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Assessment of Department of Antiquities & Proposals for a New Strategic Framework

AMIR II Achievement of Market-Friendly Initiatives and Results

August 2005

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JORDAN AMIR II

Achievement of Market-Friendly Initiatives and Results

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**Assessment of Department of Antiquities & Proposals
for a New Strategic Framework**
Final Report
August 2005

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We would wish to thank especially Stephen Wade, Program Director of AMIR and the many staff of Chemonics, who have given their unstinted support and encouragement to the work that we have undertaken.

Key words and definitions:-

These definitions are used in ICOMOS UK and the British Standards, and are derived from ICOMOS Australia, and the Getty Conservation Institute.

Alteration is work to the fabric of a site, building or artefact, the purpose of which is to change or improve its function, or to modify its appearance.

Antiquities as defined by ICOMOS may be of two varieties:- *Immovable antiquities*, which are the stable antiquities connected to the earth, whether constructed thereon or buried therein including those under inland and territorial waters, and the *Movable antiquities*, which are the antiquities disconnected from the earth or from immovable antiquities, and which can be displaced without damage, or damage to the antiquities linked to them, or to the place where they were discovered.

The latest revision to the Antiquities Law NO 23 2004 of Kingdom of Jordan defines antiquities as “any object which was made, written, inscribed, built, discovered or modified by a human being before the year AD1750 including caves, sculpture, coins, pottery, manuscripts, and other kinds of manufactured products which indicate the beginning and development of science, arts, handicrafts, religions, traditions, of previous civilizations, or any part added to that thing or rebuilt after that date.”

Clause 7b of the Act allows for the Minister to recognise antiquities that date after AD1750.

Human plant and animal remains dating before AD600 are also considered to be antiquities.

Archaeology is the scientific study and interpretation of the past, based on the uncovering, retrieval and interpretation of material evidence.

An Artefact is a man-made object, usually, but not necessarily, movable.

Conservation is the management of change, with a view to securing the survival of the natural environment, the cultural environment, resources, energy, artefacts and any other thing of acknowledged value, for the benefit of present and/or future generations.

The Cultural Environment is that part of the environment which is man-made or man-influenced. It is always superimposed on the natural environment and includes cultural landscapes - agricultural and industrial landscapes, parks and gardens - sites, settlements, standing and buried archaeology, monuments and immovable artefacts, buildings and other structures, their settings and associated contents.

The cultural environment in this report also refers to the values ascribed by people to the social, religious, moral, artistic environments. The definition of values for the cultural environment is a young science, but such definitions are fundamental to describing values and to defending the heritage against decay and demolition.

The Design of a landscape, building or artefact is the abstract concept, on the basis of which it was made. It may exist in the mind, on paper or in the object itself.

The Fabric is the physical material of which a building or artefact was made.

Heritage is that which has been inherited from the past, or newly created, which is considered to be of sufficient value as to be worthy of being handed on for the benefit of future generations. There is no definition under Jordanian Law of “heritage”, but it is a useful and more general definition than the word “Antiquities” which refer more to Archaeological objects and places. Archaeology has been the focus of the DOA and we have used the term

“heritage” to move the description to embody more general historic and cultural values. For instance a place of recent history may be revered as having heritage value.

History is the study and interpretation of past events on the evidence of primary documents, secondary sources, physical recording and archaeology.

Intervention is any invasive action, which has a physical effect on a site, building, artefact or organism.

Maintenance is the routine work necessary to keep the fabric of a building, the moving parts of machinery, grounds, gardens or any other artefact in good order.

The Natural Environment is that part of the environment, which is natural, wild and largely free of human influence. Truly natural ‘wilderness’, entirely uninfluenced by man, is, however, extremely rare in the world.

Preservation means survival; it is a state or an objective, not an activity.

Rebuilding or remaking describes the re-assembling of a building, or part of a building, from new or salvaged material to a known original or reconstructed design.

Reconstruction is the re-enactment of an event or the re-establishment of a design on the basis of documentary and/or material evidence.

Repair is work to the fabric of a site, building or artefact to remedy defects, damage or decay, the practical purpose of which is to return it to good working order, without alteration or restoration.

Replication is the making of an exact copy.

Restoration is the alteration of a site, building or artefact, the purpose of which is to make it conform to its original design or appearance at a previous date.

Reversibility is the concept of carrying out work in such a way that it can be reversed at a future date.

Soft-cultural heritage refers to the many performing arts, customs, beliefs, social and cultural traditions and associations that are valued by the people of a place.

Sustainable Development is development which meets present needs without compromising the needs of future generations.

Total Resource Value comprehensively considers the value of the resource in the economic, social and planetary context. It considers direct and indirect values. In terms of direct value it considers direct use, indirect use and option value (future value) In terms of indirect value it considers existence value and quasi option value (undiscovered future use).

Value and significance is the social, cultural, historic, artistic, economic, and associational importance ascribed to a place by each individual. Since all values are based on social and psychological perceptions that differ from person to person, it is often hard to define value of the heritage for each visitor to a place. Art is in the eye of the beholder and is built upon our different and rich experiences. The marketing of a place is therefore challenged to appeal to the values of the market sector that is to benefit from interaction with the heritage.

Abbreviations

DOA	Department of Antiquities
ECI	Enhanced Competitiveness Initiative of AMIR Program
GOJ	Government of Jordan
HR	Human Resource
JTB	Jordan Tourism Board
JHA	Jordan Hotels Association
MMRA	Ministry of Municipal and Rural Affairs
MOTA	Ministry of Tourism and Antiquities
MOC	The Ministry of Culture
MOE	The Ministry of Education
MOF	Ministry of Finance
MOPIC	Ministry of Planning and International Co-operation
MOSD	Ministry of Social Development
MPWH	Ministry of Public Works and Housing
NTS	The National Tourism Strategy 2004-2010
SIU	Strategy Implementation Unit
TOR	Terms of Reference

Abstract of the Deliverables

This report examines the strengths, weaknesses and capabilities of the existing institutional administrative and legal mechanisms, and suggests actions, and priorities to enhance the efficiency, management and contribution to national success of the heritage environment in Jordan.

Leading up to the assessment of the institutional framework surrounding Jordan's heritage, the consultants conducted extensive desk research, interviews, site visits, and analysis of the current situation in light of international best practices and National Tourism Strategy requirements for improved tourism product development, marketing, regulatory and institutional reform, and HR development. The results of the site visits, interviews, and analysis are contained here-in.

The study provides an initial, all be it important assessment of the Department of Antiquities and Ministry of Tourism organizational structure, roles and responsibilities, laws and regulations, and operational system that are necessary for management of the historic environment and sites. This assessments and derived recommendations are based on the principle of sustainability in conservation and reuse, and considers Jordan's fiscal realities, and constraints to develop economic and social benefits.

The study also identifies barriers to effective sponsorship and project management that may be imposed by current regulatory and institutional frameworks. Positive and negative attributes of the heritage sites are highlighted in the site visit reports, and near and long term corrective measures are identified. International best practices for heritage site management, visitor experience development, and project development/business planning are provided.

The consultants recommend a strategy implementation process and capacity building initiatives to strengthen and to focus the work of the DOA, the MOTA, and development of institutionalized relationships with key partner ministries (such as the MOE, MOC, MOF), NGOs, and the private sector.

A suggested time bound action plan, with priorities, is recommended to be sponsored by an Policy/Action committee that would undertake to set the vision for conservation, development and management of Jordan's heritage utilizing a multi-sectoral approach for sustainability and best results.

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I. EXECUTIVE SUMMARY

A. Introduction

Tourism has emerged as a key economic driver in Jordan and the Middle East. Tourism is Jordan's largest productive sector and the second largest net contributor to foreign exchange, surpassed only by worker remittances. Even at its current under-performing level, tourism plays an extremely important role in Jordan's national economy.

Jordan has been endowed with exceptionally rich and globally significant heritage, antiquities and culture. It is an important factor contributing to the growth and development of the tourism sector and the national economy, and is the primary component of Jordan's tourism product. In addition to its important contribution to tourism, the cultural heritage is also a vital resource for the educational and academic sectors, the benefits of which in turn strengthen the socio-cultural sectors and national pride of Jordanians in the unique qualities of their homeland.

Academic research and awareness of the heritage and its cultural roots are required to interpret and to present the cultural heritage. It follows therefore, that the Department of Antiquities is the key organization to plan the research, development, conservation and preservation of the resource and to assist in the interpretation of the accumulated knowledge into themes that are meaningful for the different cultural origins and age groups of the visitor.

B. Antiquities and the National Tourism Strategy

The National Tourism Strategy, a public-private partnership initiative aimed at doubling the tourism industry from 2004 to 2010 identifies the need to intensify marketing efforts, product development, human resources capacities, and institutional and regulatory framework. The strategies and actions are to be carried out through public-public and public-private partnerships and initiatives so as to strengthen the competitiveness of the Tourism Value Chain in Jordan.

The Department of Antiquities has a centrally important role to play in preservation and interpretation of the heritage and the development of the tourism product. However, it is not alone. The DOA has to coordinate with key stakeholders in order to elevate the visitor experience and bring to light the value of Jordan's heritage the community and the visitor. Those stakeholders and partners are identified as:

- The Ministry of Tourism
- The Jordan Tourism Board
- The Ministry of Finance
- The Ministry of Culture
- The Ministry of Municipal and Rural Affairs

- The Ministry of Education
- Non-Governmental Organizations
- The Private Sector

Other key assumptions inherent in the NTS includes:

The NTS and this study have clearly identified that weaknesses in Jordan's heritage products in terms of their development and management. This report examines the strengths, weaknesses and capabilities of the existing institutional, administrative and legal mechanisms; and suggests actions, and priorities to enhance the efficiency, management and contribution to national success of the heritage environment in Jordan.

C. Analysis

Heritage depends upon a satisfactory enabling environment to achieve best practice. These include legal empowerment, regulations and guidelines for best practice, effective institutional and administrative structures, clear roles and relationships, a strong human resource and management disciplines. Each area is examined briefly to establish context and priorities for the short, medium and long term actions proposed in the body of the report.

Legal and Regulatory Environment

The responsibility in law for the cultural heritage lies at present between two Departments, The Ministry of Tourism and Antiquities, and the Department of Antiquities, which, being founded in the 1920s, has a long history of experience of the heritage resource of Jordan and has had a role in the discovery and archaeological survey of many ancient sites which now form the basis for international interest in the country's heritage. The Department of Antiquities (DOA) plays a key role in research and conservation of the country's cultural heritage and antiquities. It is the DOA who have the responsibility of defending the heritage and its values in the light of pressures for change and modern development.

- Current laws divide the responsibility for management of the heritage (which includes antiquities) between MOTA and the DOA (see definitions of both "Antiquities" and "heritage"). This is inefficient and leads to duplication of roles and confused responsibilities. It does not recognize the necessity to concentrate expertise in heritage excavation, research, preservation, conservation and recording under a single Directorate. Such integration is necessary to ensure that conservation planning, conservation architecture and design is to be effectively controlled and led in national, regional, municipal, and project contexts.
- Current Laws do not stipulate the regulations and supporting guidelines that should be issued under ministerial authority. The result is that the supporting management structures are not clearly defined and management practice is not regulated. This leads to a lack of clarity in the roles and actions to be undertaken in relation to the heritage by the different Government departments at national regional and local levels.

- Current Laws are not written with a clear notion of heritage management processes that are required,
- Legal processes such as rights of appeal and the Minister's responsibility to arbitrate in planning decisions are not included.

Roles and Relationships

- The roles and relationships between government agencies are weakly understood and managed. The report notes ways in which these are to be considered and managed for the heritage which depends upon effective multi sectoral co-operation and partnership as the best means of harnessing the consensus, commitment, energy and involvement of Ministries, agencies, NGOs, local communities and the private sector.
- Since the heritage is the responsibility of the Minister of Tourism there is a need for a clear **vision and mission** statement for MOTA, for the DOA, and for all stakeholders whose interests concern the heritage environment, and this should be accompanied by an administrative structure to manage the detail actions required to realize the vision.
- In assessing MOTA and the DOA the report identifies the need for clear management guidelines and procedures, to be established within both organizations.
- The report identifies the need to separate and consolidate the responsibilities of DOA and MOTA so that all research, survey, conservation and control over use functions for the heritage (which includes antiquities) are carried out by the DOA, and all tourism promotional, presentation, management and site operational functions are carried out by MOTA with the involvement and support of the JTB and other stakeholders as necessary.
- The report identifies the importance of public/private sector participation models for harnessing and engaging the private sector to carry out functions at which it excels, in the public sector.
- The DOA in spite of providing an essential service has over recent years been downgraded, under-funded and poorly managed by the GOJ. It needs better support, funding, and involvement in the processes of government and national development.
- The information on the structure of the DOA and the deployment of skills is only partly examined and assessed to date. Future phases to examine the development of appropriate strengthening must work patiently through institutional capacities and definitions of revised responsibilities to define and agree the future structures and best practice governance for the heritage.

D. Recommendations

The study undertaken by the USAID-funded AMIR program provides extensive details, observations antidotes, and recommendations that would contribute to the strengthening of the heritage product in Jordan. The following is a summary of the main recommendations:

1. Creation of a ministerial appointed Action Group to establish clear policies, vision, and mission of the heritage in Jordan and to set the framework to oversee, monitor and guide the implementation of the proposed capacity building and strategy development and implementation program for Jordan's heritage (proposed in this report).
2. Commencement of relationship and partnership development between the key stakeholders including the MOTA, DOA, MOC, MOE, JTB, MMRA, NGOs and the private sector such that those relationships are founded on the basis of institutional relationships that are embedded and supported by clear laws, regulations and procedures according to international best practice.

These partnerships should allow DOA to develop its strategies and work plans for the coming years in accordance with the NTS. The scope of such discussions should focus on:

- MOTA – For coordination for tourism strategy, site management and development whereby MOTA should take control of all aspects of site and museums management and development, drawing on DOA expertise and authority in heritage research and conservation.
 - JTB – For cooperation in fulfilment of market opportunities at heritage sites through appropriate market research, customer feedback, and promotion on key target segments.
 - MMRA – For coordinated urban development, community involvement, and heritage site planning and conservation.
 - MOE and MOC – For cooperation in research and update of Jordanian curricula and community to instil heritage and culture in the mindset of future generations.
 - MOF – to establish a business and economic model for the development of the heritage, for incetivising DOA and MOT to develop the heritage product by having fiscal control, and to enable private sector participation in heritage development and management.
 - NGOs – For support in product and community development, and financial and technical support.
 - The Private Sector – For investment, promotion, and management.
3. Detailed review and revision of the MOTA, DOA and related laws and regulations in order to clarify and separate the roles and responsibilities of the DOA and MOTA, and to include or reference procedures that would institutionalize the relationship.

4. Adopt international best practices such as the ICOMOS in the management of the historic/heritage sites. The standard provides management model with a sequence of tasks that lead to the sustainable conservation and maximum benefit to the local and national communities from these sites.
5. Adoption of international best practice for planning and handling the visitor experience, as well as use of the business planning for the development and management of each site.
6. Develop the institutional framework, institutional capacity, agreements and "development control" standards and procedures that would enable the MOTA and the DOA to allow the private sector in the management and development of historic sites in a sustainable manner for the benefit of Jordan.
7. Establish and implement a capacity building program for the DOA (and MOTA) that would include the development of a policies and procedures, organizational development and training, strategic planning, and appropriate funding and HR recruitment.

E. Annexes

Annexes attached to the report set out the background and provide further detail in support of its conclusions. They include: -

1. Approach to the Current Study
2. List of Persons Met and Consulted
3. Relevant Documentation Reviewed by the Consultants
4. Assessment of Detailed Legal Issues
5. Best Practice Guidelines for the Management of the Historic Environment
6. Guidelines for Creating a Quality Experience at a Historic Site
7. Significant Matters arising from Site Visits
8. Record of Meetings
9. Financial Figures for DOA Expenditures and Revenues
10. The program of action

II. THE PROJECT CONTEXT

A. *Role of tourism in Jordan's economy – A key Economic Driver*

Tourism has emerged as a key economic driver in the Middle East, including Jordan. The World Tourism Organization (WTO) estimates that the global tourism market will quadruple in size by 2020. Annual tourist arrivals in the Middle East have more than tripled since 1990, and experienced the fastest growth of any other region over the past four years. Tourism is the largest sector of Jordan's productive economy and the second largest net contributor to foreign exchange, surpassed only by worker remittances. It is also an important employer of Jordanians and is an industry whose growth is labor-intensive. This is particularly crucial for Jordan, as the country needs 55,000 new jobs annually just to maintain the already high unemployment rate. Additionally, no sector diffuses economic benefits throughout the country as does tourism, due to the distribution of economic activity by tourist expenditures in the various governorates and diverse purchasing habits of visitors that benefit major investors as well as micro-entrepreneurs. Even at its current underperforming level, tourism plays an extremely important role in Jordan's national economy (see text box at right). Current estimates show that direct employment in the sector is around 24,000 and the total number of jobs supported by tourism as a result of the full impact on GDP (direct, indirect and induced) is 108,000. The NTS set ambitious goals in terms of tourist arrivals, extended length of stay and increased spending per tourist. This has emerged from recognition of the growth potential of tourism and its ability to contribute positively to the economy, rapidly increase employment, enterprise growth and incomes, and generate needed revenue for the government.

Tourism Industry in Jordan

Based on a study conducted by USAID's AMIR program last year, in the year 2000, total tourist expenditure and carrier receipts made a combined GDP stimulus of JD 622.45 million, with the economic impacts:

- JD 662 million contribution to GDP (11.0% of total GDP)
- JD 135 million contribution to Government revenue (8.4% of the total GOJ intake)
- Total employment impact supporting 108,000 full-time equivalent jobs (10.3% of Kingdom total employment).
- JD 492 million net credits to the Balance of Payments (after leakage to imports, remittances). This is only second to remittances and more (net) than garments.

B. *The National Tourism Strategy – A Positive Development for Change*

The creation and agreement of the National Tourism Strategy on the basis of a result-driven public private partnership has set a best practice benchmark for Jordan. The adoption of the National Tourism Strategy by agreement has created the context in which a new level of trust and true partnership has emerged between the Ministry of Tourism and Antiquities (MOTA) and the private sector. Active work groups have been deployed and are currently working to implement the four pillars of the NTS. These pillars include marketing, product development and competitiveness, human

resources development; and institutional and regulatory reform. At no time in the past has the private sector been more enthusiastic, energized and engaged for action. The Aqaba Special Economic Zone (ASEZ) has produced a complimentary strategy for tourism, which occupies a significant share of its development plan and international promotion budget. On the policy front, the GOJ has sent an important signal of a new recognition of the value of tourism in economic growth by allocating sharply increased funding for international tourism marketing for the years 2004-2010. As part of the endorsement of the NTS, *the Cabinet of Ministers has also approved the principle of private sector management of public assets*. As a result of the championing of the Minister of Tourism and Antiquities H.E. Dr. Alia Bouran, the private sector is truly sharing public policy making in an institutionalized manner with GOJ for the first time in the history of the Kingdom through the Strategy Steering Committee (SSC). The SSC is currently the only committee of its kind in Jordan where the Minister is a member but with a private sector representative is the chair. This model has been shared with the Cabinet of Ministers in July and is being considered as a replicable formula for enhancing policymaking in other Ministries.

C. The Four Pillars of the National Tourism Strategy

The four pillars of the tourism strategy (marketing, product development, human resource development, institutional and regulatory reform) are fundamental elements to developing success in the antiquities and heritage sectors. These pillars apply to all development sectors where the enabling environment is essential to support the strategies and detailed proposals. If any aspect of these four pillars is omitted the plans will fall short of their targets. Indeed the meaning, scope and linkage between each of these pillars needs to be thoroughly understood by all who are concerned with development of the country's antiquities. Especially important is the "value chain" concept, which assists in defining the sequence required to achieve the targeted benefits.

Out of the NTS important principles emerge for the heritage sector:-

- Inward investment requires awareness of the potential of a project, an understanding of the market, and a clear approach to segments within those markets, supported by enabling policies.
- Physical and product development requires planning. The projects must be managed within a framework that allows for coordination of public and private interests, incorporate local stakeholder interests, and creation of business and detailed plans that ensure sustainability of the venture into the future.

D. The Competitive Environment of the International Tourist Market

Notwithstanding international tensions that can disrupt normal growth, it is clear that tourism will play an important role in the development of Jordan's economy and its ability to earn foreign revenue. The strategy directs Jordan to a new positioning as a

“Boutique Destination” with a segmented approach to its markets and a target to attract higher yield visitors in greater numbers. For this reason, it is important for Jordan to develop world-class tourist experiences that capitalize on its unique heritage and archaeological treasures. This will remain Jordan’s strength in differentiating itself in an increasingly competitive international tourism market. Some segments of Jordan's existing tourism market, such as the major percentage arriving from the Arab countries, are widely believed by Jordan's tourism sector to have minimal interest in heritage attractions. In reality, an important opportunity exists to begin to address this market and capitalize on its presence in the country, as it currently comprises around 2/3 of total tourist arrivals. This recognizes the fact that much of this segment's own history and cultural roots are intimately tied to the history and cultural roots of Jordan. Additionally, there are important opportunities in the future to develop cross-border themes that relate to the whole of the Arab world.

E. Jordan’s Heritage Product for Tourism

Jordan boasts many unique tourism assets with global recognition such as Petra, Wadi Rum and Dead Sea. It has thousands of discovered archaeological sites with more being discovered, earning it the title “Open Museum.” Its archaeological treasures are credited to many civilizations, and spread throughout the Kingdom. Jordan’s cultural heritage is a major strength, offering tourists an interesting blend of rural and Bedouin cultures. It is also considered the regional leader in ecotourism, and has several natural hot springs with physical wellness benefits. Religious treasures are of paramount spiritual significance for Christians, Muslims (both Sunni and Shiite), as well as Jews.

F. The Value of Heritage to Jordan

Total Resource Value

Total resource value is a methodology of examining all the values of a complex asset like heritage that has many different potential outcomes and benefits. The value of Jordan’s heritage may be expressed in economic, social and planetary terms. It has both direct and indirect uses that impact a wide field of potentials. It is recommended that “total resource value” be adopted as the correct methodology when considering the value of Jordan’s heritage.

Societal Value

Significantly, the heritage is intimately bound up with the people’s understanding of who they are, what is their inheritance and their place in the world. Heritage is a significant part of people’s sense of pride and motivation to defend the achievements of the past, and to develop the existing environment in a way that respects the best of human values and customs. The understanding of achievements, events, cultural character and origins, contributes to their values ascribed to the present. It colours their attitudes to the future, and to their understanding of the pressures imposed by other cultures. Both the intangible “soft” cultural and the tangible “hard” cultural heritage are vitally important elements in the lives of the people of Jordan, just as they are in other countries with rich cultural backgrounds. The significance of the historic and

cultural environment to the local community is quite as important, as is the worldwide significance of Jordan's heritage to the international community.

The existing environment, of which the heritage is a part, is valued for different reasons by different people. In particular, social relationships and cultural habits have grown up around commercial, functional and social areas, and these have developed in relation to climate, geology and water resource, cultural influences, (which includes artistic, scientific, associational, linguistic and religious influences and achievements), political and territorial pressures. Over time, the existing environment has influenced the cultural behaviour of the local population. While each new age introduces its own character, and adaptation and development must continuously take place, there also has to be the means of evaluating and defending the social and cultural environment - the intangible heritage - from change that can damage elements of the past that are of value and significance to the community.

Economic Value

The report has already outlined the value of the tourism economy now close to JD 650 million to Jordan and its potential for growth, both of which make it a pillar of the economy now and in the future. Tourism earns 25% of Jordan's foreign revenue and is similar to exports in terms of its economic effect. Tourism depends on heritage as one of its principal products, and it represents the most direct economic use of the heritage asset.

Economic value derived from heritage can be diverse and extensive, provided it is properly managed and presented. The opening of sites for public presentation attracts visitors to the location to view, learn and spend money on goods and services, if such spending opportunities are created and made attractive for tourists. This is particularly valuable as the expenditures have immediate effect in stimulating local economic activity. The opening of the sites and local economic activity creates needed employment and spurs entrepreneurial growth for local communities in a number of skilled and unskilled areas. Tourism supports many other sectors such as food and drink, crafts and services. The Government also benefit from fees collected and taxes levied.

Research from projects throughout the world demonstrates that direct financial benefits to any heritage project constitute only 12%-25% of the benefits that accrue to the local and national community. This 4-9 times multiplier of benefit to the local and national community, through tourist expenditure on accommodation, transport, retail, services, education, recreation and restaurants, is a highly significant driver of public policy to use the heritage human and financial resource effectively. When the full range of positive economic impacts and benefits to the local areas are calculated, they provide ample economic justification for increased level of support that is appropriated from Government.

All of this, however, assumes that heritage assets are well presented and interpreted to the public, and are properly supported by the community and by a range of tourist services

Educational and Research Value

The cultural heritage is important because through its study it teaches us about our ancestors and their world, which shaped character, tradition and distinctiveness. It can teach us about similarities and differences to ourselves, about the nature of their achievements under circumstances that lie outside our personal experience. It broadens our vision and enriches our understanding of others.

Conservation Value

Tourism, education and conservation contribute to the image and reputation of Jordan, which has multiple benefits to the Kingdom. The value of conservation is in the practical involvement of community and the achievement of consensus at all levels of government. The quality of the conserved environment impacts directly on the character of the community.

G. Role of the Department of Antiquities

The Department of Antiquities (DOA) plays a key role in the recording, research and conservation of the country's extensive patrimony of cultural heritage and antiquities. It bears a great responsibility for the success of conservation, presentation and management of Jordan's unique national heritage assets. *However it can only carry out these responsibilities in an appropriate institutional context and with the appropriate staffing, skills, and various disciplines to empower its capabilities to deliver on its mission.*

H. Best Practice Model of Visitor Experience on Site

One of the objectives of this report is to help illustrate how best practice of planning and handling the visitor experience can be defined and implemented in Jordanian sites. The management principles must be read in conjunction with the NTS' recommendations for incorporating the "value chain approach". The Value Chain Approach to understanding a visitor experience provides a reference guide for how Jordan deals with its heritage resource in terms of strategy, policy, law, organization, conservation, implementation and use. Every site has an immense number of characteristics, which make it different, while sharing common characteristics with others (Annex 6 provides a detailed discussion of site-based visitor experience).

The following is an overall summary of essential elements of international best practice that must be considered:-

- a) The visitor journey, which is an inherent part of the experience, begins before the visitor arrives on the site and does not end as soon as they leave. Planners therefore have to consider all the issues so as to provide as complete a solution as possible.
- b) Not all of the factors impacting visitor experience will be in the control of site management. Therefore, in best practice, site management must work through a variety of partnerships to influence and achieve the desired result on and off the site.

- c) The overriding theme of designing best practice on sites is the concept of “multi-sensory experiences,” which signifies that the visit must positively engage as many of the five human senses as possible. Experts agree that the more senses are engaged, the better and more satisfying the experience becomes.
- d) Visitors should be given choices of experiences on each site depending on the needs and interests of visiting tourist market segments (customization). One of the key challenges is to create multi-levels of entry with different types of information (targeting children, youth, traditional, specialist, elderly, disabled, language options, etc). As part of this process, different paths or routes may be necessary to highlight and these need to be clearly marked for election of tourists.
- e) Anticipating the various needs of different types of visitors is important to plan and to provide services satisfying such needs.
- f) Site presentation must focus on excellent visitor experiences that would be demonstrated through site cleanliness and litter control, staff training to enhance the visit and attend to tourist needs, courtesy, quality information, and other experience-enhancing measures.
- g) Preparation and conditioning of visitors for the experience should happen at the start and before site entry i.e., to avoid walking in “cold”. Proper information and its communication to entering visitors is key to this area.
- h) Site management should maintain constant engagement of visitors to learn more about them, their profile, preferences and and experience on the site. Such information can then be used to constantly adapt, improve and benchmark performance.
- i) Doing the "best you can" is insufficient and unacceptable in this experience-based site visit. Successful site presentation requires doing “all that needs to be done”; thus investment to satisfy all these requirements must be made.

