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# GREATER AMMAN MUNICIPALITY TOURISM STRATEGY

**January 2007**

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## ACRONYMS

ACOR	American Center for Oriental Research
ASEZA	Aqaba Special Economic Zone Authority
BDS	Business Development Services
BOD	Board of Directors
CBO	Community Based Organization
CoE	Centers of Excellence
DCA	Development Credit Authority
DoA	Department of Antiquities
GDA	Global Development Alliance
GOJ	Government of Jordan
JAU	Jordan Applied University
JHA	Jordan Hotel Association
JHTEC	Jordan Hospitality and Tourism Education Company
JITOA	Jordan Inbound Tour Operators Association
MBR	Market Based Representatives
M&E	Monitoring and Evaluation
MICE	Meetings, incentives, conferences and exhibitions
MFI	Microfinance Institution
MOE	Ministry of Education
MoTA	Ministry of Tourism and Antiquities
MSME	Medium and Small Micro Enterprises
NGO	Non-Governmental Organization
PNT	Petra National Trust
PSP	Private Sector Participation
RSCN	Royal Society for the Conservation of Nature
SAVE	Scientific, academic, volunteer and educational
SIU	Strategy Implementation Unit
SSC	Strategy Steering Committee
TA	Tourism Associations
TOT	Institutional of Trainers
TSA	Tourism Satellite Account
USAID	United States Agency for International Development

## Executive Summary

Tourism is inherently important to the economy of Jordan. The Ministry of Tourism and Antiquities (MoTA), and the public and private sectors came together in 2004 to jointly co-create and commit to implement the National Tourism Strategy (NTS). This strategy is designed to achieve their agreed target of doubling the economic contribution of the tourism sector by 2010. Tourism is a unique industry whose economic effects are similar to exports. While it is promoted globally, its products and services are delivered locally and therefore it drives local economies and indigenous services.

In every country the capital city and its governance authority plays an important role in tourism development and servicing. Correspondingly, the tourism economy plays a significant role in the business, social and community life of the city, with tourism typically aggregating in the 10% - 20% range of the city's overall economy.

As the capital city, Amman is the gateway to Jordan and the key national tourism cluster. It is the major centre and its active engagement in tourism is critical to the national success. Therefore the Greater Amman Municipality (GAM) is a vital and powerful partner in the development of tourism and in the achievement of the growth projections for Jordan's economy.

By establishing the Amman Commission, the Tourism Committee of the Council and the Joint MoTA-GAM Taskforce, GAM recognizes the growing importance of tourism. In realization of this goal GAM has committed to create a specific strategy for tourism development and to accord it a higher priority in overall planning, as well as to establish a new organizational structure to fully integrate tourism into GAM's responsibilities, structures and priorities.

## **The Jordan National Tourism Strategy**

Jordan's NTS is based on the creation of a result-driven partnership between Government, MoTA and the public and private sectors, with the agreed core objective of doubling the tourism economy in the period 2006-2010. The NTS is designed to provide the necessary direction and guidance to achieve this result, as well as correcting identified weaknesses and accelerating tourism growth. The NTS sets out a number of priority challenges based on four pillars as being the key areas of focus in driving Jordan's tourism growth:-

1. Strengthening Tourism Marketing
2. Supporting Product Development and Competitiveness
3. Development of Human resources
4. Providing Effective Institutional and Regulatory Framework

The National Tourism Mission derives directly from this and is to “Develop a sustainable tourism economy through a partnership of Government (public sector), the JTB, the private sector and civil society, to expand employment, entrepreneurial opportunity, social benefits, industry profits and state revenue”.

In many of these areas GAM can play an enhanced strategic and operational role through its constructive engagement. This proactive planned involvement can greatly strengthen the leadership and potential of the tourism sector partnership in Amman and help propel the city to strengthen its credentials as Jordan's major tourism cluster and destination. It can enable and empower Amman and its stakeholders to move forward on a strategically planned basis that is fully consistent with NTS objectives.

## **The Strategic Tourism Vision for Amman**

The strategic vision is, “To develop the city of Greater Amman as a destination city for tourism and business travel and as the gateway to Jordan”.

### ***Amman – The Destination City and Gateway to Jordan***

The strategic vision involves twin objectives:-

1. As a “Destination City” Amman must develop as a fully self-sufficient cluster that is capable of dealing with a wide diversity of tourism, leisure and business traveler requirements. All six of the critical components for international tourism must be in place in sufficient strength and depth to offer the choice and diversity associated with a destination city.
2. As the “Gateway to Jordan” Amman must encourage and support a high level of competitive air connectivity and frequency with key international cities and centers.

These twin objectives are fully interdependent. Neither of them can be achieved without the other.

### ***Characteristics of Destination Cities***

As a destination city, Amman will need to develop all or most of the following characteristics, which have been selected because of their known contribution to success in "destination" positioning:-

- a. Establish a strong image and reputation in selected areas**  
The image must be one of a welcoming, easy to enter, safe and attractive city with a reputation for areas like culture, shopping, entertainment, night life, etc.
- b. Demonstrate media savvy**  
Excellent use must be made of all media, communications and technologies available.
- c. Develop anchor projects of scale**  
Destination cities need a few large-scale projects that will provide them with advantages and differentiation.
- d. Provide excellent pre- and post-arrival information and visitor servicing networks**  
Potential visitors need excellent information and services, such as reservations and bookings.
- e. Ensure transport connectivity – Access and Internal**  
Ease of getting to the city with high frequency competitive flights (connectivity) and the ability to travel around the city and visit points of interest.

**f. Develop specialities**

In the case of Amman, areas like medical tourism and wellness could become a stronger speciality. The infrastructure is present, so all that is needed is the necessary organisation and marketing.

**g. Embed agile and sustained marketing**

For a destination city the emphasis is on frequent, short-term urban breaks. The offerings must be continually enlivened by positive publicity and events.

