-West Bank, or combinations with Syria, concentrating on Petra in particular. There are, however, several other sites which could become part of the tourist experience.

Since the 1930's, the Hashemite Kingdom of Jordan has become known for both its cultural/archaeological and environmental resources. The increase in archaeological research in Jordan has successfully brought sites spanning several time periods to international attention. Primary emphasis has been placed on the evidence from early human habitation, i.e., 7000 through 2000 B.C., remains and on the remains from the Roman provincial cities from the first/second centuries A.D. To date, MOTA's Cultural Resource

---

<sup>2</sup> Turkey, a large generator of visitors to Jordan, is considered to be a regional market in Jordan's statistical tabulations, and therefore is not included in this estimate.

Management Program, established with USAID support through the American Center of Oriental Research (ACOR), has categorized over 10,000 of the estimated 500,000 cultural/archaeological sites in Jordan.

Under Jordanian law cultural resources are defined as archaeological; environmental resources are primarily defined as water, and floral and faunal species. The cultural resources of Jordan are limited by definition: an antiquity is defined as dating to before A.D. 1700 (the middle of the period of time when the Ottoman Turkish Empire controlled the region); cultural resources are defined as tangible remains. Tangible remains are structures, parts of structures (architectural elements), streets, etc.; in other words, anything that can be obviously seen. Cultural resources are defined more broadly in other countries and include significant places other than archaeological sites and the intangible aspects of culture, i.e., language or custom. The Jordanian definition is limited by time-period and by physical remains; and, is understood only as tangible material remains of the past, that is archaeological remains.

#### **a. World Heritage Sites**

There are two cultural/archaeological sites in Jordan which have been designated "World Heritage Sites" by the UNESCO committee: Petra and Qasr Amra. This identification of the sites gives them international stature, placing them within a group of sites including, for example, Mesa Verde, Ankar Wat and the Taj Mahal. The intention of the designation is to identify places which are recognized because of their unique contribution, either natural, cultural or a combination, to life and human history. It signifies a commitment on the part of the GOJ, as well as by UNESCO, to the preservation of the sites. Petra is relatively well-known; while Qasr Amra is not.

**Petra** is a majestic place that was central to the Nabataean Kingdom. The Nabataeans were a tribe which controlled the trade routes between the sea and the interior during the last three centuries (ca. 312 B.C.) before the turn of the millennium and until A.D. 106, when they acquiesced to the Roman armies under Trajan.

**Qasr Amra** is an Umayyad (seventh/eighth century A.D.) period structure complex with detailed fresco paintings, located to the east of Amman in the desert. The site was excavated and partially restored by both Jordanian and non-Jordanian scholars. Qasr Amra is one of the most well-known and best preserved of the so-called "Desert Castles". The other three are Qasr Kharaneh, Qasr Azraq and Qasr Hallabat. All of the structures have earlier than seventh/eighth century occupational data, i.e., early Umayyad, and seemed to have served different purposes.

## b. Other Significant Cultural/Archaeological Sites

Relatively few tourists will come to Jordan primarily to relax and see one particular site or a collection of sites; visitors are motivated by the presence of "magnet attractions", e.g. Petra, and will visit other sites in order to enrich their trip. These could include:

**Jerash/Gerasa:** Jerash/Gerasa, a Roman provincial city of the second century A.D., is one of the most impressive sites because of the reconstruction and preservation which has taken place there. With the cardo maximus, main north-south street, being exposed and the columns having been re-positioned, Jerash is impressive. Several buildings, i.e., temples and churches, have been excavated and partially restored over the more than seventy years that the site has been archaeologically researched. Two theaters--the South and the North theaters--add considerably to the ability of the tourist to imagine the past.

**Amman Citadel:** The citadel consists of three terraces: the lower, middle and upper terraces. Standing monuments are indicative of the Hellenistic period (visible in the city walls), early Roman period (the Hercules Temple and visible remains in later structures), the Byzantine period (a church, mosaic pavements in municipal structures, other remains), the period between ca. A.D. 640 to 800/later (the Umayyad Palace Complex). These latter remains were reused in the following centuries, that is, the later Islamic periods.

**Roman/Byzantine Cities:** There are several sites in Jordan which were flourishing urban centers during the Roman and Byzantine periods. Among the most famous are the decapolis cities, a league of ten cities, originally founded early in the Hellenistic period (332-65 B.C.). Six of these sites are located in Jordan: Amman/Philadelphia, Jerash/Gerasa, Beit Ras/Capitolias, Tabaqat Fahl/Pella, Wadi Quweilbah/Abila, Umm Qeis/Gadara.<sup>3</sup>

**Madaba:** Madaba is most famous for the Byzantine mosaic floor, located in the modern Church of St. George, depicting a map of the holiest sites in Christianity, dating to ca. A.D. 560. The map shows several important pilgrimage sites in a stylized manner. Jerusalem, Hagia Sophia--"The Holy City", is shown with the cardo maximus, the main north-south street, colonnaded. In addition, there are several other Byzantine mosaics being restored and presented in a soon-to-be-completed Archeological Park in the center of Madaba.

---

<sup>3</sup> Modern place names are used first, followed by the ancient name.

**Salt:** The exciting topography of the city, its fine examples of Ottoman architecture (nineteenth/twentieth century), its narrow streets, and active street life offer the visitor a storybook glimpse of Jordan's more recent history.

### **c. Natural Resources**

The cultural/archaeological sites are not divorced from the natural resources. It is almost axiomatic that sites were located where there were water resources, arable land, and where the natural topography allowed for defensive systems. Significant cultural places are often important places for natural resources as well. This conjuncture of the two is most clearly seen at Petra. There are, however, places in Jordan where the importance of the natural resources outweigh those of the cultural resources. These are:

**Red Sea (Aqaba area):** As Jordan's only access to the sea, it has developed into a major international shipping port, a seaside resort offering marginal beaches, an international airport, and over 800 hotel rooms. Aqaba, though, is far behind Eilat, the Israeli resort area across the bay, which has over 3,500 hotel rooms and is attracting upscale international resort traffic. The reef in the gulf is fragile and with further development will be under great stress. Archaeological research has been consistent in the Aqaba area for several years, most historical/archaeological periods are represented.

**Dead Sea:** The Dead Sea is the lowest point on earth and is a unique natural phenomenon: a land-locked salty sea. Along the shores of the Dead Sea, several archaeological sites have been identified. The area has potential to become a tourist magnet. The opening of the Amman-Aqaba road along the Dead Sea will attract attention to this high potential tourism resource. Both general tourism and health tourism have potential here.

**Wadi Rum:** Wadi Rum is an impressive desert area with imposing cliffs located to the east of Petra. Wadi Rum is biodiversified and traditionally the part of the Howeitat bedouin tribal land. In antiquity, the site supported Nabataean settlement and, from inscriptional data, two early Roman tribes, the Safites and the Thalmuds. In recent history, the site gained prominence during the "Great Arab Revolt." The site is visited most often from Petra or Aqaba.

**Nature Reserves:** There are twelve areas which have been identified as nature reserves; seven of these have been established and are under the jurisdiction of the Royal Society for the Conservation of Nature (RSCN). Species such as the oryx, onnager, ostrich and ibex have been reintroduced into Jordan through the efforts of the RSCN. Bio-diversity parks are planned for Aqaba and Wadi Rum.

#### **4. GOJ Policy in Tourism and Preservation of Cultural Resources**

In 1990 the MOTA adopted A Tourism Marketing Strategy for Jordan, which established the national objective as: "Increase total tourism flows to Jordan and increase its contribution to the economy." This objective is based on the principles that the cultural, historical and archaeological heritage of Jordan must be conserved and developed as a major attraction for tourists and the development of tourism requires collaborative action by the public and private sector. Within this context, the strategy's first specific objective is "to maximize the net expenditure in Jordan of tourists from outside the country."

Following the strategy, the Ministry has developed the following foci: (1) marketing Jordan as a destination -- not as a "gateway" to Jerusalem or a "hub" for air transportation; (2) preserving and improving management of Jordan's major tourist attraction, Petra; (3) increasing the hotel occupancy rates in Amman and Aqaba, primarily by developing new sites and attractions; (4) emphasizing private sector provision of services and free market principles; (5) increasing Jordan's participation in regional itineraries; (6) increasing and improving tourist services; and (7) targeting culture/nature tourists and avoiding mass tourism.

#### **5. USAID/Jordan Strategy**

The Mission's program goal is broad-based, sustainable economic growth in Jordan. To achieve this, one of the Mission's three strategic objectives is to increase foreign exchange earnings from light industry, agribusiness and tourism. Environment, defined as natural and cultural resources as well as the indigenous people, is recognized as a central cross-cutting theme.

The Mission has developed a tourism sector strategy<sup>4</sup> that focusses on increased earnings of hard currency through increased tourist expenditures. This will be achieved through four linked objectives: 1) to enhance and protect as tourist sites those cultural/natural resources best suited to attract international tourists; 2) to develop the presentation and diversity of sites, as well as the range and quality of services so that visitors stay longer, leave satisfied, return and recommend Jordan as a destination; 3) to market tourist attractions to those niches of the international tourist market that will maximize foreign exchange earnings while preserving and enhancing the sites; and 4) to promote a policy climate conducive to investment in quality tourism attractions, infrastructure and services. The strategy has identified three major themes--Mosaics of Jordan, Roman/Byzantine cities, and Nabataean Heritage--for site development and marketing purposes.

---

<sup>4</sup> USAID/Jordan Tourism Strategy, March 1993.

The Cultural and Environmental Resources Management (CERM) project is fully consistent with the MOTA strategy and responds directly to the first two Mission objectives by enhancing selected sites and by increasing tourist services at those sites. It encourages sustainability of the sites by targeting the surrounding communities to be direct beneficiaries of increased tourism. The other two objectives will be met through separate Mission sponsored tourism promotion initiatives which will be closely coordinated with the CERM Project.

## **B. Perceived Problems and Current Actions**

### **1. Perceived Problems**

Jordan needs to maximize the value of its main underutilized resources--its unique cultural heritage and its acclaimed natural beauty--through increased tourism. But Jordan's ecosystems and its cultural/archaeological sites are delicate and increased visitors will mean increased deterioration, unless protective measures are taken to manage these non-renewable resources. Both culturally and environmentally important sites in Jordan are threatened by increased population and its modern needs, e.g., housing, water, infrastructural requirements. With an increase in the population to approximately 3.8 million and a fertility rate of 5.6%, there is an ever expanding need to use significant cultural and environmental places for modern needs. The encroachment on cultural and environmental sites is an expected result of the increase in population. Areas that sustain human habitation today are likely to be the same areas from antiquity, i.e., the rich agricultural land in the Jordan Valley or in the Highlands where there is a consistent water supply.

Cultural/archaeological sites are the purview of the Ministry of Tourism and Antiquities (MOTA), comprised of two separate departments, Tourism and the Department of Antiquities (DOA). The two departments have separate laws governing them with some overlap which can create difficulties. Thus, the staff of both departments need specialized training in state-of-the-art methodologies in order to enhance their abilities and effectiveness. Also, coherent policies and procedures for the development and management of sites and for the promotion of sustainable tourism need to become operational. There is a need for MOTA to develop an efficient management structure which promotes an integrated and coherent decision making process within the various field offices for both departments.

Although the cultural/archaeological and environmental sites in Jordan are worthy of interest as they currently exist, there is little that the uninitiated gains from visiting either type of site. Only a limited number of site and regional museums and very few visitor centers have been established. These provide some information; however, the exhibitions are rarely informative, nor

do they encourage visiting other museums or centers. The presentation of objects is not comparable to the same type of museums or visitors centers at other tourist destinations in the region. There is a little or no attention paid to educating the local population as well as visitors in understanding the cultural and historical significance of these unique natural and cultural resources, and in addressing the wider issues related to the environment and sustainable development.

Most frequently a tourist site includes no more than the attraction itself, e.g. the ruins of a Crusader period castle or the mosaic floor of a Byzantine church. Only a few of the most frequented sites offer other services to visitors, e.g. rest rooms, refreshments, trained guides and printed information on the site. No tourist site in Jordan presents the attraction so that the visitor can independently understand what is being viewed.

Also, in order to ensure the sustainable development of a site, there is a need to involve the local communities, e.g. by providing opportunities for employment, income generation and improved quality of life.

Challenges to the GOJ center around the conflicting needs for preserving, as well as developing these resources. The management of the resources needs to be understood in terms of: the sustainability of the resource; the economic integration of the resource into the lives of those who live in/around/near the resource; the active involvement of both public and private sectors in the preservation and development of the resource; and, as well, the importance of balanced benefits to the local communities, the visitors, the outside investors and to the GOJ through foreign exchanged earnings.

The CERM project will help address these perceived problems through development activities at selected sites, the preservation and presentation of these sites, improvement of visitor's services, the involvement of local communities through educational and income-generating activities and through management support initiatives. The CERM project will provide for the sustainability of the sites through the development of public awareness and community participation at the selected sites, while at the same enhancing the management capabilities of the MOTA and NGO's involved at sites.

## **2. USAID/Jordan's Involvement in the Sector**

As early as 1958, the United States Government (USG) was involved in the preservation of cultural and environmental sites. The USG funded the restoration of one of the columns on the facade of the Treasury building in Petra; and, later in the early 1960's, it funded the construction of a dam across the entrance to the sig

(the narrow, natural entrance to Petra) to aid in controlling the annual flooding.

In 1966, USAID, with the National Park Service (NPS), funded studies of three main sites: Petra, Amman and Jerash. These reports were completed in 1968. The team preparing the reports was bi-national and recommended the formation of national parks for the cultural/archaeological sites, the preservation of the natural resources and the removal of the indigenous people.

Throughout the 1970's and 1980's, USAID/Jordan funded various studies of the DOA and the antiquities of Jordan and implemented several projects in cooperation with the American Center of Oriental Research (ACOR). Recently these projects have been funded through the Technical Services and Feasibility Studies (TSFS) Projects (IV -- 278-0260 and V -- 278-0266). The recent projects have been at the Amman Citadel, Petra, Madaba, Umm Qeis/Gadara and Tabagat Fahl/Pella. USAID has also assisted the DOA in establishing a "cultural resource management" program which has focused on the computer documentation of archaeological sites.

Through the Private Services Sector Project (No. 278-0272), USAID funded various studies of policy-institutional issues, such as the privatization of the national airline, Royal Jordanian, of transport corporations, and strengthening marketing organizations. This project also funded specific support for tourism marketing, as did the TSFS projects. The Marketing and Manufacturing Improvement Services component of the Industrial Development Project (No. 278-0265) has been engaged to carry out various feasibility and market studies in the tourism sector. Despite the irregular pattern of these interventions, USAID has gained valuable experience and understanding of the institutional and policy constraints to further development of the sector. The new strategy calls for further interventions in the sector leading to increases in net foreign exchange earnings from tourism. The CERM project provides an opportunity for a coherent and better integrated set of interventions promoting increase in foreign exchange earnings and sustainable development.

### **3. Related Activities of Other Donors**

The World Bank and UNDP, under the Global Environmental Facility, have recently undertaken two initiatives focused on the environmental protection of the Dana Wildlife Reserve and the Azraq Oasis. UNESCO has recently completed a comprehensive study of Petra where various complementary activities are underway with support from USAID, Germany, France, and other countries.

The Governments of Britain, France, Italy, and Spain provide institutional support for their respective archaeological missions in Jordan. Parallel financing has been successful between Germany and USAID at Umm Qeis/Gadara, and with Italy, Canada and USAID at

Madaba. Canada finances site development for several small projects now underway. Germany has for much of the past decade supported site development at Umm Qeis/Gadara. France, Italy, Australia, and Britain selectively support archaeological work throughout the country. Cooperation among donors for site development has been extraordinarily good over the past several years.