The context for the study is to achieve best practice at all levels. The quality and richness of the heritage resource deserves this approach and the potential and opportunity requires it.

III. THE CONTEXT FOR INSTITUTIONAL AND ADMINISTRATIVE STRENGTHENING

A. Role of government to set the framework

It is the role of government to set the framework, within which the public and the private sector can work more closely together and contribute their energies, commitment, and skills in supporting public policy and goals. Success depends on effective implementation, and any failure in the effective co-ordination, co-operation, and leadership by the various sectors will diminish the result achieved. In the international arena, it is noticeable how lack of empowerment and delegation disenfranchises and alienates middle management and stakeholders from taking effective action. Accordingly, the creation of a framework to support quality implementation by all stakeholders is of key importance to achieve the desired goals. Jordan is no different, and a proper management framework that decentralizes power and encourages creativity, innovation and high-performance is essential.

A strategy development and implementation framework must be employed effectively within the Antiquities and built Heritage sectors, which fall under the responsibility of the Department of Antiquities (DOA), and the Ministry of Tourism and Antiquities (MOTA). The historic environment is, however, of interest to many other stakeholders, both public and private. These stakeholders include the Jordan Tourism Board (JTB), the Ministry of Culture (MOC), the Ministry of Education (MOE), the Ministry of Planning and International Cooperation (MOPIC), and the Ministry of Municipal and Rural Affairs, (MMRA). It also includes NGOs, such as ACOR, Petra National Trust, Friends of Archaeology, and the wider private sector of investors, tourism operators as well as local communities. Properties and artifacts may belong to the Kingdom or to private individuals. The interests of individuals are as wide as society itself, and cover the social, economic, financial, commercial, cultural, religious, scientific, historic and educational sectors.

As a result, any planning, design, and management strategies for the heritage, involve a wide range of stakeholder interests. This total management problem has to be understood and engaged, in all its complexity, in order to achieve a total solution for the effective management of Jordan's heritage resources. This in turn places the greatest challenge on any national or local community to develop effective teamwork, common interests, and support to achieve mutually beneficial targets, and enhanced and sustainable benefits.

B. Stakeholder Participation and Engagement with Heritage

The National Tourism Strategy recognized both Jordan's continuing reliance on the growth potential of the tourism economy, and the depth in value and richness of the heritage base as a key asset to Jordan's tourism economy. Furthermore, it recognizes the Government's inability to fund heritage to the required extent and the ceiling on current resources. The NTS proposed the involvement of the private sector as a means

of attracting the level of investment and expertise to ensure that product development in heritage reflects the requirements of strategic change. The NTS insists on change to enable future growth in educated and wealthy visitors. All of these challenges remain current and impose new demands on MOTA and DOA as the major custodians of heritage and cultural products. Even without this imperative, Jordan is in competition with other economies that have achieved or on their way to achieving best practice in managing heritage and antiquities.

It is important that various stakeholders are provided access to commercial opportunities, and involved in the process of conservation and reuse. Development of consensus for future action, should be the model for handling the many different stakeholder capacities and interests. Participation by the community helps to direct and galvanize local energies in the objectives of a project. In most cases, stakeholders have skills, which the public sector does not possess, cannot attain economically, or deploy effectively. Above all, the private sector has the strongest vested interest in the benefits and the outcomes.

Change has to be managed to ensure that all aspects of conservation, presentation, and reuse of the heritage conserve values and significance. At the same time conservation management must assist in developing the optimum use of historic sites, which may bring benefits to the local and national communities. Whatever proposed change, it has to be sustainable in all ways – socially, economically, and culturally.

The result is clear. No sector can sustain its existence independent of domestic and international demands; Working in partnership is the method of choice. These partnerships are public/public or public/private and may engage both domestic and international players. Five immediate areas for stakeholder involvement on a partnership basis arise:

1. Heritage Investment and Management
2. Planning Control
3. Tourism
4. Education and Research
5. Environmental Conservation.

This list is not exhaustive, and different partnerships (created for long and short term objectives) should be formed as required, and MOTA and DOA should take the lead in creating them.

C. Building Community Engagement in Heritage

Worldwide it has been shown that only when heritage is valued is it cared for and preserved. National level authorities have a key role in setting policy and establishing good practice, but they cannot carry out the task of conserving and managing the historic environment without the cooperation and participation of local government, local communities, NGOs, and the private sector

Building community engagement in heritage conservation is a complex challenge. It is based on developing an updated understanding of the composition of the historic environment with takes into account sites that are valued locally as well as those that have an international or national stature. Rather than a top down approach in which national authorities and experts make all decisions, a participatory approach provides an opportunity for local communities to define for themselves what is of value. Outreach and education are essential to increase the understanding of the historic environment, and for extending its appreciation.

This challenge will involve the development of new audiences and innovative activities. A good model is the UK's Local Heritage Initiative (Countryside Agency, Heritage Lottery Fund and Nationwide Savings Bank) that helps communities bring their local heritage alive. It helps them care for the special features that make each locality as unique as a fingerprint. It provides communities with small grants, advice and support to do this. At the same time, it is collecting records and stories from the projects to create a national archive of England's rich and diverse local heritage. This means that future generations can enjoy today's local heritage too.

An additional benefit from such a community led approach is higher levels of civic engagement, more cohesive communities and lower costs as communities themselves are willing to donate their time and talents to projects of local importance.

D. Heritage Management

It is important that the opportunities for participation and involvement of stakeholders in the process of management and reuse of heritage proceeds is on a planned basis, and that ad hoc arrangements are avoided. To start, the consensus for future action should be achieved by engaging and handling the many stakeholder capacities and interests. Planned community-based participation helps to direct and galvanize local energies in the objectives of the project. In most cases, stakeholders have additional skills, which can augment those of the public sector. Above all, the private sector has the strongest vested interest in securing the benefits and the outcomes. Thus, by Government setting principles of involvement, it can maximize private sector involvement and investment to achieve the goals of MOTA and DOA for which public funds may be scarce or non-existent.

E. Planning Control

Jordan's historic sites are numerous and dispersed around large geographic distances. As a result, they impact wide ranging planning, social and economic issues involving many different stakeholders concerned with heritage, physical development and change. This change has to be effectively managed in order to ensure that all aspects of conservation, presentation, and reuse of the heritage conserve values and significance. At the same time conservation management must assist in developing the optimum use of historic sites, which may bring benefits to the local communities and national economy. All proposed changes must be sustainable within a broad definition that embraces the social, cultural and economic spheres.

The challenge of managing and conserving the historic and cultural environment extends from the institutions of government that set national framework for actions for public interest to the individual historic sites and moveable artifacts in museums. All of these must be recorded, researched, managed, conserved, interpreted and understood, presented and explained to the public in stimulating and rewarding ways.

F. Tourism

Since tourism in Jordan is primarily dependent on the heritage, the quality of the visitor experience has now emerged as a major factor in competitiveness and growth potential. Only through a well-differentiated product and a tourism experience that exceeds expectations can Jordan compete with other countries. This is especially true in the light of the opening of new heritage sites in other countries to international tourists.

G. Education and Research

The academic community has always benefited from the national heritage and the excavation and research that is undertaken by DOA and under its auspices. Visiting sites has an educational and social benefit for students of all ages in understanding their roots, culture and its achievements. The National Tourism Strategy identifies, among the 12 priority tourism segments for Jordan, “Scientific, Academic, Volunteer, and Educational” (SAVE) tourism.

H. Environmental Conservation

Best practice recognizes that the heritage's immediate setting and environment should be protected and conserved to ensure there is no unacceptable loss of significance.

I. Jordan’s Heritage Patrimony and the Challenges of its Potential

Jordan’s antiquities are believed to go back some 9,500 years to communities who have lived in the region of Amman. There have followed successions of Adamites, Amonites, Spiritual people (Moses and the tribes of Israel), Judaism, the Greco- Roman, world that was the context for John the Baptist and Jesus, the Archdiocese of trans-Jordan and Byzantine Christianity, the Nestorian influence over the young Prophet, the world wide influence of Islam springing from the region, the crusaders, the Ottoman influence, and now the present rule of the Hashemite Dynasty. Jordan and its neighbors have been the crucible for events and people that have shaped many of the world’s faiths. Many of these former cultures have left highly significant remains of their art, pottery jewelry, lifestyles, monuments, genius in construction, decorative abilities, writings, accounting and monetary systems, etc. So it is that these relics are the medium for modern man to understand and to explain his cultural roots and to connect tangibly with the past. The consequence is that interest in the heritage of Jordan is worldwide and multi cultural; and this is the opportunity and challenge – to balance this extraordinary wealth of the

.. interest in the heritage of Jordan is worldwide and multi cultural; the challenge is to enrich the lives of all Jordanians and the rest of the world

past with the development of the modern State, and thereby to enrich the lives of all Jordanians as well as the rest of the world.

Jordan has, according to the Directors of the DOA, only discovered a small proportion (perhaps 15%) of the extraordinary wealth of history and achievement that lies underground. Not all of such wealth can be excavated displayed and built into the contemporary world and therefore it would not be acceptable for the development pressures of the modern world to destroy evidence that is in the national and public interest to conserve and understand. There is therefore a challenge on the various commercial interests within the community to understand how to handle the risk of archaeological discoveries, and at a time in their projects' development when it is least damaging to their interests and programs.

The challenge lies also with the administration of the country to assist both public and private sectors, in setting clear legal, managerial and administrative frameworks, within which their different interests can be accommodated. *The challenge for the promotion of change to the environment, in the context of archaeology and heritage, is to develop a system of development control, that allows archaeological and heritage potential to be researched and evaluated, well before critical decisions for change and development are taken.* The administration of research and development control is a necessary burden that must be borne for the benefit of the country as a whole. Equally the country needs to develop polices to handle chance archaeological finds, and to establish rules of action that must take place on their discovery.

J. Funding support

When the increased fiscal returns and indirect benefits of heritage conservation and reuse projects are calculated, ample economic justification for increased levels of funding and incentive support, that might be appropriate from Government, can be made.

Government support can be given in many ways through the fiscal system. It can come in the form of direct grants designed to attract and engage the private sector to support public policy initiatives. Most importantly, Government, itself, must galvanize and empower stakeholder energies and commitment to deliver on the government's objectives of preservation and development. For optimum impact, public policy must be formulated through consultation with the support of the stakeholders, and by advisory services, and development controls institutionalized in legal, regulatory and procedural instruments. Public respect for the policy and its management is the best approach to eliminating hidden agendas.

K. Holistic Plans: social, physical, business, and management plans

International best practice requires special interests such as archaeology, architecture, planning and conservation to weigh wider stakeholder inputs reflecting all impacts on the social and physical environment against the benefit outputs that arise. These stakeholders include the beneficiaries of public and private sector investment in a project, and those who need to understand the opportunities, risks and benefits that should be made clear in any feasibility analysis. All these issues are best reflected in a

comprehensive business plan for each major site and for the heritage sector at large. However, since the domain of business planning and financial returns normally fall under the purview of the private sector, few administrators and project sponsors are currently capable of creating financially sustainable business and management plans upon which investor confidence and commitment can be built. The private sector understands the processes involved better than the public sector since it requires this approach to protect its own money at risk.

IV. IMPORTANT MODELS FOR MANAGEMENT OF THE HISTORIC ENVIRONMENT

A. Institutional Challenges

Public-private partnership and stakeholder involvement are critical in mobilizing skills as well as financial resources in conserving and capitalizing on heritage assets. Equally significant is public-public coordination among the various government institutions. Working partnerships are essential to achieving change and strengthening the existing institutional and administrative systems for heritage assets management.

Experience shows that implementation is significantly harder than planning. The failure in proper planning and implementation is often institutional and managerial, i.e., a result of a lack of management guidance, agreed regulations and guidelines for action, and lack of experienced leadership. It is important therefore that international best practice be used in tackling issues that are similar and of a generic nature. The challenge is to plan how to maximize the use of the national, human and economic resource through

- economic and HR capacity building programs,
- improvement rates of site management and presentation,
- provision of educational and supporting infrastructure
- efficient targeting of site or product development, and markets.

B. Model Disciplines for Management

While each site or management challenge will vary in its detailed character, the approach to resolving the challenges will be most effective if a common discipline for management and sustainable reuse of the historic environment is adopted. We suggest that the provisions of the document entitled “Management of the Historic Environment” (listed in **Annex 3**) be adopted as guiding principles for Jordan. This document has already been adopted by ICOMOS/UK as a guideline, and will be presented for adoption by the 110 countries that are ICOMOS members, including Jordan under the leadership of His Excellency the Director General of DOA. Other internationally respected guidelines, such as the Burra Charter of ICOMOS Australia, can also serve as model disciplines for the conservation, management, and sustainable reuse of the historic environment.

C. Best Practice Sequence of Management Tasks for the Historic Environment

Apart from moveable artifacts, the heritage involves the immovable antiquities and built heritage, the associated artifacts, and the surrounding environment that constitutes the context and setting for the heritage. Effective management of all existing environments and of the heritage must, as far as possible, follow a best practice

management model with a sequence of tasks that lead to the sustainable conservation and maximum benefit to the local and national communities from these sites. Both public and private sector institutions must work in tandem, with each contributing its special skills to enable this management process to take place and as a consequence for acceptable and sustainable results to be achieved:-

- a) Research, survey and description of the site, leading to the identification and assessment of its cultural significance, and of the values of the different interest groups upon which the significance is based. There may be many different values associated with the site and these may need to be ranked into a hierarchy.
- b) Assessment of the condition of the asset and its ability to adapt without significant loss of value and significance;
- c) Assessment of the existing pressures affecting the site, its management context, user groups, stakeholder interests and legal controls, that affect the significance of the site, and other forces for change;
- d) **A statement of the conservation policy;**
- e) **An outline evaluation of the options** for managing the pressures affecting the site's significance; of the demand for future use, and of the potential forces for change; of possible adaptation for future use. The identification of the preferred option for each policy area; the adequate evaluation of budgets, costs and business plans; the balancing of expenditure with revenues, benefits, risks and constraints; and then the confirmation of the preferred strategy option; Note that with heritage projects it is only at this stage that **where the above calculations for feasibility produce an acceptable level of risk and benefit, the preferred strategy may be confirmed.**
- f) To calculate the business plan for significant investment is a skill that has to be learned by all who wish to seek the support from government and investment from the private sector. "Business" understands this and government generally has to adopt similar disciplines to be confident of its proposals to use public funds. A model for business planning is included in Annex 4.
- g) Identification of the ways in which the plan will be implemented and by whom, and the appointment of staff with appropriate experience and training;
- h) Identification of measures for monitoring and review of the plan;
- i) Definition of the required research and records;
- j) Development of final details for:- the market and economic context; management structures; budgets, costs and business plans, balancing of expenditure with revenues; programs for future action;
- k) Detailed project planning and a detailed prescription for the management, operation and phasing of change, with the identification of a long term vision, medium term targets, and annual work programs. Programs will need to be prioritized in accordance with available resources.

D. Business Plans

Business planning is the foundation to determine the viability and sustainability of projects and investment. This planning should be implemented in managing Jordan's heritage assets, and should be applied at the site level for key sites. Effective planning requires practical knowledge of the market and changing market conditions, fiscal aspects, as well as economic viability analyses. Successful business planning for any site must also include a sound and detailed investment promotion strategy that mobilizes resources, from public and/or private sources, for achieving all of the goals

for the site. Because such skills, capacities and relationships are highly specialized, they often lie outside the traditional domain of the public sector, including DOA and MOTA whose experiences are in policymaking, architecture, planning, conservation and administration. Yet, all expenditure has to be justified in terms of its benefit and risks. Accordingly, a partnership between the public and private sector is essential to ensuring that both can achieve their goals while the principles of conservation and preservation are maintained.

The heritage is subject to the same principles of risks, costs (financial and opportunity) and benefits, but also has to incorporate the sensitivity of the historic fabric to decay, the irreplaceable nature of the asset, and the limitations on appropriate reuse. In fact, business planning according to the principles of conservation and preservation is critical for the success of effective management of the heritage, and to ensure the attainment of all of its objectives.

In today's world of increasing involvement of the private sector in managing and operating projects, funding institutions and government must ensure that the social, cultural, economic, political benefits and risks attached to any proposed investments are acceptable, and that the financial forecasts and management model are viable. Accordingly, it is critical to ensure that capital projects are financially viable, efficiently implemented, and provide value for money. A business plan will help demonstrate how these goals can be met and illustrate the required investments. There are many models for business planning that can be followed. The models selected should be understood, supported and implemented by all those involved in the development of heritage projects.

The business plan should explain:-

- the project priority and relevance of the project within Jordan's overall strategy for heritage and economic development
- the need to undertake the project
- how the project will be undertaken including the roles and inputs of the stakeholders involved
- how the project links to the development of the touring routes and their re-enforcement
- what the project's benefits are
- what the project will cost (capital and operating) and the sourcing, distribution and phasing of the costs
- the sustainable management and operational plan
- how its results/benefits can be assessed.

The business plan should demonstrate that the project:-

- makes an efficient and effective contribution to achieving stakeholder objectives;
- is viable, and that there are the funds and commitments to meet running and maintenance costs for a reasonable period after completion ;

- will have available, in cash and kind, at least 25% of project funding from acceptable sources, and that the prospect of obtaining all funding is realistically based;
- has the management expertise, skills and agreed structure to successfully implement and operate the project;
- has reliable and accurate forecasts of costs and benefits; and
- has demonstrable criteria against which the project's success can be evaluated.

The business plan may need specialist help to complete but it should be agreed and adopted by those who will be responsible for the project's implementation. They alone can demonstrate the experience, commitment and enthusiasm that will enable the project to "happen".

In the case of heritage projects, this business planning process is especially vital to ensure that change to the heritage is feasible. Such changes include impacts from visitation and any additions to the historic environment to provide for health and safety or new functions.. If proposed change has not been checked for viability through business planning, permission for project implementation should not be given.

The logical stages of making a plan will require the project's management team to:-

- agree the stakeholders to be involved in the partnership
- agree who will be responsible for coordinating and driving the creation of the plan.
- assign the resources that will be available to make inputs to the plan
- decide what content and information should be included, and who still provide it
- arrange for the gathering of the necessary information
- establish a logical order and time scale for assembling the information
- supervise the writing, avoiding jargon and technical terms
- challenge the assumptions being made to confirm their accuracy
- edit the plan to ensure consistency and completeness
- check figures and calculations to ensure they are correct and well based

It must be remembered that the business plan is part of the site management model (e.g., ICOMOS) that is preceded by conservation policies and options evaluation further described in Annex 3.

E. Models for Management of Site Presentation for Tourism

The Objective

The presentation of historic environments and sites requires a discipline that prioritizes the human experience as well as meeting the needs of site visitors. This includes the educational, cultural characteristics, and the wide-ranging interests of the visitors

Each site will have unique opportunities and constraints requiring consideration of all presentation options that will not exceed the necessary criteria laid down by the DOA for conservation and preservation. Constraints may include preservation, presentation and reuse, access, location and regional context, health and safety, and economic justification of costs. Standing structures and buildings need to be integrated into the built environment, and through new use the structures and buildings would better have owners with a vested interest in maintenance; otherwise their sustainability is at risk. Museum use lies at one end of a chain of less conservation-oriented possibilities for reuse that might be justified economically. The discipline of heritage management and business planning outlined above is the basis for justifying the appropriate use, and is informed by the market and user requirements. Low visitor spending is among the main challenges identified in the National Tourism Strategy, and has been attributed to the visitor's short length of stay, low visitor expenditure per day, uncoordinated visitor servicing, and lack of information on product range and diversity. Improved management of the heritage resource in Jordan through the above outlined discipline will address these issues and have a significant impact towards fulfilling the goals of the National Tourism Strategy.

Preservation

Site access and use by the public has to be consistent with the preservation of the heritage for the enjoyment of future generations. Exposure to forces of decay and the ravages of diurnal temperature variations, wind and rain abrasion is increased by excavation. Many monuments such as the caves of Lascaux in France and Altamira in Northern Spain have been closed to visitors because of the microbiological impacts of human breath on the rock paintings. Change in chemical composition or attack by exfoliating salts can cause extreme and rapid damage. The task of the modern conservator is to assess the total problem in a scrupulously scientific way, working with specialist conservators of the materials involved, and scientists such as geologists and mineralogists as well as understanding the scientific advances in combating damage and preserving and stabilizing the values of the site or artifacts.

To secure their preservation some sites may best need to remain buried for the present.

The DOA has the primary role in the conservation and protection of antiquities in Jordan. Its role is to record, preserve and conserve the national heritage under the strict provisions of the law. Care has to be taken to ensure that the wear and tear of public access, use or re-use is not detrimental to conservation and preservation. Agencies that need to use the heritage for the purposes of presentation must reconcile with the conservator the acceptable uses that are consistent with conservation. To achieve this, it may be essential to impose constraints designed to protect the site. Many ancient cathedrals and holy sites, that are the objective of visits by the public, understands how essential compromise must be reached if the recommendations of the conservation plan is to be obeyed.

Historic sites may be very exciting places to visit, but they will also present a range of scientific and management challenges. It is worth noting the principal or generic issues that must be taken into account to plan strategies and detail actions in order to incorporate the public and their wide range of interests. As noted above the objective is to marry the opportunities of the site with the interests and understanding of the visitor.

Site Presentation

The process of determining site presentation must be comprehensively considered in terms of the human experience considerations. Above all, site administration must know their market appeal and develop their site in combination with the range of experiences, services and recreation that are demanded by the visitor. Therefore, the following must be properly planned:-

...site presentation must be comprehensively considered in terms of the human experience.

a) *Creating Advance Awareness – Nationally and Internationally*

Media and publicity that provide information, incentives or motivation creates an awareness of the site and its potential interests prior to the visit. Such information must be available to the visitors from the planning phase of their journey through promotion, publicity, advertising, brochures or the web. Where the site is part of a total tourism experience or tour, then knowledge of the ancillary interests and activities surrounding the site and in the region should be made available to the traveler. The economic and social objective is to have the visitor stay longer in the area, and to enjoy the experience of what can be offered, and, in so doing spend money on goods and services to the benefit of the community and the country. Length of stay is a critical issue for Jordan that can only effectively be overcome by enriching the overall experience and providing widespread awareness.

b) *Understanding and Marketing the Total Experience*

Major sites have much to offer and may not be seen effectively in a single day. In fact the strategy should be to assure this. Promotional literature must be aware of the means of making such places and their environs rewarding as tourist experiences and present the full picture, including attractions in the immediate area. Providing facilities that respond to the wide ranging needs of the market / visitor, retaining the visitors' interest, and giving opportunities to spend in the area, is the key to successfully achieving the targets of the National Tourism Strategy and contributing to the prosperity of Jordan.

c) *Site Strategies, Markets, and Plans*

The objective is to make the site enjoyable to a range of visitors and in all seasons and as a complement to other experiences in the region. To do so requires a considered strategy for the site and an understanding of the visitor market. This in turn will increase the security of the jobs in the district, in shops and services in hotels and transport, and on the site itself. As with all tourism projects there are considerable problems with finding and training staff and seasonal trade exacerbates the problem.

d) *Arrival on Site*

Access is usually by road. Visitors will arrive by private car or by coach/bus if in groups. Increasingly independent tourists hire self-drive cars and this is supported by the direction of the NTS. Clear signage and directions are essential for the motorist to reach their destination. Rest stops and restaurants may be available on the route and an indication of where these are located as well as other places that might be visited on

the journey, will help to enrich the experience along the route and to fulfill the tourists' needs as well as fulfilling the direction of the NTS.

e) *Parking*

Parking on arrival needs to be clearly indicated, secure, and adequate, with provision for maximum arrivals. Major sites may need to run a shuttle service to bring visitors from offsite parking to the project entrance. Major sites may also need to establish a clear policy for both arrivals and departures where the site covers an extensive area.

f) *Refreshment*

On arrival visitors may be tired and unused to the climate and may need time to refresh and reorient themselves, to relax, and prepare for the experience. Rest rooms and refreshment are an integral part of the tourist experience. If the experience is designed to last over a longer period then more substantial refreshment and meals may be required and appropriately sited within the project.

g) *Ticketing and Orientation*

Ticketing and orientation on the site are essential preliminaries to the visit. The visitor may need to make a judgment as to what is to be visited, how long the visit will take and what are the priorities and options for engaging with the site. If well presented, the site will offer a range of themes to be explored and in best practice visitors should be able to select themes and visit options according to their interests. Some sites can offer a variety of experiences each of which may need special literature, maps or guidance to support it.

h) *Presentation*

Different age groups, from school children to the elderly, different group sizes, from families to the coach/bus loads, and different nationalities, languages, and cultures all present their singular challenges to present the site meaningfully and with understanding for the visitor's background. To do this successfully is a considerable challenge to the entire site staff who themselves need to be trained to appreciate the nature of the visitor and the service that they can offer to them.

i) *Conservation*

For the purposes of conservation, clear limits on public action and visitation is needed. To do this properly includes an education for the public to respect the natural and man made environments. This helps the public to appreciate why restrictions on access may be necessary, and to understand the scientific reasons behind the conservation process, that is determined by the authorities. The public values the spectacle of seeing conservation in action. The viewing of excavation or restoration is an opportunity to add another dimension to the visitor experience that should be availed of where possible.

j) *Use of Varied Media for Conditioning and Presentation*

Since many visitors come from very different countries, cultures, and environments of the world, the archaeological heritage and cultural of Jordan may be strange to them, and the climate and the extent of large sites may challenge their endurance. Appreciation of the site may require assistance in the form of familiar media such as film for comparative and contextual stories and explanations, audiovisual presentations, audio equipment to explain the site and people who created it. Equally important is the support of well trained and well informed tour guides, who add the

human touch, a response to specific queries, and assistance to those in need. The numbers of visitors on some sites can justify sophisticated forms of media that will enrich the experience and expand their choice. Film also gives the visitor the opportunity to rest for a moment in the shade.

k) *Audio Presentation*

Well-produced audio presentation ensures focused, correct and consistent description and interpretation in the language of the visitor. It allows the visitors to concentrate on the subjects related to their particular interests. It can earn back its costs through the charges for the hire.

l) *The Human Experience as the Medium that Bridges Time.*

It is important to the satisfaction of the visitor that the total experience is not only about archaeology but how it relates to the other less academic but human aspects of the peoples and context that created the historic environment. Humans have a common language of emotional and practical experience of life, and this is the bridge between the different ages, of history and now. This is the common language that spans the centuries and is what the visitors appreciate and find memorable.

m) *Health and Safety*

Care must be taken in the landscaping and furniture available to the visitor not only to integrate well into the context but to provide rest and relaxation for the elderly. Rest rooms are important and must be provided if the site is to be properly presented. Any items involving inherent danger or requiring levels of physical fitness should be signaled in advance. Important sites must accommodate assistance for the physically challenged through improving access and facilities that can accommodate them. Medical facilities and rescue for those who are taken ill are part of the services required in competitive marketing of heritage sites and museums.

n) *End of the Visit*

Access and departure must both serve the visitor with quality environments for rest, relaxation, refreshment, information, mementos and quality crafts, publications, posters and post cards. The site management can benefit greatly from public feedback on their experiences. The visitor must approach departure with the feeling that the management has cared for his/her needs with humour, goodwill and professionalism.

o) *Departure*

Departure must relate to the entrance or a shuttle service should be offered to bring the visitors back to their vehicles.

V. ANALYSIS AND RECOMMENDATIONS

A. Approach to Analysis and setting of recommendations

The following analysis examines the DOA in terms of :-

- institutional and administrative structures and mechanisms,
- roles and relationships,
- resources and skills - human resources and financial limitations,
- site management
- legal and regulatory provisions

Recommendations need to be dealt with in a way that responds to the national need and that can realistically be planned and implemented within the limitations of the human and financial resources available. The urgency and practical challenges of implementing recommendations are classified into:-

- Short Term (**ST**) within two years,
- Medium Term (**MT**) over a three to five year period, and
- Long Term (**LT**) five years or longer and these acronyms appear after the relevant text.