**h. Build on inherited advantages**

This includes the benefit of historic investment, such as the urban patrimony of outstanding architecture, cluster of museums or theatres, or natural advantages like exceptional location, scenery, etc.

**i. Become internationally competitive**

In terms of product, visitor experience, air access cost, ground costs, and tourism services.

**j. Use clustering and zonal strategies for development**

This allows the tourism sector to develop in clusters and have a symbiotic relationship with other areas, such as leisure, parks, pedestrianisation and cultural institutions.

## The GAM Strategy for Tourism Development - Phasing

The NTS is clear that “Urban Tourism” is a major international growth trend and that Jordan should seek to capture a greater share of this expanding market. The selection of the strategic objective of developing Amman as a “Destination City” and “Gateway to Jordan” is focused on this high growth market.

The strategy is planned for implementation in three parts:-

- **The preparatory phase**, which involves setting up, resourcing, training and integrating a new Tourism and Investment Department into the GAM structure. In this phase GAM has also established a “tourism committee” of its council to focus on tourism, and strategic partnerships with MoTA, which launched some early projects such as Rainbow Street summer and shopping festivals.
- **The core strategic phase**, where the major priority issues will be dealt with, particularly in relation to creating new clusters and integrating existing and new assets for tourism and leisure.
- **The supporting marketing phase**, which will develop the image, fashionability and brand of Amman, as well as ensuring that it is promoted and marketed effectively to the world.

The strategic implementation will be based on principles that will prioritize:-

- The selection of a list of priority projects for tourism that is agreed and proposed by the GAM tourism committee to H.E. the Mayor and the Council, after consultation with MoTA and the stakeholders.
- A planned clustering approach that will concentrate the major new facilities close to accommodation and restaurant areas.
- An integrated approach that will seek to link major attractions and facilitate their use by first time and unfamiliar visitors.
- A quality approach that will seek the highest expressions of quality in design, construction and landscaping.
- A customer-centric approach that will welcome visitors and plan for their requirements and experiences, allowing them to engage in and enjoy their visit to Amman.

### ***The Preparatory Phase***

To engage strategically and operationally with tourism, GAM must first organize internally in order to provide the capacity to plan and implement projects, and to develop its tourism capabilities. Preparation includes:

- a. The decision to establish and mandate a tourism committee of the GAM Council, which has already been taken and the committee is meeting regularly.

- b. To establish, resource, train and integrate a dedicated and mandated “Tourism Development and Investment Department” (TDID) within GAM as set out in detail in the following section on “The Role of GAM”. This department will be at sufficiently high level to have influence across departments, and might also incorporate areas like heritage and culture, which are prime interest areas for tourism.
- c. It is recommended that the overall GAM strategy should provide the tourism vision and overarching direction for the future, and a strategy for the tourism sector and others. It can be greatly improved and focused by using three layers in the process from vision to implementation as indicated in the table following-

<b>Responsibility</b>	<b>Initial Actions</b>	<b>Subsequent Actions</b>	<b>Subsequent Actions</b>	<b>Other Actions</b>
<b>Leadership</b>	Set Vision, Mission and Overall Strategy	Allocation of Strategic Resources against targets	Allocation of accountability for target attainment	Monitoring Strategic Implementation
<b>Senior Management</b>	Set Strategic Framework, partnerships and policy development	Operational Resource allocation against targets	Allocation of accountability for delivery of KPI's	Monitoring allocated benchmarks and KPI's
<b>Management</b>	Set action programmes to deliver on strategy	Programme resource allocation against targets	Allocation of accountability within programmes	Monitoring allocated programmes

- d. On completion of the overarching strategy, GAM should encourage the creation of sectoral or functional strategies for selected areas, i.e. Strategy for Tourism (sectoral), Strategy for traffic (functional). These strategies will be informed by GAM’s vision and overall direction, but will go into greater detail and aggregate together all of the elements important to that sector or functional area.

### **Selecting Priority projects**

It is important to get an agreed position in relation to selecting priority projects and this must be done directly under the auspices of H.E. the Mayor. This work should involve the Amman Commission, the Tourism Committee of the Council, the Tourism Development and Investment Department on the internal GAM side, and MoTA, Siyaha and private sector representatives on the external side.

GAM's engagement with tourism will be most effective in areas where it lends its weight, capacity and resources to finding solutions to barrier issues and challenges that are as yet unresolved, and which negatively affect tourism's growth potential and acceleration

within Amman. It is recommended that over the initial short term, projects should be selected in terms of their impact on the tourism economy of Amman. This type of priority project will be of immediate benefit to tourism stakeholders in promoting and selling Amman and will, if possible, help motivate visitors to visit, stay longer and gain greater satisfaction with the experience of visiting Amman, all of which will boost the economy.

As a preliminary step in seeking input from the tourism industry GAM sought and received a SWOT analysis (Strengths, Weaknesses, Opportunities and Threats) response for each of the professional associations. Inevitably there was commonality in many area and when the individual contributions were combined the following SWOT chart emerged.