Other assistance includes: European Community financing of technical assistance for the current tourism promotion campaign in Germany, and France is helping to set up a Minitel information system for the Kingdom.

Important donor and GOJ activities relevant to specific sites are identified below:

**Amman Citadel:** Archaeological research has been conducted since the 1920's. Numerous national groups have excavated various parts of the site, e.g., the British, French, Spanish and Jordanians. A Spanish team will be returning to complete the excavations of the Umayyad Palace and to restore the structures associated with it. The French will continue excavations on the lower terrace. Private Japanese citizens recently helped to fund new explanatory panels in the citadel museum. A MOTA project addresses the following at the site: the access road positioning; removal of the army/police barracks; DOA storage rooms and archaeological excavation spoil heaps; and continues the archaeological excavation of the remaining part of the temenos of the Roman temple, presently located under the access road.

**Petra:** Many national groups have worked at the site at various times, including British, Australian, German and French. The DOA has conducted several excavations at the site. The German Technical Assistance Program (GTZ) is conducting tests and eventual implementation of a coating to halt the environmental degradation of the monuments. The National Technical Committee (NTC) is involved in the GTZ program as well as in helping to solve the problems relating to the sig. Recently, UNESCO, at the request of H.M. Queen Noor al-Hussein, updated a masterplan for Petra. The World Bank funded projects to aid in the solution to the hydrological problems. The Petra National Trust (PNT) is active in preserving and sustaining the site. To date, the PNT has facilitated studies relating to the site and the social problems.

**Madaba:** Archaeological research in Madaba has focused on excavation of churches and exposing mosaic pavements. The

archaeological park project has had funding from the GOJ, the Canadian Government and the Italian Government, as well as from USAID, and includes development of a Mosaic School.

**Jerash/Gerasa:** Since the 1920s scholars from the US, Britain, Italy, France, Australia, Poland and Jordan have continued to research various aspects of the site. In 1981 the DOA began the archaeological excavation of portions of the site for tourist development including the North Theater and the Hippodrome. Presently, the French government is funding research in the area of the South Theater and restoration and reconstruction of several monuments. The Italian government is funding work to reconstruct monuments.

**Umm Qeis/Gadara:** Archaeological research at Umm Qeis/Gadara is funded by the Government of Germany and the German Protestant Archaeological Institute. Scholars from Denmark excavated the bath complex during the 1980's. There is no continuing commitment from them.

**Tabaqat Fahl/Pella:** In addition to the joint US-Australian excavations and research project, the DOA has excavated and restored parts of the site. The Mamluk mosque on the main mound was refurbished by the Ministry of Religious Affairs and is not accessible to tourists.

## **II. HOW THE CERM PROJECT WILL WORK**

The **goal** of the CERM Project is to promote increased foreign exchange earnings from the tourism sector, and the **purpose** is to develop cultural sites and nature reserves which have proven ability to generate foreign exchange earnings and equitable economic growth. The CERM project will achieve this purpose by providing technical assistance, commodities, site development, and training to upgrade the touristic appeal of Jordan's most important tourist attractions.

### **A. The Project Activities**

The CERM project is a conceptually integrated project. There are four comprehensive activities which define the Project. Three will be implemented at selected tourist sites: (1) enhancement of selected sites, (2) development of tourist facilities at these selected sites, and (3) increased public awareness and community participation at these sites. The first two activities are specifically concerned with the physical aspects of the sites while the third is concerned with creating local community support. Together these three activities will create a "complete touristic unit" (CTU) at each site which will provide for the long-term sustainability of the selected sites and economic growth to both the local community and Jordan in general. The fourth activity is

identified as "management support"; this activity will allow for the integrated implementation of activities I through III.

All project activities will be implemented in close coordination with the MOTA implementing office through USAID-direct contracts, grants and cooperative agreements.

The Project has two phases. Phase I consists of the implementation of development activities at selected primary sites in coordination with the new management unit of MOTA, integrating tourism and antiquities. Phase II consists of the completion of activities at primary sites and the implementation of development activities at selected secondary and tertiary sites, once the capability of the MOTA to implement project activities is proven.

The following is a description of project activities:

#### **1. Activity I: Development of Selected Sites**

The objective of this Activity is to enhance a specific selected site. Most of Jordan's present attractions are cultural/archaeological remains or ruins; there are, also, natural areas which have touristic appeal. This Activity will enhance important attractions that are proven tourist magnets needing enhancement because of increased visitors. Site development is specific to the selected sites. It may consist of one or more of the following interventions.

**a. Consolidation, restoration, preservation:** Cultural/archaeological sites have been consistently excavated in the Kingdom; however, little importance has been placed on safeguarding the archaeological remains following excavation. At selected sites this may mean, for example: mortaring of walls, the replacing of wall stones and the use of particular materials so that the remains will not disintegrate due to weathering.

**b. Sheltering:** The sheltering of cultural/archaeological remains is used generically here. There are certain remains, e.g., certain kinds of pavements (mosaic, segmented marble), and mud-brick structures, which, if left exposed to the elements, will gradually deteriorate. Each site has specific requirements that relate to the type of physical evidence from antiquity present as well as to the surrounding natural environment. Shelters will be constructed as part of the CERM project only when determined to be necessary. The shelters will be cost-effective, attractive, non-destructive to other remains and the environment, and will be distinctive so as not to be confused with the antiquity being protected.

**c. Creation of paths and/or trails:** The creation of paths and trails at both cultural/archaeological and environmental sites is necessary to increase visitor satisfaction. Limiting where

visitors walk will help to ensure safety as well as aid in the preservation of the site.

**d. Walls, fences, gates:** Cultural/archaeological sites will be enclosed by walls and/or fences with distinctive entry gates. Naturally, some sites are too large to enclose totally; these will be partially enclosed and will have a gate. The gate and wall or fence will enable the visitor to identify the site as an "important place" while at the same time protecting and preserving the site. Appropriate fencing at natural resource sites will enable the reintroduction of faunal species and will aid in the preservation of flora species.

**e. Archaeological excavations:** Although archaeological excavations are not a major intervention of the project, there are sites where archaeological excavations will lead to the enhancement of the selected site for tourism. While the archaeological process is going on, it can be explained to tourists and become part of the experience of visiting the site. Sites where extensive excavation<sup>5</sup> is required prior to the site becoming a significant attraction will not be included in this project.

Implementation of Activity I will be by the MOTA with the USAID/Institutional Contractor and a US-NGO. The appropriate mechanism is site-specific; and, consequently, coordination with researchers and/or institutions who have long-standing commitments to sites will be imperative. A site master development plan will be required for each site.

## **2. Activity II: Development of Services at Selected Sites**

For the most part, there is a lack of tourist amenities, e.g., rest areas, cafes, rest rooms, shade. Every site lacks information in the form of pamphlets, booklets, or maps; and, there is rarely a pleasant shop where a tourist could make a purchase that would later be a reminder of the trip. The objective of this Activity is to develop services at the selected sites which will enhance the visitor's experience. Development of visitor services consists of:

**a. Architectural and Engineering Activities:** There are two aspects of visitor support services. The first relates to the physical needs of tourists. One unit/structure/facility at each selected site will either be designed and constructed; or, if there is already a structure available, this will be identified and

---

<sup>5</sup> "Extensive excavation" is defined as archaeological research, including the removal of soil layers and the processing of the acquired data, that will exceed a twelve month period. This is an arbitrary definition, the application of which relates only to the fact that the CERM project focuses on those sites which have proven tourist potential.

renovated. This unit will have adequate rest rooms, emergency facilities, a cafe/snack area and provide a rest area for tourists. Part of this unit, depending on the site, may have a gift shop. At some sites, a small site museum may be part of the structure; at others an already existing structure may be renovated.

The second aspect is the identification of space in the structure to facilitate presentation for the visitor. For example, rest areas may be separate from other areas; or, if "hands-on" exhibits or video displays are determined to be valuable at a site, these will require different configurations within the structure.

At some sites, it may be necessary to construct separate rest room facilities for visitors. This is primarily due to the size of sites and the expected increases in visitors.

Implementation of architectural and engineering requirements is through the USAID/Institutional Contractor and the MOTA Implementation Office.

**b. Presentation:** The presentation of the sites is one of the most significant aspects of site development, following preservation and consolidation. Presentation is separated into "passive" and "active" visitor participation. How sites are conceptualized for tourists is a significant factor in the presentation. Each site has its own requirements and will be enhanced based on these requirements.

For a visitor to experience a site on his/her own, explanatory panels identifying monuments and natural phenomenon will be designed and placed at sites. These panels will put the site in a context for the visitor as well as place the site within the wider context of Jordan's history and archaeology.

Site museums play an important role in presenting specific sites as well as the rich cultural and environmental resources of Jordan. The project will upgrade museums related to the developed sites so that they impart site specific and regional information in such a way as to excite the visitor. As part of presentation, the exhibits will be upgraded in terms of display, texts and booklets.

Presentation also consists of pamphlets, guidebooks, and booklets relating to the specific sites. The Project will produce six-sided free pamphlets to be disbursed when a site entrance fee<sup>6</sup> is paid for each development site. The pamphlets will describe the site, provide a map and orient the visitors so that they may view the site on their own. Booklets will give more detail on the site and again allow the visitor to see and understand the site without a

---

<sup>6</sup> As planned by MOTA, it is expected that all developed sites will have an entrance fee.

guide. There are several sites which already have tourist booklets available. The authors/publishers of these will be encouraged to update them. A general pamphlet or booklet on cultural and environmental sites ("Tips to Travelers"), traveling in Jordan and Jordanian culture will be produced and be available at every development site.

Site models will be constructed for each Project sites. These will be to scale and be designed in such a way that any on-going research or archaeological excavations can be incorporated into the model. These models will form the core of the initial introduction to a site.

To allow visitors to participate in the site more actively, "information officers", individuals already employed by the departments of the MOTA, will be trained to answer questions, direct visitors and enable them to have an exciting experience. The information officers will be well-versed in both the cultural/archaeological significance of the site and how this intersects with environmental considerations. An information officer or more will be present at each developed site. Where archaeological excavations are taking place, an information officer will be prepared to discuss this with visitors as part of the tourist experience. The information officers will relate to GOJ trained site guides by: keeping them informed of tourist needs, updating the information the guides have about the sites, and familiarizing the guides about other sites which relate to a specific site.

Implementation of presentation initiatives is site specific and will be through the MOTA Implementing Office and the USAID/ Institutional Contractor working in cooperation with groups and/or individuals with specialized knowledge on individual sites.

### **3. Activity III: Public Awareness and Community Participation**

**a. Public Awareness:** Public awareness relates specifically to the communities who share in that site, as well as the general public. Public awareness is defined as: appreciation for the specific site and, in general, the numerous cultural and natural resources throughout the country; development of an understanding as to how the site can be preserved through a particular community's efforts; a comprehensive approach to interacting with the site for economic gains from visitors without damaging the site; and, how the local community and the visitors may interact.

Appreciation for a particular site and its "value" is accomplished through education. Identification of the unique qualities of a site, as well as how the site is similar to others, will be part of the overall approach. As well, the understanding of how natural resources and cultural resources are intimately connected will be emphasized for each site. For example, each site has evidence of

how natural resources were used in the past, linking this information with the present is an educational process. Some sites may have indications as to why the site was abandoned, e.g., the creation of midden (rubbish) heaps may have contributed to disease; or, a natural disaster may have caused the temporary abandonment of a site. Also environmental concerns, such as the disposal of trash, cleanliness and the protection of monuments, signs, flora and fauna, will be emphasized.

A local community's appropriation of an identified site will depend on how the community understands it. A priority will be to define this for each site and help the community to view the site as an important place with which they can interact.

Implementation of public awareness activities will be through the MOTA implementing office and GreenCOM, a USAID/W centrally-funded global project, specializing in environmental education systems and communication techniques. GreenCOM will work closely with NGO's relating to cultural/archaeological sites, for example, the Friends of Archaeology (FOA), the Petra National Trust (PNT), and the Madaba Regional Heritage Society (MRHS).

**b. Community Participation:** Community participation at project selected sites centers around the community receiving economic gains from the site. It is linked, however, with the public awareness aspect in that sustainable income-generation is tied to the preservation of a site. The Project will support income-generating initiatives organized by local non-governmental organizations (NGO's). USAID/Jordan successfully worked with several NGO's in the past, e.g. the "National Handicraft Development" Project which led to the formation of the Jordan Trade and Design Center. Support will continue. There are several NGO's with which the Project may work for income-generating projects relating to specific sites, e.g. the Noor Al-Hussein Foundation (NHF), the Queen Alia Fund (QAF), Save the Children (S/C) and the Bani Hamida Women's Weaving Project (BHWWP). By working with these NGO's women's participation and incomes will be increased.

Implementation of community participation will be through the MOTA implementation office and appropriate NGO's. NGO's and local community groups will be requested to submit proposals for income-generating activities for a specific site. USAID/Jordan and the MOTA will evaluate proposals and identify grant recipients.

#### **4. Activity IV: Management Support**

To ensure the efficient coordination and implementation of all project activities, the MOTA will establish a Project Implementation Office immediately. This office will integrate the functions of the two departments of the Ministry. This office will institute new structures for effective management of proven

touristic sites. This will be done by evaluation of Project sites and the development of master plans relating to project activities.

The Project will provide support to the office and MOTA through the USAID/Institutional Contractor and a US-Personal Services Contractor (US-PSC).

The Institutional Contractor will operate out of the MOTA office and work in a collegial relationship with the staff. Primary responsibilities are: the implementation of project activities as specified in the contract; disbursement and accountability for the use; implementation of training schedules; procurement of short-term technical assistance; and, the procurement of services and commodities for effective implementation of project activities.

The US-PSC will operate out of USAID, and work in a collegial relationship with the Implementing Office, the Ministry in general, USAID and other organizations concerned with cultural resources management and tourism development. Primary responsibilities are to assist USAID and MOTA to: design and develop policies leading to integration of goals at specific sites; develop procedures leading to site development and management plans; develop monitoring and evaluation systems to measure progress and assess the impact of specific interventions at sites; and, identify "human resources development" issues, plans and techniques.

## **B. The Project Sites**

### **1. Introduction**

Project sites have been divided into three categories: **primary**, **secondary**, and **tertiary**. Development of primary sites begins in Phase I of the Project and will be completed in Phase II. Activities of secondary and tertiary sites will be implemented during Phase II. The rationale used for each type of site is discussed below.

#### **a. Primary Sites:**

The project activities will be implemented at three primary sites, all of which are critical to the development of tourism in Jordan: **Petra** because it is a designated "World Heritage Site" and because it is the magnet which draws approximately 95% of all foreign tourists to Jordan; the **Amman Citadel** because it is the most significant attraction in Amman, is representative of the rich cultural/archaeological heritage of Jordan and because it is the gateway for most tourists; and, **Madaba** because significant tourism enhancement activities are on-going which support from this Project can assist in bringing to completion.

Amman, the capital of Jordan, is the main entry point into the country for most western tourists. Sixty-nine per cent of the

visitors enter through the Queen Alia International Airport. The occupancy rate of hotels throughout the country is 41% (1992) and hotels in Amman have the lowest occupancy rate in the country. The average number of tourist nights spent is 5.2 as of 1992. (This is based on the Economic Analysis, Annex C.) To increase foreign exchange earnings, there needs to be an increase in the number of nights spent by visitors. In order for visitors to stay longer, attractions need to be more appealing. To increase the number of days spent in Amman, the project is concentrating on the development and enhancement of the Amman Citadel and the establishment of the Madaba Archaeological Park.

Petra was the principle city of the Nabataeans at the time of Christ. Although unknown to the West except in folklore, it was only rediscovered in 1812 by the Swiss explorer/adventurer J. Burckhardt. It is the most visited of Jordan's attractions by non-Jordanians. Available statistics confirm that 95% of visitors to Jordan go to Petra. Without preservation and the implementation of management systems, it is likely that the site will be significantly degraded.