While some items will be desirable in the short term, there will be a necessity to prepare for change and support implementation, perhaps through adaptation of laws and regulations, developing operational guidelines, building human resource capacity and capability, phasing, and funding. For this reason many changes may need preparation over a longer period and they have been marked as being (**MT**).

Inevitably in an overview of this nature, some major questions remain to be answered, and these will be analyzed during subsequent phases of the GOJ programs. Some of these unanswered queries are noted and given the acronym (**UQ**)

B. Legal Provisions

The law is an essential instrument to reflect national policy, to define authority and powers, and also to provide for sanctions for non-compliance. The law itself cannot define good management, construction practice and norms despite the importance of these provisions. They have to be generated through published regulations and guidelines.

The principle laws governing the heritage area include:-

- Law No. 21 for the year 1988, the *Law of Antiquities*, including the amending Law No. 23 for the year 2004

- Law No 5 for the year 2005, for the *Protection of Urban and Architectural Heritage*. (This law supersedes law no 49 for the year 2003)

It is clear to the consultants at this stage that the existing laws will require strengthening to support best practice. Annex 4 looks at both laws in some detail but further consultation is necessary to make proposals that will be comprehensive and relevant to the heritage today. This will occur later in the study when all of the issues requiring legal support have been examined and considered.

C. Public Policies and Strategies

The report entitled “*Review of Jordan Tourism Laws Final Report: Institutional and Regulatory Framework for Jordan’s Tourism Sector*” produced as part of the development of the National Tourism Strategy provides a comprehensive analysis of the legal framework within which tourism functions in Jordan¹. Most relevant to this assignment, the report states that:-

- “economic and fiscal success will only be built on a sound institutional framework, and that framework is dependent on sound legal infrastructures.”
- "the Law must contain provisions for the roles and relationships of MOTA to the other Ministries, ruling councils, and advisory bodies...and that the regulatory framework for tourism is out of date, and does not match international best practice, nor does it facilitate the development of an efficient and dynamic tourism sector.”
- “the role of the Ministry of Tourism and Antiquities (MOTA), in the current institutional and regulatory framework, is to provide leadership, policy development and political mediation.”
- “Recommendations should take into account emerging international and regional legal norms”.

While the report was referring to “tourism” in general, these principles apply equally to the management of the historic environment, and that is the particular responsibility of the Department of Antiquities. Many other laws and regulations will apply to the historic environment and heritage sectors, since the prime purpose of heritage is to be part of tourism development. Equally heritage is part of education and social development and cultural awareness, as well as providing for recreational and intellectual benefits to the visitor.

Development of the appropriate institutional frameworks, roles and responsibilities, and adoption of international best practices should be the overriding policy that forms the basis for the heritage and Department of Antiquities sector strategy. The DOA and heritage sector strategy must also support the National Tourism Strategy, while

¹ Downes, John. Review of Jordan Tourism Laws Final Report: Institutional and Regulatory Framework for Jordan’s Tourism Sector. August 6, 2004

keeping sensitive to special needs to preserve the heritage, and integrate it into the fabric of Jordanian's current cultural awareness and social development.

VI. INSTITUTIONAL ASSESSMENT: ROLES, RELATIONSHIPS AND CAPACITIES

A. Government

The Government has already participated with the private sector in defining a framework for tourism including the necessary strategy, supports and conditions to secure sustainable growth. Another step in this process is now necessary, to identify the role within this framework in which heritage management and planning must take place. Governments are normally expected to provide public investment to create the basic infrastructures for the tourism industry – such as roads, water supply, utilities, communications and airports – as well as to create a legal framework within which the private sector can invest, operate and manage the industry. Many developed economies adopt the role of facilitator of private sector investment, through fiscal and financial incentives. While Jordan will proceed in this direction weaknesses in less developed economies forces government into more interventionist strategies and to become involved in ways that are more appropriate to the private sector and may even compete with them.

The trend internationally is for the government to withdraw from direct involvement and ineffective controls and to enter into public-private sector partnerships, particularly in the field of marketing and promotion. The National Tourism Strategy has correctly focused the attention of government and the private sector to work together to develop the four pillars of:-

- Marketing,
- Product development,
- Human resources, and
- Institutional and regulatory frameworks.

The enabling role of Government among other duties requires it to:-

- set the frameworks, which include the institutional and regulatory frameworks, to provide support to the four pillars, and to comprehensively harness the energies of the people in fulfilling the programmes and objectives of economic, social, educational and cultural targets.
- define the roles relationships and responsibilities of each Ministry and level of the government and ensuring there is clarity of objective resulting in staff empowerment and synergy between Ministries where possible.
- ensure that guidelines are developed for all stages of management and operation of public assets,

- provide coordinated and seamless thinking, planning and action between its different Ministries at all levels of national and local government. To do this requires excellence in the skills of leadership, direction, and teamwork. This presents a high level of difficulty in any society or large multi-sectoral organization so it needs to be resourced accordingly.
- plan and provide the infrastructures. This need not all be the provided by government but government must create the circumstances and processes through which the private sector can become involved.
- control the quality, content and location of development so that national targets, programs, and priorities can be reached. In the heritage sector this must ensure that all proposed development and management of heritage assets is sustainable and viable.
- develop the principles and models of contract by Government with the private sector so that the private sector can become the provider of choice for the supply of public goods and services.
- set out guidelines for the involvement and management of all stakeholders in the development of heritage and tourism products.
- ensure the balance between preservation and use of heritage and natural sites. This requires measures for protection, conservation, management, public presentation and control.

The government agencies are developing a greater awareness of the importance of Environmental Impact Assessment, and within the DOA the importance of Cultural Resource Impact Assessment and Cultural Resource Management as disciplines that must form the approach to decision-making and management of any change.

Government agencies are concerned about:-

- the impacts of the private sector requirements on the heritage sites,
- the exclusion of sections of the Jordanian public through pricing necessary to sustain commercial viability,
- the normal benefits to the government which might be siphoned off to the private sector,
- the need for capacity building and training for private sector management, and
- the potential for reducing staffing and adding to unemployment.

The report will demonstrate that all of the above fears can be eliminated or mitigated by proper management and business planning.

The feasibility for heritage projects in Jordan has not as yet been analyzed to best practice standards to expose their benefits, targets, and risks as proposed in this report. Comprehensive proposals for pricing, development objectives and impacts, have not been stated for agreement by principal stakeholders as the basis for future action. This lack has impeded the potential development of the heritage and has hindered Jordan from achieving its potential market growth.

B. The Ministry of Tourism and Antiquities – (MOTA)

The Role of the Ministry of Tourism and Antiquities

MOTA is the Ministry charged with the promotion and management of publicly owned tourism sites, many of which can involve heritage (post AD 1750). This role is mandated by the controlling legislation of 1988 and its amendments in 2002 and derived regulations. It covers the following:-

1. Preservation and development of tourist sites.
2. Licensing and classifying tourist professions.
3. Policymaking and regulation of the tourism sector.
4. Enhancing tourist related procedures.
5. Marketing and promoting tourism.
6. Encouraging, organizing and sponsoring national tourism and tourism- related investment.
7. Improving and encouraging the labor force and the required technical capabilities to raise the performance of the tourism industry.
8. Preparing studies and specialized research for the development and growth of tourism
9. The establishment of colleges and institutes concerning education for tourism.

Based on the review of the law and interviews with MOTA staff and stakeholders, the following observations are made relative to international best practice:-

The need for clear management guidelines and procedures

- There is a need for systematic management guidelines that cover processes and procedures.
- There is a need for effective monitoring of projects under construction and passing day to day management to specifically mandated teams after completion.
- Tourism offices in the regions are responsible for managing visitor centers and other tourism related facilities and activities and reporting on performance of others. But, since the DOA also considers that the law No 26 of 1988 requires them to “manage” sites, museums and site presentation, there is confusion in the roles of MOTA and the DOA on sites, and this was noticeable in the assessment and is admitted by DOA/MOTA Staff.
- We have, in our discussions, noted the lack of vision, standard procedures, instructions, reporting systems, feedback mechanisms, violations control, planning control, as well as a lack of capital resources and organized human resource.

All of these identified gaps and others will have to be corrected to secure efficient operation. Combined with the introduction of recommended proposals, it will set a direction towards best practice being achieved in the future.

Vision and strategy

The Technical Development Directorate of MOTA monitors activities between directorates. The DOA monitors sites and also manages sites from an archaeological point of view.” There is, however, inadequate co-ordination, clarity of roles, and activities focused on a clear vision and strategy. Proposals are made to clarify this area with a view to raising effectiveness.

A vision and Mission statement and a management structure to realize the vision is urgently required (ST).

Interagency links – Public/Public Partnerships

Recent developments at the JTB began the planned transfer from MOTA of some of the market research and marketing roles, and this required good co-operation and teamwork. JTB is also preparing to extend its capabilities to work with MOTA in the product development area.

Appointments and Staff Selection

We have noted from our discussions that HR management was weakened by the system of “Central Appointments” not appointing according to skills and experience required, but in accordance with seniority. There was a lack of incentive schemes to recognize achievement. Staff promotion was not based on merit but on endurance in the job with a lack of respected performance appraisal systems.

Salary Scales

Salary scales are discouragingly low, and present an impossible challenge to the Ministry where present employment of highly trained staff that are funded by international donors, come to an end in March 2006. The Ministry’s salary scales are not able to sustain teams of adequate skills and experience to handle the issues to be faced. HR development and capacity building must take adequate account of the processes and time involved. Training-needs assessment is reported as not being performed with sufficient regularity.

Monitoring of Performance

The budgets and costs of tourism sites are not reported as separate cost centers in 2004 so performance and business planning could not be referenced, in order to indicate measures of effectiveness and benchmarking.

Responsibilities on Tourism Sites

MOTA collects fees from licensing and charges, which arise from the private sector activities and services on natural and heritage sites, tourist rest houses, and souvenir shops etc. DOA collects revenues from entrance fees, and activities performed at archaeological sites. Such split roles for collecting charges and revenues must lead to duplication of effort.

Revenues collected are not retained by MOTA or DOA but paid into the Ministry of Finance on a regular basis, so that there is no incentive through improved financial

performance. This must demoralize the site staff who, consequently, have little vested interest in improving performance.

Roles for the management of tourist sites should be consolidated (ST) with:-

- DOA, should be responsible for all aspects of heritage excavation, preservation and conservation In that regard they should manage sites or portions of sites that are not open to the public as they are under development or concerned principally with records and recording, conservation, protection of values and significance, research, archaeology, and conservation areas.
- Conservation planning, architectural and specialist services, and development control for the heritage of all periods of Jordanian history should be the responsibility of DOA. They should also establish conditions to be met in the re-use of heritage buildings by others.
- MOTA should manage all sites (including museums) that are open to the public. It should be responsible for site management, public presentation staffing, marketing, ticketing, contracting with the private sector, reuse of sites, planning for access and services infrastructure, architecture for new buildings and adaptation of the old, (where permitted) subject to conditions from DOA on the acceptability of predicted or realized impacts of all proposals on the historic setting and the historic architecture.

Revenues and Funding

MOTA's expenses in 2004 amounted to JD 4,323,000. MOTA's revenues in the same year came to JD 5,777,000. This means that expenses were 75% of revenue. Treating MOTA as a cash cow fails to engender morale and efficiency in a critically important industry to Jordan. The damage to morale can be overcome however by better disciplines and management, procedures, guidelines, and regulations (ST).

The fact is, the weakness in the national budget will continue to be a major barrier to providing increased public funding, and two observations are particularly relevant in this context:-

- Government has to give priority to the productive side of the economy and tourism and heritage have to demonstrate the strength of their claim in terms of economic impact and value for money. Until the cabinet/government is able to justify the benefit accruing from enhanced tourism and the potential of improved presentation and management, it is unlikely to give additional support.
- Where the State cannot invest adequately, the public sector has to achieve improved performance and additionally to realize the potential benefits through involvement of the private sector. However fears have been expressed by civil servants that the private sector cannot be controlled and will cut corners at the expense of the preservation of the heritage.

It is a logical conclusion that where the public sector does not have the budgets, staff or experience to do the work itself, every one suffers; the professions, the properties, the local communities, the heritage, the tourists, the educational system, and the treasury.

Public Private Partnerships

We believe that the potential mechanisms for public private partnerships have to be developed and tested very soon. There are some significant examples of the success of the private sector in running sites sensitively and efficiently; the Baptism site, the projects of the Petra National Trust, Wadi Rum, and Dana sites.

But the message is continually repeated that:-

- co-ordination between the agencies and between different sites in the region needs to improve to meet operational efficiency.
- duplication of effort or unclear roles need to be eliminated through management disciplines.
- the visitor experience is currently weak because of a lack of facilities (restrooms, restaurants, etc.) and unrealized opportunities. Site planning must be enhanced through a better understanding of all the issues.
- the influence of Government agencies can inhibit management and the development of facilities. Government must, if it operates sites, set up clear guidelines and provide adequate resource for the job to be undertaken.
- participation of the private sector and the local community, who are significant stakeholders in a project's outcome, can pay dividends in the support for the site's objectives, but such participation is inadequate.
- vision, skilled leadership, good monitoring of performance, and clear plans to focus effort, especially at times of financial shortage, are needed in senior staff, and are essential for success.

The revenues of the private sector maybe contracted so that the State can benefit from their initiatives carried out on State property. Contracts for the private sector (PS) need examining for the equity in the relationship between State and PS.

Institutional Challenges

There are structural challenges in the organization and its management, and these reflect in the weakness of administration, sponsorship of projects, and participation by government, generally.

Institutionally the roles and responsibilities of the DOA are entirely separate from that of MOTA. The expenditures and revenues are accounted directly with the Ministry of

Finance where the Treasury issues and receives all funds. The budgets are entirely separate from MOTA. However we can see from questioning of site staff that all the natural and archaeological sites whether managed by MOTA the DOA or any other organization, suffer from a lack of co-ordination among authorities and an absence of realistic job descriptions for staff present at the sites. The result is overlapping of authorities and miscommunications.

Our observations on sites around the country reflect the above points. We have noticed a high level of criticism among all organizations of each other, and a resultant independence of action that cannot develop the multi-sectoral teamwork required.

However, we strongly recommend against setting up a separate Cultural Heritage Protection Office within the MOTA as is required by the Law no 5 for 2005.

Functions of MOTA in relation to DOA and other Ministries,

The functions described in the MOTA organization chart (below) are required, but would be best contained within an enhanced role of the DOA, where they are able to do what they are best at, such as the recording, mapping, assessment, research, preservation conservation and protection of the heritage of Jordan. This to be carried out through the setting of policies and conservation guidelines, maps, databases and procedures for conservation management and reuse of the heritage buildings and antiquities sites.

This quite complex responsibility should be their focus, which, when related to a significant role in protecting and preserving the urban heritage, a role incorrectly, in our opinion, assigned to MOTA under the Law No 5 of 2005, would consolidate the processes for:- survey, recording, evaluation, registration, conservation architecture, upgrading and construction policy guidelines and advice, and the defense of conservation areas and the historic quality of urban areas. However neither MOTA nor DOA should be assigned roles as planners for the urban environment whether historic or modern. In relation to the urban environment and urban planning and control, their roles should be advisory, drawing on their special expertise but they should be assigned a special role under the law to do this as of right and to be facilitated in the exercise of this function.

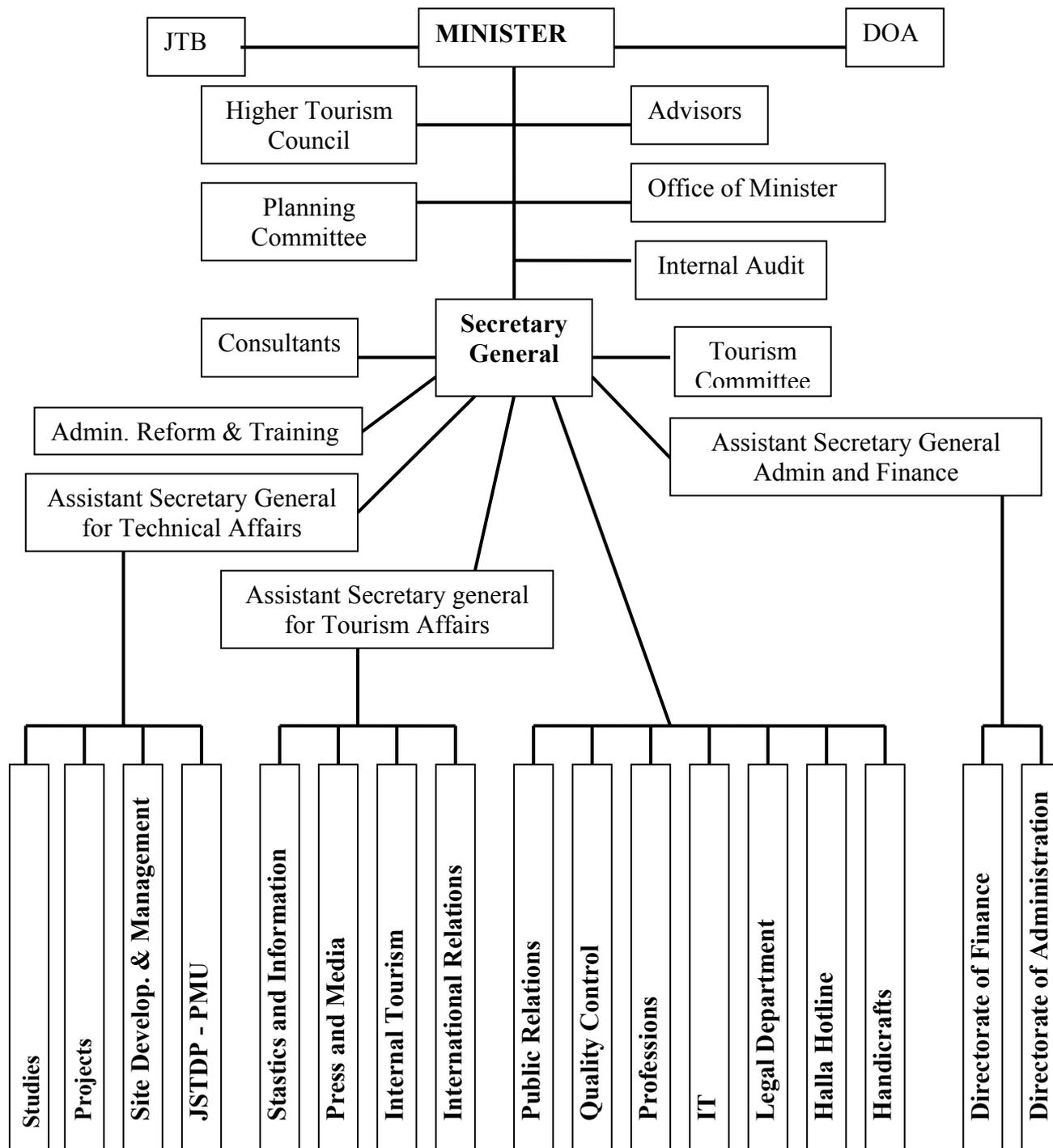
The special expertise of MOTA is “tourism development, presentation, and management”, and for the DOA is “heritage excavation, preservation, conservation, recording methods and the formulation of conditions governing the reuse of the historic environment whether before or after 1750AD, as noted above.”

MOTA has to engage with many Ministries to ensure success in its tourism mission. These public/public partnerships includes access, infrastructures, immigration, visas and security, health controls, transport, finance and other activities. Such a situation demands a high degree of coordination among the different Government organizations at different levels. MOTA has to seek agreement on the vital interests of its sector with the different departments of government.

Justification of Viability and Benefits

There is no model contract in Jordan that imposes the obligation on any tenderer of proving the feasibility and sustainability of a proposal to use or change the use of a heritage site through a management or business plan. It seems plain enough that both the public and private sector have to justify the viability and benefit of their plans for change and investment. *Investment/funding is not forthcoming in either sector without adequate justification and at present this justification is lacking.* (See advice on Management and on Business planning).

**Organigram – Ministry of Tourism and Antiquities
(as of June 2005)**



Note:- There is no department in the diagram above with the responsibility for administering the Law No 5 2005 regarding the management of the historic environment built after 1750AD.

C. DOA - Department of Antiquities

Role of the DOA

The Department of Antiquities' role is "to preserve the Jordanian cultural heritage" according to the Antiquities Law No. 21 for the year 1988, "through carrying out archaeological surveys, documenting them and affixing them on maps that are especially prepared for this purpose, carrying out archaeological excavations, and determining periods of times for the execution of the work, in addition to carrying out maintenance, restoration and works of improvement to archaeological locations, in order to preserve them, and establishing and managing museums of antiquities."

We have noted above that "the role of the DOA should cover the research, survey and recording, records databases and archives, maps, archaeology, architecture, preservation of the heritage and museum display, the setting of policies and conservation guidelines, and procedures and guidelines for conservation management and reuse of the heritage and antiquities."

As the Government experts in Jordan for the evaluation of the heritage with the help of the Academic world and NGO's, DOA should be able to assist in the management of heritage both pre- and post-1750 – a somewhat arbitrary date selected at present under the Law. To ensure continuity of thinking and focused responsibility, DOA should be the best qualified agency to take responsibility for the preservation and conservation of the heritage as it is to be affected by any proposal for change or development. To do this, the DOA or any other agency such as MOTA will have to establish the roles and departmental responsibilities and will have to develop its capacity, in terms of skills, HR, management discipline and supporting regulations.

DOA, somewhat informally at present, contributes to the prevention of negative impacts of major construction projects but it is recommended that they should have a formal role recognized and facilitated under laws governing physical planning for urban areas and planning control.

Development Control

The absence of any formal role as yet for DOA to act as watchdog and defender of the country's heritage assets in the development control process must be regarded as a gap in best practice approach. Indeed, it has to be noted that an even bigger gap exists by virtue of ineffective systems of development control. The invasion of unplanned development over the rural areas represents inefficient and expensive (water drainage, roads, refuse collection, bus services, access to commercial centers and to schools) use of scarce resources. It will be necessary in due course to recognize that a review of urban policy is needed to raise urban densities, and to improve functional economies as has been discovered as essential in other countries. There is an added danger to the heritage as well as to the environment of threats from uncontrolled development. Examples of these dangers can be seen in every developing country where the legal administrative and institutional structures are similarly weak and fall short of best practice.

It stands to reason, that without strategic plans, development plans for cities and land use plans for rural areas, the numerous public and private stakeholders cannot know

the context within which their ambitions and targets for development must be founded. Heritage should be taken into account in all strategic development but to do so effectively the DOA must have a participatory role in all planning and development processes. In fact the DOA has regional offices around Jordan (see organization structure), and these need to be independent offices with conservation planning, archaeological, and architectural roles to ensure that the heritage is taken into account in any planned change. This consultation and planning process is reported to work better in Amman than in other cities.

The DOA has developed its GIS system to record the location of heritage sites and hopefully also their zones of protection. But this system should be coordinated with the GIS to be used by all other Ministries of Government so that the Heritage layer of information can be integrated effectively into the development planning process. IT has to be used eventually as the coordinating tool for the many roads and services, engineering, environmental, planning, cultural and heritage, and land use functions. Information Technology databases play an important role in planning so as to position heritage away from inspired mayoral control to the participation and support mechanisms available from the technical officers of the administration and from the community. This would assist in the development of good governance, and would provide the appropriate environment for the protection of the heritage in a context of best practice .

Such changes would not affect the strong local loyalties that are characteristic of Jordanian politics, but would rationalize and strengthen national as well as local governance and procedures, which are at present weak.

Amendments to the Law

The Law would need to be amended to rationalize the roles of MOTA and the DOA and the relationship of these agencies to other government offices and NGO's. (ST/MT)

Investment is required to realize benefits

Quite clearly, at present, DOA is understaffed, under-funded, and in need of better-qualified human resources. It is responsible for the country's heritage and major tourism asset but is treated like a "cash cow" by the rest of Government. This ignorance of the potential of the DOA to help the Country, and this failure to give appropriate levels of support and investment into this Department, result from the failure within DOA to market the potential benefits of their work, and within Government to appreciate and support the role that DOA can fulfill for the benefit of Jordan. Simple business principles would indicate that a basic level of investment is required to realize the benefits. The JTB's statistics demonstrate the growth potential of the tourism sector. The underused potential of the heritage demonstrates the growth in the tourism market that is possible without risking damage to the carrying capacity of the heritage, social or physical environments.

Significance of under-investment

The staff within DOA are not resigned to this unsatisfactory situation. Their challenges grow with ever widening management and archaeological tasks appearing. This leads to a deficient national tourism product, that does not realize its potential as a result of under-investment in the resource and management. So Jordan's international and national tourism suffers, local jobs and employment are not created, Jordanian cultural identity suffers at a time when all cultural identity is under threat in a globalized world, and economic and social benefits are not realized.

DOA Organization

The present organization of DOA is given by the organizational structure diagram in this section. There are 11 Directorates given, although Petra National Park would seem to be equivalent to the regional and District offices of which there are 12. The numbers of staff in each department are noted in red and departments with no assigned staff are highlighted in Yellow.

Role of Directorates, Staffing, Qualifications, and Experience in the job

Head Office in Amman

The roles of Directorates are stated by the Directors of the DOA to be as follows, but do not appear to correspond fully with the list of directorates given by the Director of DOA:-

Directorate of Personnel Affairs

The role of the Directorate is to supervise all of the Departments activities related to personnel and human resources matters starting with employing and continuing through training, promoting, seconding, transferring, giving scholarships, and retirement.

Directorate of Studies & Information

The role of the Directorate is to participate in preparing programs, plans and studies of archeological sites and keeping reports submitted by the Excavations Directorate. It directs efforts of DOA employees and workers towards achieving goals adopted in approved plans and programs, and keeping the research library and publications.

This Directorate might also be the one to develop guidelines for good practice in management procedures, planning, tendering, the resolution of technical and construction problems, good design for upgrading the old to suit modern environmental requirements.

Directorate of Cultural and Public Relations

The Directorate is responsible for the enhancement of relations with other relevant bodies, whether local, Arab or foreign, as well as with the local community. It is divided in to four Divisions.

Directorate of Projects, Maintenance & Restoration

The role of the Directorate is to supervise, maintain and restore through works carried out on archeological sites, offices and buildings, technical studies, and cooperation with foreign expeditions.

Directorate of Warehouses & Supplies

The role of the Directorate is to supervise all activities involving the controlling and following up work progress therein and supervising the purchasing, keeping and storing process.

Directorate of Financial Affairs

The role of the Directorate is in administrating, coordinating, and implementing financial and accountancy plans and systems, overseeing and controlling expenses of the department, organizing the Directorate's budget, and supervising its implementation accurately in accordance with laws in force, supervising and controlling all of the department's accounts. The Directorate might eventually provide advisory services within the Department for the development of assessment of financial feasibility of projects, incorporating the latest financial regulatory provisions.
(MT)

Directorate of Legal Affairs:

Its role is to "follow up all legal affairs related to the department's works and provide legal consultations to officials of all specialties related to its legal rights and duties, to provide legal advice and representation in court cases etc. There are no duties specifically given for assisting in planning disputes and regulations. This should be added (ST)

Directorate of Land Appropriation & Survey:

This directorate has the mission of participating in the submission of studies and recommendations regarding lands to be appropriated, receives applications of appropriation and follows up related technical and administrative procedures.

Directorate of Training & Development

The role of the Directorate is to delegate employees to undertake training courses at the National Institute for Training according to courses programs prepared by the institute.

Directorate of Archaeological Excavations and Surveys

The role of this Directorate is to supervise Archaeological fieldwork, to approve and monitor all fieldwork, under four divisions:- Archaeological Excavations Division, Archaeological Surveys and Foreign Excavations Division, Documentation and Archaeological/Electronic Mapping Division, Permanent Projects Division.