<p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>▪ Role played by HM and Royal Family on international stage</li> <li>▪ Capital city and gateway</li> <li>▪ Extensive historic core</li> <li>▪ Character city of hills and distinctive white limestone buildings</li> <li>▪ Close to other major attractions</li> <li>▪ Good climate</li> <li>▪ Good hotel stock and choice</li> <li>▪ National logistics hub</li> <li>▪ Diversity of cuisine and restaurants</li> <li>▪ Competitive pricing of ground elements (but not air)</li> </ul>	<p><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>▪ Short visit centre</li> <li>▪ Lack of pedestrian areas</li> <li>▪ Presentation – cleanness, vacant sites, parks, etc.</li> <li>▪ Maintenance of public and private domain</li> <li>▪ Public transportation system</li> <li>▪ Downtown not attractive or safe for individual tourists</li> <li>▪ Information and signage for tourists very weak</li> <li>▪ Museums and site presentation</li> <li>▪ Contact with the habitants</li> <li>▪ Qualified city tour guides in languages</li> <li>▪ Night life is limited</li> <li>▪ Public toilets and facilities</li> <li>▪ Uses of historical city center</li> </ul>
<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>▪ Enhancement of archeological sites – particularly Roman</li> <li>▪ Restoring and caring for the historic environment</li> <li>▪ Islamic and Christian history together</li> <li>▪ Expand visit portfolio and product range to extend visitor stay</li> <li>▪ Cultural activities program</li> <li>▪ Mark historical pathways through the city</li> <li>▪ Use of water fountains</li> <li>▪ Creation of city squares and performance spaces</li> <li>▪ Image enhancement and brand</li> <li>▪ Use of creative and innovative solutions</li> <li>▪ Web marketing to selected niches</li> <li>▪ Better use of the old name – Philadelphia</li> <li>▪ Royal pageantry</li> <li>▪ Medical tourism</li> <li>▪ Educational tourism</li> </ul>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>▪ Competitor cities</li> <li>▪ Lack of investment in tourism infrastructure, i.e. exhibition centre</li> <li>▪ Air connectivity and frequency to source markets</li> <li>▪ Safety in downtown walking areas</li> <li>▪ Regional political volatility</li> <li>▪ Vehicle pollution</li> <li>▪ Congestion</li> <li>▪ Poor visitor experience</li> <li>▪ Lack of organization</li> <li>▪ Poor airport facilities</li> <li>▪ Weak facilities for families</li> <li>▪ No one-of-a-kind attractions</li> </ul>

This SWOT consolidates inputs from tourism sector stakeholders.

It is clear from the SWOT that there are a number of clear main considerations from which the following six recommended priorities were selected As being the most critical. Programs directed at improving these areas will have high impact values. The analysis revealed the following:

1. The visit to Amman is too short as there is not enough to see and do. If a percentage of the existing visits could be extended by one night there would be immediate benefit to the tourism economy of the city.
2. Amman has strong historical assets but the view from the SWOT assessment is that these are not used to optimum effect, are not well organized on the ground and do not play the beneficial role they could do in support of tourism.
3. It is not easy to enjoy Amman
  - a. There are few parks, no public squares, no pedestrian areas and few areas of special interest for visitors to congregate in.
  - b. The existing attractions are low quality and need to be refreshed, upgraded, diversified and linked
  - c. It is not easy for visitors to access Amman, know where to go or get around.
  - d. The cultural and entertainment programme is uncoordinated and not spread throughout the year or publicized sufficiently.
4. Amman needs a hub area to assist its organization and access for visitors. This area would provide information, facilities, services, interpretation and would be the hub for coach tours and FIT visitors.
5. The potential of Amman to be a major medical tourism destination for the region is being neglected at the "official" level.
6. If Amman is to become a true destination city it will require:
  - a. A program spread over many years that is designed to improve its capabilities in urban tourism and to differentiate itself from competitor destinations.
  - b. Competitive air access frequency to a greater diversity of source markets.

These six priority considerations are reflected in the projects that are recommended to form the first action plan covering a three-year period.

Following are two groups of projects and tasks that can form an action plan for GAM:-

- 1. Major Priority Projects**
- 2. Other Projects and Operational Tasks**

<b>Priority Strategic Issues for Tourism in GAM</b>	<b>Objective</b>	<b>Projects</b>	<b>Year 1 Actions</b>	<b>Year 2 Actions</b>	<b>Year 3 Actions</b>	<b>Next steps</b>	<b>Comment</b>
<i>Develop Amman as a destination city</i>	To establish a new tourism positioning for Amman in the region that will take full advantage of the growth of urban tourism, short breaks and special interest tourism	<ol style="list-style-type: none"> <li>Exhibition and conference centre</li> <li>New distinctive projects</li> </ol>	<p>Complete research phase on complex for exhibition/conference</p> <p>Identify location</p> <p>Establish investor package for complex and begin promotion</p> <p>Identify differentiating, one-of-a-kind projects for Amman</p> <p>Assess miniature Amman/Jordan project</p>	<p>Secure investor</p> <p>Create partnership</p> <p>Design complex</p>	<p>Planning issues</p> <p>Begin building phase of the project</p>	<p>Marketing</p> <p>Completion</p> <p>Opening and launch</p>	Must be ultra modern "smart building" to be future competitive

<b>Priority Strategic Issues for Tourism in GAM</b>	<b>Objective</b>	<b>Projects</b>	<b>Year 1 Actions</b>	<b>Year 2 Actions</b>	<b>Year 3 Actions</b>	<b>Comment</b>
<i><b>Lengthening the stay of visitors in Amman</b></i>	Strategically this provides the most immediate boost to the tourism economy	Cultural and entertainment program	<p>Initiate cultural coordination and programming to cover the entire year anchored by GAM</p> <p>Establish a database of all cultural, entertainment and event management capabilities working in Amman</p> <p>Identify the performance spaces and capabilities available in Amman</p> <p>Establish methodology for the creation of the annual programme</p>	<p>Continue and expand cultural programme</p> <p>Publish events guide</p> <p>Place events information on web site, in coordination with JTB</p>	Embed cultural program	This action has a high and immediate impact on the tourism economy as it will motivate as well as enhancing the image and encouraging visitors to stay longer

<b>Priority Strategic Issues for Tourism in GAM</b>	<b>Objective</b>	<b>Projects</b>	<b>Year 1 Actions</b>	<b>Year 2 Actions</b>	<b>Year 3 Actions</b>	<b>Comment</b>
<i>Lengthening the stay of visitors in Amman – Cont.</i>		Consider producing new top 20 visits brochure for Amman	<p>Research and print first edition of brochure</p> <p>Organize brochure distribution through JTB airport offices, hotels, restaurants, museums and attractions, etc.</p>			This type of brochure is a must for destination cities