Madaba, located forty minutes south of Amman, has long been a tourist attraction because of the famous mosaic map of Christian holy places located in the modern Church of St. George. With the development of the "Madaba Archaeological Park", partially funded by USAID/Jordan, the tourist appeal of the town is increasing. There are, however, specific activities which need to be completed.

Implementation of specified activities at these three sites will begin immediately, Phase I of the Project. USAID/Jordan is currently sponsoring tourism development projects at all three sites which will be consolidated into and continued under the CERM project. The successful implementation of the project activities at each site will improve the tourist experience at these sites. The tourist will stay longer in Jordan, spend more money (thus, increasing foreign exchange), tell his/her friends about a good trip, and, perhaps, even return. This will achieve the purpose of the Project.

**b. Secondary Sites:**

Project activities will be implemented at approximately six sites which are, for purposes of the Project only, identified as "secondary". The identification of a site as "secondary" relates to Project resources available. Implementation of development activities at secondary sites will begin in Year 2 of the Project and is Phase II. This will allow for the following: 1. an evaluation of the successful operation of the MOTA implementing office based on; 2. effective implementation of primary site development activities; 3. the effective use of objective criteria

for determination of secondary sites<sup>7</sup> which takes into consideration both the Mission strategy and MOTA requirements; 4. the inclusion of international marketing data coordinated through other USAID/Jordan initiatives and the MOTA; and, 5. an evaluation of Project management and status of implementation at the three primary sites.

### **c. Tertiary Sites:**

Tertiary sites are those on routes which connect primary and secondary sites. These sites will be identified with an "historical marker". This marker will be a permanent sign, easily recognizable along a road to a site or be at a site, and be in English and Arabic. The "historical markers" are to enhance the touristic experience. By providing the tourist with information about a site or place on the way to a major attraction, the route taken is enhanced.

## **2. Primary Sites**

### **a. The Amman Citadel**

Site Background: Amman was once the capital city of the Ammonites, the controlling group of central Jordan during the latter part of the first millennium B.C. During this period, it was named Rabbat Ammon. In early antiquity the site was contained on the tell (both a natural and a human-made mound), now known as the citadel. The earliest occupation dates from ca. 3200 B.C., the Early Bronze Age. Early occupational evidence is visible in the city wall system and on the terraces. The historical and archaeological data indicates continual habitation of the citadel.

In the third century B.C., Amman became part of the Hellenistic world and was renamed Philadelphia as a member of the decapolis.<sup>8</sup> Following Roman occupation, the city expanded to the wadi (valley) on the south side, below the tell. Most of the lower city remains have been destroyed by the evolution of the modern city. The remains visible in the wadi today are: a Roman theater, an odeon (small theater) and a nymphaeum (fountain). The DOA has recently reconstructed both the theater and the odeon; and, archaeological excavations have been conducted at the nymphaeum.

---

<sup>7</sup> Cf. Technical Analysis, Annex A.

<sup>8</sup> The term "decapolis" refers to a loose administrative confederation of ten cities: Scythopolis (modern: Beisan) was the only one of the cities west of the Jordan River; six of the cities (cf. below) were located within the boundaries of modern Jordan; and, the others were located north of the Yarmouk River in the area of modern Syria.

The project will focus on the citadel in order to increase the attraction of Amman, thus increasing the number of nights spent in the city, and to place it into an historical context. Development of the Amman Citadel will ensure that a tourist's visit to Jordan is started with an understanding of the importance of the country and with expectations being met. Several ancient Near Eastern cities, e.g., Aleppo, Damascus, Cairo, have fortress or citadel areas. The planned project interventions will add the Amman Citadel to this list, thus enhancing the experience of being in Jordan and identifying Amman as part of a long regional tradition. A tourist will be introduced to the long cultural history of Jordan and at the same time be able to place it within its regional historical context.

Site Assessment: The citadel consists of three terraces: the lower, middle and upper terraces. Standing monuments are indicative of the Hellenistic period (visible in the city walls), early Roman period (the so-called Hercules Temple and visible remains in later structures), the Byzantine period (a church, mosaic pavements in municipal structures, other remains), the period between ca. A.D. 640 to 800/later (the so-called Umayyad Palace). These latter remains were reused in the following Islamic periods. The lower terrace is obscured today by modern housing. Evidence of earlier than Hellenistic occupation has also been found, but is presently not visible to visitors.

Since the 1920's several archaeological teams have excavated at the site: teams from Italy, France, Spain, Britain, the US and Jordan. As the lower terrace is mostly destroyed by post-1948 housing, concentration has been placed on the middle and upper terraces. Unfortunately, most excavators did not have the archaeologically excavated soil, "spoil heaps", removed. This has left a false impression that much of the upper and middle terrace have never been investigated. As well, archaeological excavation trenches from several years ago have been left without consolidation or preservation of the remains present. This provides not only an "eyesore" but is unsafe for visitors to the site.

Over the last century, there has been little attention paid to an organized excavation procedure. A recent MOTA project went far to correct this. The project removed some of the archaeological spoil heaps, exposed much of the ancient citadel wall as well as the Islamic complex adjacent to the famous Umayyad audience hall. Funding was not sufficient, however, to complete much of the planned clearance, excavation and reorganization. The general impression is still somewhat "patchy," i.e., areas have not been systematically excavated and connected to form visible units which the visitor can understand.

The Jordanian National Museum is located on the citadel. In the 1950's, when it was built, there was little regard for the fact that constructing the building there would obscure archaeological

remains and eventually become difficult for both the site and the museum. This museum is too small to accommodate excellent exhibits interpreting Jordan's rich heritage. There are plans to build another, larger structure in an area at the city's limits.

Standing monuments are obscured by the army/police barracks and the storage facilities of the DOA. As well, several of the monuments were restored at a time when techniques were not as advanced as they are today, i.e., cement was used, which is destroying some of the monuments. The recent restoration of the Hercules Temple, is an example of modern techniques.

The visitor to the citadel is lost: there are no presentation panels, no paths and directions to place the visitor within the context.

### **Project Interventions:**

#### **1.) Activity I: Site Development**

Project interventions for this Activity will focus on the continuation of the recent MOTA project (1993) and building on the successes of projects previously funded by USAID/Jordan through ACOR. Those areas and/or structures excavated by other national groups in cooperation with the MOTA will not be the priority for site development. Interventions will lead to ensuring the development of the site for tourism and the preservation of selected standing cultural/archaeological monuments. The intention is to ensure a touristic unit that encompasses the upper terrace and part of the middle terrace.

The sub-activities are:

**a.) The MOTA project will continue.** The individual sub-activities will consist of: (1.) MOTA, in coordination with other concerned groups, will develop a master tourist plan for the upper terrace and part of the middle terrace. This will include areas to be excavated by MOTA as well as paths, fencing and landscaping. (2.) Removal of the archaeological spoil heaps on the middle and upper terraces will continue. The purpose of this will be twofold: the re-exposure of already excavated areas and the exposure of the remaining part of the citadel wall surrounding the upper terrace. By removing the spoil heaps, more of the citadel wall will be exposed and the configuration of the terraces will be better understood. This will provide a basis for decisions concerning future archaeological research not funded by the Project. From earlier excavations, it is clear that the west side of the citadel contains a series of structures just below the topsoil. MOTA will remove this topsoil, thus exposing only the surface of the wall structures. (3.) The citadel wall visible to the south, overlooking the seyl, theater, odeon and nymphaeum will be consolidated. (4.) The MOTA will determine whether it is feasible

to reconstruct courses of the wall in order to make the wall visible to tourists from various points on the two terraces. If this is feasible, the reconstructed wall courses will be clearly definable from the ancient ones. (5.) MOTA will consolidate and preserve exposed wall structures from previous excavations, including the Byzantine Church, previously excavated by the DOA, and the Umayyad cistern, previously excavated by British archaeologists. (6.) Archaeological excavations will take place on the upper terrace where appropriate to enhance the tourist experience.

**b.)** The Project will build on earlier successes funded by USAID/Jordan through ACOR: the salvage excavations of a Byzantine public building and the so-called Hercules Temple. These two structures are located on the middle terrace of the citadel and will form the boundaries for archaeological excavations. During the Hercules Temple project and the excavation of the Byzantine public building (1987), evidence for Iron Age (9th/8th centuries B.C.) Rabbat Ammon was found. Continuing the excavations is likely to enhance the visible remains from this period of occupation and improve a visitors understanding of Jordan's long history.

The Byzantine public building has an excellent figural mosaic pavement. Once the limits of the pavement and the remaining architectural/structural elements of the building are known, the pavement will be consolidated and preserved. Depending on the condition of the original walls, a certain amount of preservation and restoration will be done. Whether or not the structure will be restored and/or sheltered will depend on the results of the excavations.

The excavation of the approximate 250 meters between the two structures will be conducted by a US-NGO through a cooperative agreement with USAID/Jordan. The US-NGO will hire the appropriate technical expertise to fulfill the goals of this aspect of site development. This work is expected to enhance the site. The plan is to complete the excavation of the Byzantine public building and to connect this area with the Hercules Temple. Continued excavation connecting the known areas is expected to present several different period remains increasing the visual impact of the citadel as well as setting the stage for a visit throughout Jordan.

The above interventions will ensure that the upper terrace and a portion of the middle terrace adjacent to the Roman Temple become a tourist experience, while at the same time they will ensure the preservation of significant cultural/archaeological resources. The above interventions do not meet all of the challenges presented at the citadel but are complementary to the work of other research groups at the ancient city of Amman/Philadelphia.

## 2.) Activity II: Development of Services

Architectural and Engineering Activities: The present museum structure is inadequate for display, and does not fairly represent the rich cultural heritage of Jordan. For this reason, the GOJ is planning a new museum structure. When the present structure was built, archaeological excavations were carried out beforehand. At this point, it is best to alter the structure into a combination of a museum and Visitors Center. If a new museum is not constructed, alteration of the interior of the present museum will be done to accommodate minimal tourist amenities and for the redesign of the space for display.

The project will fund an update of the 1988/USAID architectural and design study to convert the present museum structure into a Visitors Center. This is partially dependent on the GOJ's plans to construct a new National Museum. If it should be determined that a new structure will not be built, the updating of the design study will take this into consideration. Implementation will consist of: renovation of the present structure, possible additions to this structure, reorganization of the space so that only objects from the Amman Citadel and sites surrounding Amman where there are not local museums will be displayed (an exhibition space); management office space; an information area; an audio-visual room; a museum/gift shop; a cafe/snack area; restrooms; public telephones; and, a visitor rest area.

A design study will be funded by the project to determine the proper placement of an access road to the new Visitors Center, a parking lot and an entrance gate to the touristic area. This study will be dependent on the results of the interventions discussed above under Activity I and therefore it is not possible to project where these facilities should be located. Implementation will not occur until Phase II of Project implementation.

Presentation: Explanatory on-site panels do not presently exist. The texts for these panels will be prepared by the US-NGO for the areas for which the institution has had primary responsibility in the past and for which it will have responsibility under the Project. The other texts will be prepared by MOTA and other interested parties as required. These panels will be placed by MOTA along the site paths. These panels will explain where the tourist is, the importance of what is being viewed and place the monument within a context.

A site pamphlet will be produced in the same manner as the panels. This pamphlet will be a minimal guide to the site and will contain a map. It will be given to visitors when they enter the site. Authors and publishers of existing guidebooks will be encouraged to update these.

In the renovated Visitors Center, museum exhibits will be designed by the MOTA with short-term technical expertise provided by the USAID/Institutional Contractor in coordination with the MOTA implementing office and USAID/Jordan. Each of these will have free pamphlets developed for them which will explain the exhibits. The number of exhibits will be determined based on the type of material culture (objects) to be displayed in the center.

A scale site model will be constructed in such a way that newly acquired information from on-going project funded, GOJ/DOA or other national groups, excavations can be incorporated. It will be placed at the entrance to the new Visitors Center and will be used as orientation to the site by guides and information officers. The model will not be contracted for until the renovations are nearing completion.

Two employees of the MOTA will be identified as information officers. GreenCOM will develop and implement a training program for the information officers. Qualifications for the information officers at the Amman Citadel include the following: an understanding of the on-going archaeological process, the significance of the citadel in the history of Jordan, an ability to integrate the site into its present surroundings, an understanding of the flexibility required in discussing a site with visitors.

### **3.) Activity III: Public Awareness and Community Participation**

Public Awareness: The Amman Citadel provides an excellent opportunity to form linkages between natural and cultural resources. On the upper terrace of the citadel there is a cistern, built in the seventh/eighth centuries A.D. (Umayyad period) in order to use rain-water. There are also remains of an earlier (Iron Age through Hellenistic) water system, as well as drainage systems. GreenCOM will develop an environmental education curriculum in cooperation with MOTA and NGO's, e.g., the Friends of Archaeology (FOA), the Royal Society for the Conservation of Nature (RSCN), and/or the Jordan Environmental Society (JES). This educational curriculum includes linking past uses of the natural environment through the visible archaeological remains with methods used in the present. An educational program such as this will enable identification of the past, relate it to the present and aid in preservation for the future. Specific programs for children and adults will be developed to enhance the understanding of the Amman Citadel as an integral part of the national heritage. As the citadel is GOJ owned, it provides an opportunity to experiment with various ways of bringing this important resource to national attention.

On a broader level, enhancement of the citadel provides an opportunity to develop a Kingdom-wide program showing the linkages between cultural and natural resources. The citadel is also a site which easily shows that cultural/archaeological resources need not

be in conflict with but are compatible with modern-day needs. This program may take the form of incorporation of linkages within already existing school curricula on environmental needs by GreenCOM working closely with the RSCN. In cooperation with the MOTA implementing office and the USAID/Institutional Contractor, special educational slide and/or videos will also be produced.

Community Participation: In the re-designed Visitors Center, there is a provision for a shop. The shop will be managed by one of the NGO's presently involved in reproducing ancient pottery and the traditional arts. The decision on which NGO will be involved will be based on a request for proposals and an evaluation of these proposals. As this is the first site most tourists will visit, it will be important to have the shop represent the variety of traditional arts available.

#### **4.) Activity IV: Management Support**

As implementation of Activity I begins immediately, the USAID/PSC will assist the MOTA Implementing Office in the development of the master archaeological/touristic plan for the site. This plan will identify the area development by the CERM Project as well as propose continued development plans of other areas. Once the plan has been reviewed by a committee formed by USAID/Jordan and the Implementing Office, local currency funds will be used for Activity I. Working with the Implementation Office, the USAID/PSC will determine the status of the new National Museum project and how this will effect enhancement of the present museum on the Amman Citadel (Activity II). The USAID/PSC will assist MOTA in securing the needed expertise relating to restoration and preservation of monuments.

The USAID/PSC will coordinate the GreenCOM initiatives, following a USAID direct contract. The Implementing Office will identify "information officers" for the site. The US-PSC and Implementing Office will provide the information necessary for a site-specific training program, devised by GreenCOM.

The US-PSC will oversee the production of the "Tips to Travelers" pamphlet and/or booklet. The Implementing Office, US-PSC and GreenCOM will coordinate to produce this pamphlet. The initial pamphlet will be tested at the Amman Citadel, with revisions planned following critique from international tourists and private sector tour operators.

USAID/Jordan will grant funds to a US-NGO for the production of texts for the Amman Citadel relating to those areas for which the institution has had responsibility. The MOTA Implementing Office will produce other texts, using the data base established at the Registration Office of the DOA. A review committee will be formed and decisions about texts will be made. Following this, the

USAID/Institutional Contractor will contract for the production of texts to be used in the explanatory panels and site pamphlet.

The parking facility design study (Activity II) and the development of a site management plan will take place with assistance from the US-PSC following significant progress in completing the outlined archaeological, clearance and preservation activities.