Directorate of Museums & Laboratories Directorate

Its role is to develop a general strategy for the museums through which objectives and duties of these museums along with their role in preserving national heritage, studying, spreading and introducing it to the local and international community are to be developed, and to show the importance and the role that these museums have in all economic, social, cultural and educational fields. The role of the museums department is not however required to establish educational and research functions and services, or

temporary exhibitions, or to develop museum facilities that are also a catalyst for community identity. Functions need to be completely overhauled as practiced today. **(ST)**

Directorate of Internal Surveillance

The DOA organigram does not identify this department. Its role is to oversee the correctness of applying work procedures and monitoring methods of using public funding according to legal and accounting principles in force in the country.

Job Capacity:

The number of jobs at the Department of Antiquities for the year 2004 amounted to 368 jobs, of which 269 jobs are included in the formation tables, (99) of which are on the account of capital expenses. About (1500) workers are on a per diem basis working on guarding antiquities, carrying out excavation, restoration and maintenance works.”

In reality the figures recorded by the Consultants and those as reported do not correspond. Clarification of these basic facts is required as soon as possible. **(ST)**

The adequacy of human resources is critical to enable growth. Directorates are understaffed and under-qualified. The numbers of qualified staff is given in the table below.

It is important to see the roles and capacity development of each directorate to be guided by demands of the NTS programs for product strengthening. The relationship between the DOA and the NTS's time bound action plans need to be strengthened. The next phase of the projects needs to look carefully at the demands, markets, opportunities, and limitations of financial and skills resource. **(ST)**

The regional offices of the DOA

There are 12 Regional offices and some 19 branch offices. Their functions are to manage, maintain, present and to operate the principal archaeological sites that are open to the public in conjunction with MOTA. These offices are the visible public service that the DOA renders, and by the Law NO 26 of 1988 they have the power to completely control the site. Many functions come under their banner:- Site direction, planning, management, museums, presentation, conservation, recording, maintaining records, health and safety, security ticketing and accounting. But they are not staffed to carry out these functions and do not have the direction that is experienced in many of the functions that they are supposed to implement and control. The current situation needs improvement if the heritage product is to be enhanced.

The Directorates within the DOA

The 11 Directorates, their functions and our comments and recommendations are as follows:-

<u>Department Name and Function</u>	<u>Comments and recommendations</u>
Administration	Photography should be a service and should be located in PR but available to Research and Archaeological Surveys.
Research & Publications	Archives and library for heritage need to be in fire-proofed rooms with scope to accommodate large amounts of research and documentation. Present space is reported as being inadequate.
Public and Cultural Relations	Stronger links needed with the JTB to promote public awareness.
Supplies and Equipment	The Functions of registration need clarifying.
Finance	
Legal Affairs	This does not cover planning disputes and development control.
Petra National Park	This should not be one of the directorates of the head office, but should be one of the regional centers even if the Director of the Petra National Park is a very senior person.
Land Acquisition and Survey	Acquisition could be incorporated into legal affairs. Survey could be incorporated into Archaeological Surveys.
Conservation and Restoration	This department should be capable of giving advice to owners of historic properties (Government or private) on the appropriate technical solutions to problems of conservation and compatibility with use. This function is not included.

Department Name and Function

Comments and recommendations

Archaeological Surveys and Excavations

Since Surveys and all documents relating to change are part of the historic record, they should all be kept with the same discipline as the archives above. Either an archive for archaeological survey should be combined with archives under Research and Publications or an archive should be established for survey records, and kept separate but administered on the same principles.

Museums and Laboratories

The functions of Museums are not carried out, although it is part of the present legal requirement. It is proposed that the operational aspects of museums pass to MOTA but DOA would provide the technical and conservation services.

The Laboratories are part of the same conservation and restoration function and should perhaps share the same functional spaces within the Department of Conservation and Restoration.

The objective should be to consolidate laboratory skills with technology and advisory services for the public.

A necessary project is to establish the objectives and management disciplines required for Museums.

Work programme of the DOA

Work carried out in 2004

Work carried out in 2004 gives an impression of the scope and range of priorities identified by the Directorates:-

- the Department participated with the Jordanian Universities in archaeological excavations at 10 different locations such as (Yajoz, Shafa Badran, Al-Bosailah, Wadi Al-Mojeb and Al-Threih).

- the Department completed mosaic processing and restoration works at 8 different locations, in addition to holding a training course on the same subject. Trainees from other Arab countries participated in this course.
- fencing 10 different antiquities locations to protect them from intrusion.
- an archeologists team from the department carried out excavations at the United Arab Emirates, and the scientific results were appreciated very well as they gave a very good impression of the Jordanian expertise.
- the 9th International Tourism Conference was held at Petra City. Notable archeologists participated in this conference.
- the Department of Antiquities held a symposium on the Antiquities of Iraq and methods of preventing smuggling.
- the Department supervised over 52 archaeological excavations carried out by foreign expeditions in Jordan.
- the Department carried out 28 archeological excavations in different locations in the Kingdom.

Working Plan for the year 2005 is to:-

- to complete excavation and restoration works and to bring out antiquities in 10 different locations such as (Jerash, Jabal Al-Qal'a, Baptism Site, Beit Ras) and to continue fencing antiquity sites in all governorates.
- to follow up ordinary excavation, restoration and maintenance works for some antiquities in cooperation with scientific teams, universities and national and international institutions.
- to send an archeologists team to perform excavation and restoration works at the U.A.E. and another team to the State of Bahrain, in addition to holding specialized qualifying courses in which specialist archeologists from different Arab countries will participate.
- to supervise the 15 museums of antiquities and giving special attention to such museums, their laboratories and inventories of antiquities.

This work carried out and programmed for 2005 gives little weight as yet to the programs of product development and HR development that are required by the Pillars of the NTS. Clearly programs of activities need to be coordinated with the objectives of MOTA and Jordan as well as developing the professional aspirations of the department. **(ST)**

Qualified persons in the DOA

Bachelor's Degree in Archeology	92
Bachelor's Degree in other Specialties	25
Master's Degree	18
Ph. D.	7
Engineering	14
Diploma	72
Secondary Education	217
Less than Secondary Education	856

The question of the adequacy of qualifications and skills has to be seen in light of the functions of each of the different departments and the demands of the NTS. The DOA departments have to prioritize work programs and sectors of growth in order to bring the most rapid benefits to the economy and at the same time to the supporting communities.

It is possible to run DOA with a limited number of highly qualified staff but this is only possible if the internal management and supervision is very well structured to allow the less well qualified staff to grow in experience, and if there is a higher degree of delegation. In reality, the only way to grow is to be given responsibility. But the management culture tends to be with linear authority and decisions taken at the top in preference to monitoring of delegated responsibilities.

Department of Antiquities - Monthly Salary Structure according to Educational Qualification:

1) Tawjihi (Secondary Education)	JD 151.500
2) Diploma	JD 169.950
3) Bachelor's Degree	JD 195.850
4) Master's Degree	JD 206.500
5) Ph. D.	JD 222.500

The salary scales are low and a disincentive for qualified and skilled persons to work on innovative solutions to Jordan's reuse of the heritage.

The new structures proposed for the DOA will require a higher order of responsibility and job opportunity for the staff at all grades of skill and experience. Some new staff will need to be recruited. This should be good for morale. There will also be a need to appoint staff capable of carrying out the roles of development control both in the regions and at the DOA offices in Amman.

Budgets, expenditure and trends

(in Thousand Jordanian Dinars)

<i>Description</i>	<i>Actual</i> <i>2003</i>	<i>Estimated</i> <i>2004</i>	<i>Re-estimated</i> <i>2004</i>	<i>Recommended</i> <i>2005</i>
General expenses				
a)Current expenses	992.4	1,164	1,131	1,162
b)Capital expenses	2,826.9	3,071	2,976	3,106
Total expenses	3,819.3	4,235	4,107	4,268

There is likely to be improved tourism income in 2005, and while this may need to contribute to offsetting areas of national financial deficit, there will hopefully be opportunities for the heritage sector to improve the product. Indeed it is so necessary for the tourist heritage product to improve that the DOA and MOTA together might try and negotiate a percent share of any increase in revenues over an estimated target for income and expenditure agreed with the Ministry of Finance.

The DOA especially needs to be incentivised through some mechanism that generates improved performance, higher income, investment into tourist facilities and improved financial rewards to the staff. **(ST)**

The table for expenditure and trends is based on the existing product and performance. But both product and performance have to be improved if Jordan is to remain a desirable destination in the climate of competition from other destinations.

It is noticeable that the Direct Income represents only 72% of expenditure. The income does not however take on board the indirect income benefits to the wider community which is likely to be some thing like 5-7+ times the Direct income, e.g., JD15-21 Million. With the increased capacity of sites being a priority, the increased revenues will spur investment programs towards improving presentation and the tourism product in accordance with the pillar of the NTS.

Most of the Sites are used well below their current carrying capacity, including Petra, which is the highest income earner. The benefit to Jordan from increasing visitor numbers could be substantial.

The very low ticket pricing at some of the sites reflects the poor level of the interpretation and displays. But it is our impression that the pricing structure for entrance to the sites can be raised on the basis that the product is improved. We are sure that the product can be improved, and on the lines of the best practice noted in Chapter IV above. With the better use of the sites and the improved pricing structures Jordan will be in a good position to provide more jobs and enhanced cultural benefits to the local communities.

Budgets, revenue generated and trends

Ticket Revenues from different sites

<i>Statistics of Visitors for the year 2004</i>							
<i>Site</i>	<i>Non-Jordanian Visitors</i>	<i>Jordanian Visitors</i>	<i>Percent Jordanian</i>	<i>Non-Jordanian Students</i>	<i>Total Visitors</i>	<i>Total Collected Fees</i>	<i>Average Fee per Visitor</i>
Petra	209,068	76,814	27%		285,882	2,419,247	8.5
Jerash	126,600	32,400	20%	6,805	165,805	341,201	2.1
Jordanian Museum of Antiquities	71,950	16,700	19%		88,650	79,683	0.9
Kerak	68,700	7,950	10%		76,650	35,543	0.5
Ajloun	42,150	54,950	57%		97,100	34,863	0.4
Museum of Folk Life	51,200	29,000	36%		80,200	29,950	0.4
Umm Qais	39,300	168,793	81%		208,093	19,625	0.1
Other	10,150	1,200	11%		11,350	10,450	0.9
Aqaba	6,966	6,721	49%		13,687	4,491	0.3
Total	626,084	394,528	38%	6,805	1,027,417	2,975,052	2.90

Opportunities

The details for the number of Arabs visiting heritage sites are not given. It is thought to be very few. Yet the Arab countries dominate the list of visiting tourists. Many of these may be businessmen. But the Arabs like to visit places with their families. Most of them are not yet accustomed to exploration and cultural/historical tourism appreciation. But if we look at similar trends in the UK and Europe it is only very recently that the potential for upgrading recreational tourism in the modern economy and lifestyle is becoming appreciated. There is an important market to be tapped. The cultural bridge that Jordan can create in tapping these markets could well be reflected in the increased income and diversity of cultural benefits. There has been talk of developing cross border tourism with the Nabatean sites of Saudi Arabia. With the cross border controls of today this idea may be before its time. But the principle of tapping this larger market is an important challenge, and the JTB, MOTA and the DOA might need to think how to benefit from this opportunity.

The futuristic development of culture in Europe and Asia has led in the direction of "Cultural and Heritage Trails". These trails link sites across borders or revive historic trade routes like the "Silk Road".

The table to Section E demonstrates the domination of Petra as a renowned site of global importance. But there are many other sites of Antiquity in Jordan that are equally fascinating and as dramatic and closer to centers of population. There is scope to expand the market served.

DOA Budgets; Present capacity of sites, future potential, beneficial impacts of growth

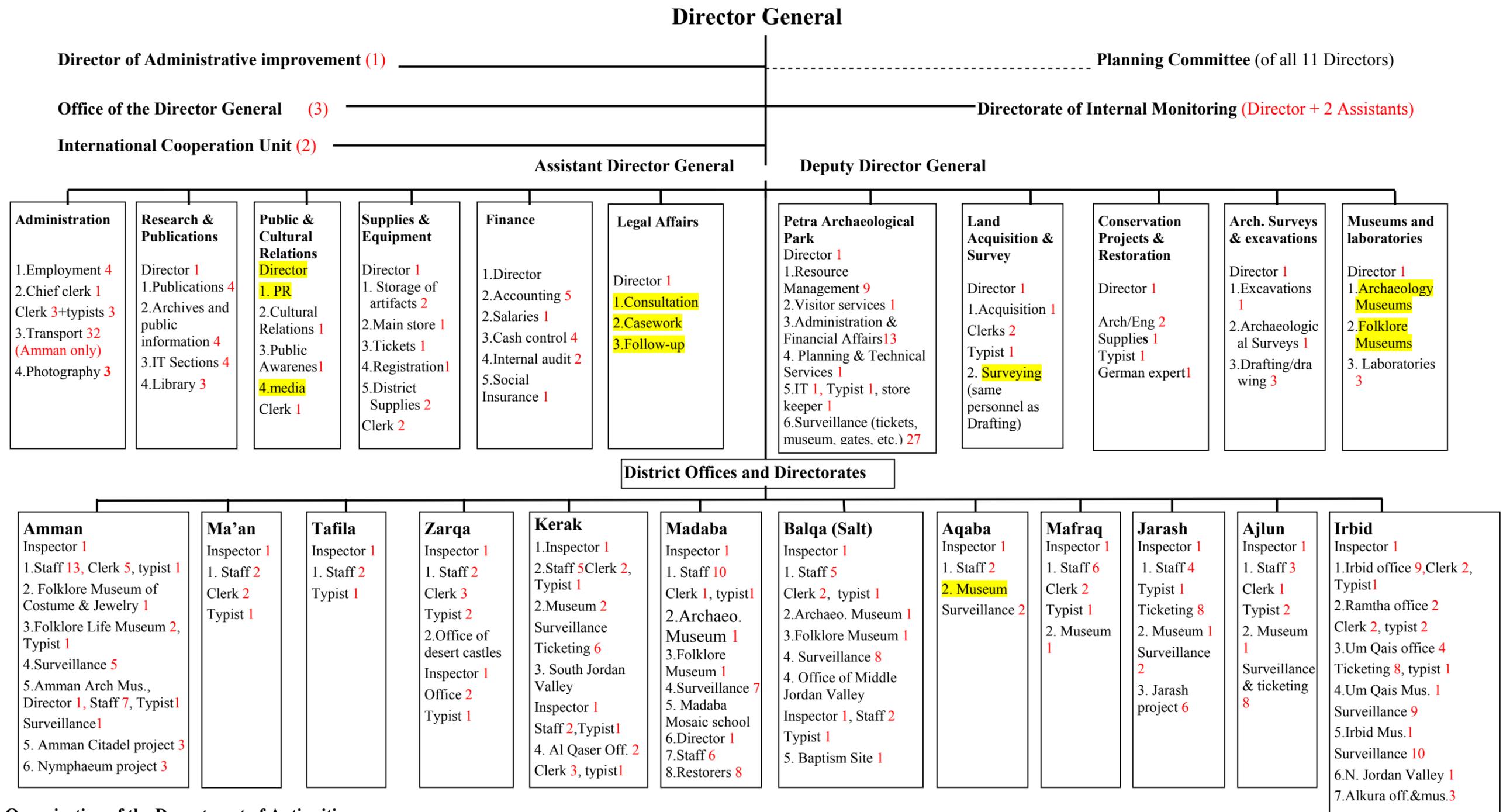
We discovered no strategies for the growth and improvement of the DOA during our consultations and discussions. Clearly there is a need for each directorate to assess its growth strategies, and for the DOA, as a whole, to market a coordinated strategy for growth to the other departments of the GOJ. It is not a tenable strategy that the DOA can be an independent organization carrying out its role of conservation as an archaeological island. The future must be based on teamwork and cooperation as is required in every developed country of the world. The following should be noted:-

- 1) On most sites the current site carrying capacity can accommodate many more visitors than at present.
- 2) Capability is limited by the institutional and financial structures and the impact of state employment on the Human Resource, leading to a lack of originality and responsibility for marketing and competitive management, maintenance and operation.
- 3) Capacity and the range of capabilities can be greatly augmented by the involvement of the private sector, who also need to build skills in sites and facility management. To do this the DOA and MOTA can apply good international precedent in establishing concessions and contracts, quality control mechanisms, management and reporting procedures.
- 4) Future potential depends on the build up of visitors through the market place; work in partnership with the JTB, MOTA, the fundamental work of the DOA, and on the involvement of the other Ministries of Government, the private sector's initiatives, the local communities and stakeholders who have a vested interest in the success of a project. This requires a new inclusive style of management with delegated responsibility for getting tasks completed on time and on budget.
- 5) The private sector's professional planners, architects, structural and services engineers, economists, financial and funding experts, social, community, and health and safety experts all have roles to play to achieve world class and competitive projects.
- 6) Change and capacity building take time and require good planning and implementation. It will take several years for in depth capacity to grow, and for attitudes to change. Examples of good practice and success in Jordan need to be publicized. The methods of overcoming challenges need to be understood, through journals and daily papers.
- 7) There can be a great social and economic benefits as a result of:-
 - Correct service and facility provision for the tourist in accordance with the potential of the site, the planned involvement of the local community and planned use of the surrounding rural or urban environment.
 - Correct pricing structures that recognize that if the public will pay JD30 for the day out on travel, meals and shopping they can afford to spend much more than JD1 on the entrance ticket, and will then have the right to expect a better product.

**Strengthening the Department of Antiquities
Proposals for New Strategic Framework**

- Better interpretation and presentation that helps the human experience to make contact with the past people and to understand their achievements.
- Encouragement for the tourist to stay longer at the site and in the district and therefore to spend more
- The support of the local communities in the management and promotional initiatives of the project. Ultimately it will be the energies of the local people whose identification with the project and its beneficial impacts that will play a large part in the success of the heritage site.
- Social and political stability results from enhanced awareness of cultural roots and identity with the character of a place.

Minister of Tourism and Antiquities



Organization of the Department of Antiquities

Note: Staff numbers include either administrative or technical staff, excluding guards, messengers, drivers in the district offices and workmen

Note: Departments not staffed as at July 2005 are highlighted in yellow

D. JTB – The Jordan Tourist Board

Constitution

The Jordan Tourism Board (JTB) is a public private partnership. While the board of directors is evenly balanced funding is 90% public and 10% private. It is an independent agency of the Ministry of Tourism and Antiquities, and reports directly to the Minister. It has the duty to develop and implement tourism marketing strategies for the country and is undertaking research and analysis of its markets to match with its “Boutique” positioning and niche marketing strategy. It has no formal relationship with the DOA, although it comes under the same Minister.

The Role of the JTB

The JTB is the national tourism marketing arm for the Government and private sector. As part of its function it prints short pamphlets on all principal archaeological sites of the country. These give maps and places to visit with brief descriptions of their importance. These serve the promotional and motivational role of JTB but coverage is inadequate to help the visitor understand the site and its context. For this purpose a “servicing” brochure is required which is normally provided post arrival through tourist information offices – something that is missing in Jordan.

It seems clear that the new JTB has additional important roles to play in:-

- Linking, assistance and partnering with other government agencies involved in the tourist industry to create a truly coordinated approach.
- Researching the markets, and promulgating information on visitor profiles, product use and satisfaction, and expenditure patterns that can be understood by each government agency involved.
- Using the research of the DOA and Universities to develop marketing for Jordan’s heritage such that tour operators and individual tourist groups can be encouraged and persuaded to benefit from the diverse range of attractions and activities available not only at the historic sites but in the region.
- Providing the planners and designers of sites and facilities with the understanding to develop access, services, designs, diversity of activities in the region and on the sites in relation to the markets, thus making for memorable experience.
- Focusing the tourism product on the correct quality in relation to the market.

All of the above are new additional actions by the JTB to ensure that its knowledge and capabilities are used to the optimum level. The report contends that the benefits to the private participants in the JTB will be well compensated by the enhanced product and the increased focus on the character and opportunities of the market.

There will always be a need for the outputs of the JTB to be tied and coordinate with antiquity site development priorities, including the creation of briefs for design and presentation, monitoring design development, and focused management and marketing of projects.

E. MOE – Ministry of Education

Role of the Ministry of Education

The Ministry of Education has to give support to research, development, and understanding of the heritage, and do so in close partnership with the many departments of Government, who are responsible for the promotion and use of the heritage. Of particular importance are the school curricula that contributes to teaching the young people of Jordan must extend into the classroom, and in tangible and interactive experience visits to sites of antiquity. This should provide the youth an important and impressionable a perspectives on culture and the importance of tourism to the Jordanian economy.

Heritage a Resource for Education

Jordan has the most universally significant heritage of almost any country, principally because it is the birthplace of three of the world's greatest mystic beliefs. As successive societies and cultures have fought and lived over the land they have left highly valuable records of their civilizations, their ways of life, their social and cultural systems. However, little of this richness can be appreciated from the interpretation that is available today on the sites themselves. Monuments and sites of antiquity are only understood after the archaeologists and academics have traced the sources of information and compiled scholarly appreciations that can then be communicated in principle to the visitor. Over the centuries much has been written in many languages of the societies that lived in Jordan and its neighboring countries. Perhaps, like our weak understanding of humanity and its values, we take too much for granted, and assume that places and stories so familiar through religious texts are also clearly understood. This would not be true, and much remains to be done to explain today the social, cultural, economic, religious and political character of the many cultures, that have lived in Jordan over the centuries.

Ministry of Education Relationship with other Government Agencies

Research and work by academics must be done in partnership with the practical discoveries of the Department of Archaeology whose records and research into sites and ancient writings are highly prized evidence for the conclusions reached by the academics. An outline of the Vision for inter-Ministerial / departmental co-ordination is given in this document, highlighting the importance of co-ordination of the different sectoral interests, and how challenges have to be addressed holistically.

Interpretation for Jordanian Cultural Identity

But such interpretation is not only valuable to the tourist but is highly important for the modern Jordanian whose world becomes ever more internationally interdependent and global, and impacted with new technologies and ways of living. The new world of today threatens to devalue the traditional cultures we understand and have grown up with. While today's lifestyle perhaps should learn from the cultural and political exchange of the globalized world, and should be capable of adaptation, there is also cultural confusion for today's societies that live more intensely by the rich traditions of our forefathers. Our true perspective of the past (the good and the bad) and the many achievements of the people under adverse conditions, and the cultural associations of places with the incredible characters that have formed our history and

philosophies will contribute the development of the Jordanian and regional identity, unity and mindset.

Interpretation for International Tourism

The interpretations of history, with all its rich themes, are the essence of the experiences valued by tourists to enrich their holiday in Jordan. These themes have to be expressed and compared in terms of human experience today, and should draw on our universal sensory, emotional, physical and intellectual awareness. We have to bridge the time gap using contemporary language, to render intelligible the astonishing societal cultures and organizations that created the antiquities that we find.

F. MOC – Ministry of Culture

Intangible Culture and Perceptions of Value

Soft Culture is the language that determines the values and significance applied to the heritage of Jordan. Jordan is rich in art, science, construction, and achievement throughout history. However, perceptions of heritage value vary according to the observer. Understanding and respecting cultural differences is important when expressing to the observer the possible interest of a subject, and when giving true statements to the tourist and to the Jordanian community. The challenge for presenting the heritage is to be able to express its meaning in terms of the experience, interests and educational attainment of the visitor.

The local communities play a vital role in supporting the presentation of the heritage, and through participating and offering services. The local community benefits through the creation of jobs and commercial activities and through the improvements to the environment and to the standards of living.

The local community retains intangible cultural qualities and skills that can be of benefit to themselves and to the project if exploited for mutual benefit. Those cultural qualities and skills include for example food, dress, styles of living, art forms such as painting and dance, friendship and courtesy.

Above all the heritage benefits from promoting the vested interests of the majority of the community in conserving a beneficial asset. Conservation fails if there is no vested interest in operation and maintenance.

The challenge here is to find the way to understand the character, interests, hopes and fears, of the local community, to identify what they can offer, how they can benefit, and what are their priorities. The management of the project has to identify what the interface with the local community should be to promote harmony, team work, and product development.

G. MMRA- Ministry of Municipal and Rural Affairs

The responsibility of the MOMRA is to help direct the country's planning of municipal and rural affairs, and this includes planning guidance and strategies. However little of this theory is put into practice; there are few staff, no strategic planning, and the municipalities prefer to retain power and authority without interference from the center. It is hard for the Ministry to get cooperation with other Ministries who see their role as developing policy and plans without consultation. Regional Authorities also are notorious for acting independently, and have the right to report directly to the Prime Minister. Even the Ministry of Planning and International Cooperation works on Projects, which should incorporate the skills of the DOA and MOTA but are carried out independently.

The MOMRA is one of the Ministries who need to give the DOA the support required for integrating their conservation skills into the planning system, and in order to mitigate the threat of damage to the heritage through all considered development. In time we can hope that this vacuum will be filled and that the MMRA is able to give the strategic planning and planning management guidance that is required to bring order into the planning system.

For the DOA to play a constructive role in the planning system and in the system of development control, the legal or regulatory authority for their work would need to be agreed at the highest level, if regulation by MOTA alone is insufficient. The planning system itself needs to be reviewed to permit the effective cooperation between sectors and stakeholders. (MT)

The government needs to be able to make plans, budgets, organize programmes, motivate the participants, monitor and control the project, and adjust plans in the light of experience, and review budgets and strategies. This management "wheel" is also a discipline for the planning process in which the heritage must be protected.

MoTA, DOA and MMRA should determine the manner in which the heritage can be protected under the present system, and if legal and institutional roles and relationships should be formally adjusted. (UQ) (ST)

H. The private Sector

Private Sector Management of Tourism Sites -

Introduction:

This general topic has already been the subject of considerable study and discussions. Particular reference is made to a report prepared in November 2004, for the MOTA by a Jordan based consortium. The tentative conclusions reached in the consultancy study do not as yet provide a basis on which fundamental decisions can be reached regarding the future management and development of historic sites.

In the Section which follows, a number of alternative scenarios, options are proposed and a rating system is included.

Need for Change

During the course of interviews conducted by the consultants with the tourism interests and staff members of DOA and MOTA it became clear that there is strong support for changes in the current overall situation. The reasons advanced in support of this viewpoint are:

- Inadequate capital and revenue funding.
- Low staff morale arising from poor salaries and overwork caused by staff shortages.
- Duplication of duties between DOA and MOTA (both working on the same sites).
- DOA considers that their position as a guardian and Jordan's heritage is not being sufficiently recognized and appreciated by other agencies, particularly government departments.
- Regulatory decisions made by DOA have in some cases, been reversed at a political level.
- Concern with the complexity of the current legal framework, as well as the need for revising it.

Alternative Site Management Models:-

Alternative scenario	Comment	Rating
1.Continuing as at present – The status quo-no change	Not a sufficiently radical step. Might be a possibility, if <ul style="list-style-type: none"> • asingle Secretary General was made responsible for both departments. • roles of each more clearly defined. 	3
2 MOTA fully responsible for site management	A low possibility. No provision for private sector ethos in financing and management	3
3 Private Sector 50:50 partnership with Government	Private sector most likely to require:- <ul style="list-style-type: none"> • Good revenue income • Return on capital • Long tenure and security in order to protect investment • Guarantee, in event of early termination, that the value of investment made would be refunded by the state to investor (there is a reluctance on the part of banks to lend money on leasehold interests. Free hold title is preferred). 	5
4 Special semi state body- “Jordan heritage Corporation” to handle the task	<ul style="list-style-type: none"> • We rate this solution highly. Features would be 100% state share holding • Board to be 75% private sector • Chief executive and senior staff to have significant commercial experience 	9

Alternative scenario	Comment	Rating
5 Royal Society for the Conservation of Nature, a highly successful NGO invited to handle the task of managing and developing historic sites.	<p>This is model for a good solution. RSCN manage Jordan's Nature Reserves (task delegated by Government) where related activities include:-</p> <ul style="list-style-type: none"> • Conserving the natural heritage • Ecco tourism • Creating and operating visitor facilities on nature reserves; • Focusing on trails • Accommodation visitor centers • Crafts • Community development. <p>If RSCN, under concession agreement(s), were to give their private sector experience in the tourism management roles of MOTA, and the development and operation of Historic sites it might complement their existing activities and skills and long term vision.</p>	7

I. Community Participation

The importance of community participation and involvement is promoted through better understanding of the potential benefits, values and significance of the heritage. This was discussed earlier (Chapter 3, section C). Actions that might be considered to assist the community to engage might need to be as follows:

A review of community participation in heritage. During the first year, a review of community participation in heritage activities in Jordan should be conducted. This would assess the success and shortcomings of programs and activities that were aimed at the community level. It will also look at the experience of community development in other sectors, and if possible, good practice worldwide.