Priority Strategic Issues for Tourism in GAM	Objective	Projects	Year 1 Actions	Year 2 Actions	Comment
<i>Optimizing the use of Amman's historic assets</i>	<p>To enhance the economic and cultural contribution of these assets</p> <p>To contribute to length of stay objective and to improve visitor satisfaction</p>	<p>Form heritage partnership with agreed tourism objectives</p> <p>Enhance the museums product, i.e. enable the heritage law</p> <p>Utilize GAM-owned heritage buildings with private sector participation</p> <p>Establish a heritage buildings registry and fund (also part of enabling the heritage law)</p>	<p>Partner with MoTA, DoA and TDC to enhance and link historic sites</p> <p>Establish linking circular bus route to tie in all the major attractions</p> <p>Draw up plans to enhance existing museums like those with the greatest potential</p> <ul style="list-style-type: none"> <li>• Folkloric museum at the Roman theatre</li> <li>• Citadel museum</li> </ul>	<p>Implement plans to upgrade museums through animation and interaction</p>	<p>Royal Automobile Museum is clean and well presented but can be improved further through animation</p> <p>Other museums fall short in terms of the experience</p>

<b>Priority Strategic Issues for Tourism in GAM</b>	<b>Objective</b>	<b>Projects</b>	<b>Year 1 Actions</b>	<b>Year 2 Actions</b>	<b>Comment</b>
<i><b>Making Amman a more enjoyable city to visit</b></i>	To improve the critical visitor experience of Amman	Pedestrianisation Project Special areas project Parks program	Rainbow Street	Abdoun Sweifieh	
<i><b>Providing a hub to drive tourism in Amman</b></i>	To improve Amman's urban legibility for tourists	Raghadan bus terminus project. Initiate a comprehensive viability study as to what role tourism might play in its successful operation	Examine the potential of Raghadan terminus for use in whole or in part as a tourism hub		
<i><b>Build on Amman's strengths to become a venue for medical tourism</b></i>	To gain benefit from the historic investment in medical education and facilities	Medical Tourism project	Establish partnership with the medical/hospital cohort  Initiate a joint group to plan the way forward		

<b>Projects and Operational Tasks</b>	<b>Objective</b>	<b>Projects</b>	<b>Year 1 Actions</b>	<b>Year 2 Actions</b>	<b>Year 3 Actions</b>	<b>Comment</b>
<i>Create an inventory of Amman's assets for tourism</i>	To establish the range and potential of the products available	Create a structured list of assets that appeal to segments of tourists	Project should complete in year 1	Select assets with potentials for development in line with GAM strategy	Concentrate on the development of the priority assets	This is an ongoing activity
<i>Create data base of arts &amp; cultural organizations and event organizers</i>	To form a foundation for creating the annual cultural/arts program	Collect names, contacts and information on capabilities	Project should complete in year 1			Meet with group annually Initiate communication medium
<i>Creation of investor propositions</i>	To attract interest and investment in selected priority projects	Customized investor propositions for selected projects in partnership with JIB	Create investor proposition for the exhibition and conference centre	Create investor proposition for two beacon projects	Create further investor propositions	Ongoing function

<b>Projects and Operational Tasks</b>	<b>Objective</b>	<b>Projects</b>	<b>Year 1 Actions</b>	<b>Year 2 Actions</b>	<b>Year 3 Actions</b>	<b>Comment</b>
<b><i>Branding Amman</i></b>	To bring the image of Amman to the next level	Examine the branding of Amman	Consult with stakeholders on the areas that could make up the essence of the brand	Begin work on looking at brand proposition	Create brand and deploy it	Ongoing function
<b><i>Promotion of Amman</i></b>	To ensure effective marketing and promotion of Amman	Work with JTB to plan levels of promotion and marketing	Publish official guide to Amman  Support JTB in Visitor Information Office/Network and JTB store project	Actively promote Amman	Actively promote Amman	Ongoing function
<b><i>Tourism representation on GAM website</i></b>	Create strong tourism presence on GAM website	Research tourism material using inventory and JTB sources	Develop strong tourism section on GAM website/portal and link to other websites  Sponsor/promote Amman events portal and publications	Continue to develop and improve functionality of website	Continue to develop and improve functionality of website	Ongoing function

**GAM** will support its future strategic vision for Amman by planning, reserving land and assets, and attracting investment as appropriate to develop:-

1. Ultra modern conference, meeting and exhibition facilities of appropriate capacity and scale, backed up by the necessary business services to attract the lucrative MICE business.
2. Selected anchor projects including major cluster attractions and events, and enablers.
3. Positions of competitive distinctiveness and excellence in selected niche and special interest areas of tourism and one-of-a-kind attractions, such as family, health and wellness, and culture/heritage.

### ***The Marketing Phase***

To support this strategic direction GAM will, in partnership with JTB, RJ, the industry and others as appropriate, ensure that strong and dynamic marketing campaigns are in place. These campaigns will use traditional distribution networks, but will also focus on new technologies and direct promotional/selling methodologies. This marketing will be informed by detailed market research in conjunction with MoTA/JTB, including the constant monitoring of satisfaction levels and customer visitor information network comments at sites and on departure.

### **Regional “Destination City” Competitors**

The principle regional destination city competitor is Dubai, which is working to its strategic vision “to be the greatest destination city in the world”. However, like other cities in this first ranking, it will rely on a constant stream of new visitors rather than repeats and its true direct competitors will be other global destination cities like New York, London, Paris and Las Vegas.