The USAID/Institutional Contractor in cooperation with the MOTA implementing office will contract for a site model.

### **Summary**

Completion of Activity I at the Amman Citadel will make the upper terrace and part of the middle terrace, along with the citadel wall, a visible integrated cultural/archaeological site. Paths with explanatory panels, and visitor amenities in the Visitors Center will ensure a pleasant tourist experience (Activity II). Public awareness and community participation activities (Activity III) will enhance the understanding and preservation of the site and generate income to local communities.

### **b. Petra**

Site Background: Petra was the main city of the Nabataeans, who controlled the trade routes during the last three centuries (ca. 312 B.C.) before the turn of the millennium and until A.D. 106, when they acquiesced to the Roman armies under Trajan. The site was re-discovered by the West in 1812 when J. Burckhardt became the first westerner to enter through the narrow siq (entrance).

Petra's fame comes from the visible Nabataean, Roman and Byzantine structures within the wadi (valley) as well as from the majesty of the surrounding topography. Within the wider area, referred to as the "Petra Basin", there are several other discrete cultural/archaeological sites. These indicate that the Petra Basin has been occupied at least from the Neolithic period (ca. 6,000 B.C.) through to the present.

Like the Amman Citadel,<sup>9</sup> several non-Jordanian archaeological groups have worked at Petra. Because of Petra's importance, the DOA has conducted archaeological excavations at the site as well. The DOA, unlike the non-Jordanian groups, has concentrated on installations and salvage projects. Others have generally concentrated on one of the monuments, e.g., the recently started Brown University project at the so-called "Western Temple".

---

<sup>9</sup> The Swiss government has recently allocated substantive resources for preservation of the siq and a study of the annual flood patterns.

USAID/Jordan has recently funded the excavation and restoration of a sixth/seventh century (A.D.) Byzantine church within the central city area. This church has an exceptional mosaic pavement which is unusually well-preserved. In adjacent northeastern rooms of the church, probably the "library" of a monastic complex, forty scrolls dating to the early seventh century were found.

In addition to its unique cultural value, as noted in the 1993 UNESCO report as well as other reports, the Petra Basin is also an environmentally significant area. It is a watershed and has fertile soil for fruit production. Historically, the area supported diverse faunal species, e.g., oryx and ibex. Uncontrolled development of the basin through the construction of roads and hotels will lead to excessive environment degradation.

Site Assessment: Located approximately 200 kms south of Amman, Petra is accessible by two historic highways: the King's Highway and the "Desert Highway", connecting Aqaba and Amman. It is the primary tourist destination in Jordan and thus is experiencing heavy tourist traffic.

The village of Wadi Mousa, located at the entrance to Petra, is facing several problems which will impact the cultural/archaeological remains. These center around the availability of potable water and the removal of waste water. The Wadi Mousa systems cannot now effectively handle the number of inhabitants and will not be able to accommodate the expected increases. Without proper management, waste water will flow into the main Petra tourist areas. A separate USAID/Jordan initiative is addressing these issues.

Hotel development in and around Petra is increasing the number of visitors who may stay at the site. There will be 1160 beds available in five star hotels, 1414 beds available in four star hotels and approximately another 300 available in other hotels by 1995. This increase leads to the conclusion that without preservation, conservation and the development of a management system, the site will face extreme degradation.

Centuries of environmental erosion and degradation caused by human occupation have weathered/alterd most of the rock-cut monuments. The Nabataeans had a system to divert rainwater from the facades of the monuments, e.g., the Palace Tomb. Once these went out of use, rain run-off eroded the facades. Presently, a German government five-year project is addressing the issue of erosion.

Over the last two hundred years, the Bidul bedouin have lived within the rock-cut monuments. These became "houses" and were used in normal ways. Unfortunately, fires further eroded and obscured aspects of the monuments, e.g., fresco paintings. The removal of the Bidul from the wadi and the monuments to the village of Umm Sahoun was effected by the GOJ in the late 1980's. However, during

the 1990-1991 Gulf Crisis several Bidul moved back into some of the monuments.

There has been little attention paid to the consolidation, restoration and/or preservation of excavated monuments. Natural occurrences as earthquakes have exacerbated the deterioration of the monuments. This is particularly seen at Qasr al-Bint, a large structure which was damaged during an August 1993, earthquake.

Most tourists to Petra spend a limited time at the site, seeing only the Treasury building and some of the monuments along the path and eventually the Roman Road.

There is a GOJ Visitors Center which contains offices, a horse ticket area, rest rooms and an aerial map of the site. The Visitors Center is a new, comfortable and pleasant building, virtually unused for the last five years. Within the last three months, an agreement has been reached between the Noor al Hussein Foundation (NHF) and the MOTA to use the space as a temporary shop which will sell items from the various income generating projects that are reconstituting the traditional arts. NHF intends to construct a permanent structure near the Visitors Center on land donated by the GOJ.

From the Visitors Center, the tourist walks a modern stepped path, lined with vendors generally selling non-Jordanian curios, to a ticket gate, to the left of which is the horse-holding area. The visitor to Petra enters the site through the natural opening, the siq, by foot, carriage or on horseback.

The siq, which is 1.5 kms. long and very narrow, does not provide enough space for horses, carriages and pedestrians. When there are numerous tourists, the walk is dusty, unpleasant and dangerous as the horses are galloped back to the entrance for another rider. The marvelous sensation of exiting the siq and viewing the Treasury (the first significant monument) is lessened. During the peak tourist seasons as many as 2500 tourists use the siq for entrance to the site. If new tourist routes are identified and only walking through the siq is permitted, the number of tourists could increase to as many as 5000 per day for one-way traffic.

Once the tourist has exited the siq, vendors approach. The vendors are overwhelming and distract from the visual experience. Although tipping the horsemen is illegal, tips are forcefully sought. The experience, then, of even entering the site becomes a difficult one.

There are few directional or informational signs to guide the visitor inside Petra. There are several monuments, e.g., the High Place and the Dayr (monastery) which are some distance from the central city area. Most tour groups do not have the time to visit

these places; those who would like to are not told how to get there, the time to reach these monuments, or safety measures.

Beyond the Roman Road, in the center of the wadi, there is a facility managed by the Petra Forum Hotel (owned by the Social Security Corporation). This structure has a snack shop/cafe, an infirmary, and restrooms. The number of restrooms is inadequate and the infirmary is not always open. Part of the structure has recently been altered as a DOA museum. This new museum replaces the one located in one of the monuments. The presentation of objects from Petra is adequate and although small the museum does provide orientation.

### **Project Interventions:**

Project interventions at Petra focus on the upgrading of the tourist experience, rather than new site development activities.

#### **1.) Activity I: Site Development**

**a.) The Byzantine Church at Petra:** USAID/Jordan funded ACOR for the touristic excavations of a the Byzantine Church located in the ancient city-center from 1992-1994. The church mosaics which are figural and other excavated objects will be preserved and consolidated. A shelter must be constructed over the mosaic pavement in order to ensure its preservation. An architectural and engineering study was completed; a design for the shelter has been commissioned. The shelter will allow for tourist circulation within the confines of the structure.

**b.)** In the 1993 UNESCO report several monuments were identified as being in extreme stress. In early 1994, this evaluation was continued with three monuments being identified as the most in need of immediate rescue. The three are: the Temple of the Winged Lions, Qasr al-Bint and the Roman road. According to the most recent UNESCO evaluation, the free-standing monument in the most distress is the Winged Lion. In order for any of these monuments to be preserved and consolidated, the original excavators will need to be contacted and master plans for restoration will have to be drawn up based on the original excavations. The MOTA Implementing Office with support from the USAID/PSC will assess the three monuments, develop documentation and devise an implementation plan. The plan will define the most appropriate mechanism for procuring the required services to restore the monuments during Phase II.

**c.) Paths and trails:** In order to ensure the on-going preservation of the site, the Project will fund a study to determine the following: tourist flow within the site, the upgrading of circulation patterns within the wadi containing the main cultural/archaeological remains, and how to facilitate tourist visits to other than the main ruins. An environmental review will

be part of this study. Following the study, implementation will occur for the making of safe paths and trails within the site.

## 2.) Activity II: Development of Services

Architectural and Engineering Activities: Petra has an existing and recently constructed Visitors Center which is temporarily being used by the Noor Al Hussein Foundation (NHF), in agreement with MOTA, for display and sale of Jordanian handicrafts, as a retail outlet for the Jordan Trade and Design Center. The NHF intends to build a separate structure on land donated by the GOJ. The Project will contribute to this construction.

Following the construction of the new NHF facility (completion in 1995), the present Visitors Center will be redesigned on the interior. The space will have: a small exhibition area for Petra artifacts, in order to acquaint visitors with the wide range of historical periods Petra represents and to introduce the visitors to Jordan's Nabataean Heritage; a museum shop; upgraded amenities, e.g., rest rooms; an information area; an audio-visual area; and, office space for the management personnel from the MOTA, including the information officers.

Following an environmental analysis, a small, unobtrusive rest room facility will be built after the sig and Treasury. Presently, there is no facility until visitors reach the Petra Forum cafe (approximately 3.0 km. from the entrance). Construction of a facility will help to eliminate misuse of the monuments.

Presentation: Petra is not now presented or explained to tourists. Explanatory panels will be designed and placed throughout the site. The texts will be prepared by the concerned researchers and/or institutions. These texts will be reviewed by USAID/Jordan, and the MOTA implementing office. As a master plan already exists for Petra, the placement of the panels will be determined through the MOTA implementing office. The panels will be contracted for through the USAID/Institutional Contractor.

At the new and pleasant entrance to the site, the visitor will receive a pamphlet with a map and information about the main monuments, when the entrance fee is paid. The text for the pamphlet will be drawn from the site explanatory panels texts by the MOTA implementing office. The USAID/Institutional Contractor will contract for the production of this free pamphlet. The authors/publishers of the present guidebook will be encouraged to update this publication.

The renovated Visitors Center will have separate areas to include offices for the MOTA officials, an exhibition and display area, museum-type gift shop, and tourist facilities, e.g., transportation information. The interior space will be re-designed in such a way as to allow for private sector rental, i.e., the transportation

information "booth". Because there is a newly renovated GOJ rest house with a cafe/restaurant near the center, a snack area is not necessary. How this space is utilized will be determined by the MOTA implementing office in coordination with GreenCOM and USAID/Jordan. Displays will emphasize the linkages between the natural and cultural resources in Petra and not necessarily be museum-type exhibits, as there is a new museum in the center of Petra.

Within the renovated Visitors Center, two trained "information officers" will be present to discuss the site with visitors. The information officers at Petra will not accompany tourists around the site, but may aid in giving the tour guides the most updated information concerning the site. The training of the information officers will be by GreenCOM in coordination with NGO's. These information officers will be trained to answer questions about Petra's history, archaeology and modern-day development.

At the entrance to the Visitors Center, a small-scale model of the site will be available for orientation. This model will be constructed in such a way that newly acquired information from ongoing project funded, GOJ/DOA or other national groups excavations can be incorporated. It will be designed and produced in the same manner as the Amman Citadel model.

### **3.) Activity III: Public Awareness and Community Participation**

Public Awareness: The positive appropriation of Petra by the local residents for the preservation of the site and for economic benefits is dependent on several social factors (cf. Social Analysis). GreenCOM working with Jordanian NGO's will devise an educational curriculum about Petra's natural and cultural resources. This will be done by identifying both formal and informal leaders from the three communities directly relating to the site. Wider community participation will be solicited by GreenCOM in coordination with the PNT, the Jordanian NGO most actively involved in the safeguarding of the site. The educational program will have as a focus the preservation of Petra's unique cultural resources and the sustainable use of the natural resources, linking these to Nabataean and later ancient uses.

A training program will be devised by GreenCOM for MOTA employees at the site. Two of these employees will become information officers at the renovated Visitors Center. Those trained in the program will train others working at the site. The focus of this training program will be on what visitors expect when they come to Petra, how to treat visitors, how to share information and how to allow visitors to understand the site better.

An obvious initial audience for any training program is the schools in Wadi Mousa, the surrounding villages and those especially for the Bidul and 'Amarin bedouin. In order for this to occur, the

RSCN school program may be expanded. It is also possible for the MOTA to produce the appropriate educational materials through the implementing office with GreenCOM technical expertise.

Within this environmental educational process, GreenCOM will stress the fact that Petra is a World Heritage site. This designation means commitment on the part of the GOJ as well as the local citizens to preserve and protect the site. One of the ways this may be accomplished is through explaining this designation and using comparisons. Several of the MOTA officials in Petra are aware of this and can become part of the process.

Community Participation: Community participation in the development of Petra must extend to all segments of the diversified community. One segment cannot be viewed as benefiting more directly from the tourism or site development than another. Several NGO's, i.e., the NHF and the QAF, are presently active in the Petra area, working closely with communities on income-generating projects. Through various NGO's, it may be possible to assist in the identification of the residents of Petra as an unity, rather than as segmented groups, and provide more equitable economic gains. USAID/Jordan will request proposals relating to income-generating projects from NGO's and community groups. These will be reviewed and support will be provided to detailed, complete projects.

#### **4.) Activity IV: Management Support**

Over the last twenty-five years, several master plans have been developed for Petra. The GOJ is presently deciding how to implement the preservation of the site and at the same time develop the tourist appeal. The MOTA Implementing Office will be fully informed of the higher-level GOJ decisions. Based on these decisions, the US-PSC will work with the Implementing Office to devise a work plan for Activities I through III at Petra.

The US-PSC, working with the Implementation Office, will assess the Temple of the Winged Lions, Qasr al-Bint and the Roman road to determine the types of expertise necessary and implementation schedules will be devised. This will be reviewed and approved by a USAID and MOTA formulated committee.

A Scope of Work will be done immediately for a national parks specialist. This person, in cooperation with Jordanian experts, will conduct the feasibility study outlined under "paths and trails", devise an implementation schedule and a detailed budget. The US-PSC will coordinate these activities.

Explanatory panel texts will be prepared by the implementation office, using the documentation center of the DOA. These will be reviewed by all concerned parties, and will be approved by a joint MOTA and USAID technical committee.

The site model, architectural and engineering requirements, and coordination of activities will be monitored and effected by the USAID/Institutional Contractor.

A US-NGO will complete the consolidation and preservation of the excavated portions of the Byzantine Church in the central city area through an agreement with USAID/Jordan.

### **c. Madaba**

Site Background: Madaba is located approximately thirty-five kilometers south of Amman in a fertile agricultural area. The modern town was founded at the end of the last century. It developed around the ancient tell, dating to the Early Bronze Age (third millennium B.C.), as did the Roman through early Islamic city. It is most famous for the Byzantine mosaic pavement in the modern Church of St. George. This church was built around the pavement following resettlement of the site. It is a map of the holiest sites in Christianity, dating to ca. A.D. 560. Throughout antiquity, Madaba was situated on main north-south and east-west trade routes. It is within a region containing several well-known sites.

USAID/Jordan is funding the development of an archaeological park in Madaba. Shelters are being constructed over two Byzantine period churches containing mosaic pavements: the Church of the Virgin and the Church of the Apostles. Mid-twentieth century housing is being renovated to accommodate a shop for the Madaba Regional Heritage Society, a NGO, and offices for the MOTA; other housing was restored along the main market (sug) road of the modern town; a survey of the town was done; and, archaeological excavations were conducted in the park area.

Archaeological research in Madaba has focused on the excavation of churches with adjacent structures and the exposing of mosaic pavements. This work has primarily been accomplished by the Studium Biblicum Franciscanum (SBF) and the MOTA. One church, the Church of El-Khadir, was excavated first by the German Protestant Archaeological Institute in the early 1970's and then later more work was carried out by SBF.