Community Program identification. After the completion of the review, a program will be identified that will take community participation forward. The program will build on existing successful initiatives, but will provide innovation and focus. It will examine needs and opportunities and provide a costed program for implementation.

Creation of an Outreach Team. The DOA should consider creating an "Outreach" team to actively engage new audiences with the historic environment. They would be in charge of developing projects with new audiences including young people, different ethnic groups, etc. The projects would be developed in partnership with others, including local authorities, regional museums, schools, and NGOs. One possible activity would be to broaden participation in Heritage Open Days by having a greater variety of sites and providing a greater range of activities. Such projects can regenerate derelict urban spaces, improve museum displays, and provide new knowledge about heritage places.

J. Conclusion and the way forward

This report sets out to establish the nature of the problems that have to be addressed. Since the matters discussed are very broad and need detail consideration, and the stakeholders in the conservation of the heritage are numerous and diverse in their sectoral interests, this report can only establish the broad principles that have to be followed whether at national or detail project level. But these principles are fundamental to all change that has to be managed with considerable sensitivity to the stakeholders' anxieties. Management of this change requires the most coordinated direction and support at the highest levels of Government.

Useful ideas for this change management were produced at the Workshop attended on July 11th, 2005 by some thirty experts from MOTA, the DOA and the consultants.

It is our advice that the targets to be achieved can be stated with relative ease. ***But how to achieve those targets is the major challenge.*** The only way to do so is by building "one brick at a time" and by following an agreed program, that:-

- establishes a clear vision, objectives and strategies
- develops a strategy for management, with authority vested in a representative Action Group, appointed by the Minister for Tourism, with agreement from the Cabinet (because of the multisectoral nature of the changes and the need for both consensus, participation and GOJ agreement), and whose responsibilities will include:-
 - researching and developing detailed policies and strategies, for using and/or conserving the country's heritage environments, based upon recognized targets for HR capacity building, costs and budgets, benefits, and priorities;
 - harnessing and coordinating all stakeholder and government interests;
 - developing agreement and consensus, as far as is possible, among all public and private stakeholders, through consultation and workshops, and with the support of the media;
 - overseeing the entire policy implementation and management processes for any required changes to the supporting social, financial, legal and regulatory, political and cultural environments.
- planning action within available and affordable HR and funding capacities,
- setting out a comprehensive program of action that recognizes the critical path of events and capacity building that can lead to realization of the objectives, in the context of the required priorities,
- organizing actions and programs,
- motivating and building consensus among all stakeholders,
- contracting for the change and agreed programs, whether within the departments of Government or with the private sector,
- monitoring the implementation of the programmed achievement, and adjusting the program in accordance with any variations that may be required.

It is correct that the task falls to H.E. the Minister of Tourism and Antiquities to lead and supervise the effort to design a new strategic framework, that is capable of resolving the issues identified in this report and integrating policy, planning and implementation with others in the institutional framework. As already initiated successfully in tourism, an effective model would be to establish a Committee or Action Group, that would be mandated to lead the development of these initiatives and the implementation of future change.

VII. ACTION PROGRAM AND OUTLINE OF PRIORITIES

A. Introduction

The wide impact of change

To achieve the objectives of the NTS that requires improvement of the heritage and tourism product, change is required principally to the Department of the Antiquities, but also to other supporting agencies, and with different degrees of priority. The changes and reasoning are defined in principle in the preceding chapters. This Chapter consolidates these actions and places them in a prioritized programme with supporting logic.

The change process must take a holistic view of all stakeholder interests. However, not all stakeholders will understand or according to the objectives and actions that are required for the DOA and MOTA to serve the country's cultural, heritage and tourism objectives and vision. Building consensus is important and takes an unpredictable time. If rushed, it can alienate significant participants in the change process.

It is important, nevertheless, that the national policy for Jordan's cultural and heritage assets should bring together the different sectors' social, cultural, commercial and economic interests for the benefit of the country without losing the cultural values attributed by the different sectors to their special interests. However change is inevitable in the new order that the world requires; there are new opportunities for economic and social benefit, there is increasing competition for the tourism markets in the context of great changes in the Middle East, and new business methodologies and supporting IT and other systems allow greatly increased capacity and support to the heritage sector.

Technical and management capacities

Jordan's unique heritage is an asset that demands the greatest technical and management competence in order to conserve it for future generations in the light of all possible decay mechanisms, while allowing appropriate use for tourism, and where it is possible to generate reuse within financial and functional sustainability conditions. Each historic site requires its own particular analysis and set of management rules and guidelines. It can be seen that this takes time to establish even if many similar sites replicate the same decay mechanisms. The DOA will have the responsibility of generating important guidance and controls over acceptable use for each site in the context of conserving the sites values and significance. There will be times where there will be competing interests for reuse, as opposed to conservation, particularly within cities where both the heritage and its context can be threatened by development interests and incompatible adjacent uses. The DOA therefore has to develop the capabilities and the experience to handle these wide ranging issues. This takes time and the program must allow for realistic strengthening of the DOA to handle the many issues of conservation and control.

Underlying all change will be the need to build upon the present capacities of the tourism and heritage industries, buying in talent and experience only where urgency

requires, and always with the objective and role of developing skills of the Jordanians to manage and to “own” the processes of change.

Laws and or regulations

There may be a need to restructure the law and or regulations to establish the authority and management systems required to defend the heritage and its place in modern Jordan. Not only does the authority and role of the DOA have to be established in law but the legal and regulatory requirements for controlling aspects of heritage development must be established. Adaptation of the law takes time. At this stage, the time required to adapt and establish the law of the GOJ cannot be predicted with accuracy. A period of study is needed to flesh out the details of these unknowns, and the program will have to be amended to suit legal constraints.

Guidelines, procedures and directions

Within departments of the DOA and of MOTA are needed in order to bring together the management of the heritage into a seamless relationship between the different Directorates. The guidelines will have to establish procedures that must be adopted to cover the range of issues, departmental controls and monitoring required to allow efficient central direction. These guidelines must be written and approved by the Minister. The staff must be trained and organized, whereby compliance monitored over the years, and adjustments made as experience grows in the management of the system. As for managing any business there has to be adequate procedures and directions, that are written down, so that the roles and responsibilities and working disciplines within the different levels of government can work well together. Time is required to set out and agree these guidelines which must enhance the existing disciplines established by the leaderships of both DOA and MOTA.

Agreement on procedural guidelines will also be required with MMRA for development planning and related controls over the heritage, and with local government for the preservation of the heritage and for the control over development of any proposed changes that could impact the heritage in their areas. These procedural guidelines may need the authority of the law or regulations. Time must be allowed for the establishment of these regulations.

Limits for national investment

The Ministry of Finance will set limits for investment. While the heritage and tourism sectors must respond to the requirements of the markets and must create jobs and benefits for the country, the growth of the heritage and tourism sectors will be conditioned by the overall potential and demands upon the national economy. The economy will therefore affect the way the program of action is to be timed. This factor makes it imperative that the targeted benefits of growth in the tourism and heritage sectors are fully explored, justified, and the budgets properly analysed in order to gain the confidence of the MOF and inward investors.

B. The action program

The following action program is written to examine the time required, priority and sequence of action in relation to each principal area of change required. It is supported by a bar chart diagram which helps to establish and to express the critical path of

actions required. For instance, legal authority may have to precede changing the roles of MOTA and the DOA; capacity and HR may have to be increased before desirable roles and responsibilities can be established; guidelines and training will have to be written before new procedures can be implemented.

The actions listed in the following program must respond to the national need for preserving the heritage above all for future generations, but using it for the benefit of Jordan, through planning and implementing projects within the limitations of the human and financial resources available.

The action program cannot set out all of the detail which is only implied in the preceding texts, and it must be read in conjunction with this complete report. It is the responsibility of any special interest group to understand in detail how their special sectoral interests must relate to other sectors. We are dealing here with complex multi sectoral issues and not just with the adaptation of the DOA who can only function for the benefit of the country in a supportive environment.

Administrative Framework

- a) Set out the roles of the Steering Committee or Action Group. It should be chaired by the Minister and have a Managing Director and secretarial support to handle the detail administration and management. (By H.E. the Minister of Tourism and Antiquities. (0.5 month)
- b) Appoint membership (By H.E. the Minister of Tourism and Antiquities – (1 month)
- c) Define the Vision, Mission, and management structures and procedures of the Action Group. (0.5 month)
- d) Define overall program and priorities (By H.E. the Minister of Tourism and Antiquities).(0.5 month)
- e) Define the terms within which strategies, plans and programs for the heritage should be submitted by stakeholders for approval. The terms should cover procedural matters and content, identified in the ICOMOS UK document “Management of the Historic Environment”, and special local considerations such as land ownership and registration, special legal considerations, rights and easements, models for conservation plans, business plans, financial funding, and management plans. (By H.E. the Minister of Tourism and Antiquities. (2 months)
- f) Define the role of the DOA for the control over development (1months)
- g) Define and agree the requirements for detailed action programs, roles, capacities and staffing, organization, costs and budgets, reporting framework and monitoring of performance (by each special sector represented on the Action Group – (2-3 months)
- h) Approve subsets of the program by special sectors, as and when the programs are ready (by the Managing Director with final responsibility residing in the Minister of Tourism and Antiquities) (a continuous process)
- i) Ensure that laws regulations guidelines and model contracts are developed for all stages of management and operation of public assets so that there is a clear management framework that can guide future action. (18 Months)
- j) Act as the link to all departments of government with regard to the heritage sector to ensure adequate supporting social and physical infrastructure (a continuous process)

- k) Monitor performance and implementation, and make adjustments to the organization, planning, and budgets (by the Managing Director with final responsibility residing in the Minister of Tourism and Antiquities over three years or as long as is required). (continuous)
- l) Reduce the role of the Action Group to periodic monitoring, adjust the procedures and the performance in relation to changing markets and changing development pressures, and consider consolidating the managing role within that of the Secretary General of MOTA.

Laws and regulations

- a) Appoint team to carry out review of laws and regulations. (1.5 Months)
- b) Review present laws and regulations that define the roles of all stakeholders in the conservation and reuse of the heritage and control over all new development at all levels of the national administration (national, regional, municipal) that may impact in any way upon the values and significance of all Jordanian heritage. (1 Month)
- c) Examine, through consultation with stakeholders and advisers, and propose changes that may be required to authorize existing stakeholders (and at all levels of the national administration) to establish and manage new procedures and responsibilities. Report to the Action group with recommendations and draft texts for adjustment of the laws and recommendations for the drafting of regulations by the different stakeholders, as necessary, to ensure that the law is clearly implemented. (2-3 months)
- d) Action Group review, adjustment, and approval of draft. (2-3 months)
- e) Submission of draft laws to the GOJ for approval and enactment. (12 Months)
- f) Stakeholders regulations are to be drafted under the authority of their separate leaders and submitted for approval to the Action Group. (3-4 months)
- g) Action group to verify that there are no conflicts between regulations and separate stakeholder interests. (2-4 months)
- h) Stakeholders to adjust regulations in accordance with the principles of agreed amendments (if any) required by the Action Group. (1-1.5 months)
- i) Regulations to be approved by the GOJ or the Ministers concerned as necessary. (0.5-6 months depending upon the authority vested in the Ministers.)

Ministry of Finance

Annual budgets

- a) Define outline budgets for total annual expenditures that should be targeted for the heritage and its conservation and presentation, justified on the basis of predicted markets, benefits, and strategic priorities. The objective is for the stakeholders to assist the MOF through providing appropriate information and analyses that can justify the proposed programs of expenditure. This is a priority action.
- b) Align with the MOF in order to provide MOTA/DOA necessary level of control and interest in budgeting and planning process by developing a formula and criteria for revenue sharing, investment and private sector participation. (1.5 months)

- c) Assess in what ways the fiscal system might support public investment into heritage related projects that promote improved social, cultural, educational, financial and economic benefits to the community. This important study must be undertaken over 12 months and be supported by statements of benefits accruing from sites especially economic benefits, so that the sites can maximize benefits to the community and to the economy. (12 -24 Months)

Ministry of Tourism and Antiquities

Although MOTA may well have covered many of the following requirements in relation to the heritage sites and museums of Jordan, the following is an outline statement of the processes, actions, and time frame that may be required;-

Management guidelines

- a) Develop management guidelines that cover:
 - i Processes and procedures, reporting and monitoring tasks and formats to ensure effective research, planning, and organization of the Ministry, (1 month) and
 - ii Planning, supervision, management and monitoring of projects, sites and museums under its control (2 months) .
- b) Develop coordinated relationships with the DOA and the JTB for heritage site management with the objective of ensuring presentation and use of sites to maximize their potential benefits, preserve their values and significance, (1 Month)

Pricing and markets

- c) With the help of the JTB and other agencies, assess markets, their interests, needs, spending potential, and implications for management and operational strategies. (2 months)
- d) Review pricing structures for visits to heritage sites and museums to ensure adequate returns on investment, to reduce demands on state funding and to maximize sustainability of sites and their management. (2-6 months)

Priority sites

- e) Define and agree with the DOA the list of priority sites and strategies for development and presentation to the public, for the benefit of tourism, education, enhanced social identity, promotion of employment and craft industry, along with budgets, projected financial and fiscal returns and economic benefits to the region set out in business plans according to an agreed model. Assessment of each site must relate to any programs required for the construction of infrastructures. (1.5–6 Months)
- f) Submit strategies for the development of each site to the Action Group to obtain consensus, amendments and/or no objection to the proposals. (1.5–6 Months)
- g) Action Group to approve programs to ensure that they fall within criteria established by the MOF for annual expenditures and targeted benefits and returns on investment. (2–8 Months)

Presentation

- h) With the DOA, the Ministry of Education, the JTB, and academic institutions develop presentation strategies and plans for priority sites to respond to the opportunities and needs of the markets in relation to each site. Each site will

need its own program and a guiding discipline for its management, and budgets. (2-24 Months)

- i) With the DOA, the Ministry of Education, the JTB, and academic institutions develop presentation strategies and plans for Museums taking into account the social and educational functions of museums in the community ,as well as for tourism. (1.5 – 6 Months) .

HR capacity

- j) Assess HR capacity and skills required to carry out improved roles and relationships required by the Action Group and to manage the programs and priorities identified. (1.5 – 12 Months)
- k) Appoint or train additional staff. Training should be carried out through expert institutions or through short courses arranged by the different stakeholders. (2-24 months)
- l) Report on requirement for developing HR capacity to the Action Group so that the overall program and budgets can be adjusted. (22 months or over the period of project development).

Laws and regulations

- m) Assist in the development of laws and regulations that define the role of MOTA, in relation to advising on all planning and development proposals submitted for approval by the relevant authorities, and in relation to their responsibility to understand markets, develop programs, commission construction, supervise quality, promote, operate, manage and maintain all tourism sites and ventures. (21 Months)

The Department of Antiquities

Although the DOA may well have covered many of the following requirements in relation to the heritage sites and their presentation, the following is an outline statement of the processes, actions, and time frame that may be required:-

Management

- a) Develop management guidelines that cover:-
 - i Processes and procedures, reporting and monitoring tasks and formats to ensure effective research, planning, organization, management, and monitoring of the Department's work (1 Month) and
 - ii Planning, supervision, management and monitoring of projects, sites and museums under its control. (3 Months) .
- b) Develop co-ordinated relationships with MOTA and the JTB for heritage site management and marketing with the objective of ensuring presentation and use of sites to maximize their potential benefits, preserve their values and significance, (1-3 Months)
- c) Define with the Action Group:-
 - i. the new role of development control to be exercised by the DOA in regard to any work in relation to the heritage, whether proposed by national regional or local government, or by the private sector (2 months)
 - ii. the procedural guidelines for making heritage planning applications to the DOA. (1.5 months)

Procedures for development control and good design.

- d) Develop guidance for:-
- i. the making of planning applications that concern the heritage. (2 months)
 - ii. principles of good design for new use and/or alterations to the heritage. (12 months)

Work programs

- e) Develop programs for the work of the Department over the next 5 years
- i. in co-ordination with MOTTA to support tourism. (1.5-6 Months)
 - ii. in relation to archaeological and historical research, and projects of the department. (2 Months)
 - iii. in relation to the operation and management of the regional offices for the purposes of Development Control where heritage is concerned. (3 Months)
 - iv. submit to the Action Group for approval, and for information. Approval is required from the Action Group. (1.5 Months)

Define Roles, and Relationships of each Directorate

- f) Review existing functions, revise location of functions if necessary, add departments to cover extended functions of the DOA in accordance with the timetable reached by the Action Group. (3-24 Months)
- g) Assess existing staffing capabilities in terms of numbers, qualifications, and experience (1 Month)
- h) Assess staffing requirements, (numbers, qualifications, and experience) for each Directorate of the DOA both in the head office in Amman and in the regional offices in relation to the required roles and relationships. (1 Month)
- i) Assess annual budget costs (to include salaries and purchase of supporting facilities and equipment) (0.5 Month)

Training and education of staff in their new roles

- j) Define the means of achieving the required staffing through training and or recruitment of the required staffing and their functions. (0.5 Month)
- k) Appoint or train additional staff. Training should be carried out through expert institutions or through short courses arranged by the different stakeholders. (2-24 months)
- l) Report time required for developing HR capacity to the Action Group so that the overall program and budgets can be adjusted. (1 Month)

Laws and regulations

- m) Assist in the development of laws and regulations that define the role of DOA, in relation to:-
- i. advising on all planning and development proposals concerning the heritage and antiquities submitted for approval to the relevant authorities, (2-12 Months)
 - ii. DOA's responsibility to research and record the heritage and the attributes that will appeal to the markets as defined by MOTTA and the JTB, retain records in archives, provide or oversee the provision of conservation plans to define the desirable preservation of values and significance, provide and promote viable feasibility analyses in accordance with the best business and management planning, support national promotion of the heritage by others, develop programs, commission construction repair and excavation works to ensure conservation, monitor works on the heritage for quality and

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conformity, promote, present, operate, manage and maintain all sites and ventures that are not for public display under MOTA's tourism objectives.
(2-3months)

Annexes

Annex 1 - Approach to the Current Study

The context for the study is to achieve best practice at all levels. The quality and richness of the heritage resource deserves this approach and the potential and opportunity requires it. The following is a resume of the tasks undertaken by the consultants prior to considering their report:-

1. Reviewed relevant written material (see Annex 3)
2. Met a diverse group of key stakeholders (see Annex 2).
3. Conducted an initial assessment of the Department of Antiquities (DOA) organizational structure and operational system, and identified needs for institutional reform
4. Carried out an initial assessment of the role of the DOA in management of the historic environment and sites
5. Based the approach on the principle of sustainability in conservation and reuse.
6. Based the approach on a consideration of Jordan's fiscal realities, and constraints to develop economic and social benefits.
7. Sought to identify barriers to effective sponsorship and project management that may be imposed by current regulatory and institutional frameworks.
8. Based findings and recommendations in the context of the National Tourism Strategy's goals and objectives,
9. Recommend a strategy implementation process and capacity building initiatives to strengthen and to focus the work of the DOA,
10. Suggest priorities of action at this stage, which will subsequently need to be worked into costed and fundable actions that will have the multi-sectoral support necessary for sustainability.

Annex 2 – List of Persons met

AMIR – Achievement of Market Friendly Initiatives and Results Program

Mr Steven Wade (and staff)	Program Director.
Mr Brad Fusco	Component Manager, Enhanced Competitiveness Initiative (ECI)
Mr Ibrahim K Osta	Senior Policy Adviser MOTA
Ms Fadia Hussein	Tourism Subcomponent Manager (ECI/AMIR), Director, Strategy Implementation Unit (MoTA)
Mr. Matt McNulty	Lead Tourism Consultant – AMIR Program
Mr. Hatem S Tieby	Institutional Reform Specialist
Nissreen Haram	Managing Director/ IBLAW
Rand Hannun	Attorney at Law/ IBLAW

Ministry of Tourism and Antiquities, (MOTA)

Her Excellency Dr Alia Bouran	Minister of Tourism and Antiquities
Mr Farouq Al-Hadidi	Secretary General
Mr Ihab Hani Amarin	Assistant Secretary General for Technical Affairs
Ms Marvat M K Ha'obsh	Project Director for Protection and Promotion of Cultural Heritage in Jordan
Mr Ihab Ammarin	Director, Technical Directorate
Eng. Abeer Saheb	Director
Eng Marah J. Al-Khayyat	Projects Design and Developments Director
Mr Malcolm Duff	Program Coordinator for the EU project “The Protection of Cultural Heritage in Jordan”

Department of Antiquities

Dr Fawaz Khreisha	Director General
Faisal Al Qudah	Assistant Director General
Dr. May Shaer	Architect Director of International Co-operation
Abdesamee' Abu Dayyeh	Director of Museums and Laboratories
Ms. Rula Gussous	Head of Cultural Relations
Ms. Qamar Fakhoury	Director of Studies and Publications
Dr Mohammad Najjar	Director of Excavations and Surveys
Husni Abu Shwaimeh	Director of Legal Affairs
Mr Amer Al-Qimish	Director of Projects and Restoration

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Mr Zaid Haddadin Director of Land and Surveys

Mr Rafah Hana Shah Director of Training

The Royal Hashemite Court

His Excellency Akel Biltaji Adviser to His Majesty, The King

Ajloun Regional Office of the DOA

Mr Ibrahim Zoubi Director

Jordan Tourism Board

Mr Mazen K Homoud Managing Director

Jordan Hotel Association

Mr Michael Nazzal Chairman of the Board

Ministry of Education

H.E. Dr Atef Odibat Secretary General for Administrative and Financial Affairs

Ms Abba Abu-Nowar Director General of Educational Activities

Ministry of Planning and International Cooperation

Mr Mutaz Qutob Contracting Officer

The National Strategy Steering Committee (SSC),

Mr Nadim Y. Muasher SSC Chairman

Mr Zaid Goussous Chairman of the Product Development Working Group

Dr. Joseph Ruddy Chairman of the SIU Human Resource Development –Working Group,

Mr Munir Nassar Chairman, Marketing Working Group

Discovery Tours

Mr Samer Muasher Director

International Development Ireland Ltd

Matt McNulty Director – Tourism Division.

National Museum Project

Dr Kairieh Y Amr Senior Archaeologist for MOTA and Director of the National Museum

Ajloun Municipality

Dr Ziad El-Okaily Mayor

Baptism Site Commission

Eng. Dia Al Madani Commission Director

Petra Archeological Park

Suliaman Al Farajat DOA Director of Petra Archeological Park

Petra Regional Authority

Eng Ahmad Salem Deputy Director General
Saad Rawafleh Planner

Petra Visitor Centre

The Rural Women Society

Ammarin Bedouin Camp

Mr Ziad Hamzeh Manager

The Petra National Trust

Ms Aysar Akrawi Executive Director

American Center of Oriental Research, (ACOR),

Dr Pierre M. Bikai Director

Japan International Cooperation Agency JICA

Mr Ken Mizuuchi Project Formulation Adviser
Ms Naomi Shimizu Health Administrator

Architecture and Engineering Professions

Mr Ammar Khammash

Architect in Amman

Annex 3 - Relevant documentation reviewed by the Consultants

1. "Jordan National Tourism Strategy document 2004 – 2010"
2. "Jordan NTS - Implementation Action Plans – Dead Sea Retreat"
3. "Product Development Work Group Report" (2002)
4. "Investment Promotion Strategy" – draft report (July, 2004)
5. "Jordan Comparative Competitive Study" (September, 2003)
6. "Institutional and Regulatory Framework for Jordan's Tourism Sector report" (August 2004)
7. "Tourism Law 1988, as Amended" (Law No. 20 for 1988)
8. "A program to develop a National Register of Cultural Heritage properties for Jordan" Julia G Costello and Gaetano Palumbo April 1994.
9. "Antiquities Law no. 21 for the year 1988"
10. "Law No 5 for the year 2005 For the Protection of Urban and Architectural Heritage"
11. "Petra Archaeological Park Operating Plan" by the US National Parks Service
12. "Department of Antiquities Site Management Division Functional Statement", March 2005
13. "Explanatory Memorandum for Petra Regional Authority Statute" by the DOA.
14. "Umm Ar Rassas Site Management Issues - 2005" by the Program Coordinator in MOTA

Annex 4 - Assessment of Detailed Legal Issues

Law No. 21 for the year 1988, the Law of Antiquities, including the amending Law No. 23 for the year 2004

Law No 21 covers the following, and we comment and make suggestions as follows:-

Article No:-

- 1 Name
- 2 Definitions
- 3 Role of the DOA. With reference to sub-clauses:-
 - **a1**-The detailed archaeological policy of the State will need to be set out in regulations to be issued by the Minister from time to time (**ST**). The law deals with principles but gives too little reference to the duty to create guidance and regulations on the required good practice and procedures.
 - **a3**-The word “administration” is not included in the definitions of article 3 and may imply “management”. The work of the DOA should be in co-operation with MOTA and other government agencies who are stakeholders in the antiquities or heritage. The DOA should take greater management control over sites that cannot be presented to the public and should remain responsible for their preservation in accordance with this article. But the DOA should always be responsible for the elements of archaeological research archaeology and stratigraphical analysis and for the designation of value and significance of both above and below ground heritage.
 - **a6**- The giving of assistance as described implies support through research for interpretation and presentation, and also involvement in any other “popular museums”. The spirit of this law is to have the DOA contribute with their expertise to any display of historical artifacts. This does not happen and expertise is lacking.
- 4 Minister’s action for registration of site limits
 - We are led to understand the maps of the location and registration number of Antiquities exist (**UQ**)
 - Protection zones around antiquities and historic sites should also be marked on maps (**UQ**)
- 5 Ownership of immovable antiquities
 - What is the case for urban heritage sites, owned by a land lord? (**UQ**)
- 6 Publishing antiquity sites in the official Gazette
- 7 Registration of moveable antiquities
 - It is almost impossible to administer this law in an equitable way. The Law gets a bad reputation if it is not enforceable.
 - Are royalty to be exceptions? (**UQ**)
 - What standard forms have been worked out so that the information is gathered in a manner that is organized, capable of filing, and computerizing. If procedures have not been worked out what regulations are in preparation to ensure appropriate and equitable administration of the law? (**UQ**)
 - Should not the Department always have documents prepared by others in a standard format. The format has to be covered by regulations. - The law implies that the documentation by the DOA is optional but the budgets of the DOA do not allow this work to be undertaken in accordance with this Law. (**UQ**)
 - Has a computer system been established? (**UQ**)
- 8 The DOA has the right to purchase immovable antiquities