More relevant “Destination City” competitors are Beirut and Bahrain. Both have similar strategies to develop as destination cities and they are strong regional competitors in business tourism, relaxation and recreation, short urban breaks and family markets. Other regional cities like Cairo, Kuwait City, Abu Dhabi, Damascus, Muscat, and Riyadh are not serious competitors as destination cities at this time.

## The Tourism Role of GAM

GAM has a variety of roles it needs to play to ensure the success of its tourism strategy and that of Jordan's tourism economy.

1. The tourism committee of the GAM Council is already active and meeting regularly.
2. Following the establishment of "The Tourism Development and Investment Department" (TDID) of GAM, it must be resourced with the necessary skills and technical knowledge to enable it to take action on the diverse needs of tourism and plan for the future development of the sector, as well as integrating the wide range of tourism requirements harmoniously into the ongoing development of the city. This includes the use of advocacy and influence internally within GAM and externally by GAM with other bodies so that implementation of agreed plans will produce high yield results.
3. The TDID must actively engage in developing the attractiveness of Amman as a destination city and gateway to Jordan in several ways:-
  - a. Attracting and sourcing "investment", and particularly in securing investment and commitment for identified anchor and landmark projects that are distinctive and attractive and that can become the beacon projects for Amman as a Destination City.
  - b. By engaging in "product development" that can contribute to sustainable growth by exploiting the many assets and potentials under GAM's control, and others that may be achieved through partnership or which GAM can influence. This will involve GAM by way of acting as principle, partner or co-coordinator/integrator as appropriate.
  - c. By engaging with the artistic, cultural, recreational and social life of the city through the development of events, festivals, entertainment, parks, and performance spaces, and enhancement of the city's public domain through pedestrianisation, beautification, renewal and conservation schemes.
  - d. By using its regulatory powers and advocacy to achieve high standards in urban development and the provision of services as well as achieving a safe, clean, green and welcoming city.
4. In conjunction with JTB, GAM must play an active role in promoting Amman and developing its reputation, establishing its image and creating the brand. GAM will be the custodian and principal manager of the Amman brand, including set up of the visitor information project.

It is not the task of GAM to fund or implement all of these - that depends on the circumstances in individual cases. However it is the role of GAM to give the necessary leadership, to undertake the planning, to provide the infrastructure, and to ensure that the right environment and incentives are in place for others to invest, sponsor or share responsibility for tourism development in the city.

### ***Developing Strategic Relationships***

GAM has a number of vital relationships. The best practice approach is to address these through public/public and public/private partnerships. Partnership is distinctive from other relationships as it is a relationship where authorities and organizations agree to pool their powers and resources to achieve targeted results. In this form of relationship each body implements what is planned and agreed together so as to achieve a defined outcome. GAM should engage in public/public partnerships with bodies like MoTA and DoA, JTB, Jordan Investment Board, Ministry of Transport and Ministry of Planning and International Cooperation in particular. In addition, GAM should develop public/private partnerships with the tourism industry associations, tourism investors and private sector tourism product and service providers.

### **Ministry of Tourism & Antiquities (MoTA) and Department of Antiquities (DoA)**

Both are within the mandate of H.E. the Minister of Tourism and Antiquities. The foundation agreement between H.E. the Minister of MoTA and H.E. the Mayor to form a working task force was an excellent and necessary one fully in line with the recommendations of the NTS.

Looking to the future, this relationship should be developed and deepened as a permanent one that is necessary and continuous. The nature of the issues and work will change after the initial intense foundation period, but both will benefit from the coordination and integration of approach that is inherent in partnership. There is high value in this partnership and the proposal is to deepen the working relationships and to select specific areas and priority projects for implementation as part of the strategic project action plan.

MoTA leads the tourism effort for Jordan in terms of strategy, master planning, policy development, and managing the tourism regulatory environment through legislation. GAM undertakes key components of the tourism mission in the Amman cluster, bringing the master planning to operational and implementation levels in the city, and executing the roles referred to earlier.

### **Jordan Tourism Board (JTB)**

It is a weakness in the JTB mandate that no responsibility for product development has been assigned to it. However JTB has taken an initial step to link its capabilities in marketing and understanding of customer and market requirements to those of the product providers/investors. This action is designed to at least partially narrow this gap. There are many potential areas for cooperation, coordination and promotion. These will initially lie in areas such as the program of events and entertainment (one of the six essentials for tourism development), information services for visitors, and development of the image and eventually the brand of Amman as a destination city.

### **Jordan Investment Board (JIB)**

Investment is the most powerful tool for transformations over time. Therefore GAM should have a well-considered and clearly-formed vision as to its critical role in attracting and facilitating investment within the municipality. Three of these roles are particularly critical to the national tourism mission:-

- a. GAM must have at least a framework plan that will provide for the future development of the tourism industry in Amman. This is best done by creating clusters that take full advantage of areas where infrastructure, facilities and services are planned. Aggregation into clusters adds an agglomeration affect to tourism and enables and empowers the emergence of supporting investment and services.
- b. GAM must identify, target and fast-track a range of anchor projects that will enable it to fulfill its strategic objective of developing as a significant destination city in the region. In relation to this it must identify and reserve land (i.e. for the Conference Exhibition Centre) and must ensure that there is a supportive environment and relevant incentives for investors in these landmark projects of scale.
- c. GAM must ensure that Amman develops as a welcoming destination with well-integrated services to ensure the development of a competitive visitor experience.

A close working relationship with JIB is necessary to achieve each of these targets. GAM should organize so that it can actively participate in investment promotion and investment-seeking operations.

### **Ministry of Transport (MoT)**

Transport plays a most important role in the economy of cities. The destination city and gateway to Jordan strategies both depend on a much higher index of air connectivity being reached at QAIA airport. The transport element with MoT operates on two levels, which are international air connectivity and local transport services, such as buses, coaches and taxis. It is important to the competitiveness and capabilities of cities (i.e. MICE) that these services operate effectively and to international standards. RJ also forms part of this transport relationship network.