Site Assessment: The Madaba archaeological/historical situation is similar to that of several sites in Jordan. The rapid increase in population and development of needed services has altered, obscured and/or destroyed much of the ancient site. Abandonment and removal of turn-of-the century housing has occurred, leaving the impression of "urban blight" in some areas of the town. The immediate area surrounding the modern Church of St. George, is one of these. However, walking south from the church, one is on narrow picturesque streets which form part of the sug (market) area for the town.

There is a DOA office and museum further to the south, on the opposite side of the town from the Church of St. George and the developing archaeological park. This museum has a fine collection from sites within the region, but is not well-known. Upgrading of the structure, presentation and conservation of the several in situ mosaic pavements will make this an outstanding tourist attraction.

Throughout Madaba, there are several excavated churches. The Sunna Church and the Church of El-Khadir were excavated and cleaned by the SBF in 1993. These churches are on the boundary of the archaeological park. Although owned by the Greek Orthodox Patriarchate in Jerusalem, an accommodation has recently been reached between the MOTA and the Patriarchate which would allow the incorporation of these two churches into the park.

The Salayta Church and the Cathedral were excavated previously by the DOA. At present, minimal preservation measures have been taken. If the three churches are cleaned, preserved and enclosed, they could easily become part of a "Madaba Walking Tour".

The Madaba (MOTA) archaeological park includes: (The following description is from east to west.)

1. Several 1950's buildings are being renovated to become the living quarters for the students of a Mosaic School. This work is funded by the GOJ and the Italian Government. Classrooms are being constructed to the west of the living quarters; and, across from the classrooms, a non-elite house from the turn-of-the-century has been renovated to accommodate the director's office and support services for the school. Necessary archaeological excavations, prior to the completion of renovation of the director's office and the construction of a boiler facility, were funded by the Canadian Government. The first phase of this project will be completed by September, 1995.

The school will be staffed by Jordanian and Italian professionals. The objective is to train students in: conservation, construction, removal and replacing of mosaic pavements. At present, the school is under the joint directorship of the MOTA and the Ministry of Education. By design, there is no clear division between the Mosaic School and the tourist/archaeological park. There is a low wall which allows the two spaces--the park and the school--to be spatially integrated.

2. The low wall and the shelter being constructed over the Byzantine Church of the Virgin (previously excavated by the SBF) form the boundaries of a path to the public road to the north.

3. To the south of the shelter, the eastern section of the Roman, Byzantine and early Islamic decumanus, an east-west street, excavated in the 1980's (SBF) is visible.

4. Bordering the decumanus on the south is the Byzantine Church of the Prophet Elijah with the crypt dedicated to a local saint, St. Elianos. This church was first excavated at the end of the last century by the French and re-excavated in 1992/93.

5. In June of 1992, excavations of the continuation of the decumanus were started, across a modern street to the west. These excavations have continued to the present and indicate a long urban occupation for the site with the street maintaining its essential use throughout the early Abbasid period (eighth century A.D.).

6. Adjacent to the extension of the decumanus to the west are two structures from the 1930's. These are being renovated: the smaller one on the main modern street is completed and is a store for the Madaba Regional Heritage Society, and the larger structure is to accommodate a small on-site museum and the MOTA Madaba offices.

#### **Project Interventions:**

Project interventions are critical to consolidate the work that USAID/Jordan has already accomplished in Madaba in order to open the Archaeological Park. Other interventions in Madaba are possible as part of **secondary site** development.<sup>10</sup>

#### **1.) Activity I: Site Development**

The following are aspects of site development which will enable the use of the Madaba Archaeological Park as originally defined by the MOTA; that is, the Church of the Virgin area (the eastern end of the Roman road) and the western end of the Roman road): a. the western parameter of the park needs to be enclosed with a wall, following the pattern of the wall in the eastern end of the park; b. walkways need to be constructed to facilitate visiting the park; and, c. modern concrete retaining walls, enclosure walls and surrounding houses need to have an appropriate facade constructed so that the view from inside the park, lower than the modern street level, will be pleasant; and, d. limited archaeological excavations will take place at the western end of the park. The purpose of these excavations is to complete the western end of the designated park area. The excavations will last for eight months and will complete excavations in the defined park area.

The above will be implemented by a US-NGO through an extension to an already existing grant.

#### **2.) Activities II: Development of Services**

---

<sup>10</sup> These might include sheltering of previously excavated Byzantine churches, excavations other than those already discussed here and/or the construction of other tourist facilities.

Architectural and Engineering: No construction will be undertaken in Madaba as part of **primary** site development.

Presentation: To complete what USAID/Jordan started in 1991 and 1992 as a complete touristic unit, explanatory panels will be placed in the defined park area. The texts for these panels will be prepared by a US-NGO and other concerned parties. The panels will be placed initially in the eastern end of the park (the area of the Church of the Virgin), as it is nearer to completion than the western end; following this, panels will be placed in the western end. The eastern end of the park is closer to completion than the western; therefore, the two sections will be opened separately.

A site pamphlet will be developed. The pamphlet will first concentrate on the area of the Church of the Virgin, as this end of the park will be completed first, and will be free to tourists when entering the park at the gate already constructed in this area. Once the western end of the park is completed, a new pamphlet will be made for the entire park.

The MOTA offices, which are presently being completed, will be designed in such a way as to allow for a small exhibit concerning the park. The USAID/Institutional Contractor with the MOTA implementing office will contract for the design work and provide short-term technical assistance for the small exhibit.

An information officer will be trained by GreenCOM to facilitate the tourist experience at the site. Initially, this information officer will be located in the Church of the Virgin area; and, following completion of the western end will be in the MOTA office facility.

### **3.) Activity III: Public Awareness and Community Participation**

Public Awareness: GreenCOM will work closely with the Madaba Regional Heritage Society (MRHS), the FOA and local citizens to develop an educational program relating specifically to the Archaeological Park. Educational materials on Madaba's cultural heritage and environmental problems will be developed, thus enhancing the citizens' understanding of their city and the importance of preserving the Madaba Archaeological Park.

Community Participation: Community participation in Madaba will relate to the specific community of the city. The NHF has a project which is primarily centered on the villages surrounding Madaba, as does the Queen Alia Fund (QAF) with its center in the village of Mlich. Income-generating projects have not concentrated on the city itself. There are already several private sector enterprises that center on the tourist trade and, as well, there are producers of the traditional arts, i.e., particularly one family where the traditional Madaba rug is made. NGO's will be

asked to submit proposals relating to income-generating activities at Madaba and small grants to promote these activities will be competitively awarded.

**4.) Activity IV: Management Support**

USAID/Jordan will grant funds to a US-NGO for the preparation of explanatory panel texts. These will be reviewed by a USAID/MOTA committee. The USAID/Institutional Contractor will have the panels and the site pamphlet produced from these texts.

The MOTA Implementing Office will devise a monitoring system to determine the number of tourists who visit the Archaeological Park. The system will be devised with assistance of the US-PSC, but will not be put into effect until the present work on the eastern end of the park is completed. This data will inform any future development of the site.

**TABLE 1: PHASING OF PROJECT ACTIVITIES**

<b>PHASE I</b>		
<b>SITE</b>	<b>ACTIVITY</b>	
Amman Citadel	I	- MOTA Master Development Plan - Workplan for site - Removal of spoil heaps - Assessment of consolidation Requirements - Data re: Museum - Excavation begins - Consolidation begins
	III	- GreenCOM Educational Program - RFP's to NGO's
Petra	I	- Byzantine Church - Monument Assessment - Parks Specialist
	II	- Presentation - NGO Grant (NHF Building) - Information Officers
	III	- GreenCOM Educational Program - RFP's to NGO's
Madaba	I	- Excavation, walls, etc.
	II	- Explanatory Panels (East)
	III	- GreenCOM Educational Program - RFP's to NGO's
<b>PHASE II</b>		
Amman Citadel	I	- Design of Museum into Visitors Center - Completion of Excavation, Consolidation
	II	- Explanatory Panels - Pamphlets - Construction - Exhibits - Paths/Landscaping
Petra	I	- Consolidation of Monuments - Paths, trails implementation
	II	- Visitors Center - Presentation
	III	- Grants to NGO's - GreemCOM Program
Madaba	II	- Explanatory Panels (West)
	III	- Grants to NGO's - GreemCOM Program

### 3. Secondary Project Sites

During Phase II the CERM project will also upgrade approximately six other important tourist sites. Based on the experience at primary sites, the overall concept will be the formation of a complete touristic unit at each site to ensure tourist satisfaction as well as the long-term sustainable preservation of the site. The linkage of the natural and cultural resources at sites and their preservation will remain a priority in the development of these other project sites.

There are over 10,000 cultural/archaeological sites now listed by the Cultural Resource Management program. This number will undoubtedly increase as more research is conducted in Jordan. The sites span a long period of time. By limiting the number of sites through the identification of **themes** and **routes**, it is possible to concentrate on certain aspects of Jordan's rich cultural heritage.

During the design of this Project potential secondary sites were discussed with many groups and individuals, including the MOTA, other GOJ Ministers, other donors, local and international PVOs and NGOs, private tourism sector entrepreneurs and groups, and foreign tourists. Everyone has their "favorite" sites. An illustrative list of possible secondary sites is included in Annex A.

In order to add objectivity to the selection process, the design team has developed a "Site Criteria Form" which establishes a point system for selection criteria. The Site Criteria Form, with a full explanation, is included in Annex A. Under the direction of the MOTA Implementation Office this form will be widely disbursed to the relevant public, NGO and private sectors to develop a ranking of potential secondary sites for development under this Project. The final selection of sites will be done jointly by MOTA and USAID/Jordan.

These sites will be selected based on the following: a.) The successful establishment and proven implementation effectiveness of the MOTA implementation office. b.) How well the site conforms to the **themes** identified by the Mission's Tourism Strategy; i.e. the Mosaics of Jordan, Jordan's Nabataean Heritage, and Roman/Byzantine Cities. During the LOP, other themes may prove to be more appropriate because of changes in the regional situation, emphasis placed on specific sites by the GOJ, as well as through the results of international market testing. c.) The proximity to the tourist hubs (that is, where most tourists will spend their nights). By developing specific **routes** for day trips to various sites with complete touristic units from Amman or Petra the pleasurable experiences for visitors will be enhanced and the amount of time and money spent in Jordan will increase. Along major connecting points, for example, between Amman and Petra, the development of "scenic overlooks" and pleasant stopping areas adjacent to sites

will enrich the journey. d.) The accessibility of tourist busses to the site by already existing roads/highways.

Each **secondary** site will be developed following the development of a master plan for the site. This master plan will include: a scale map of the site with identified areas by Activity in the CERM project; a description of each Activity to be undertaken, including NGO involvement at the site; accurate engineering/architectural design with costing for buildings or structures to be constructed. The preparation of all necessary documentation for a site will be funded through the USAID/ Institutional Contractor drawing on the expertise of groups, institutions and individuals who have worked at the site.

A **sample secondary site** is Umm Qeis/Gadara. Ancient Gadara was part of the decapolis; and, thus, for development purposes, is part of the Roman/Byzantine Cities theme of the USAID/Jordan Tourism Strategy. Previous USAID/Jordan involvement at the site was the construction of a MOTA rest house. This is now leased to the private sector. The rest house capitalizes on the view of Lake Tiberias (Sea of Galilee), the Yarmouk River Valley and the Golan mountain range. Houses from the late nineteenth century (Ottoman) village have been restored by the German government: one is a site museum, one is the German excavation headquarters, and one is the DOA office.<sup>11</sup> Archaeological excavations are conducted by four different German researchers; all work is coordinated through the German Archaeological Institute in Amman. The following table identifies possible interventions at the site.

---

<sup>11</sup> The village was purchased from the landowners by the GOJ.

**TABLE 2: POSSIBLE SECONDARY SITE INTERVENTIONS AND COST ESTIMATES**

Activity I	COST
1. Creation of a master development plan for the site.	40,000
2. Creation of paths, retaining walls, and fencing at the site.	50,000
Activity II	
1. Architectural and Engineering studies:	
a. Feasibility/design study for hotel restoring part of the Ottoman village.	40,000
b. Feasibility/design study of restoring one village elite house for NGO activities.	20,000
c. Design and construction of a Visitors Center	150,000
2. Presentation	
a. Design and production of a site pamphlet	5,000
b. Limited explanatory panels	10,000
Activity III	
1. With GreenCOM, the development of an environmental educational program.	20,000
2. NGO or community group income-generating projects	50,000
<b>TOTAL</b>	<b>385,000</b>

In order to present the concept of tourism promotion through enhanced sites and services at the secondary site level clearly, the following is an illustrative list of secondary sites based on the themes and routes criteria discussed above. Each site includes suggested activities to create a minimal "complete touristic unit".

**a. Mosaics of Jordan**

There are several Jordanian cultural/archaeological sites which have exceptional mosaics. This theme can easily become part of the presentation of several sites. The mosaic pavements date from the fifth century through the eighth century A.D., that is the Byzantine through the early Abbasid periods.

There are several possible itineraries and/or routes that could be considered relating to the "Mosaics Theme". The itinerary suggested here centers around two sites famous for mosaics and already partially developed: Madaba and Mt. Nebo. Madaba is discussed above under sites initially selected by the project, where minimal interventions are recommended.

Madaba: Continued development of Madaba, following the initial interventions discussed above, may consist of completion of the archaeological excavations in the designated park area, the sheltering of the exposed mosaic pavements (including the Sunna Church, the Church of the Prophet Elijah and the Church of el-Khadir), the design of the MOTA office and small exhibit space in the renovated 1930's building and interpretive signage for the park. The integration of the community into the enhancement of the park area and thus the town in general could be effected through the Madaba Regional Heritage Society (MRHS) as well as GOJ authorities. Pamphlet and booklets describing the importance of Madaba will be produced and/or upgraded.

Mt. Nebo: Mt. Nebo is the traditional place where God showed Moses the "land of milk and honey." The mountain on which the Byzantine monastery was constructed has been detrimentally effected by the construction of a modern road to the Jordan Valley. The south side of the mountain has "slipped". This slippage is degrading the antiquities as well as to the environment. The construction of a retaining wall around the base of the mountain will alleviate this problem. The site needs minimal interpretive signage.

Mukhayyat: Mukhayyat is a Byzantine rural settlement. Two churches and dwelling units in the settlement were excavated several years ago. A structure was built over one of the churches to protect the mosaic pavements. This is a permanent, solid building in good repair. However, the site is not well-protected in general. Possible project interventions are: an analysis of the site leading to a design study with cost estimates; the construction of a wall or fences around the site, and the construction of a keeper's house at the entrance.

Umm ar-Rasas: Umm ar-Rasas, ancient Kastron Mefa'a, is located to the south and east of Madaba. Umm ar-Rasas could be combined with either Madaba, Mt. Nebo or the sites around Mt. Nebo to complete a day trip. The excellence of the mosaic pavement, depicting pilgrimage sites and dated to A.D. 784, in the Church of St. Stephen helps to confirm the wealth of the Christian community in the early Abbasid period.

A feasibility study for site development was commissioned by USAID/Jordan in 1993. The recommendations in the study are: upgrading of the main road to the site, the creation of internal paths, identification of the ancient street plan, construction of tourist facilities, construction of a guard house and the sheltering of selected excavated monuments. Possible project interventions are: construction of visitor facilities, the creation of internal paths and sheltering of selected monuments.

## **b. Roman/Byzantine Cities, The Decapolis**

Six of the ten decapolis cities, a Roman/Byzantine geographic and administrative unit, are located in modern Jordan: Amman/Philadelphia (discussed above), Jarash/Gerasa, Tabaqat Fahl/Pella, Beit Ras/ Capitolias, Wadi Quweilbah/Abila, Umm Qeis/Gadara. All of the sites have been excavated, with Amman/Philadelphia and Jerash/ Gerasa being more extensively researched and restored than the others.<sup>12</sup>

Jerash/Gerasa: Jerash/Gerasa is the best known of the Jordanian decapolis cities and is located only forty minutes from Amman. It was a provincial Roman city built where there had been an earlier Iron Age and Hellenistic settlement. Unique to the site is the oval piazza, usually identified as the forum of the city.