- a- What is the method of valuation of movable Antiquities – open market precedent from auctions? **(UQ)**
- The approval of the Minister and the Director imposes impossible bureaucracy on an understaffed and under-funded administration. This is not wise, and delegation must be achieved with final arbitration in the case of dispute being left to the Minister and / or the Director. **(MT)**
- Regulations are required **(ST)**
- 9 Damage to antiquities
- 10 Right of the cabinet to loan exchange or present antiquities
- 11 Fixing of prices of books by the Director
- 12 Minister's right to make exemptions
- 13 Zones of protection around sites
 - Item a. A 5-25 metres distance from any antiquity to control adjacent construction is inappropriate and in most cases may need to be for a greater distance, which will depend upon the nature of the heritage. This principle is accepted in practice but not defined in the law. The law should be clarified.
 - Item b suggests that the Director and Minister have to define variations. This is unnecessary and damages the policy directing role of the Minister. Details should be the subject of recommendations by experts in the DOA, who should define policy in co-ordination with the relevant Ministries. **(ST)**
 - We suggest that immediately the registration process should define the necessary zone of protection around any site and that the total registration package for each site should be subject to Ministerial approval. **(ST)**
 - How is fair compensation to be measured? This is an open invitation for lawyers to profit at the states expense where this has to be argued in court. **(UQ)**
- 14 Excavations
- 15 Discoveries
- 16 DOA rights to surveying and excavation
- 17 Restoration of sites after excavations
- 18 Compliance with the Minister's instructions
- 19 Penalties for non-compliance
- 20 Start of excavations
- 21 Ownership of finds
- 22 Excavations abroad
- 23 Trading in antiquities
- 24 Cabinet approvals for trade in antiquities
- 25 Purchase of antiquities by the DOA
- 26 Penalties for prospection, trade, registration, destruction, fakes, disposal, theft, trading etc
 - How can this law be implemented equitably. There are not the staff to carry it out. Should not the law require the co-operation of the security police? **(UQ)**
- 27 Penalties for defacing, faking, retaining information, or falsifying documents
- 28 Confiscation, repairs, costs, possession of machines and materials used
- 29 Powers of the DOA to police these laws
- 30 Discretionary abilities
- 31 The National Museum
- 32 Rewards for assistance to the DOA
- 33 Payment of rewards
- 34 Cabinet's powers
- 35 Repeal of parts of the law No 26 of 1968
- 36 Prime Minister and the Ministers responsibilities

We define further requirements of the Law and the associated principles as follows:-

- a) The law no 21 does not define the relationship of the DOA with MOTA or any other government department. Since horizontal communication in the government is often poor and certainly poor between the DOA and other agencies, the need for such consultation and relationships should be defined in Law or in Regulations. **(MT)**
- b) The law No 21 should indicate which articles are to be supported by regulations. **(MT)**
- c) Since all heritage is valued through soft cultural perceptions, and all social, soft cultural, and artistic cultural activities are under the control of the Ministry of Culture (MOC), the DOA should also have a defined relationship with the MOC. **(ST)**
- d) Since the antiquities are a significant part of Jordan's history, they also form a significant resource for education and understanding the political economic and social legacy and influences that condition modern Jordan. The DOA (and MOTA) therefore have a particular need to work closely with the Ministry of Education. This is not defined in the Law. **(ST)**
- e) The Law does not establish the importance of the role of the DOA in assisting Jordan to control the nature of alteration to existing historic sites or the quality of development associated with or in the neighborhood of historic sites. Law No 5 of 2005 establishes that the responsibility for historic areas constructed after 1750 lies principally with the MOTA. Yet MOTA does not carry out a different role to the DOA as regards evaluation and survey of value and significance. It is important in a small or large country that there should be consolidation of functions in one agency, rather than duplication of functions in different agencies. Therefore, for identification, evaluating, surveying, recording, establishment of values and significance, and setting out conservation, management and business plans, single disciplines and management processes should be established. This will enhance the efficiency of government and heritage management. It will allow reference to GIS and other national planning data on a common database, and permits better management of the environmental resource of which the antiquities and heritage are only one part. This is urgent. **(ST)**
- f) The DOA should have the means of establishing the historic value and sensitivity of any location in the Country. While this is to some degree established with the written records of sites on the national inventory, it is not yet possible to integrate this information into the planning system so that all agencies are aware of the antiquities and their significance which may impact on any possible development that is intended. The Law and regulations do not require specific functions to assist planning through the publication of the inventory and this should be corrected **(ST)**
- g) The protection of as yet undiscovered heritage sites is only defined in general terms. The law or regulations should be specific as to what should happen with "chance finds".
- h) We advise strongly that the DOA and MOTA should carry out an expert role in advising the planning system of Jordan, and that this should be defined in Law. **(MT)**. They should always act in harmony, as they should with other stakeholder Ministries, quangos, and NGOs. It seems however that the planning system of Jordan is itself not coordinated, and that separate agencies and authorities do not act in harmony. This is a bad context for obtaining the best out of the unique historic environment of the country which depends upon multi-sectoral support. There is a need to regulate the national regional and municipal planning systems, so that special interests such as the antiquities, tourism, and heritage, can operate efficiently. **(MT)**

- i) The DOA carries out its work with considerable diplomacy and negotiation, and examples of the somewhat informal nature of these relationships for negotiating the location of Route 35 North of Sweileh became apparent during our visits. Since the major part of Jordan is, to varying degrees, an archaeological site, we suggest that all new works should be notified to the DOA so that they can give clearance for the type of works proposed, and the appropriate nature of construction and repairs, in order to achieve the required conservation of any historic value and significance. This may hopefully be covered by regulations under the existing law, or new Laws may be required. **(MT)**
- j) Since environmental pressures, especially the character of adjacent development and urban infrastructure and traffic, are one of the greatest dangers to the conservation of the heritage, whether in towns or on sites of antiquity, it is vitally important that the role of the DOA and MOTA in contributing constructively to planning and development control is recognised in law **(ST)**. This is not the case today.
- k) Archiving, in fireproof archives, of the national database and records should be done using a common discipline and methodology. ICOMOS has a standard guideline for “The Recording of Monuments Groups of Buildings and Sites” and these principles or other approved models should be required to be followed by law, and should be controlled in regulations issued by the Minister from time to time.**(MT)**
- l) Archives should be open to study and inspection by “bona fide” researchers and stakeholders, whose interests and ambitions may be affected by the heritage. If public planning policy is thus “transparent”, the active participation of private interests in management and concern for the national heritage resource, is possible. Recording and archiving are so important and apply to any stakeholder involved with the heritage, that the Law should set out the principles that should be followed, and the detailed management guidance and administration should be covered in regulations. **(MT)**

Law No 5 for the year 2005, for the protection of Urban and Architectural Heritage

Note that Interim Law No. (49) for the year 2003, for the Protection of Urban and Architectural Heritage. This has been superseded by Law No 5 of 2005.

The Law No 21 did not identify the means of protecting urban areas or properties constructed after 1750AD. This Law No 5 for the year 2005 sets out the requirements for defending the urban and architectural heritage that is to be found in rural areas, towns and cities, and begins to correct this omission.

Law no 5 covers the following excellent improvements for the protection of the heritage with the following clauses:-

1. Name and date of effectiveness
2. Definitions
3. Objectives of the law
 - o Perhaps this might be strengthened either by revision or by regulations to read:
”The purpose of this Law is to protect, preserve and maintain **and ensure**

sustainable use of Jordan's heritage sites", since without a vested interest in maintenance, sustainability is rarely achieved.

4. The composition of the Committee
5. The tasks of the Committee.

We comment as follows:-

- This is a very good Article.
 - Many of these tasks and disciplines are similar to the roles of the DOA, and adoption of common recording, evaluation and management standards as noted above is important if Government departments are to understand each other and administer the Law unambiguously. We recommend that the DOA should take over responsibility for the conservation, standards of repair workmanship and maintenance, planning and environmental impacts, for the heritage so that sustainability and preservation policies can be executed by one expert agency. To do this will require amendment to the Laws **(ST)** and the build up of HR in the DOA, as is required by MOTA under the law NO 5 of 2005. **(MT)**
 - Documentation and national records on the heritage should be kept in a common archive in order to simplify research and control and eventual recording on the GIS. For this a larger national archive may be required. **(UQ)**
 - Maps for the heritage locations and record numbers might be included as a layer in a GIS System. **(UQ)**
 - Sub-clause g - is not clear in the English as it could imply the land use by the professions, but probably means the professions with the adequate skills who may be permitted to work in heritage areas. It may be useful to establish, by regulations, the levels of attainment by the professions that will allow their employment on heritage sites.**(MT)**
 - Sub-clause j - Since the urban and architectural heritage requires control of the urban aesthetic and character, we consider that the role of the DOA should be, to be consulted in any requests for new projects involving planning, engineering infrastructure of services or roads, new construction and design in the public areas, works both above and below ground in areas and on buildings that are within conservation areas or sites of registered value and significance. The required standards for design, construction, renewal, decoration, advertising, public lighting and environmental upgrading, maintenance and management, should perhaps be expressed in this Law. For instance a conservation area needs to have the qualities of the existing area expressed and supported in Law, so that it can be defended against threats from new and inappropriate construction. **(MT)**
6. Meetings of the Committee
 7. The role of the administrative unit within MOTA
The Fund
 8. The fund for the protection of Urban and Architectural Heritage
 9. The financial resources of the Fund
 10. Expenditure from the Fund
General Provisions
 11. Demolition
 12. Alterations
 13. Ratified standards and criteria
- The following questions should be considered:-
- What standards are to be issued and when? **(UQ)**
 - Are these to be regulations, or guideline to good planning and design practice? **(UQ)**

- Who has the discretion to make and to alter guidelines for any place? **(UQ)**
 - How does this tie up with the legal requirements to establish the value character and significance of an urban or rural area? **(UQ)**
14. Exemptions to standards in the construction and planning Law
- Are there not imperative health and safety issues that have to be negotiated carefully since substandard property is guaranteed to be a slum or not to be maintained, thereby putting at risk any conservation? **(UQ)**
- The market and its trends will influence land and property prices, so development, and its control by the authorities, has to examine the reasoning for what is right in any given locality.
- How are the following to be covered in the case of historic buildings? **(UQ)**
- Access for fire fighting?
 - Means of Escape in case of fire?
 - Surface spread of flame of finishing materials?
 - Provision of fire fighting equipment?
 - Access for the disabled?
 - Are there not clearer definitions than only “size and distance” that must be covered?
 - How could this clause be defended in Law?
15. Rights of the Cabinet of Ministers to grant to the owner of heritage
16. Fines for abuse of the heritage
17. Heritage to be the property of the Treasury.
- Why cannot the owner be the guardian under law of the national heritage and be fined for abuse of the law? **(UQ)**
 - Cannot the DOA monitor the condition of heritage property?
 - How on the narrow budgets of Jordan is this clause a practical reality?
18. Rewards for good service. This clause is most dubious and questionable in its intention and complete absence of definitions. What is good service? Cannot the service be for the country and not for the individual? **(UQ)**
19. Necessary by-laws
- The range of items to be covered by regulations should be more clearly indicated in the Law and not left to the Cabinet of Ministers’ discretion. **(MT)**
 - The items for decision by the Cabinet of Minister bears no relationship to the relatively minor importance of each element of the urban heritage and the decision should be left more to the Minister and the senior civil servants and experts. **(MT)**
20. Responsibilities for implementation

Since all cultural heritage is valued with intangible criteria there is a need for the Law to define the meaning of intangible heritage. The laws do not define the intangible heritage to be conserved. Is this covered by the laws applicable to the Ministry of Culture MOC? **(UQ)** What definitions do the MOC have for this? **(UQ)** The objective of definition is to assist any cases of dispute in administering the law.

There is no definition of any different levels of protection, and the management systems that are required to achieve protection. Are the different levels of protection defined in regulations and in the records that define the meaning “value and significance”? **(UQ)**

There is no right of appeal against planning decisions as defined in the law. Best practice would suggest that the Courts should not be the only means of resolving disputes, and the Minister who is responsible for the definition of the Law should, in the first instance (or even

final instance), be the arbiter of decisions relating to conservation, planning and architecture, for the heritage. There is no definition under the law of the Minister's role in arbitrating in disputes relating to the heritage. **(MT)**

Regulations are required to cover all of the detail requirements for implementation of the law.

General legislation relating to real estate seems as yet undeveloped in the Kingdom. Land registration, and the ability to identify ownership, is equally important, but is weak. This can lead to interminable legal tussles, as is the case in India, Pakistan, or the Yemen. Is this true?? **(UQ)**

Annex 5 - Management of the Historic Environment ICOMOS UK

THE MANAGEMENT OF THE HISTORIC ENVIRONMENT

Part 1 : Principles

1. Introduction

- 1.1 These principles have been prepared to guide all those involved in decision making for the historic environment¹ eg:-stakeholders, such as politicians, administrators, owners and site managers, the local community and other interest groups, and professional advisers, such as historians and archaeologists, land-use planners, infrastructure engineers, sociologists and architects, economists and financial analysts.
- 1.2 The historic environment is an irreplaceable asset. The principles described below provide guidance to ensure that it is protected. They may be adapted according to the nature of the historic environment. They encourage the effective use of resources, and help to avoid unnecessary constraints on economic development.
- 1.3 The principles recommend the development of an overall management strategy as part of the management process. A simple flow chart of the main steps is given in Figure 1.
- 1.4 These principles have been compiled by the Research and Recording Committee of ICOMOS (UK) and are intended to be universally applicable. They build on earlier international charters and other publications, some of which are listed in footnotes to Sections 5 and 6.

2. Key principles

- 2.1 The historic environment contributes to the distinctive character and value of a place. It incorporates diverse cultural, artistic, scientific and associational values. The recognition of the historic environment helps present and future generations to understand their own history and cultural values, and the history of a place.
- 2.2 The physical features of the historic environment are a non-renewable resource. For its use to be sustainable, it must be managed so that it meets present-day needs, and also allows it to meet future requirements in ways which do not unduly reduce its historic or cultural value and significance.
- 2.3 Because the historic environment provides the setting, in which people live and work, it is subject to natural and human impacts. In responding to people's needs and aspirations, it may be subject to pressures for change. Understanding the values and significance of the historic environment is therefore essential if we are to conserve that significance, and if we are also to manage the processes of change in ways which maximize benefit and achieve sustainability. Interpretation, presentation and education promote such understanding.
- 2.4 The historic environment is an asset conserved for both public and private benefit, and may be protected through local custom or legislation. Adapting to change will therefore require early consultation with local stakeholders, and with the appropriate local or national authorities.

3. Management Strategies

- 3.1 In order to manage larger areas of the historic environment effectively, an overall management strategy is required, within which more detailed management plans may be created. This strategy should identify the issues, set out the desirable long term vision with medium and

¹ The term "**historic environment**" covers everything associated with and modified by human activity. It includes archaeological sites and historic landscapes as well as cultural and historic areas and buildings. It embraces the everyday and typical as well as sites of world heritage importance. It includes both large and small scale environments where the principles underlying the management processes are often similar.

short term aims, develop and give reasons for appropriate solutions, and provide frameworks within which both long and short term policy decisions can be taken.

- 3.2 Within the management strategy, there should be more detailed plans of action. These should be framed within the strategy and should guide the development of short-term projects.
- 3.3 All management strategies and plans should be economically viable, widely accepted, and achievable within specified time scales in the context of the available technical and financial resources. They should identify all aspects of the historic environment that present and future generations will regard as significant, and show how these will be protected from irreversible damage or loss of value and significance.
- 3.4 Sustainability of the historic environment will be improved if all the stakeholders have the opportunity to learn of its value and significance, understand the physical, social, financial and economic benefits and constraints, and if they are able to give active support towards funding the necessary operation and maintenance. To achieve this, the process of strategy preparation should be both consultative and educational, identifying the issues that need to be addressed and gaining the necessary support.
- 3.5 A strategy is only a means to an end, and not an end in itself. The support gained through the preparation process must be translated into plans for implementation.

4. Who should be involved?

- 4.1 Stakeholders will need to be involved through a consultative process, and the management structure should reflect this. The participation of Government officers is usually essential.
- 4.2 The person or group who should take the initiative in preparing a strategy or a plan will vary from case to case:-
 - For a site in single ownership, the lead will sometimes be taken by the owner;
 - For a town or village, the lead may be taken by the local administration;
 - In other cases such as parks, protected areas or cultural landscapes, an appropriate public body such as a national park authority or a non-governmental organization may lead the team.
- 4.3 Whoever leads, they should have an understanding of the range of skills required for the management, planning, design, construction, operation, maintenance, financing and funding of the historic environment. Professionals and experts will usually be needed to advise the writer of the plan, who should also have the ability to incorporate the essence of their different contributions and to resolve any conflicts.
- 4.4 A number of different methods for preparing strategies or plans could be used, but all should follow the same logical sequence of actions. This is set out in Part 2; Guidelines for the Preparation of a Management Strategy or Plan.

Part 2 : Guidelines for the preparation of a Management Strategy or Plan

5. Developing a Management Strategy

- 5.1 The development of a strategy is essential for successful management of the historic environment. It ensures that conservation and economic issues are considered, that all stakeholders can be involved in the determination of its future, and that options for the future can be properly considered. The following logical process serves as a guide, and, while these essential principles for development of the management strategy should remain constant, the detail may need to be adapted to the needs of each site. The first six steps, items a) - f) below, could form a separate Conservation Plan, or they could be the first part of a comprehensive management strategy. Ideally, steps a) – f) should be completed before there is any detailed consideration of the preferred development option for a site:-
 - l) Description of the site, leading to the identification and assessment of its cultural significance, and of the values of the different interest groups upon which the significance

is based. There may be many different values associated with the site and these may need to be ranked into a hierarchy (see section 6);

- m) An assessment of the condition of the asset and its ability to adapt without significant loss of value and significance (see Section 7);
- n) An assessment of the existing pressures affecting the site, its management context, user groups, stakeholder interests and legal controls, that affect the significance of the site, and other forces for change (see Section 8);
- o) A statement of the conservation policy (see Section 9);
- p) An outline evaluation of the options for managing the pressures affecting the site's significance; of the demand for future use and of the potential forces for change; of possible adaptation for future use. The identification of the preferred option for each policy area; the adequate evaluation of budgets, costs and business plans; the balancing of expenditure with revenues, benefits, risks and constraints; and then the confirmation of the preferred strategy option; (see Sections 10 and 11, 15 and 16);
- q) Identification of the ways in which the plan will be implemented and by whom, and the appointment of staff with appropriate experience and training (see Section 11 and 12);
- r) Identification of measures for monitoring and review of the plan (see Section 13);
- s) Definition of the required research and records (see Section 14);
- t) Development of final details for:- the market and economic context; management structures; budgets, costs and business plans, balancing of expenditure with revenues; programs for future action (see Section 15);
- u) Detailed project planning and a detailed prescription for the management, operation and phasing of change, with the identification of a long term vision, medium term targets, and annual work programs. Programs will need to be prioritized in accordance with available resources (see Section 16);

5.2 The preparation of a strategy or plan will require the formation of a management team. This will need to have:-

- a) A client, who may be an individual, or, for larger sites, a management committee representing the principal stakeholders. The committee will have a nominated chairman and/or spokesman, and members with an appropriate mix of skills. The client should articulate a clear set of goals;
- b) A manager with a team of skilled people who are able to analyze and plan in accordance with the identified needs.

5.3 The range of skills required for the strategy must be appropriate to the scale and complexity of the site under consideration, and might include some or all of the following:- archaeology, historical research, interpretation and presentation, architecture, social assessment, urban and economic planning, conservation, structural and services engineering, cost evaluation, analysis of markets and trends, business planning, project and operational management.

The development of a management strategy or plan should be a consultative process, in which all stakeholders and people who are directly affected are able to take part, and in which professionals and experts are able to offer authoritative advice. The process should be open and wide-ranging, and should, as may be appropriate, take into account social, religious, cultural, scientific, aesthetic, historical, archaeological, economic and financial considerations. This process will help stakeholders to appreciate the value and significance of their historic environment, encourage them to participate in the process of developing suitable proposals for the future.

Since the historic environment is often protected through local custom or legislation, planning for any change will require early consultation with specialist representatives of the public administration and local stakeholders. Official agreements for the planning and construction changes to the site may be required.

The following sections explain in more detail each of the logical stages of developing the management plan:-

6 The Site Description, and Assessment of its Cultural Value and Significance².

- 6.1 The first step in developing a strategy is carefully to identify and record³ what exists, using a standard methodology, then to explain and understand the historic environment and its evolution, and to define its values and overall significance. All available evidence should be analyzed and interpreted. Historical research, physical and social surveys may need to be carried out, and plans for archiving, disseminating, and sharing the records to be made.
- 6.2 Critical assessment of the facts and comparison with other sites will assist in the assessment of its cultural value and significance. People will place different values on the same historic environment. All environments, archaeological sites and landscapes, whether historical or not, have degrees of value and significance. These must be understood before options for future use can be determined. "Value" is also measurable in terms of the direct and indirect benefits that accrue.

7. Assessment of the Condition of the Asset and its Ability to be Adapted

- 7.1 As well as the significance of the historic environment, its character and condition are major factors in determining whether it can be adapted. Any change must be achieved with the least loss of historic or other important values and without damage to its overall significance.
- 7.2 There may be pressures and constraints on the historic environment, which could lead to a loss of value and significance. These need to be identified and may include:-
- a) Physical decay through lack of funding, or lack of appropriate maintenance skills;
 - b) Damage from human or natural environmental impacts, or from excessive use and wear;
 - c) External threats arising from inappropriate adjacent land uses;
 - d) The demands for new uses, and the adaptations required to satisfy them;
 - e) The limitations of the historic environment to adapt to development pressures.
- 7.3 The nature of the condition assessment will depend on the character of the historic environment. Different factors will be important for archaeological sites or cultural landscapes. They could include the types of land-use and their impact on buried deposits, the effects of planting on the character of the landscape, or erosion.
- 7.4 For buildings or ruins, the condition assessment may need to cover a variety of factors and these are:-
- a) Identification of damage and its origins; the limits of structural and material strengths under static and imposed loading; the impacts of wear through use; the durability under different atmospheric conditions and type of use, and the adhesion to and compatibility with supporting materials and surfaces of all the existing materials and their finishes;
 - b) The potential of the building or site materials to be conserved or altered, without loss of functional efficiency and without loss of value and significance, and to be in conformity with relevant construction or planning regulations when adapted to possible new use;
 - c) The compatibility of the design with its setting, and the degree to which either can be restored, conserved and altered to suit future use;
 - d) The ability of the historic environment to accept the introduction of modern and adaptable utility services without excessive impact on its historic value;
 - e) The costs of repair, conservation alteration and long term maintenance of the original or adapted materials.

8. Pressures Affecting the Site and other Forces for Change

² This has been called a "description of the site" (Feilden and Jokileto, 38), "the collection of information" (*Burra Charter*, para 3.2), "the collection and analysis of evidence" (Semple Kerr, 11) and "understanding the historic site" (*Conservation Plans in Action*, p34 et)

³ A companion paper: *Recording the Historic Environment* is available from ICOMOS (UK)

- 8.1 There may be no need to do more than to conserve and maintain the historic environment.
- 8.2 There may be constraints against change such as:-
- a) The incompatibility of the values and significance of the historic environment, the urban or rural setting with the intended new use of the asset;
 - b) The limitation of skills available for research, planning, conservation, design, construction, interpretation and presentation, management, operation and maintenance;
 - c) The time and cost requirements of education to achieve sustainable use through adequate management, operation and maintenance activities, of providing implementation skills, and of promoting awareness through the media, academic and technical institutions;
- 8.3 There will be forces for change and opportunities for development such as:
- a) The demand for new uses and adaptations that may be required to satisfy that demand;
 - b) Opportunities for beneficial use and change such as adaptive re-use and conservation-led regeneration;
 - c) Opportunities for new and complementary uses that bring revenues and benefits to the community and to the operation and maintenance of the historic environment;
 - d) Opportunities for education and tourism through improved interpretation and presentation for the public.

9. Statement of the Conservation Policy

- 9.1 The governing principle of the Conservation Policy is the need to protect and enhance the significance of the site. Limits of potential change should be identified which will cause the least loss of value and significance, while also ensuring sustainability. In some cases this may require no change at all. This information should be brought together into a statement of the conservation policy giving a description of the historic environment and setting out the findings of the sections 6, 7 and 8 above, and:-
- a) Policies for retaining value and significance of the historic environment (buildings and their details, buried archaeology, historic and designed landscapes, urban areas, wildlife and ecology) under any future management, use or alteration, and in accordance with all relevant legislation, government guidance, local or structure plan policies and directives;
 - b) The principles to be followed in repairing conserving, maintaining and reusing the asset;
 - c) The conservation principles to be followed for land-use and urban planning both within and adjacent to the historic environment.
- 9.2 The conservation policy should be comprehensive and cover all significant aspects of the site . It should be understood by all the stakeholders and should be accepted and adopted by the relevant planning authorities.

10. Evaluation of the Options

- 10.1 Once the conservation policy has been agreed and the forces for change, the constraints, and the opportunities have been assessed, it will be possible to develop a variety of options⁴ for defining detailed policies for all aspects of the site's management . This will require an iterative process, since countering some of the threats may create new opportunities, while exploiting some of the opportunities may put the significance of the historic environment at risk.⁵
- 10.2 Each policy option should:-
- a) Be effective in responding to the issues that have been identified;
 - b) Be realistic and appropriate to the local social and political conditions, to the availability of skills, and to the financial and economic constraints;

⁴ This has been called "management options" (Feilden and Jokilehto, 39) and "conservation policy" (*Burra Charter*, "Guidelines"; Semple Kerr, 22-28; HLF, 13-14).

This has been called a "prescription for overall site management" (Feilden and Jokilehto, 39) and the "implementation of conservation policy" (*Burra Charter*, "Guidelines").

⁵ This process has been called "defining issues" (HLF, 11)

- c) Ensure that resource requirements associated with its management and implementation are adequately considered.
- 10.3 Each option for development, or just maintenance of the present position, will require consideration of conservation issues such as:-
 - a) Any environmental and heritage impact assessments required in advance of development or conservation, and the production of strategies to minimize any adverse effects;
 - b) Any further research required to inform decisions on the proposed changes.
- 10.4 As far as possible, the stakeholders should be involved in the development of the various options. Their understanding of the economic and social benefits will promote financial, social and political support for the strategy.
- 10.5 There should be adequate outline analysis for each policy option, which should include as many of the considerations listed in Section 16 as may be relevant.
- 10.6 The process of examining options will lead to a series of specific preferences with their feasibility, and, from this list, one will become the preferred option upon which the management and business plans can be assessed. Subsequent detailed development of the preferred option, after the management strategy and business plans have been approved, will be required.

11. Planning for Overall Management, Operation and Maintenance

- 11.1 The management strategy should contain a brief summary of all the above considerations. It should state the preferred policies for each aspect of the site's operation, maintenance and development, and should describe requirements for :-
 - a) Conservation and maintenance and, if change is involved, the planning, design and construction requirements;
 - b) Institutional and management organization; the key managers and their roles; the programs for implementation of the policies, and for the subsequent works, equipment, staffing, operation and maintenance;
 - c) The inventory of the asset and documentation, its duplication, archiving, and management;
 - d) The programs for further research;
- 11.2 The phasing of the plan of work for large sites requires an overall vision of how the site should change. This can be developed into long-term aims (normally for 30 years), and medium-term objectives (normally for five years) to develop prioritized work programs, identify individual projects, take into account available resources, benefits and constraints, budgets, costs and business plans, and to balance expenditure with funding.
- 11.3 Costing for all strategies must be realistic and must be based upon the likely resources of skill, technology, and funding available. The likely factors to be accounted in assessing budgets costs and business planning are set out in Section 15.
- 11.4 Funding may (or may not) be central to the choice of the preferred strategy. Expenditure on essential maintenance may well be justified, even if the long-term future of a site is still uncertain. Some historic environments may be so culturally important that conservation is required by the authorities, even if in the short term no direct or indirect financial or economic benefit can be recognized. For most historic environments, however, it may be essential that the support from the stakeholders and the public is adequate to sustain the continued preservation, management and use of the asset. It may be necessary to give priority to work that will generate income to help finance the rest of the program, or to provide basic infrastructure or to respond to external development priorities.
- 11.5 New works requiring change should normally be undertaken only if the consequent revenue generation and annual expenditure on operation and maintenance can be met, and if the viability of any work to the historic environment is proved. **If the above calculations produce an acceptable level of risk and benefit, the preferred strategy may be confirmed.**

- 11.6 Where a strategy requires broad support, involving many of the stakeholders noted in section 1.1, its justification by means of adequate management and business plans may be essential for promoting support. A site may also be of national importance, and unable to depend upon direct revenues for its sustainability. In this case, where its attendant risks are acceptable and its values and benefits can be realized, its significance and value to the community and to other stakeholders still need to be clearly expressed as the basis for the management strategy.