### **Ministry of Planning and International Cooperation (MoPIC)**

It is important that the plans of GAM are also reflected in the national plans prepared by MoPIC. This is particularly so for the anchor and landmark projects and for access to donor funds or international assistance that may be available.

**All of the above public/public relationship should be developed further through the new strategic approach to tourism.**

### **Private Sector Partnerships**

On the private sector side it is necessary for GAM to have communication and planning lines through which the industry can contribute and be aware of GAM's master plan and other plans. This will be achieved by linking to the tourism business and professional associations at the high level. However, GAM will also have to respond to individual requirements for investment, expansion, improvement and product development.

## Resourcing and Structuring the Tourism Role in GAM

### ***Introduction***

GAM has agreed that it should underpin its involvement in tourism through the establishment and resourcing of a new department for “Tourism Development and Investment” (TDI). The successful implementation of the roles proposed for GAM as set out and agreed will require resources, a structure and the definition of relationships with other authorities and stakeholders.

The TDI will receive dedicated resources as well as having access to the extensive technical resources within GAM and, where required, access to consultancy resources and outside technical assistance in selected areas. The TDI will also service and act as liaison with the tourism committee of the council and the MoTA-GAM taskforce.

In proposing the draft structures the consideration has been to create the least number of groupings, to embed the need for teamwork and to reduce overlaps. As shown in the structure this will cover three areas of distinct responsibility: planning, operations, and promotion and events.

The priority action plan, when agreed, will focus concentration on those actions that will create the greatest sustainable impact on the tourism economy of Amman.

### ***Structure***

The detailed design of the structure derives from the mission and roles that GAM will play. The structure is consistent with the current structure and processes used within GAM as understood. It will be negotiated and agreed by H.E. the Mayor before finalization and it is understood that it may take time to become fully operable as the budgets for 2007 are already agreed and deployed.

The structure sets out the human resources, qualifications and technical skills needed. It is recognized that the TDID will need to obtain services, inputs and augmentation of its capacity during certain activities and these will come from both internal and external sources. Selected services envisaged are recommended for outsourcing as the most effective methodology. In line with best practice the TDID’s primary role is designed to enable it to manage work rather than undertake it directly. The work of the TDID falls into the following component areas that have distinctive requirements:-

- a. **Planning Capability** – the capacity to plan for the tourism sector in terms of its physical development within the city of Amman, as well as influencing other authorities and technical sections of GAM to provide for the infrastructural, utility and service requirements of tourism. This area needs to be informed by research, which may in part be provided by MoTA, JTB, and the private sector.

This area should also include the mandate for investment. The investment task is critical to success and requires partnership with JIB. The TDID must assess the

- priority projects identified and determine their requirements and the investment package that is needed. This must them be prepared and presented directly and through JIB so as to mobilize the necessary investment or other resources.
- b. **Operations Capability** – to manage or guide the management of the tourism and heritage resources that are owned by GAM and that are of prime interest to tourism such as historic sites, museums, art galleries, parks, leisure facilities and public services. This area of responsibility will have a special relationship with the proposed Tourism Development Corporation in which GAM can play a role at governance level.
  - c. **Promotional and Events Management and Coordination Capability** - to promote Amman as a destination city and to engage with the diversity of arts and cultural entities with a view to coordinating the presentation and publicity of an annual program of events and attractions in the city through appropriate information networks.

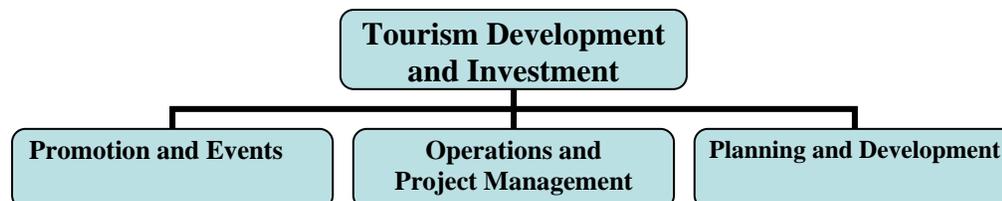
These three areas have minimum crossover or duplication between them. The types of skills and work undertaken in each are distinctive and different and all are essential to the role of the TDID and GAM.

**TDID Organizational Chart**



<p><b>Functions &amp; Activities</b></p>	<ul style="list-style-type: none"> <li>• Directly and with others to ensure Amman is promoted and its brand is developed</li> <li>• Lead and coordinate the work necessary to ensure an annual cultural, arts and entertainment program in Amman*</li> <li>• Directly and with others to ensure that the program is promoted widely*</li> <li>• Develop a calendar of events for Amman*</li> <li>• Development and maintenance of tourism and related elements of the GAM website*</li> <li>• Developing a visitor information network in Amman*</li> <li>• PR and communications*</li> <li>• Social and cultural committees</li> <li>• Develop sponsorship policies, strategies and facilitation supports</li> <li>• Event management oversight</li> <li>• Venues and performance space definition and promotion</li> <li>• Coordination with JTB on promotion</li> </ul>	<ul style="list-style-type: none"> <li>• Management and administration of department</li> <li>• Provide services to the tourism committee of GAM</li> <li>• Manage, directly or indirectly tourism-related assets and services under GAM’s control*</li> <li>• Coordinate operational issues with other departments and public – private interests</li> <li>• Propose tourism project development and oversee implementation within GAM</li> <li>• Manage GAM tourism concessions and contracts with private sector operators and developers*</li> <li>• Community relations at tourism site level *</li> <li>• Monitoring and evaluation of projects*</li> <li>• Budgetary and financial management and oversight</li> </ul>	<ul style="list-style-type: none"> <li>• Ensuring that GAM future planning provides for the development and clustering of tourism*</li> <li>• Ensuring that GAM future planning provides for the infrastructure, services and utilities required for tourism*</li> <li>• Provide tourism input to all GAM master planning, regulatory and development functions*</li> <li>• Strategic relationships with other GAM departments</li> <li>• Coordinate with tourism profession/trade in relation to sector requirements and master planning inputs</li> <li>• Packaging and promotion of investment opportunities to public and private sector organizations</li> <li>• Feasibility studies, preliminary engineering and concept studies, tender documents*</li> </ul> <p><b>* functions with potential for outsourcing</b></p>
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**Required skills and resources for GAM Department of Tourism**