Jerash/Gerasa has been part of the tourist experience for many years. Tourist amenities are present, e.g., a resthouse, shops, a Visitors Center with a model of the site. Tour guides are available. The site is regulated; an admission is charged.

The site is not presented; there are no explanatory panels. Without a guide book or a tour guide, the tourist is "lost". The available guide books are of variable quality and need to be updated.

Byzantine churches, excavated several years ago, contain mosaic pavements. These are not part of the tourist experience at the site nor are they consolidated and/or sheltered properly.

Possible project interventions are: a feasibility study for the rehabilitation of the "sound and light" show; provide a mosaic conservator to assess the pavements at the site; presentation and interpretation of the site.

Wadi Ouweilebeh/Abila: Abila, ca. thirteen kms. north of Irbid and once a flourishing Roman/Byzantine city, is presently uninhabited. The site is located approximately two hours from Amman. The site consists of two natural hills with occupational layers: Umm al-Amad to the south and Tell Abil to the north. USAID has not previously been involved with the site.

Archaeological research has been conducted since 1980 by W. Harold Mare (Covenant Theological Seminary, St. Louis, MO.). The painted tombs, on the east side of Wadi Ouweilebeh, have been excavated and partially restored by a joint DOA-French Team. Possible project interventions are: the construction of a small keeper's house and a wall with a gate.

---

<sup>12</sup> Cf., Technical Analysis, Annex A.

Umm Qeis/Gadara: Umm Qeis/Gadara is located approximately thirty minutes north/northwest of Irbid (an hour's drive from Amman). The site commands a spectacular view of Lake Tiberias (the Sea of Galilee), the Yarmouk River and the Golan Heights. Until the mid-1980's, the late Ottoman village was inhabited. The site is large, with the earliest occupation dating from the Middle Bronze Age (survey data). Archaeological excavations have concentrated on the Roman, Byzantine and early Islamic periods. In 1992, USAID/Jordan through ACOR funded the construction of a resthouse.

The visible antiquities are impressive, but for the tourist, at the present, they pale in contrast to the view. Archaeological research is not planned by the project as there is a long-term German plan for the site. Possible project interventions are an infrastructure evaluation for a private sector hotel, funding of this infrastructure development and assistance to the DOA in site interpretation and presentation.

Tabaqat Fahl/Pella: Tabaqat Fahl/Pella is located in the northern Jordan Valley; the trip from Amman is approximately one hour. USAID funded the construction of a resthouse above the site to the east, completed in 1992.

In addition to the joint US-Australian excavations and research project (since 1979; original US excavations were in 1958 and 1967), the DOA has excavated and restored parts of the site. The Mamluk mosque on the main mound was refurbished by the Ministry of Religious Affairs (Awqawf) and is not accessible to tourists. The site is not presented. Possible project interventions are: a model (maquette) of the site, explanatory panels on the site and tourist interpretative information.

### **c. The Nabataean Heritage**

The Nabataeans controlled the caravan/trade routes from the Arabian Peninsula to the Mediterranean and north into Syria during the period between 312 B.C. to A.D. 106. Wadi Rum and several other areas around the main site of Petra evidence both temples and inscriptions relating to the Nabataean culture. The Hauran sites, i.e., Umm al-Jimal, witness strong Nabataean influence.

Aqaba: The cultural/archaeological sites in Aqaba span several occupational periods: Tell Khalif is an early iron age site, Ayla is the early Islamic city/port and there is evidence for a Nabataean and Roman site. Possible project interventions are: encouraging the MOTA to capitalize on the site of Ayla; and, preservation and management of the site by the MOTA.

The RSCN is planning the development of a bio-diversity marine park at Aqaba to include a Visitors Center and protected area along the coast. Possible project interventions include the construction of

the Visitors Center and technical support for exhibits, pamphlets and interpretive signage.

Wadi Rum: Wadi Rum is both a culturally and environmentally significant site. The reserve area is unique by virtue of its rocky volcanic landscape and is a favorite hiking and rock climbing area. The site is currently at risk from environmental degradation, loss of habitat for its fauna and loss of plant cover, much of the above directly related to uncontrolled use of the park by visitors. The reserve area is also replete with antiquities relating to both the Nabataean heritage, i.e., temples, and to the tribes which were the successors to the Nabataeans, the Safites and the Thalmuds.

Development of this site will relieve part of the visitor pressure on Petra as well as preserve this site. Possible project interventions are: the project will work with the Royal Society for the Conservation of Nature (RSCN) to enhance Wadi Rum. By developing an identified reserve area, a natural area which also contains antiquities relating to the Nabataean Heritage there will be three immediate results: a unique environmental area will be preserved, economic benefits will accrue to the local population as well as the country and visitor pressure on Petra will be alleviated. The Project will support the creation of a well managed reserve with visitor facilities that will encourage visitors to stay; improving and creating roads, trails and paths within the reserve; the development of a museum and the general upgrading of visitor facilities.

Umm al-Jimal: Umm al-Jimal is a late antique town constructed entirely of the local black basalt rock, first founded by the Nabataeans, located in the Jordanian Hauran, basalt steppic region.

There are over one hundred and fifty standing structures at Umm al-Jimal. These are in various stages of disrepair. Unlike other sites, though, it is possible to imagine life at the site. Some structures evidence three storeys: windows, columns, arches and the corbelled roofs are clearly visible. Umm al-Jimal provides an excellent contrast to the decapolis cities. Whereas the local populations of the decapolis cities and those contemporary ones in the same region followed standardized Roman city-planning techniques, Umm al-Jimal is an example of the local population's indigenous techniques.

Since 1972, research and archaeological excavations have been carried out by B. de Vries, who has submitted to USAID a detailed proposal for the development of the site. The suggestions in the report are: the consolidation of one house, "House 119"; the construction of a shelter which is separate from the antiquities over "House 119"; the consolidation and reconstruction of the

praetorium, governor's headquarters. All of these are possible project interventions<sup>13</sup>.

### **3. Tertiary Project Sites**

There are literally thousands of interesting sites located along the established routes connecting the secondary sites to the hubs. In order to further enhance the visitor experience, the Project will provide historical markers at sites and/or along the routes describing the location and significance of the site. The actual number of tertiary sites supported will be determined by the actual cost of the markers and the limited budget allocation.

The selection of these sites will be made by USAID/Jordan, and the MOTA's Project Implementation Office in consultation with the Ministry of Public Works and Housing (which has the responsibility for maintenance of all signs along roads), interested NGOs and private sector participants.

## **III. IMPLEMENTATION PLAN**

### **A. Introduction**

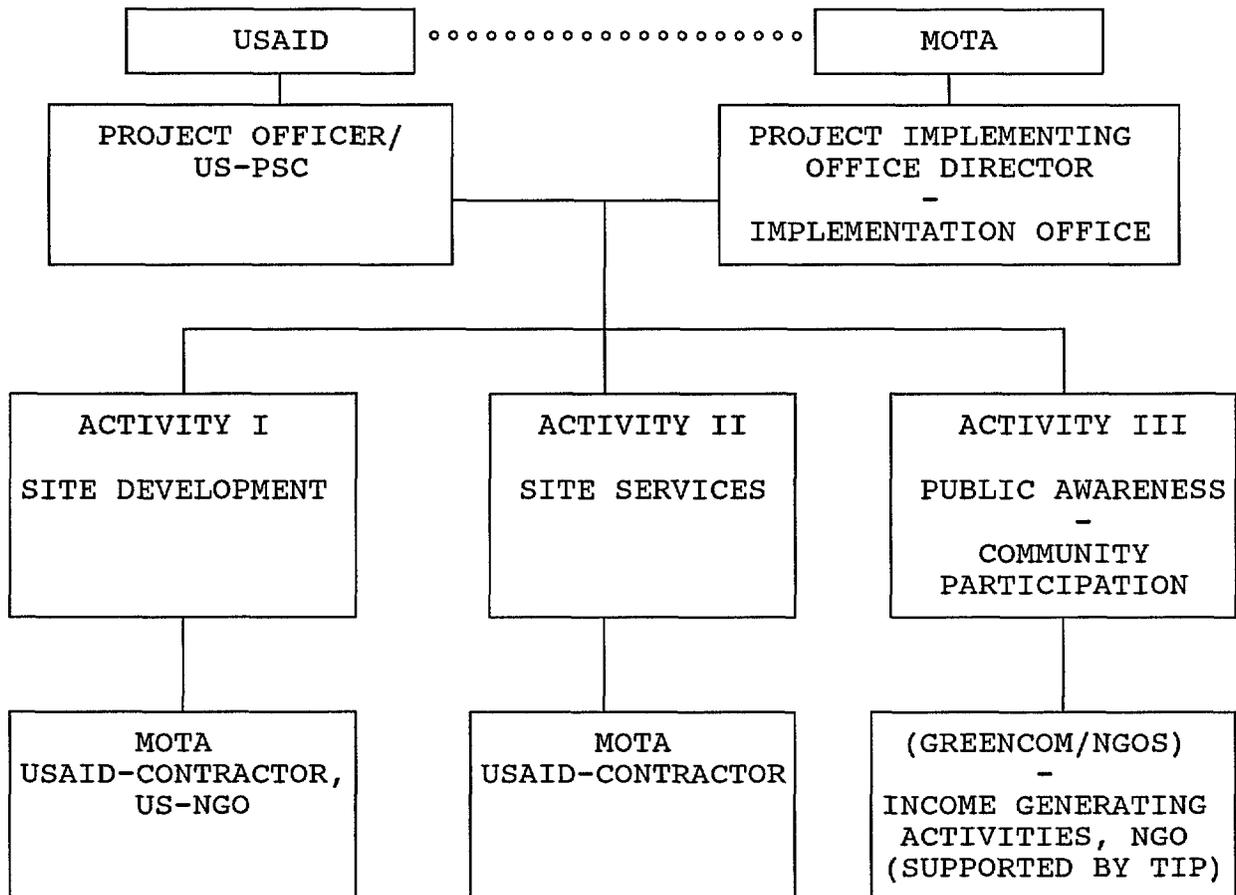
Successful implementation of the CERM project is dependent on close coordination between MOTA and USAID/Jordan as well as coordination of all implementers of project activities. Project activities funded by USAID will be implemented through USAID-direct contracts and through grants and cooperative agreements with US and Jordanian NGO's. All implementers are expected to closely coordinate their activities with the MOTA implementation office and USAID. The CERM project integrates three separate activities. It is through the integration of these activities that tourists experiences will be enhanced and the selected sites will be preserved over the long-term.

The following chart illustrates the management structure and implementation responsibilities:

---

<sup>13</sup> Other possible themes are discussed in the Technical Analysis, Annex A.

PROJECT IMPLEMENTATION CHART



**B. Implementation Details**

**1. USAID-Direct Institutional Contractor**

The USAID-direct Institutional Contractor will be competitively selected. Full consideration will be given to legislation relating to the Gray Amendment (92 State 277900). For this Project, the Institutional Contractor is defined as: having familiarity with "cultural resources management" in its broadest sense, expertise in archaeological and restoration theory and methodology, familiarity with the Near East and proven administrative ability in handling project activities and in accounting for USAID funds. Affiliation and experience with US National Parks Service, a State Park Service and/or contract archaeological firm is essential. The Institutional Contractor will provide one long-term (54 pm) team leader, who will also act as counterpart to the MOTA office

director and as an advisor to the MOTA Implementing Office. The Institutional Contractor will report to the Project Officer.

The primary responsibilities of the Institutional Contractor will be to: implement Project activities as defined in the contract; initiate architectural and engineering studies; procure short-term technical assistance and services; procure commodities; and implement training programs.

The Institutional Contractor will build on the expertise within the country through the MOTA, local universities and professional associations. Expatriate short-term technical assistance (40 pm) supplied to the Project will consist of those areas not available in-country. All short-term Jordanian and expatriate experts provided will: work for clearly defined limited periods of time, be responsible for training sessions of local personnel, coordinate with the universities and the local US-NGO, and have clear deliverables based on the selected sites.

The short-term technical assistance identified for the project is: architectural restoration, conservation of monuments, conservation of small finds (e.g., bronze objects), architectural renovation, analytical skills using technology for data and presentation of this data; landscape architecture; and park development. By working with Jordanian professionals, organizing training sessions and developing the skills of Jordanian professionals and semi-professionals, the technical assistance will be cyclical with repetition occurring when necessary.

Short-term technical assistance from a park specialist at Petra will be given priority. This specialist will be under contract. Tourist flow and safety at the site are of major concern; paths need to be identified so that other monuments than those within the central city area may be safely visited; and, as well, existing paths need to be upgraded for tourist safety. The park specialist will initially be contracted for three months. The individual working with Jordanian experts will be expected, in general, to provide recommendations for park management and specifically to identify specific paths and alternative ways for visiting the site. Additional services to assist with the implementation of aspects of the Park Program are estimated at 6 p.m.

A limited number of professionals from the MOTA will be sent to the US for short-term training at historic sites. These programs will be no more than two months, will be designed specifically for the individuals chosen and will relate directly to the CERM project's purpose and goal. Other short-term training programs will be conducted in-country as appropriate, in cooperation with Jordanian institutions. Training activities will be implemented through the Institutional contractor.

The effective implementation of the Project is partially dependent on the procurement of commodities. These will be procured by the Institutional Contractor. Procurement will consist of: five computers, software, four four-wheel drive vehicles, a bulldozer, a crane and a dump-truck.<sup>14</sup> The vehicles are a necessity to facilitate the implementation of all project activities. All commodities will become the property of the GOJ/MOTA at the end of the project.

In order for the Project to be implemented effectively, the USAID/contractor will procure the services of a full-time accountant, an administrative assistant and a driver/facilitator. The accountant will oversee USG funds. The administrative assistant will devise schedules and assist with activity implementation. The driver/facilitator will do the appropriate driving and expedite project logistics.

## **2. GreenCOM**

GreenCOM is an USAID centrally-funded global project which specializes on Environmental Education and Communication. It is specifically designed to provide communication and education support for developing-country environmental objectives worldwide. Its mandate includes promoting public awareness and community support for new environmental policies and practices, and promoting change in individual behaviors and institutional practices. Project experts work with host country partner institutions and appropriate NGOs and provide the needed technical expertise to support specific activities. GreenCOM provides state-of-the-art expertise in development communication, social marketing, environmental education, social science research, and program design and evaluation.

GreenCOM will be contracted to develop programs relating to **primary** site development, Activities II and III. GreenCOM will recruit one part time Jordanian specialist to facilitate implementation of initiatives. This person will work out of the Implementing Office and liaise with the US-PSC. Technical expertise will be provided by GreenCOM/W in the following manner: two six-week periods during Year 1 of the Project. Initial objectives are: identification of NGO's with which GreenCOM will work for initiatives, identification of the linkages between natural and cultural resources at the three primary sites, identification of the MOTA personnel to be trained as "information officers", design and implementation of a training program for the "information officers", formulate a survey mechanism to be established in the first year to determine tourist

---

<sup>14</sup> Because of the amount of soil and spoil heap removal, particularly at the Amman Citadel, heavy equipment must be procured. Rental of a bulldozer, used for soil removal, will cost between 18 to 50 JD's per hour, depending on the time of year.

needs and levels of satisfaction, and to develop educational materials for schools, the renovated museums and visitor centers.

GreenCOM, will identify the strengths and weaknesses of the various NGO's relating to sites, e.g., the Petra National Trust (PNT), the Madaba Regional Heritage Society (MRHS), and the Friends of Archaeology (FOA). Short-term technical assistance will be provided in order to enhance the effectiveness of these and other local organizations in mounting specific educational activities focused on appreciation and preservation of natural and cultural resources.