12. Implementation

- 12.1 Any management plan must state how and by whom it is to be implemented. A team should be set up with relevant professional skills to oversee its implementation. It needs to have sufficient institutional continuity to be able to take a long-term view, and to follow through the consequences of its decisions. Key stakeholders must be informed and consulted on all major decisions.
- 12.2 The following management framework should be used by the team for carrying out the implementation process and should be carefully defined in the plan itself:-
- a) Understanding the resource, the agreed policies, and the problems to be resolved;
 - b) Planning the work and its program of execution;
 - c) Organizing people and tasks,
 - d) Coordinating and monitoring the execution of the work, and recording, with reasons, the actions taken.
 - e) Regularly reviewing the resource, the management plan policies and the resolution of problems, before further planning and programming of works.
- 12.2 It is a continuous process to manage the historic environment in a manner that does not diminish its value and significance. It will require preventive maintenance involving regular inspection and action, disaster drills, constant updating of records, and recording of costs for the benefit of future budgeting.

13. Monitoring and Review

- 13.1 The management strategy or plan should indicate the practical steps, which will be required for the education and training of the management staff, for regular monitoring the work of the administration, and for achieving the objectives of the management plan.
- 13.2 Management policies should never be considered as definitive. Regular monitoring and review of the strategy is essential. The strategy itself should define the methods that will be used to monitor its effectiveness, and they should, as far as possible, be related to the primary objectives of the plan. The strategy or plan should, therefore, be produced in a format that can be modified to adjust practice to contemporary and changing demands. Regular revision will ensure that it continues to meet current needs.

14 Research and Records

- 14.1 Proper understanding of all aspects of a site, and how it is to be used, is essential to satisfactory management and development. A research policy targeted at areas of information needed for managing the site should be developed as part of the plan. This will include operational research but should also focus on the nature and history of the site, since proper understanding of its values and significance is essential to management.
- 14.2 Surveys, designs, contractual documentation and management decisions, form part of the historic record. They should be created in a standardized manner and should be retained in an archive, accessible to the management of the historic environment. They should be available for the informed decisions of the public administration, and for the information and benefit of those concerned with the research, interpretation and presentation of the heritage. All implementation should be fully documented, since it is only possible to modify policies in the light of experience if interventions are recorded and the results monitored. Documentary records are also essential to inform future attempts to understand and evaluate the historic environment.
- 14.3 The records of all work undertaken to historic environments are most valuable to inform all subsequent works of maintenance and repair. Survey and photographic material, plans and contract details of all works should be archived. Essential documents for important sites should

ideally be held in a digital, multi-media format. In view of the importance of making record documentation widely available, consideration should be given to ensuring access to archives, and publications on a web-site

15. Budgets, costs and business plans - for projects

- 15.1 The financial and management planning for the strategy or for an individual project may be critical to its financial viability, and will need to be based on proven assessment of the market, its trends, local competition, pricing and marketing strategies, and the demand for the intended use. The business plan⁶ must be founded on realistic data, stating how the strategy or project will be managed and carried out, what are the benefits, what will it cost and how it will be viable, including any or all of the following:-
- a) The results of market research demonstrating the size and character of the market, its growth trends, the relevance of the project to the market; the opportunities, threats, and competition; the required pricing and marketing strategies; and the financial conditions under which the strategy or individual project should operate;
 - b) The costs for all conservation, construction, operation, management and maintenance works, over the period required to meet financial obligations, and long enough to determine safely the viability of the investments, in the context of the markets, pricing trends, and the financial and fiscal conditions;
 - c) The cultural, social, financial and economic risks;
 - d) The predicted impacts on, and the direct and indirect benefits to the social, physical, financial and economic environment arising out of the intended use;
 - e) The realistic identification of the target sources and limits of funding through revenues, loans, grant aid or tax concessions, perhaps reflecting the many indirect benefits given by the historic environment to the local or national community, with contingency plans for all phases of the project;
 - f) The need to pay back loans or other capital within specific times and the consequential impacts on cash flow;
 - g) Planning and phasing of works in relation to realizable funding and project feasibility,
 - h) Business plan budgets, cash flow requirements, cost control methods to be adopted, and management policies for the works, and their subsequent operation and maintenance;

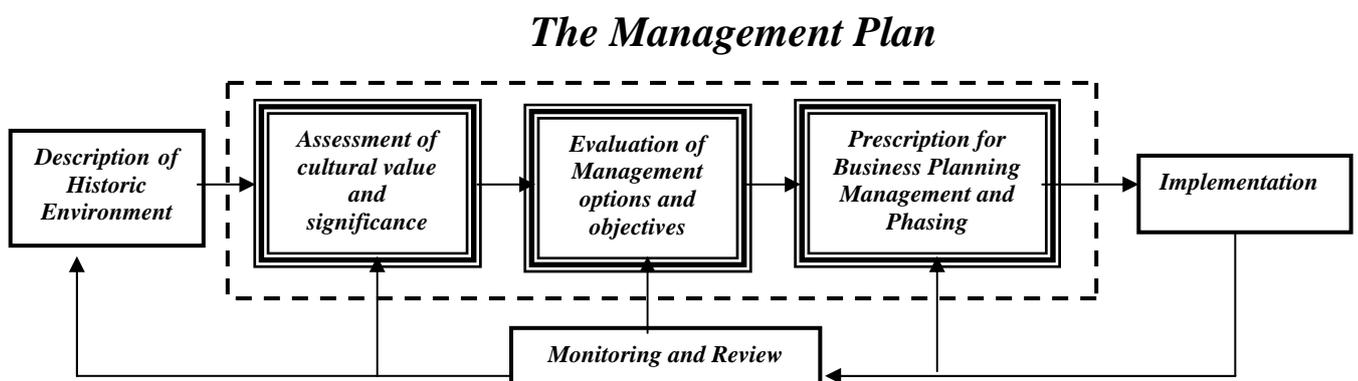
16 Detailed planning - of Projects

- 16.1 With the approval of the management and business plans (see section 11.5), contracts can be drawn up for the detailed planning and design phases, for the obtaining of any necessary statutory consents for conservation, planning and construction, and for the subsequent phases of project preparation and implementation of works on site.
- 16.2 There should be adequate analysis of each of the project components within the policies of the agreed business plan, which should include as many of the following considerations as may be appropriate:-
- a) The detailed planning and design for adaptation or conservation within the terms of the Conservation policy
 - b) Due consideration for the nature of the market demand for the potential uses, for the potential costs and revenue generation arising out of those uses; this may well require extensive research;
 - c) The nature, scale and impact of functions required, and in the case of tourist attractions arising out of the location, the facilities for reception, information, orientation, refreshment and health;

⁶ The business plan might be based upon the UK's Heritage Lottery Fund guidance "*Preparing your Business Plan for a Capital Project*" published April 1998

- d) The predicted audience and the nature of the user and visitors, their language and educational attainment and the requirements for their appreciation of the historic environment;
- e) Visitor or user number projections to assess impacts; this is especially important for tourist attractions;
- f) The requirement for and environmental impacts of traffic, water, drainage, gas, electricity, and refuse collection and other services infrastructure;
- g) The impacts on local employment;
- h) The requirements for project design, implementation, management and operation, and the availability of adequate skills;
- i) The outline costs and benefits of each policy for change to the historic environment, to the local area and its people, and the possible long-term social and economic impacts;
- j) Any conditions for acceptability of the proposals to the stakeholders.

Figure 1. A Strategy for the Management of the Historic Environment



Further Reading:-

- a) *Management Guidelines for World Cultural Heritage Sites*, Bernard M. Feilden and Jukka Jokilehto: Rome 1993
- b) *The Conservation Plan*, James Semple Kerr: Sydney 1996
- c) *Sustaining the Historic Environment*, English Heritage: London 1997
- d) *Conservation Plans in Action*, English Heritage: London 1999
- e) *Conservation Plans for Historic Places*, The Heritage Lottery Fund: March 1998
- f) *Preparing your Business Plan for a Capital Project*, The Heritage Lottery Fund: April 1998
- g) *The Burra Charter*, (ICOMOS) 1979 (revised 1981 and 1988 and 1999)
- h) *The Venice Charter* (ICOMOS) 1964
- i) *The Florence Charter* (Historic Gardens) 1981
- j) *The Washington Charter* (Historic Towns) 1987
- k) *The Lausanne Charter* (Archaeological Heritage)
- l) *The International Cultural Tourism Charter* (ICOMOS) 1999
- m) *Charter on the Built Vernacular Heritage* (ICOMOS) 1999.
- n) *A Guide to the Preparation of Business Plans* (Historic Scotland) 2000.

Annex 6 – Guidelines for creating a quality experience at a historic site

1. Introduction:

The material which follows, is based on direct experience in the development and management eight different heritage attractions located in the South West of Ireland and visits to similar projects throughout the world as a tourist and as a professional adviser, in addition to our research.

Each section is given a priority of action in terms of short, medium and long term. However it has to be understood that these priorities are the result of a first impression and an immediate comparison with international precedent. These recommendations refer mainly to the NTS strategic pillar for improving the product. Over the coming months in Jordan, it will be essential to look at the observations and comments critically, and develop rational policies and strategies that take all factors into account, and that lie within the developing human resource and skills, and financial possibilities.

2. Criteria for success

2.1 Concept

Before a decision is made to proceed with a project it is imperative that a positive response should be forthcoming to all or most of the questions listed below:

- 1) Project name?
- 2) Story line or theme, archaeology or folklore?
- 3) Can it be branded with a logo or slogan ?
- 4) Popular approval?
- 5) Academic approval?
- 6) Non verbal appeal? Can it be associated with touch and smell and sound?
- 7) Human context? Does it have links with people or events past or present?
- 8) People friendly?
- 9) Reliance on technology such as video or audioguide?
- 10) Degree of comfort for visitors?
- 11) Has site capacity been measured?
- 12) Financial viability?
- 13) Quality and skills of the design team?

2.2. Capturing the heart of the visitor

What does the customer require?

A valuable and incisive response to this question is provided in research undertaken by Morris, Hargreaves McIntyre, Market Research Consultants at the Museums and Heritage Show Seminar May 2005.

3. *Hierarchy Of Visitor Engagement*

Spiritual	Aesthetic pleasure Awe and wonder
Emotional	Personal Relevance Experiencing the past Nostalgia Insight Sense of cultural identity
Intellectual	Academic/ Professional interest Hobby interest Self improvement Stimulate children
Social	Social interaction Entertainment To see, to do Inclusion, welcome Access
Recreational	Comfort, security, warmth Challenge in skill or endurance Physical development and effort Delight!

It is possible to measure the significance of these elements by means of market research. The relative importance of each element will vary, depending on the specific site and visitor profile.

4. *Visitor Experience analysis at a historic destination*

What a visitor can observe and enjoy is indicated in the following 9 steps:-

- 1) **Advance:** data internet, brochures tour operator.
- 2) **Immediate vicinity:**
 - neighborhood signs
 - complementary activities,- food, accommodation
 - car and coach parking
 - toilets
 - dedicated facilities for coach drivers (wash rooms and restrooms)
 - Hawkers-confined area
- 3) **Entry Point:**
 - admissions building
- 4) **Pre payment zone:**

Should include a compelling “menu”. Eg:-. Why you must come in, simply stated in different languages.

 - Admission rates shown
 - Three dimensional pictorial map a necessity.
 - What’s on today special events / demonstrations
 - Data regarding night time activity on the site.
 - General facilities such as, tourist information, hotel booking and ATM Bank machine
 - Instructions as to how to get back to the car if the public route on the site is linear!

5) Orientation (Post payment) zone (Inside the site):

- visitor orientation maps to plan your route, color coded to link with a arrow direction signs
- Model- or perspective drawing of sites or building, showing how it looked when in original use (with people included)
- The walk around leaflet, in relevant languages, handed personally to each customer.
- Refreshment and rest rooms

6) On entry to the site:

- Choice, depends on the site:- how the visitor is guided; options are individual guide, group guide, no guide, using leaflet only or audio- guide.
- If the site is large, themed transport may be provided connecting different sectors of the site.
- Discreet label signs with minimal information, linked with numbers to walk around leaflet and audio guides.
- Demonstration, historical characters, interaction.
- Seating, toilets plus drinks, snack food provided throughout site.
- Opportunities to purchase relevant souvenirs also important.

7) Exit area: This could be a separate area but linked to the entrance building to reduce staff numbers and could include:-

- Shopping, memorabilia, post cards, pictures, literature, quality and local products
- Data regarding other tourist attractions in the vicinity
- Restaurants
- Rest rooms .

8) Cinema: optional extra, showing film relevant to the site just visited.

- Facility for electronic data collection regarding levels of customer satisfaction.

9) Departure:

- Return to car / coach park.

5. Guidelines - Preparation of texts to be used at historic sites:

- 1) In order to achieve high levels of comprehension on the part of visitors it is critical that all text used should be expressed in a simple concise manner, using short sentences.
- 2) Little or no advance knowledge should be assumed on the part of the reader.
- 3) The contexts of people, places and events should be explained. Small thumbnail sketches should be combined with the text.
- 4) A computer software designer applying relevant historical / archaeological research could well be the person to handle such work. An alternative would be an advertising copy writer.

6. Provision of facilities on Jordanian Sites:

The majority of sites in Jordan, with some exceptions, did not provide many of the facilities listed in the visitor experience analysis-sections

The aim of the above is to provide a bench mark and check list against which development plans for site improvement or new development can be measured.

7. *Night time use of site*

There are many advantages in developing a site for both day and night-time use. Staff overhead and physical facilities can be shared in a cost effective manner.

The necessary steps are, prepare outline for the entertainment or refreshment, select location, (could be a room in the castle or site proper, or a courtyard area using a tent), and the entertainment content could be light and sound, mime, music, dancing, and limited narration.

Timetable for the evening

<u>Duration (minutes)</u>	<u>Activities reception</u>
30	Area 1 arrival introduction, music, dance, “host couple” selected, transfer to area 2.
90	Area 2 Banquet hall meals commence limited music, instrumental, dance and choral.
30	Concentrated performance say Arabian night show.
15	<u>Conclusion</u> , dispersal, exit via a retail area Photos available for sale.

Total: 2 hours, 45 min

If the duration was reduced it would be possible to have a show, twice nightly at 6pm and 8pm.

Annex 7 – Significant matters arising from Site Visits

The following comments are the significant observations made during the site visits by the consultants

Record of visit to “Bethany beyond the Jordan” The Baptism Site on Tues 27th June.

1- Introduction:

Bethany adjoins the river Jordan close to the Dead Sea and is approximately 45 min drive from Amman and is reached via the Airport Highway. The project brings together, in a single walking trail a number of important religious sites, mostly associated with the Old and New Testaments.

Advance information

As in the case of other sites an advance visit brochure was available. It serves also as a walk around guide. The two should be separated, with the walk around guide having greater interpretation and detail. Potential customers should be advised in advance, that it takes 90 min walking to view the site led by a guide. This problem will be resolved, when internal transport is provided.

2- Planning Aspects:

A complex of buildings, planned and built to a high standard, in vernacular style architecture serves as an entrance area. It is spacious and well arranged. Different sections of the complex have been allocated to uses such as retail shops, restaurants, toilets, museum, audio visual area, a clinic and administrative offices. In addition a spacious car/coach park has been provided. The two restaurants and most of the shop units were either vacant or closed for trade.

3- The visit:

Customers were transported in a mini coach from the entrance area to a “take off point” from which walking commenced, led by a competent guide. A sun shelter with seating and drinking water for sale was provided.

The Bethany site features sixteen different primary interest points, some of which were visited and others pointed out. They are 1) Elijas Hills, 2) Rhotorios Monastery. 3) Northern church, 4) Western church, 5) Prayer Hall, 6) water cisterns 7) The pools 8) The church of John Paul, 9) Pilgrim station, 10) Ancient pool, 11) John the Baptist spring, 12) Cave Cells. 13) Laura monastery, 14) Saphsaphas, 15) Site of St Mary of Egypt, 16) John the Baptist church.

Additional sheltered viewing places are provided throughout the route. The river of Jordan and the West Bank could be seen from one of these shelters.

The complete vision for the Bethany project has yet, to be fully realized. It is already a very good product with the potential for excellence.

On the 5th July a meeting was held with Eng. Dia Al-Madani, Commission Director Baptism Site. He provided comprehensive information regarding the development and management of the site, summarized below:

- This is a pilgrimage site, rather than a tourist attraction.
- Capital grants, JD 7m, provided by government and USAID.
- Run by Baptism site Commission, which includes a Royal family member, Bishops from Greek Orthodox and Roman Catholic, Churches in addition to civil service and political representatives.
- The commission has in turn delegated powers to a planning committee and the commission director.
- Management staff consists of the director, and two senior people responsible to him, (1) Operations management officer and (2) Finance officer.
- 35 people are employed on site have already, or will shortly be put in place. The approaches that have been adopted to all aspects of planning building, circulation and site interpretation provide a benchmark for comparable operation elsewhere in Jordan.
- Attendances during 2004 were 70,000 visitors, with 100,000 anticipated for 2005.
- Income generated is retained by the commission. Consequently they refused any grant, and part of the fit out cost JD 1m, has been paid back.

4- Comment and recommendations:-

- It is a first class tourist attraction, that is devised, planned and operated by a highly creative and competent manager.
- All of the elements necessary for a first class visitor experience have been provided here.
- The site needs improved organization, interpretation and presentation. This should not cost much since most of the resource is there. **(ST)**
- Some strengthening of staffing and skills is required. **(MT)**

Jerash site visit on Wed 22nd of June 2005

Jerash a Roman City

1. Introduction:-

This world class rediscovered site is one of Jordan's major historic areas and has the potential of becoming a much greater destination attraction. The site is extensive. A typical visitor could spend at least 2-3 hours in viewing the entire site. It would take much more than the time allocated to the consultants to come forward with detailed recommendations. For this reason, our approach has been to deal with broad principles, rather than issues of detail. The attendance for 2004, was 341,204

2. The visitor experience (issues raised)

2.1 Advance leaflet

This is far too detailed. It also serves as a walk around guide leaflet. The two functions should be separated in to separate documents. **(MT)**

2.2 Approach to the site

Sign-posting on approaches to Jerash and the modern town are satisfactory, but the location of the tourist information center and information about the wealth of things that lie outside the historic site (City walls, the baths, the historic character of the Modern City etc) should all be included to ensure that the visitor can be oriented in relation to the City itself. **(ST)**

2.3 What one sees at the entry point?

The dominant feature is a contextually inappropriate modern style of "craft centre" with very limited evidence that it is the ticket purchase point and visitor orientation facility for one of the country's most important sites. The building contains a series of different souvenir outlets selling mostly imported mass produced items with very little local craft.

2.4 Getting into the site, a long journey

The process is as follows (see Diagram of the site below):- entry tickets are purchased at point A; the visitor then walks to point B and has to climb steep steps (there are no facilities for the disabled and the site would be hard to use for wheelchairs). The visitor is further required to walk for 10-15 minutes passing the Roman Hippodrome on the way, in order to reach the visitors orientation center and the ticket check point.

The visitors' information center is no longer on a logical visitor route and poses considerable problems as to its effective future use. The building is not unattractive but is now inappropriately located.

Having separate access and parking, consideration might be given to using this as the academic base for the administrative, teaching, museum and special functions for the site, having ready access to the major monuments.

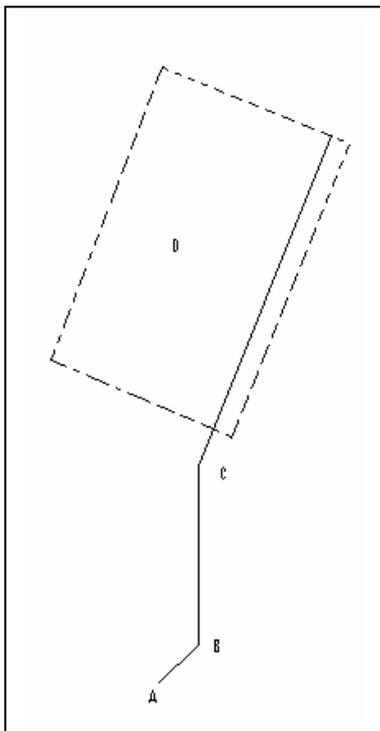
The advance information provided for visitors is of very poor quality. A large and dull site model is located in a corner of the visitors' information center. It can only be viewed by a small number of visitors at a time. The display panels are equally dull and lacking in impact.

2.5 The following are proposed solutions to the problems indicated

1. In the short term, pending construction of a new building, a section of the craft centre should be re-allocated as an orientation and ticket sales area combined. **(ST)**
2. Urgently deal with problem of steps from A to B, by providing a system of ramps, that do not affect the historic fabric and landscape. **(MT)**
3. Complete access through Hadrians's arch **(ST)**

KEY to Jerash Site

- A** Coach and car park
Craft Centre
Ticket office
- B** Hadrian's Gate
- C** Visitors' orientation centre
- D** The historic site



The Hippodrome

4. Organize facilities for the use of the Hippodrome and set standards and controls for any use and impact on the historic fabric. Protect vulnerable fabric, especially corners, and provide sacrificial coverings to all surfaces, that may or will be damaged by equestrian and chariot uses. Separate Equestrian from visitor areas. **(ST)**
5. Monitor use carefully and report back to the Director of Archaeology on the danger to the fabric after an event. **(ST)**
6. Ensure that "the polluter pays", and that the DOA staff are not required to clear up the mess at their own expense. This can be achieved by effective and binding contracts with the private sector user, whose prices must be adequate to cover such costs.
7. The private sector user must indemnify the DOA or MOTA against any non-fulfillment of the terms of his contract, which must only be completed upon inspection by MOTA and DOA staff. **(ST)**
8. The DOA Director General's decision on use of the historic buildings and site must be final. **(ST)**

The restaurants.

9. The restaurants are ugly buildings, of a design that is neither inspired nor appropriate to the context in terms of color, material, form, daylighting or quality. The numbers of visitors ensure a basic number of clients, but the building does not

add to the sense of good experience for the visitor. Agree and undertake, with the operator, a program of improvements to the buildings as soon as the trading conditions allow.

3. Inside the site

A great richness of buildings are to be seen; temples, churches, theaters, a mosque, and many other types of buildings. Much of the site remains to be excavated and there is perhaps an urgency to program the excavation of some of the residential antiquity so that the visitor can see the quality of domestic environments as at the Roman cities of Pompei, Dougga, Ephesus etc. **(MT)**

The visitor must see and feel the life of ancient times, and understand what that meant in terms of social political life, punishment for crime, family structures and domestic life. How were all the places used? What did it cost our ancestors to get entrance to the monuments (theatre, temples, forum, etc), and did the colonnaded street have a velarium, what were the industries that supported the population...etc?

The quantity and quality of advance orientation provided is limited and the signage on site and the interpretation in the museums is totally inadequate. The necessary urgent **(ST)** actions are:-

- Provide a new temporary reception and ticketing area
- Define visitor circulation routes
- Design interpretation schemes for outside and inside the Jerash site.
- Improve signage, interpretation and presentation.
- Define strategies for excavation that suit the priorities of presentation and not the interests of the funding universities! **(ST)**

4. Conclusion:

Creative thinking should be applied to the problems identified, and competitive bids should be obtained from professional teams, that should include specialists handling interpretative design, historical research, copywriting, and building design.

Report on the visit to Karak Castle: 20th June 2005

1- Introduction:

This extensive castle/fortress is a two hour drive, south of Amman. It dominates the skyline. It has a rich history, and, in particular, many associations with the Crusaders and the most famous of Islamic defenders Salah ad-Din. There is a very important story to tell, since the town sits on the most dramatic part of the Red Sea escarpment, that has been the site of contests throughout history. The story of the present castle and town is available for the visitor in the standard leaflets issued by the JTB.

Much remains to be done at Kerak which is a major destination for many of Jordan's visitors. While we recognize that the City and its interface with the Castle is at present being transformed with the help of the EU and the World Bank, there is little sense that the plans for the City and the castle's future has been considered well enough.

2- The Visitor Experience

2.1 Advance Information

information is provided in a promotional leaflet issued by JTB, signposting provided.

Comment

Text gives good background. The pamphlet is easy to carry and cheap to produce. Since it is the only leaflet available it is too detailed for orientation it should not be given to this degree, until the post arrival stage.

There is a need for the tourist to be able to decide on the basis of the information given, and then to be able to understand more detail from the site visit. The amount of information in the leaflet is correct. The weakness lies in the information and interpretation of the Site, and in the City which must also have a very interesting story!

Approach to the site is via Karak which is bustling with all sorts of retailing activity

It is an important market centre. A new plaza, including extensive paved areas and retail units is nearing completion

The setting is dramatic. This is a source of appeal to tourists

A large scale menu map of the castle, can be seen on the pedestrian route leading to the pay point

No other advance information was supplied (an expanded version of a map page 178 Lonely Planet Guide 2003, could be the basis for a walk around guide)

2.2 Entry to Site

This is via a small building, used for cash collection, admission charge is only 2 JD (attendance 2004, 34,864)

This is a totally inadequate place designed with no consideration for the tourist experience. The Castle is the culmination of travel and planning by the tourist and helps the tourist only a little to benefit from experience of the visit.

Orientation Map / Interpretation This can be seen on the walking route inside the site. It meets well with customer needs.

A limited framework for interpretation has already been provided. It now needs to be expanded and improved (more features marked, routes suggested by arrows, and use of different languages.) The heraldry of the Crusaders would be a great source of inspiration for flags and banners. Crusader tales and stories should also be researched. **(MT)**

2.2 Other aspects:-

2.2.1 Modern Museum

A modern style museum has been constructed in one of the vaulted galleries. The overall design and display standards are good. Information on cards for objects displayed would require expansion to explain the meaning of the objects and to use these displays as a window on a bygone age. There was no retailing, not even postcards for sale. This should be corrected perhaps through tendering for concessions to operate within the site **(ST)**

2.2.2 Toilets

They were poorly designed and in a dirty condition. These should be cleaned, repaired and managed. **(ST)**

2.2.3 Safety

There were many hazards for the visitor. The main risk areas evident were badly constructed steps, and uneven ground, also there was an absence of safety rails on stairways, and opportunities for youth to get into danger. These points can be dealt with quickly **(ST)**

2.3 Profile of Visitors

An inspection of the visitors book indicated that the majority of visitors were from Arab countries, with smaller numbers from Italy, France and Britain

2.4 Traffic management car/ coach Parking

Road access to site

There is evidence of potential problems in these areas. Further study is essential and these planning considerations must be coordinated with the City's other public sector interests. **(MT)**

The City and the Castle must form a single product as far as the tourist is concerned with information and recreation, commerce and restaurants made available to give the tourist a complete experience. There is evidence that the lack of overall planning and co-ordination in the City weakens the visitors experience and the tourism product. This requires careful co-ordination and management of the different

stakeholder interests to achieve an affective common strategy **(ST)**

We urge the City, the DOA and MOTA to develop effective presentation, explanations in literature expressed in pictorial form so that the meaning of all of the construction is understandable, and the meaning of the lifestyle of the castle and City's creators is intelligible. **(MT)**

Site visit no 3 Wednesday 22nd June 2005- Umm Qais - (GADARA)-the story of many races

1. Introduction

Umm Qais is located high above sea level, on an ancient trading route with multiple cultural and historic influences. Many other historic places, both contemporary and ancient and associated with the bible, may be seen from here. At Umm Qais, it is possible to see the monuments originating from many different cultures - Greek, roman, Christian, Byzantine, and Ottoman civilizations.

The site is about two hours travel from Amman, and is located in the north west corner of Jordan. It is best approached via Irbid, on a dramatic scenic route.