<b>Skills &amp; Resources may be internal or outsourced</b>	Information Technology, Event management Public Relations Communication	Project management, Project assessment and auditing Operations/maintenance.	Planning Investment promotion Business development Project development
<b>Staff</b>	Two (additional): 1 executive, 1 senior clerical	Five (additional): 1 manager, 2 executive, and 2 senior clerical	One (additional): 1 professional – planning type 1 consultant (3 months)
<b>Year 1 Targets and Goals</b>	<ul style="list-style-type: none"> <li>• Create network of cultural, and arts bodies and event organizers</li> <li>• Plan visitor information network</li> <li>• Plan and present a number of events</li> <li>• Establish working relationship with MoTA, JTB</li> </ul>	<ul style="list-style-type: none"> <li>• Create inventory of all tourism-related assets, and stakeholders</li> <li>• Develop tools to facilitate operation</li> <li>• Manage implementation of initial projects</li> <li>• Contributing to development of Museums</li> <li>• Establish working relationship with MoTA, DoA</li> </ul>	<ul style="list-style-type: none"> <li>• Finalize tourism sectoral strategy for Amman</li> <li>• Develop master plan for tourism asset development</li> <li>• Incorporate tourism sector input in city master plan</li> <li>• Create agreed list of priority projects</li> <li>• Package at least one or two tourism assets as concession/investment opportunities</li> <li>• Establish working relationship with JIB</li> </ul>
<b>Year 2 &amp; 3 Targets and Goals</b>	To be set in consultation with GAM tourism committee	To be set in consultation with GAM tourism committee	To be set in consultation with GAM tourism committee
<b>Financial Resources</b>	(TBD)	(TBD)	(TBD)
<b>Capital</b>	JD	JD	JD
<b>Operational</b>	JD	JD	JD

## Appendix I

### Pro Forma Draft - Memorandum of Understanding

#### Between GAM and JTB

This Memorandum of Understanding sets out the proposed areas of agreement between the Greater Amman Municipality as represented by H.E. the Mayor of Amman and the Jordan Tourism Board as represented by Mazen Hmoud, Chief Executive Officer.

GAM is the governance authority for greater Amman and exercises a wide range of authority and regulatory functions related to its planning and development. GAM has entered into a partnership with MoTA to examine how GAM can best contribute to tourism development as part of its plans for developing the capital city.

The Jordan Tourism Board is the official body established by statute for the purpose of marketing and promoting Jordan's tourism products and services domestically and internationally. It is based in Amman with representation offices in many countries

In its strategy and work GAM will consider the diverse needs of tourism and plan for the future development of the sector as well as integrating the wide range of tourism requirements harmoniously into the ongoing development of the city. As part of its strategic development plan GAM recognises that strong and consistent marketing and promotion campaigns that will promote Amman as the capital and gateway of Jordan are necessary on an ongoing basis. GAM wishes to collaborate with JTB in relation to the development and execution of these campaigns and seeks opportunities to assist the JTB in practical ways to make them more effective.

#### **GAM will take the following actions:-**

1. GAM will create resource and operate a Tourism Development and Investment Department within GAM for the purpose of developing the tourism economy of the city and attracting investment to new and existing projects. The TDID will work in three distinct areas and have the following capabilities:-
  - a. **Planning Capability** – the capacity to plan for the tourism sector in terms of its physical development within the city of Amman as well as influencing other authorities and technical sections of GAM to provide for the infrastructural, utility and service requirements of tourism. The TDID will assess the priority projects identified and determine their requirements and any investment package that is needed.
  - b. **Operations Capability** – to manage or guide the management of the tourism and heritage resources that are owned by GAM which are of prime interest to tourism such as historic sites, museums, art galleries, parks, leisure facilities and public services.



**GAM and JTB agree together as follows:-**

1. Both organisations will consult regularly with each other in relation to their respective plans for tourism. The designated interface for normal ongoing contact will be between Mr Khaled Burgan on behalf of the TDID at GAM and -----  
---- on behalf of JTB.
2. JTB will invite Mr Khaled Burgan on behalf of GAM to attend any important meetings of the tourism industry where strategy, plans or operations are being discussed or launched, or press conferences are being held, and vice versa.
3. In conjunction with the JTB, GAM will play an active role in promoting Amman and developing its reputation, establishing its image and creating its brand.
4. GAM will in due course develop a brand for Amman and will ensure that this brand is consistent with any national or tourism brand in use by the JTB or Jordan. GAM will consult with the JTB and MoTA and welcome their input during the development stages of the Amman brand.
5. JTB will share with GAM market research information that bears on identifying potential markets or reports on visitor satisfaction levels with the product that are relevant to Amman and Jordan and vice versa.
6. JTB and GAM will cooperate in having a number of selected and agreed questions relevant to Amman included in customer or market surveys to be carried out by either party.
7. JTB will advise GAM in advance of appropriate media visits to Amman and GAM will assist in facilitating the Amman portion of such visits and will provide information, graphics and staff as required to support journalistic visits.
8. On the advice of JTB, H.E. the Mayor will, if available, meet with and brief important journalists and media visiting Amman.
9. GAM will produce an “Official Guide to Amman” as a contribution to the servicing of visitors. JTB will provide information and graphics to support this brochure where required and GAM will provide printed copies of the brochure to the JTB for use at its airport offices and appropriate promotions on favourable terms.
10. The JTB will carry and present any relevant literature produced by GAM at its desk/stands at international promotions. GAM will carry and present any relevant literature produced by the JTB at its desk/stand at international promotions.
11. GAM will participate in international promotions organised by the JTB where it will be appropriate to promote Amman as a “Destination City” and “Gateway to Jordan”.