### **3. NGO Participation**

#### **a. US-NGO**

A US-NGO will have immediate responsibility for specific activities in coordination with USAID/WEA relating to Amman, Petra and Madaba. Other responsibilities will be defined in Phase II of the Project.

At the Amman Citadel, a US-NGO will excavate the area between the Hercules Temple and the Byzantine public structure. The Project will fund the shelter over the Byzantine Church excavated by a US-NGO at Petra, as well as further consolidation of the mosaic pavement. A US-NGO will continue with the present project in Madaba. A US-NGO will prepare the texts for the explanatory panels at these sites for the work the institution has conducted.

#### **b. Others**

Initially, the Project will work with the NHF by a direct grant to assist with the construction of the new facility in Petra. Subsequent grants will be awarded directly to NGO's for the primary and secondary sites following a request for proposals and an evaluation of these proposals. These proposals will be site-specific and relate to income-generating projects for the local populations at sites.

### C. Implementation Schedule

Project implementation will be done through contracts, cooperative agreements and grants. Project approval is planned for July 1994 with the Grant Agreement signed in by August 1994.

#### Implementation Phase I:

The MOTA Implementation Office will be established.

The USAID/WEA US-PSC will be contracted for in August, 1994.

Once the Project Grant Agreement has been signed, a Request for Proposals (RFP) will be prepared to solicit offers from qualified US contractors to bid on the USAID - direct Institutional Contractor (August-September, 1994). The review of the proposals will take place in December, 1994; the contract will be awarded by January, 1995 with mobilization by February, 1995. Gray amendment requirements will be fulfilled.

The "scopes of work" and PIO/T's for GreenCOM will be developed by October, 1994, with mobilization between January and February, 1995.

A cooperative agreement will be awarded for excavation of the area between the Roman Temple and the Byzantine Public Building on the Amman Citadel, the sheltering and restoration of the Petra Byzantine Church and the Madaba Archaeological Park. This cooperative agreement will be signed in September, 1994.

Requests for Proposals will be prepared for NGO competitive grants for two primary sites: Petra and Madaba.

The MOTA project at the Amman Citadel will begin.

Workplans for the Amman Citadel, Petra and Madaba will be prepared by the MOTA Implementing Office with the assistance of the US-PSC.

#### Implementation Phase II:

Implementation of Phase II will begin by mid-1996.

**Primary** site development will continue and be completed.

**Secondary** sites will be identified, master plans will be developed and workplans for the specific activities to be funded under the Project will be prepared.

Texts for explanatory panels at sites will be contracted for.

**Tertiary** sites will be identified, texts prepared and "historical markers" produced.

A cooperative agreement for the restoration of specified Petra monuments will be awarded.

TABLE 3: IMPLEMENTATION PLAN

	YEAR				
	1	2	3	4	5
<b>TECHNICAL ASSISTANCE</b>					
<b>Long-term (U.S.)</b>					
1. USAID/WEA PSC		XXXXXXXXXXXXXX	XXXXXXXXXXXXXX	XXXXXXXXXXXXXX	
2. AID/Contractor		XXXXXX	XXXXXXXXXXXXXX	XXXXXXXXXXXXXX	XXXXXXXXXXXXXX
3. GreenCom	XX	XX			
<b>Short term (US/Jordanian)</b>	XX	XX	XX	XX	XX
<b>SHORT-TERM TRAINING</b>	X	XX	XX	XX	XX
<b>PROCUREMENT</b>	XXX	XXXXXX			
<b>SITES</b>					
Amman Citadel	XXX	XXXXXXXXXXXXXX	XXXXXXXXXXXXXX	XXXXXXXXXXXXXX	XXXXXX
Petra	XXX	XXXXXXXXXXXXXX	XXXXXXXXXXXXXX	XXXXXXXXXXXXXX	XXXXXXXXXXXXXX
Madaba	XXX	XXXXXXXXXXXXXX			
Secondary Sites		XXXXXX	XXXXXXXXXXXXXX	XXXXXXXXXXXXXX	XXXXXXXXXXXXXX
Tertiary sites		X	X	X	X
Audit		X	X	X	X
Evaluation			X		

**TABLE 4: ILLUSTRATIVE IMPLEMENTATION PLAN: PRIMARY SITES**

SITE	YEAR				
	1	2	3	4	5
<b>AMMAN CITADEL</b>					
Citadel wall, removal of soil, consolidation	xxx	xxxxxxxxxx	xxx		
Excavation Between Temple & Public Building		xxxxxxxxxx	xxx		
Preservation Studies		xxx			
Implementation of Preservation			xxxxxx		
Visitors Center Study Update		xx			
Implementation			xxxxxxxxxxxx	xxx	
Presentation			x		
• Model					
• Exhibits				xxxxxxxxxx	xxx
• Paths/Landscaping			xxxxxx	xxx	
• Explanatory Panels (Text & Production)			xxxxxx	xxxxxx	
• Pamphlets	x			x	
Design Study for Visitor Parking			x		
Parking Implementation			xxx		

SITE	YEAR				
	1	2	3	4	5
<b>PETRA</b>					
Study: Paths, Tourist Flow					
Implementation of Study		xxxxxx	xxxxxxxxxxxx		
Training		xxxxxx	xxx		
Byzantine Church • Conservation • Sheltering	xxx	xxx			
Restoration Fund		xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	
Presentation • model		x			
• Explanatory Panels (Text and Production)	xxx	xxxxxxxxxxxx			
• Pamphlets	x		x		
Re-design of Visitors Center		xxx	xxxxxx		
Exhibits			xxx	xxx	
Assistance to NGO	xxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	
Rest Room		xxxxxx			
<b>MADABA</b>					
Western Parameter Wall	xxx				
Facades	xxx				
Paths	xxx	xxx			
Pamphlets	x				
Archaeology	xxx	xxxxxx			

TABLE 5: TRAINING PLAN AND ILLUSTRATIVE BUDGET (\$ 000)

ACTIVITY	TRAINEES & SUBJECTS	TYPE OF TRAINING	LOCATION	AID INPUTS \$
I.	MOTA Personnel (4)	Archaeological Excavation	in-country	15
	MOTA Personnel (4)	Data Processing	in-country	15
	MOTA Personnel (4)	Preservation/Conservation	in-country	15
	MOTA Personnel (4-8)	Conservation	in-country	25
	MOTA Personnel (8-10)	Park Management	in-country	30
II.	MOTA Personnel (12)	US Short-Term Training	U.S.A.	120
	MOTA (3-10)	Information Officers	in-country	30
	Local Petra Training (10-15)	Trail Guides	in-country	45
	MOTA Personnel (5-10)	Exhibitions	in-country	30
III.	MOTA Personnel (5)	Educational Programs	in-country	15
	NGO Personnel (5)	Educational Programs	in-country	10
	CONTINGENCY			50
<b>TOTAL</b>				<b>400</b>

#### IV. PROJECT MANAGEMENT

The primary GOJ implementing Ministry is the MOTA. The MOTA will establish an implementation office which will coordinate all project activities.

The Project will be managed out of the Water, Environment and Agribusiness (WEA) office of USAID/Jordan. A Project Officer will be assigned to the CERM project by the office director. The US-PSC position in WEA will provide specialized technical and management support to USAID/Jordan and to the MOTA. The Office of Trade, Investment and Production (TIP) of USAID/Jordan will provide support to the NGO (Activity III: Community Participation) income-generating initiatives.

##### 1. Government of Jordan: The Ministry of Tourism and Antiquities (MOTA)

The MOTA will establish an Implementing Office whose responsibility will be the effective execution of project activities. The two divisions of the MOTA have separate mandates: Tourism for specifically designated touristic sites which are primarily identified as cultural/archaeological sites and Antiquities for all specific archaeological places dating to pre-A.D. 1700. Because of the importance of coordinating the CERM project activities with both departments of the MOTA, the implementing office personnel will have expertise in both archaeology and tourism.

The MOTA office will consist of a team of four professional staff from the two departments: an office director with full delegated authority for management and administration; a site development specialist; a public outreach specialist; and, a secretary/administrative assistant. Some expertise necessary for the Implementing Office exists within the MOTA. Forming the office will mean redefinition of responsibilities. The office will report directly, through the **office director**, to the Secretary-General of the MOTA.

The Implementing Office **director** will be an individual with at least eight years of experience in the MOTA. This individual will have had experience in both international and domestic tourism; ideally will have had the opportunity to visit, study and learn about touristic sites in other countries, particularly some of the major US parks; be aware of the challenges facing the MOTA on a variety of levels, i.e., the growth of tourism, site management; have some experience in public relations; be familiar with archaeology and the processes involved; and, have some sensitivity to broad environmental issues.

The **site development specialist** will be an individual who has an architectural background and specifically has worked on the reconstruction of monuments in Jordan. It is preferable that this

individual be well-acquainted with archaeological methodology and technique. This person need not have had training outside the country; however, it will facilitate the office if this individual is familiar with international standards of reconstruction, renovation and consolidation. Preferably, this individual will have worked with the MOTA for at least four years and be aware of the demands facing professionals in the MOTA.

The **public outreach specialist** will be an individual who has concentrated on the presentation of cultural/archaeological sites to the general, international public. Qualifications may include: knowledge of audio-visual presentations, exhibitions, production of tourist information. This individual must be familiar with the local populations at the three **primary** sites and be willing to participate in the development. As this person will be the link between GreenCOM and the NGO's, it will be to the benefit of the office if this individual has some familiarity with local NGOs' goals and purposes.

The **secretary/administrative** assistant will be an individual who is fully aware of the necessary production requirements for the MOTA, the processing of materials and who can effectively help to manage the scheduling of the office. This person will be the first contact in the office and will have to be fully conversant with the office goals.

The MOTA Implementing Office will be formed as soon as the Project Agreement is signed. Without the formation of the Office, no Project funds will be expended. During Phase I of the Project, to last one year, the office will effectively implement aspects of **primary** site development. These will include, but are not limited to, the following: a. Refined job descriptions for the Implementing Office staff with delineated responsibilities. b. A master plan for the Amman Citadel will be devised. This master plan will consist of: a map of the Project development area that incorporates other parts of the citadel; a workplan with an implementation schedule for Activity I initiatives; the initiation of the MOTA project with detailed target completion dates and these dates met; details of how the citadel will continue to be developed following the CERM project. c. A comprehensive analysis of initiatives to be undertaken at Petra with coordination of the possibility of sort-term technical assistance prior to the arrival of the USAID/Institutional Contractor. d. An inclusive analysis of the touristic situation in Madaba with recommendations for site development. e. Effective implementation of the site criteria form for the identification and ranking of secondary sites. f. The assimilation of international marketing data relating to the development of secondary sites.

The establishment of the MOTA Implementation Office will be a "Condition Precedent" to first disbursement under this Project.

## **2. USAID/Jordan**

### **a. The Office of Water, Environment and Agribusiness (WEA)**

A Project Officer will be assigned by the WEA office director. The Project Officer will be the general manager of the project and will directly oversee all project activities, prepare the necessary project documentation including, for example, project implementation letters and project implementation reports, certify for payment and ensure proper accountability for all expenditures.

The US-PSC will report to the WEA office director and have responsibilities relating directly to the CERM project as well as to broader issues. Project responsibilities relate to assisting the MOTA Implementation Office with initiatives in **primary** site development, determination of **secondary** sites and the establishment of systems for site assessment and preservation, site management, and monitoring of impact from tourism. The US-PSC will coordinate the initiatives of GreenCOM and organize Project activities relating to "human resources development". The US-PSC will assist the MOTA and USAID with broader issues that relate to the sustainability of the Project sites as well as US policies and international standards related to cultural resource management. This will entail facilitating reviews and analyses of management plans for sites, policies regarding sites, formulation of goals and workplans, and the development of monitoring and evaluation systems.

### **b. Office of Trade, Investment and Production (TIP)**

The TIP office director will assign an individual as implementing officer to support NGO income-generating initiatives in Activity III: Community Participation. The individual will coordinate these activities with the WEA Project Officer. The implementing officer will be a member of all review committees relating to income-generating projects.

## **V. COST ESTIMATES AND FINANCIAL PLAN**

### **A. Cost Estimate**

The total costs of the CERM Project estimated at US \$14,000,000: US\$12,000,000 contributed by USAID, US\$500,000 equivalent in Jordanian Dinars in-kind and local cash costs contributed by the GOJ. MOTA will work closely with the Ministry of Planning and the Ministry of finance to ensure an adequate GOJ budget allocation. USAID/Jordan will track local and in-kind expenditures of the GOJ. See Table 5 for a detailed breakdown of the contributions.

**TABLE 6: CERM PROJECT BUDGET SUMMARY (\$ 000)**

Project Input	USAID	GOJ	TOTAL
Technical Assistance	2,975	-	2,975
Training	400	-	400
Commodities	600	-	600
Site Development	5,250	2,000	7,250
Administrative Support	-	500	500
NGO Activities	2,000	-	2,000
Audit/Evaluation	250	-	250
Contingency	525	-	525
<b>TOTAL</b>	<b>12,000</b>	<b>2,500</b>	<b>14,500</b>

**B. USAID Contribution**

Overall USAID costs of the CERM Project are estimated to be \$12,000,000 for the five year life of the project. This total USAID contribution for the Project will call for estimated annual expenditures of--Year 1: \$1,650; Year 2: \$2,970; Year 3: \$3,000; Year 4: \$2,960; and Year 5: \$1,420; from ESF funds. Actual obligations and disbursements may vary from year to year, as well as from the levels shown in the financial projections presented herein. Planned FY 1994 obligation is \$7,600,000.

**C. GOJ Contribution**

The GOJ contribution to the implementation of the CERM Project is expected to total the Jordanian Dinar equivalent of US\$2,500,000 in both cash and in-kind contributions. In-kind contributions will cover the set-up and staffing of the MOTA's new Project Implementation Office. Hiring of new staff may not be required as both departments of the Ministry may be able to contribute staff which meet the requirements of the positions from their current staffing.

Cash contributions totalling the local currency equivalent of US\$2,000 will be programmed over the life of the Project from the local currency generations of the Commodity Import Program (CIP). These funds will cover in-country costs for the development of the primary and secondary sites.

#### D. Other Contributions

No other direct contributions are contemplated for the successful implementation of the CERM Project. However, contributions from NGO's and private sector at the selected sites are expected to complement project inputs.

#### E. Methods of Implementation and Financing

The following table shows the methods of financing for each budget line item.

**TABLE 7: METHODS OF IMPLEMENTATION AND FINANCING (\$000)**

Methods of Implementation		Methods of Financing	Approximate Amount
Technical Assistance	- US Contractors - GreenCOM	Direct Pay	2,975
Training	- US Contractor	Direct Pay	400
Commodities	- US Contractor	Direct Pay	600
Site and Services Development	- US Contractor - Cooperative Agreements	Direct Pay	5,250
NGO Activity	- Grants	Direct Pay	2,000
Audit	- US Contractor or other	Direct Pay	100
Evaluation	- US Contractor	Direct Pay	150
Contingency	- To be determined	To be determined	525
Total Project			12,000

The detailed cost estimates for the CERM project follow. Table 8 identifies the overall project budget by separate aspects of the project.