## Appendix II

### Pro Forma Draft - Memorandum of Understanding

#### Between GAM and JIB

This Memorandum of Understanding sets out the proposed areas of agreement between the Greater Amman Municipality as represented by H.E. the Mayor of Amman and the Jordan Investment Board as represented by Dr. ??, Chief Executive Officer

GAM is the governance authority for greater Amman and exercises a wide range of authority and regulatory functions related to its planning and development. GAM has entered into a partnership with MoTA to examine how GAM can best contribute to tourism development as part of its plans for developing the capital city.

The Jordan Investment Board is the official body established by statute for the purpose of marketing and promoting Jordan as a destination of foreign direct investment. It is based in Amman with representation in selected countries.

In its strategy and work GAM will consider the diverse needs of tourism and plan for the future development of this growth sector in Amman. As part of its strategic development plan GAM recognises that strong and consistent promotion of investment opportunities on an ongoing basis are necessary, which will promote Amman as a destination for investment and as the capital and gateway of Jordan. GAM wishes to collaborate with JIB in relation to the promotion of investment and the development of project packages and seeks opportunities to assist the JIB in practical ways to make these more effective.

#### **GAM will take the following actions:-**

1. GAM will create, resource and operate a Tourism Development and Investment Department within GAM for the purpose of developing the tourism economy of the city and attracting investment to new and existing projects. The TDID will work in three distinct areas and have the following capabilities:-
  - d. **Planning Capability** – The capacity to plan for the tourism sector in terms of its physical development within the city of Amman as well as influencing other authorities and technical sections of GAM to provide for the infrastructural, utility and service requirements of tourism. The TDI will assess the priority projects identified and determine their requirements any investment package that is needed.
  - e. **Operations Capability** – to manage or guide the management of the tourism and heritage resources that are owned by GAM and that are of prime interest to tourism such as historic sites, museums, art galleries, parks, leisure facilities and public services.

- f. **Promotional and Events Management and Coordination Capability** - to promote Amman as a destination city and to engage with the diversity of arts and cultural entities with a view to coordinating the presentation and publicity of an annual programme of events.
2. GAM will actively engage in developing the attractiveness of Amman as a destination city and gateway to Jordan as follows:-
  - a. Attracting and sourcing “investment” and particularly in securing investment and commitment for identified anchor and landmark projects that are distinctive and attractive and that can become the beacon projects for Amman Destination City.
  - b. By engaging in “product development” by exploiting the many assets and potentials under GAM’s control and others that may be necessary or that it can influence that can contribute to sustainable tourism growth. This will involve it acting as principle, partner or co-coordinator/integrator as appropriate.
  - c. By engaging with the artistic, cultural, recreational and social life of the city through the development of events, festivals, entertainment, parks performance spaces and enhancement of the city’s public domain through pedestrianisation, beautification, renewal and conservation schemes.
  - d. By using its regulatory powers and advocacy to achieve high standards in urban development and the provision of services as well as achieving a safe, clean, green and welcoming city.
3. GAM will create a tourism strategy for the Municipality of Greater Amman. This strategy envisions the development of Amman as a “Destination City” and as the “Gateway to Jordan”. The strategy being developed will be fully consistent with the National Tourism Strategy for Jordan
4. Acting with MoTA, GAM has prioritised a major project to link and integrate all of the key historic sites in the central area of old Amman including the citadel, Roman theatres, museums and souks. This project is under active development and GAM has acquired the large warehouse close to its HQ to develop a traditional Souk and craft market.

**GAM and JIB agree together as follows:-**

12. Both organisations will consult regularly with each other in relation to their respective plans for investment. The designated interface for normal ongoing contact will be between Mr Khaled Burgan on behalf of the TDID at GAM and ---  
----- on behalf of JIB.
13. JTB will invite Mr Khaled Burgan on behalf of GAM to attend any important meetings where strategy, plans or operations for investment in Amman are being discussed or launches or press conferences are being held and vice versa.
14. In conjunction with the JIB, GAM will play an active role in promoting Amman and developing its reputation, establishing its image as a destination for investment.

15. GAM will in due course develop a brand for Amman and will ensure that this brand is consistent with any national investment or tourism brand in use by the JTB, JIB or Jordan. GAM will consult with the JIB and welcome input during the development stages of the Amman brand.
16. JIB will share with GAM market research information that bears on identifying potential investment opportunities or investor attitudes that are relevant to Amman and Jordan and vice versa.
17. JIB and GAM will cooperate in having a number of selected and agreed questions relevant to Amman included in customer or market surveys to be carried out by either party.
18. JIB will advise GAM in advance of appropriate media visits to Amman and GAM will assist in facilitating the Amman portion of such visits and will provide information, graphics and staff as required to support journalistic visits in support of investment.
19. On the advice of JIB, H.E. the Mayor will, if available, receive and brief important potential investors visiting Amman.
20. GAM will produce an “Official Guide to Amman” and will provide printed copies of the brochure to the JIB on favourable terms if required.
21. The JIB will carry and present any relevant literature produced by GAM relevant to investment opportunities at its desk/stands at international promotions. GAM will carry and present any relevant literature produced by the JIB at its desk/stand at international promotions.
22. GAM will participate in international promotions organised by the JIB where its presence will be appropriate to promote Amman as a destination for investment.