**TABLE 8: PROJECT ESTIMATED BUDGET (\$ 000)  
(USAID CONTRIBUTION)**

ACTIVITY	TOTAL \$
<b>TECHNICAL ASSISTANCE</b>	
1. USAID-Direct Contract	(54 pm) - Long-term (40pm/42pm) Short-term (US/Jordanian) 2,300
2. USAID/WEA PSC	(36 pm) 250
3. GreenCom	(20 pm) short-term 425
<b>SUB TOTAL</b>	<b>2,975</b>
<b>TRAINING</b>	
	400
<b>COMMODITIES</b>	
Computers (5)/Software Packages/ Supplies	110
Four 4-Four Wheel-Drive Cars	30,000 each 120
Crane/Truck/Loader	370
<b>SUB TOTAL</b>	<b>600</b>
<b>SITE DEVELOPMENT</b>	
Primary Sites	3,000
Secondary Sites	2,000
Tertiary Sites	250
NGO involvement at Sites	2,000
<b>SUB TOTAL</b>	<b>7,250</b>
Contingency	525
Audit/Evaluation	250
<b>SUB TOTAL</b>	<b>775</b>
<b>TOTAL</b>	<b>12,000</b>

Table 9 is an illustrative table for expenditure by sites.

**TABLE 9: ILLUSTRATIVE BUDGET PLAN FOR PRIMARY SITES**

ACTIVITY	SITE	BUDGET	
		U.S. \$	Local Currency
	<b>AMMAN CITADEL</b>		
I	Citadel wall, removal of soil, consolidation		400,000
I	Excavation Between Temple & Public Building	450,000	
I	Preservation	200,000	200,000
II	Paths/Landscaping	30,000	15,000
II	• Visitors Center Study Update	50,000	
II	• Implementation	300,000	200,000
II	Presentation	150,000	
II	Design Study for Visitor Parking	50,000	
II	• Parking Implementation	-	200,000
	<b>SUB TOTAL</b>	<b>1,230,000</b>	<b>1,015,000</b>
	<b>PETRA</b>		
I	Implementation: Paths/Trails	100,000	200,000
I	Byzantine Church	500,000	
I	Restoration	300,000	300,000
II	Re-design of Visitors Center	70,000	200,000
II	Presentation	300,000	
II	Rest Room	150,000	185,000
	<b>SUB TOTAL</b>	<b>1,420,000</b>	<b>885,000</b>
	<b>MADABA</b>		
I	Activity I (Sheltering in park, facades, paths, wall)	300,000	100,000
II	Activity II	50,000	
	<b>SUB TOTAL</b>	<b>350,000</b>	<b>100,000</b>
	<b>TOTAL</b>	<b>3,000,000</b>	<b>2,000,000</b>

Tables 10 through 12 summarize annual expenditures for the CERM project.

**TABLE 10: CERM SUMMARY BUDGET--PROJECTED ANNUAL EXPENDITURES (\$000)**

Activity	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Technical Asst.	500	750	750	500	475	2,975
Training	50	100	100	100	50	400
Commodities	400	100	40	40	20	600
Site Development	500	1,500	1,500	1,500	250	5,250
NGO Activities	200	500	500	500	300	2,000
Audit/Evaluation	--	20	110	20	100	250
Contingency	--	--	--	300	225	525
<b>TOTAL</b>	<b>1,650</b>	<b>2,970</b>	<b>3,000</b>	<b>2,960</b>	<b>1,420</b>	<b>12,000</b>

**TABLE 11: SUMMARY BUDGET--PROJECTED ANNUAL EXPENDITURES: SITES**

	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
Amman Citadel	500	250	280	200	--	1,230
Petra	900	520	--	--	--	1,420
Madaba	350	--	--	--	--	350
Secondary Sites	--	500	625	625	250	2,000
Tertiary Sites	--	--	100	100	50	250
<b>TOTAL</b>	<b>1,750</b>	<b>1,270</b>	<b>1,005</b>	<b>925</b>	<b>300</b>	<b>5,250</b>

## VI. MONITORING AND EVALUATION PLANS

Monitoring and evaluation of the CERM project activities will be internal as well as external. The monitoring framework will consist of identified performance indicators, data collection and reviews of progress. Evaluation of project activities will measure achievement of project purpose impact on beneficiaries.

### A. Monitoring

Monitoring of the CERM project will consist of quantified data analysis as well as qualitative analysis. Women's participation in the Project will be monitored closely by all concerned, including the MOTA Implementing Office. This monitoring will include data on the number of women participating in project activities by

profession, education, previous work experience, number of years in the work force, part-time or full-time participation. Women's participation in the Project through NGO income-generating projects will be quantified.

Monitoring of project activities will focus on implementation of site specific activities, corrective actions required, and progress in achieving site-specific objectives.

In terms of the MOTA Implementing Office, USAID/WEA will closely monitor the development of the office while at the same time facilitate its effective management capabilities. An internal progress report will be submitted by the US-PSC on a quarterly basis for the first year of the project and/or when requested by USAID/Jordan management.

As the CERM project is concerned with the integration of different socio-cultural groups as these relate to specific sites, the preservation of natural and cultural resources for long-term sustainability and foreign exchange earnings, a monitoring system for each site will be implemented as an integral part of a site management plan. This system will include data on groups which are effected by the development and an assessment of how these groups benefit from project activities.

## **B. Evaluation**

The first interim evaluation of the CERM project is planned during the second year of project implementation and will be conducted through a US outside contractor. This evaluation will be concentrated on: the MOTA Implementing Office, recipients of cooperative agreements and/or grants, and an assessment of whether or not the stated goals have been met and will be met.

The final outside evaluation will occur in year five and will focus on achievement of project purpose and impact on beneficiaries.

## **VII. SUMMARIES OF ANALYSES**

### **A. Site Technical Analysis**

Over the centuries the interaction of human systems with the unique climatic and environmental conditions present in Jordan have led to the present cultural and natural heritage which visitors from around the world come to see. The CERM project will enhance these resources in order to increase foreign exchange earnings.

Cultural and Environmental problem issues are visible at most sites and at the three primary sites in particular. The Government of Jordan (GOJ) is aware of these problems. Increasing the number of visitors at these sites might have negative results unless mitigation measures are determined and implemented.

The CERM project proposes mitigation for only a few of thousands of sites currently registered in Jordan. These measures will consolidate, restore, preserve and/or shelter cultural/archaeological remains; continue archaeological excavations when these will lead to site and visitor enhancement; create paths and trails for visitor facility as well as for environmental conservation; design and install explanatory panels and place historical markers.

The Project site selection criteria includes: three historical/archaeological period project themes--the Mosaics of Jordan, Roman/Byzantine Cities, and the Nabataean Heritage; proximity of a site to Amman and/or Petra, thus increasing the amount of days potential tourists might reside in the vicinity; the use of available infrastructure, e.g., roads; and, whether or not a site is located on a visitor route. Several donors already provide the GOJ with archaeological support. USAID has provided support to the GOJ since 1958 and is currently funding several related activities.

## **B. Financial Analysis**

The implementation of the CERM project is expected to be cost effective for the Jordan economy. The CERM targets the most important tourist sites, i.e, the primary sites of Petra, the Amman Citadel and Madaba. In addition, it supports other proven touristic attractions.

Studies in other countries have found that development of sites that are well known but only partial improved has been a cost effective way to raise needed foreign exchange. The marginal cost of providing development to such sites has been more efficient than developing sites that are unknown or undeveloped. At present, all selected primary sites are well known internationally and partially developed. Therefore, of the possible alternative sites for the project, the primary sites of Petra, Amman Citadel and madaba were chosen for their high potential to be the most effective sites to raise needed foreign exchange.

Over the five year life of the CERM project, \$12 million will be disbursed by USAID/Jordan. Approximately \$100,000 will be contributed directly in the form of commodities and project vehicles. Site development, technical assistance and training will be funded through a prime contractor. The GOJ's contribution of \$2,525,000 will cover the set-up costs and staffing of the MOTA's new Project Implementation Office and the in-country local costs for developing the sites. The cash component (2,000,000) of the GOJ's contribution will be programmed over the life of the project from the local currency generations of the Commodity Import Program (CIP).

The initial cost of site development and the technical assistance will be largely subsidized by the project. However, after the

initial investment, the recurrent cost of the project shall be limited to staffing costs, equipment maintenance and other supplies. The GOJ has indicated their commitment to sustainability in funding these recurrent cost in this project. However, the project overall sustainability is dependent on the long-term commitment of the GOJ to its tourism policy.

### **C. Economic Analysis**

The economic analysis identifies tourism as a major and consistent source of foreign exchange for Jordan from the 1960's onward, except for the temporary decline in 1990-91 as a result of the Gulf Crisis and regional instability. Foreign exchange earnings from tourism are estimated at around US\$547 million in 1989, or roughly 15 percent of the total. In a country with a narrow export base, tourism development is increasingly important to improving the balance of trade and promoting diversified and sustainable economic growth.

### **D. Social Soundness Analysis**

Outwardly Jordan appears to be a culturally homogeneous country, with most of the population speaking the same language (Arabic), subscribing to the same religion (Islam), and in general holding to a similar value system. Most of the country is urbanized (70%) either in major urban centers or in smaller towns.

Ethnic and tribal distinctions do exist however. In those areas where the Project proposes to work, it is anticipated that the full mix of Jordanian ethnic and cultural groups will participate. Some sites are characterized by rural locations with distinctive cultural and tribal populations, while at other sites, notably Amman, a fully urbanized population surrounds the Project site.

Attitudes towards cultural resources can only be termed as ambivalent. Formally, the Antiquities Law upholds protection and preservation of the cultural heritage up to A.D.1700. This is sometimes viewed by the population as a threat to development and expansion. Positive attitudes fostering a sense of ownership which values the artifacts and ecosystems as part of a common cultural heritage need to be fostered and ways must be found to involve local communities as partners and beneficiaries. There is room for improvement which will need to take place if Jordan wishes to preserve its cultural and environmental heritage as well as to expand its tourism industry.

The Project proposes several strategies to ameliorate these conditions, primarily looking to communication--attitude change and behavior change strategies-- to lead its implementation plan and calling on GreenCOM and local NGOs to assist in development and implementation. Efforts will focus on improving the level of the service-providers to improve performance and match it to visitor

expectations; increasing knowledge, participation and access of community members to foster ownership of cultural and environmental resources; and increasing knowledge and improving behavior of tourists so that the visitor experience is significantly enhanced and harmonized with local values.

#### **E. Administrative Analysis**

The administrative analysis indicates that there is expertise available within the Government of Jordan (GOJ) Ministry of Tourism and Antiquities (MOTA), the counterpart for the project. What is lacking is coordination between the two departments: Tourism and Antiquities. Coordination and new management techniques will enable the effective preservation of cultural/ archaeological resources and their sustainability for long-term economic growth.

There are several non-governmental organizations (NGO's) which are concerned with aspects of the cultural/archaeological heritage of Jordan. The primary US NGO is the American Center of Oriental Research (ACOR). ACOR has been a partner in developing the sector for some years and will play a role within the CERM project. There are local NGO's which are also concerned with the cultural/archaeological heritage: the Petra National Trust, the Madaba Regional Heritage Society and the Friends of Archaeology. There are two environmentally concerned NGO's: the Royal Society for the Conservation of Nature and the Jordan Environmental Society. Other NGO's have proven capability in developing income-generating projects and working with communities at specific site locales, e.g., the Near East Foundation, the Noor al-Hussein Foundation, Save the Children and the Bani Hamida Women's Weaving Project.

#### **F. Environmental Considerations**

The Cultural and Environmental Resources Management (CERM) Project, previously Jordan Tourism Development Project (278-0291) includes inputs that finances technical assistance, training commodities, sites improvement and related services. The Mission Environmental Officer prepared a categorical exclusion for the part of the project covering technical assistance, training and commodities. On August 12, 1993 the Near East Bureau Environmental coordinator approved the categorical exclusion and concurred with the recommendation that no further environmental impact assessment is required for this part of the project.

Furthermore, the Mission Environmental Officer prepared an Initial Environmental Examination (IEE) to the part of the project covering the improvement of sites and related services. This action recommended Positive Determination and therefore it recommended that an Environmental Assessment (EA) should be made. The NE Bureau Environmental Coordinator approved this IEE on December 7, 1993. Based on this IEE recommendation, an Environmental Scoping

Statement and a Programmatic Environmental Assessment (PEA) were made and approved by the NE Bureau Coordinator on October 19, 1993.

The PEA recommended a set of mitigation measures that should be applied to each site under various interventions. The major action recommended is the preparation of one feasibility study and Environmental Review that would encompass all the potential interventions in Petra. For roads improvement the PEA also recommended an Environmental Review. For each of the remaining interventions, the PEA recommended a specific mitigation measures which in general will be reviewed by the Mission Environmental Officer.

The Mission Environmental Officer will ensure that all site specific recommendations of the PEA for the project will be carried out as required at the appropriate time.

#### **G. Women in Development**

Women do not yet participate formally in the fledgling tourism industry nor in environmental activities. Income-generation projects, spearheaded by NGOs and supported by USAID, to provide domestic crafts and arts for visitors, do encourage women in the non-formal employment sector by assuring a modest but steady income. Increasing demand from tourists will profit these small-scale producers.

The service side of tourism has also not employed significant numbers of women, as much due to cultural barriers as restricted access. The CERM project will encourage more women as mid-level managers and increase visibility in this sector.

There are significant numbers of women professionals amongst archaeologists, architects and engineers in Jordan who will be primary targets for employment under the CERM project and will provide role models at rural sites. The Project's educational programs are aimed at communities and will emphasize environmental clubs at girl's and boys schools, train social science and science teachers at both girls and boys schools, increase use of female environmental and social educators hired by NGO's, increase participation by women in local organizations and increase decision-making at all levels by women.

### **VIII. CONDITIONS AND COVENANTS**

#### **A. CONDITIONS PRECEDENT**

Before disbursement of the CERM project funds, the MOTA will establish a "project implementation office". This office will be staffed by a minimum of four MOTA professionals representing the two departments of the MOTA. These four positions will be: an

office director with full delegated authority for management and administration; a site development specialist; a public outreach specialist, and, an administrative assistant.

**B. COVENANTS**

The GOJ through the MOTA will commit local currency generations to site development throughout the life of the project.

The MOTA will study the feasibility of site fees for all sites developed during the life of the project and whether these fees can be used for the maintenance of the sites.

**LOGICAL FRAMEWORK: CULTURAL AND ENVIRONMENTAL RESOURCES MANAGEMENT PROJECT**

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p><b>Goal:</b> To promote increased foreign exchange earnings from the tourism sector.</p>			
<p><b>Purpose:</b> To develop cultural sites and nature reserves which have proven ability to generate foreign exchange earnings and equitable economic growth.</p>	<p><b>ROPS:</b> - The number of foreign visitors to the developed sites will increase by 50% - A local organization is active in the management of each site.</p>	<p>MOTA and GOJ statistics; Evaluations; Field Observations.</p>	<p>Political and Military stability in Jordan and the region</p>
<p><b>Outputs:</b> 1) Enhancement of 3 primary sites  2) Development of approximately 6 complete touristic units.  3) local community participating in the development of each site.  4) Improved MOTA coordination of site development/ management activities.</p>	<p>1a) selected attractions have been protected 1b) Presentation/ information available to visitors 1c) paths/trails exist at each site 2a) the Archaeo./ Natural attraction is protected at each site. 2b) A visitor Center with the minimum range of facilities identified in the PP exists at each site. 2c) Written information exists about each site and is available at the sites. 3a) a community group/NGO trained and working at each site in management, services delivery, indirect employment generation, etc. 4a) The MOTA Project Implementation Office is established.</p>	<p>Field Reports and observations.</p>	<p>Both Departments at the MOTA are willing to work together.</p>
<p><b>Inputs:</b></p> <p>Technical Assistance Training Commodities Site Development NGO Activities Audit/Evaluation Contingency</p>	<p style="text-align: right;"><b>Magnitude:</b></p> <p style="text-align: right;">\$2,975 400 600 5,250 2,000 250 525 ----- 12,000</p>	<p>Technical Assistance reports; Field observations; Invoices; Evaluation Reports; USAID Audits; Quarterly reports from contractors, grantees, cooperating agencies.</p>	<p>Inputs available on a timely basis.</p>