2.0 The visitors experience

Comment

Issues raised:-

2.1 Advance leaflet collected in the hotel	It is a comprehensive leaflet combining advance promotion and a site guide. The two elements should be separated. The 'story line' should be simplified, people places events, put in context and should be a help to the visitor in planning the length of stay and places to be seen at Umm Qais according to the visitor's interests.
2.2 Approach to the site	Road signposting was adequate but uninspiring
23. Access road/parking	A large and satisfactory car park had been constructed in recent years
24 What one sees at the entrance point?	<p>It is a scene of confusion, with separate units for ticket sales, security, and toilets.</p> <p>An <u>entrance building</u> should now be provided to house all of these activities with the essential addition of visitors orientation.</p> <p>The large panel, which includes a map of the site and some text is complex and of little impact.</p> <p>There should be a booklet on site that can be purchased to help explain the location, meaning, use, quality and context of the major antiquities on display. (MT)</p> <p>Plans for excavations and future work would help involve the public in the excitement of the work. (MT)</p>
2.5 Inside the site	There are a great variety of items to be seen reflecting the complex history. Interpretation has been provided on a very limited scale and is confined to small numbered panels at ground level as well as high metal

pillars, which clash with the historic context. There is an absence of direction signs, to enable visitors to pre plan their routes. These signs should be provided **(MT)**

An indoor rest house (restaurant) which occupies both indoor and outdoor space is housed in an ancient building which has been sensitively adapted for food service.

The tenant of the Romero restaurant (Zaid Goussous) serves local dishes of an excellent standard.

3. Attendance data for the year 2004 - 211,913 visitors
Income from admissions was 34,864 JD

4. Conclusion

This is a site with great potential and appeal to the visitor so long as a new entrance building with full facilities is provided in accordance with an agreed development Strategy and plan **(MT)**, and that the level of site interpretation is greatly enhanced. **(ST)**

Adaptive Reuse

There is a proposal to adapt Ottoman buildings for hotel or other use. Some form of new use is essential if the Ottoman buildings are considered to be assets and representative of the historical and social value of the place. Indeed these old buildings are a significant part of the history of Umm Qais and represent an important influence in Jordan. As this is the case, there has to be a vested interest in the reuse and maintenance of these buildings, which are in poor condition at present.

The imaginative concept for reuse as a hotel has been proposed by Zaid Goussous, who already operates a restaurant on the site. The idea merits serious consideration, and is typical of a similar reuse of former villagers houses in Wadi Mussa in the Petra Regional Park. Reuse should be subject to the following:-

- Preparation of design guidelines by the DOA, covering the required conservation practice and Plan for the site. **(ST)**
- Expert assessment of plans for reuse,
 - o to ensure that the impact on the historic fabric is acceptable and not detrimental to conservation and maintenance of both above and below ground archaeology, and
 - o to ensure that the management and business plans demonstrate that the project is viable plans **(ST)**
- Regular conservation and maintenance, during construction. **(ST)**
- Comprehensive lease or license of site. **(ST)**
- Penalties for non-compliance with lease terms. These may only be possible if the regulations covering penalties have been clearly set out. **(ST)**

Ajloun Castle, A Mamluk Fortress

1- Introduction:

This most impressive structure, dating from 1184 and built on a highly elevated site is a fine example of Salah Ad-Din's military architecture.

2- The visitor experience	Comments
2.1 "Advance leaflet" collected in hotels	Text could be completed by a location plan to help the visitor find the access point.
2.2 Approach to site	Advance sign posting is provided, from different routes to international standard.
2.3 Road / parking signs	Signs directing where to park, toilet and pay point locations are required. (ST)
2.4 Concrete supporting beams walls and buttresses for the new road at the base of the castle	<p>This construction breaks international principles of conservation by making irreversible new works that conceal the character of the historic site and the historic evidence that may remain. The works detract from the historic character of the buildings, and suggest to the public that the original form of the castle might be something like the present construction. Completing the stone facing is a priority. (ST)</p> <p>In the long term consideration should be given to (LT):-</p> <ul style="list-style-type: none">• removing the roadway at the Castle, along with retaining walls• restoring the original form of the natural setting and historic fabric, on the access side,• relocating the car and coach park at the main road which may require land acquisition,• consolidating the ticketing, visitor reception, orientation, exhibition and shops next to the car park,• providing access to the castle site with a shuttle car service, and encouraging the visitor to explore the setting and to climb.
2.5 What one sees at the entrance point?	The situation is confused by a number of un-related buildings. Out of context with the Castle and used for diverse functions:- retail sales, toilets, admissions, site management and security. Better sign posting could assist in clarifying customer flow. Hopefully there will be a future opportunity to provide a completely new entrance building. The car and coach parking is totally inadequate for the potential use of the Castle for events.
2.6 Visitors planning their routes	No aids are provided for the visitor to plan the routes and objects of his/her visit. Panels in different languages

(Arabic, English, German, French, Spanish, and Italian) are needed. A free walk around leaflet also, in different languages, (see above) is required. Points along the route should be numbered and linked to the leaflet, and later to audio guides. **(ST)**

2.7 Story Line, “theme”
for castle

Research is necessary for the story to be told on interpretation panels, pamphlets and by the guides **(ST)**.
For example:-

- What was each individual room used to for?
- When was the building occupied?
- How did the building remain in the use of the Barakat family in 1812?
- What was the life that a soldier led in 1200AC?
- What was the position of women in that age?
- How was food stored?
- Did women work in the Castle?
- Who resolved disputes and how?

2.8 Current museum

Presentation standard lack explanation. Ideally, any museum in this setting, should only show items which were found during castle excavations and should explain themes related to the Castles history as a Kerak.

2.9 Opportunities

- 1) The Castle contains great spaces which could easily be made safe for public use. **(MT)**
- 2) Electrical water services and drainage could be added to support a diverse range of visitor activities, subject to the impact limitations on the historic fabric. **(MT)**
- 3) This castle is robust and could be the catalyst for regional events. Above all it requires effective use to be sustainable and to justify its cost to the GOJ. **(MT)**
- 4) The setting presents many opportunities for recreation and discovery. The hillsides and views of the Jordan Valley are impressive and an asset to be used perhaps restricted in places to assist the local farmers. There should be good co-operation and strategic planning with such organizations as the RSCN to develop the region of the Castle as a recreational resort for the Jordanian as much as the International Tourist. **(ST)**

Jordan cannot afford not to use its assets effectively, as do the many castles and country houses in Europe. The Mayor of Ajloun would, as he said, appreciate the increase in market share, visitor numbers, increased spending and jobs in his area and the possibility of staging festivals for both the national and international visitor.

3- **Attendance Data,** Year 2004- 111,200 visitors

4- Complementary Attractions:

Olives are grown extensively in the vicinity at Ajloun Castle. Agricultural processes can be examined and presented. Town people very often lose the ability to understand the agricultural support for their lives. There are no restaurants and a seasonal tented perhaps Bedouin restaurant/refreshment facility on the Hillside next to the castle would add to the diversity of function in the area. If this were further allied to the understanding and exploration of the surrounding natural environment, visitors could be encouraged to spend longer at the Castle and the region. Hotel and local township commerce and recreational activity might increase. (ST)

5- Future Action

See the actions noted above.

- 5.1 The Castle has to be part of strategic development concepts for the region. It must also benefit from a comprehensive conservation plan, a management plan that examines and selects preferred options for the future of the Castle, and a business plan that defines the affordable options for the future and their resultant benefits and risks. At present there is no sense of direction in the works being undertaken, nor any statement of their effectiveness and targeted benefits in relation to a targeted market.
- 5.2 We believe that the great numbers of Arabs who visit Jordan, would find Ajloun and other castles a stimulating experience.
- 5.3 We propose that the complex could be identified as a pilot project for development, financing and operation by the private sector. We examine a possible scenario:

5.3.1 Introduction:

The castle is a fine example of Islamic military architecture and was first built in C1184. Restoration work is still in progress and the building has been open to day visitors for the past 11 years.

Expense provided is quite limited. Much needs to be done in order to make the castle more appealing and interesting to visitors. Undertaking such work would be compatible with the objectives of the national tourism strategy 2004-2010.

As it is unlikely that the necessary funds can be raised from public sources, we hereby propose that the private sector should be invited to take over all aspects of castle activity,

- Marketing,
- Daytime visitor management,
- Night time entertainments/meals,
- Special events,

as well as providing all of the necessary capital funds for building improvements, historic presentation, equipment and services. In addition revenue funding would be required from the operator to cover operating costs.

The legal arrangement would be defined in a lease document which would:

- a. Outline all of the controls required by the department of antiquities.
- b. Specify the amount of rent payable, which could be fixed, or a % of gross revenue.
- c. Indicate the duration of the lease period.

5.3.2 The process required.

The following steps should be taken:-

- a. Drafting of lease document setting out all conditions of the proposed arrangement.
- b. Drafting of press advertisement, seeking bids from private operators to lease, promote and manage the facility (see appendix one)
- c. Preparation of tender form, which will seek comprehensive data from each tender appendix 2.
- d. Preparation of tender (a later step) conditions.
- e. Establishment of a selection board, to include representatives from the tourism archaeological and financial sectors.

5.3.3 Drafts prepared

These drafts are indicative only and would require final drafting by a Jordan based attorney at law.

The advice of an advertising agency, would also be useful.

5.3.4 Appendix 1 - Press Advertisement.

Operation of Ajlun castle as a tourist attraction, by private sector operator.

Experienced and skilled contractors are invited to submit tenders for this commercial opportunity.

The selected tenderer will be required to operate and fully finance day and night time activities at the castle.

This business arrangement will be made by way of lease agreement and subject to a rent payment related to gross revenue, the highest, or any tender necessarily, by the accepted closing date bids should be sent to

Tender Form

Operation and financing of Ajlun castle as a tourist attraction.

1. Name, address, all contact phone no's and e-mail.
2. Summary of general business, experience over the past 10 years (use appendix 1)
3. Your vision for the development and Ajloun tourist attraction (use appendix 2)
4. Listing of your current business interests
5. Would you agree to make audited accounts of your business available if so requested?
6. Listing of advisors whom you would engage in relation to the following aspects.
 - 6.1 Marketing sales.
 - 6.2 Financial planning.
 - 6.3 Architectural
 - 6.4 Archaeological.
 - 6.5 Historic Interpretation and presentation.
 - 6.6 Catering.

Visit to Qasr Kharaneh (Kharana) 28th of June 2005,

1- Introduction:-

This distinctive building is located approximately 65 KM from Amman. There was no admission charge. It is quite different in style from the majority of other castle style structures viewed so far. The building is rectangular in shape, with an open central courtyard. There are doubts among scholars regarding the buildings' age and use. A painted inscription on one of the doors refers to the year AD 710. The possible uses which have been put forward include some type of inn, or a meeting places the local Bedouin tribes.

2- Visitor information:-

None was provided in the recently completed entrance building (which included well maintained toilets). A clearly designed information panel with floor plans and text (in English and Arabic, was located inside the castle proper.

There was a guide on hand, who provided simple information regarding particular room uses.

Note of visit to Qusayr Amra Castle. Tuesday 28th June 2005

1. Introduction:

Qusayr Amra is located in fairly close proximity to the previous site visited, Qasr Kharaneh. It has been designated as a World Heritage Site and is believed to date back to the period AD 705-715 when the Umayyad Race were controlling, this part of the desert. Admission is free of charge. The buildings originally served as a stopping point for caravans and included an animal powered water pump, as well as elaborate baths.

2. The Frescoes

These are an exceptional and unique feature of the site. Very many different scenes and themes are represented including for example peacocks, wrestlers, angels, and gardens as well as hunting scenes.

Pictorial representations of famous historical persons such as the Roman Emperor, Caesar, a Byzantine Emperor, Roderick the Visigoth King and Chosroe a Persian Emperor can also be seen.

3. Visitor Information

In contrast with other sites visited the overall standards of presentation were excellent

The basis exists here to formulate criteria for the presentation of historic sites, which could be applied throughout Jordan. The main features evident included:

- well appointed entrance building
- information room with explanatory panels – text and drawings (if any thing to much information was supplied)
- pedestrian routes were clearly sign posted and the main features of the “castle” were individually labeled.
- The guide located inside the historic building concentrated on interpreting the frescoes this ability, however to speak English was quite limited.

4. Visitors Registration:

Each tour guide and individual tourist was requested to write in the following data:

Name, size of group, nationality (Dutch, German, British, Italian and Spanish Tourist had recently visited)

It is suggested that additional information should be sought in respect of:

- how person became aware of site;
- duration of stay;
- satisfaction level.

Note of visit to the Citadel Amman – Tuesday 28th June, 2005,

1. Introduction:

This is among the best known sites in Jordan. It is on a hill top, where Amman first began as a human settlement. The extensive enclosure walls, for fortification, can still be seen.

Observation	Comment
2. Advance: Information regarding the site is available from Tourist literature and guide books.	
3. Entry Point	A small building limited to collection of admissions, has been built here, no advance data as a etc. has been provided
3.1 Site Guide	An individual could be engaged at a cost of JD4. Such guides operate on a freelance basis and receive no basic salary. The quality of service provided was quite good. Basil, the guide concentrated mainly on conveying specific and detailed facts, rather than dealing with the broader picture.
3.2 Visit Duration	Lasted for 45 minutes, but could have been much longer, because there is so much to see.
3.3 Buildings / Structures These include audience hall, colonnaded street, water cistern, basilica and temple in addition to a museum of finds from the site.	
3.4 Overall site Interpretation required	A great deal needs to be done: - Provide a visitors center. - devise and implement a comprehensive visitor interpretation plan for the entire site (This is a formidable challenge, requiring a high level of expertise)
4. Other tourist attractions in the vicinity:	

4.1 Restored Roman Theatre:

Access to this superb building is via a pleasant public park. The theatre is used occasionally for public concerts and drama productions

4.2 Small museums:

Both the museum of Popular Culture and the Folklore Museum are located in close proximity to the Roman Theatre. A variety of material can be seen in both places, indicating the visual richness of traditional Jordanian life. Both places are well worth a visit and combined with the Roman Theater and Citadel provide an excellent tour package.

Key Issues at Petra, What must be done.

1. Introduction

The team visited Petra on Saturday 8th July. Petra is a world-class site and probably one of Jordan's most significant cultural, tourism and economic assets. Currently, it is not being presented and managed to acceptable international standards. The necessary steps needed for upgrading are identified in the document that follows.

2. Basic Data Petra

Attendances 310271 (2004)	168,658 (2003) + 93.13% change
Revenue JD 2,419247 (2004)	1,137,682 (2003) + 112.6% change

It is important that these increasing revenue flows should be retained for further investment in the project and not passed over to others.

3. The Visitor Experience

3.1 Start:

The visitor's route commenced in an urban setting – shops, hotels and restaurants. At a heavily secured hatch in the wall of an entrance building admission tickets could be purchased.

The area behind the hatch was most untidy. When the visitors went into the building proper, a desk could be seen here, handling information, booking horses and Tourist Police.

The remainder of the building had been allocated to low grade souvenir shop use, and toilets (poorly maintained). The advance orientation information was confined to one poor quality map, a connecting path and steps led to a checkpoint for admission tickets. There was no information which directed the tourist to the different range of experiences, subjects to be explored, routes to be followed. The levels would make it difficult for disabled people to move along this route.

3.2 Entering the site:

Both the positive and negative responses to a visit here are now being raised.

3.2.1 Positive aspects:

The sheer beauty and magnificence of Petra is described in Burgon's poem "A rose city half as old as time". Julian Huxley, in his book "From an Antique Land", (London, 1955) describes Petra in a most compelling and dramatic way:

"It was almost impossible to visualise the traffic that passed through this astonishing place two thousand years ago – caravans of camels, spice-laden, arriving from Arabia or leaving for Damascus and Aleppo; strings of rich men and cavalry on horseback; the common

people and the infantry on foot; the King himself leaving on a campaign; two centuries later, the Roman Governor, messengers from Rome, Roman architects and actors, soldiers and engineers. Could wheeled vehicles ever have passed through the Siq? I do not know.

Of a sudden, a new wonder announced itself. Before this moment, the only sunlight had been hundreds of feet above our heads. Now, rounding a bend, we saw the two dark walls framing a vision of sunlit rose, with pilasters and architraves-instead of shadow, sunlight; instead of nature, art.”

3.2.2 Negative aspects:

Government apparently takes Petra for granted. It is relatively successful economically, and generating substantial annual income, most of which is paid over to the Ministry of Finance. Because of this perceived success, apart from initiating consultancy studies (the findings of which were not implemented) little or nothing has been done to tackle major management shortcomings at the site. These shortcomings have in turn, a negative impact on the quality of the visitor experience. Within a quality rating scale 1 – 10, Petra could potentially be rated at 8/9. At present, it would just merit a 4/5 grading.

Petra was visited by the consultants for one day in July 2005. A much more extended time period would be required, for comprehensive site observation. However, within the short time available a limited listing of negative points has been prepared.

- No “tailor made” walk around map available, in different language versions
- Limited number of information panels throughout the site, some in poor repair,
- No apparent provision for health or other emergencies. (Rangers did not have two way radios or mobile phones),
- There were no public toilets dispersed throughout the site,
- Horse drawn carts were of a poor standard (they could be larger to hold more passengers)
- Horse harnesses were in poor condition
- Freelance horse owners wore modern clothes, rather than period style outfits
- The necessity for visitors to repeat the same routes for both entry and exit is a major operating disadvantage; it causes boredom, and site congestion,
- The lack of control of unsuitable (and sometimes illegal) activities, is a matter of major concern
- The site is tarnished with ugly structures, particularly a souvenir outlet located inside the Treasury area. There is a good deal of begging to be seen as well as boys selling donkey rides.

4. Management (Administration Issues)

At a meeting held on Sunday 2nd of July, with Sulieman Al Farajat, Director Petra Archaeological Park, a range of issues were listed, which adversely affect his ability to work effectively. He is a committed individual with his own vision of what should happen at Petra, but cannot make progress in present circumstances. The issues are:

- Staff strength, inadequate capacities, (number, abilities and qualifications)
- No delegation of authority from head office
- Authorisation required to make the smallest purchase
- Income generated on site must be passed on to others – Ministry of Finance and the Petra Regional Authority.
- Ownership and operational arrangement unduly complex, Department of Antiquities (DoA), are the owners and main operators, but the Petra Regional Authority as well as the Ministry of Tourism Antiquities (MOTA) are also involved.

5. Role of Petra National Trust

This NGO has an important role, in the current and future development of the Petra site. They contribute in many ways e.g. undertaking project work, as well as fundraising from the international community. Their important undertakings have ranged from publications to signposting and major conservation schemes.

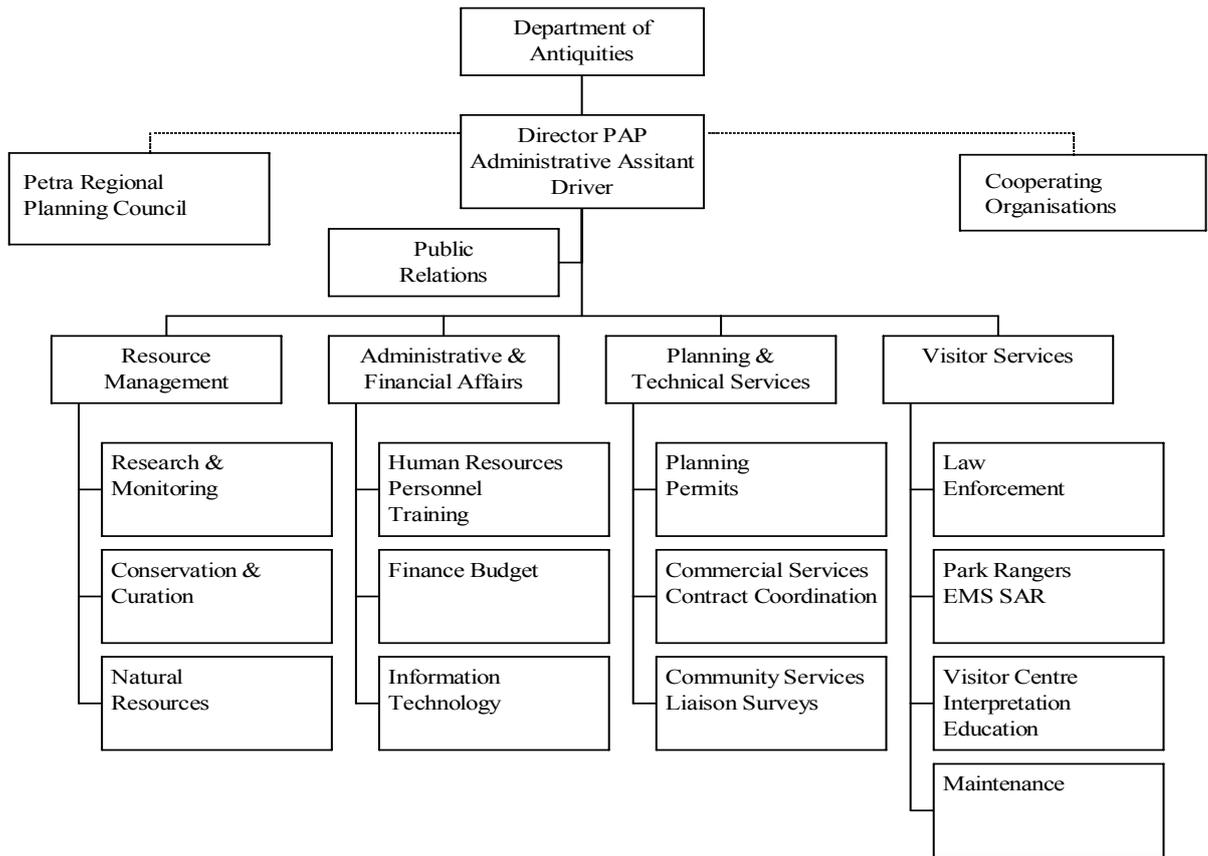
Donor agencies from many different sources have contributed to their work. Their trustees include representatives from the voluntary sector, as well as government. They could play an important role in any new structure being set up, to develop and manage Petra.

6. The Petra Archaeological Park, Operating Plan - Comment

Following extensive research over a five-year period, including wide consultation with the many interests involved, the US National Park Service completed and published their extensive study in November 2000. The two-volume report sets out in detail, what staff structures and procedures should be put in place at Petra.

A chart (page 15, volume 2) of the report provides an excellent basis for further consideration – see below:

**Strengthening the Department of Antiquities
Proposals for New Strategic Framework**



7. Extract from US National Park Service Report

The report, on page 4/5 includes the following valuable comments (which are still valid).

The situation in 2000:-

“Approximately 100 people are currently employed in site protection and management for the Petra sanctuary, not counting vendors and others who frequent the sanctuary to provide services to tourists. Despite this number of people, lack of co-ordination among organisations and lack of authority for the site managers has greatly hampered organisational effectiveness”

“Present visitor satisfaction rate is much less than might be expected of a site with Petra’s spectacular beauty and archaeological significance”

“Thus, while visitation numbers are currently very high, repeat visitation may be problematic, and duration of a visit is not as long as it might be if the visitors’ experience was more satisfactory”.

8. Comprehensive Design Brief Essential for Petra

This is now an urgent and necessary step and should include every possible and detailed issue, which would in any way impinge on the quality or otherwise of the visitor experience. Material for this exercise should be obtained from the following sources:

- Expert consultancy advice
- Best international practice
- Research among travel trade
- Customer research at Petra

- Research among existing staff

No further physical development (e.g. proposed new visitor centre) should take place until such time as a comprehensive design brief followed by a MASTER PLAN have been completed. The design brief must deal specifically with:

- External building zones
- Parking provision
- Signposting
- Reception building
- Exit building
- All visitor circulation
- Capacity analysis (peak hour estimates)
- Visitor information provision (panels, models, electronics)
- Site animation
- Engineering services, electricity, gas, water, phones, Internet
- Toilets for entire site
- Locations for special events
- Retailing
- Commercial concessions
- Catering
- Site transport
- Additional factors identified, following research.

9. Professional skills required for preparation of Master Plan

These are:

- Research - history, archaeology, folklore
- Conservation
- Site interpretation
- Physical planning
- Architecture
- Engineering
- Costing (Quantity Surveyor)

Immediate steps to improve customer satisfaction levels at sites:

1. Introduction:

Much of what is being proposed elsewhere in this report would require investment in planning work, as well as specific items such as buildings, toilets, engineering services, sign posting and information panels, etc. In all cases, implementation would take sometime.

2. Minor Items – for immediate action:

There is one important issue, which could be tackled at, relatively little cost, that is Customers Relations, a series of meetings/seminars should be arranged. All staff dealing with customers should attend. The meetings could be held at one, or a number of different locations.

3. Draft Agenda:

The following is suggested:

- 1- Lecture: Best practices in Customer Relations
- 2- Video: To be selected
- 3- Brainstorming session: How to improve customer relations, standards, at Jordan's Historic Sites?

Annex 8 – Meetings

These meetings were all held with one or both Donald Hankey and Cian O’Carroll

Record of meeting with Department of Antiquities held on Jun 19th 2005.

1) Attendance

Department of Antiquities Directors and Assistant Director General

2) Purpose:

The purpose of the meeting was to clarify: _

- How the department was structured.
- Relationships with the Ministry of Tourism and Antiquities.
- Obstacles to achieving objectives.

3) Introduction:

The department was established first in the 1920s and under British rules in 1943, and its policies and structure have not changed greatly over the intervening years. These activities are:-

- Ownership of historic sites.
- Site management.
- Conservation work.
- Direct excavation work.
- Archaeological research
- Policies for excavations by overseas teams
- Limited work including ticketing on historic sites.
- Management of museums.

4) National Tourism Strategy:

It was mutually agreed that the work of the Department shared responsibilities for the achievement of the objectives stated in this document.

5) Consultants view of challenges facing the Department

- Preservation and use of sites and buildings.
- Heritage awareness.
- Tourism experience.
- Conservation
- Setting planning standards
- Potential for influences on other bodies.

6) Obstacles to quality performance indicated by Department:

- Identification by government of DOA as an academic institution, rather than as a product developer of tourism plant.
- Funding provided on a token rather than on a realistic basis.
- Impossibility of meeting major segments of their responsibilities, due to lack of financial resources.
- Shortage of professional staff, archaeologist, architects and surveyors, because pay levels are very low.
- Existing staff overworked holidays not taken.
- Requests for increased budgets have been refused.
- Sense that they are the “poor relations” of the Ministry of Tourism & Antiquities, getting allocation of 3 million JD’s as against a total of 9million JD’s for tourism.
- Overlap of responsibilities between DOA and MOTA.

7) Liaison with Department of Tourism.

Considerable scope existed for improved communication at all levels.

8) Conclusion:

Despite the difficulties described in this note, there was strong evidence of staff commitment to the task, and a desire to improve their standards of performance and delivery. Moreover, there was a clear openness to future changes and restructuring.

Record of meeting held Monday June 20th with Department of Antiquities.

1) Attendance:

- H.E. Dr. Fawaz Khreisha. Director General
- Ibrahim Osta, Advisor to Minister of Tourism /AMIR.

2) Purpose:

The purpose of the meeting was to review further the issues discussed at the previous meeting at the Department, which Dr Khreisha was unable to attend.

3) Key Issues

These were:

- Potential by DOA to make a major contribution to the national welfare in particular to tourism.
- Ensuring that the built heritage was protected and presented in a sensitive manner.
- Exercising control on all archaeological activities.
- Enlisting the support of others including government departments, the private sector and the general public, for the work of this department.

4) Obstacles to Progress

The following were quoted:-

- Importance of DoA's work is not recognized at Government level.
- Insufficient funds to provide basic services or pay competitive salaries.
- Overall responsibility of the Department not fully clarified in relation to site management.
- Overlap of DOA, MOTA functions
- Political interference made it difficult to enforce regulations at sites

5) Future Perspective:

Dr. Khreisha recognized the need for a future change and indicated his preference for a formula which would give primary responsibility to his department for all aspects of site management including archeology presentation and operation. The overall issue had been discussed at departmental level, but no conclusion had been reached.

Record of meetings held Monday 20th June 2005

1- Attendance:

Mr. Nadim Muasher - Chairman Strategy Steering Committee
Ibrahim Osta – Advisor to the Minister of Tourism / AMIR Program

2- Purpose:

The purpose of the meeting was to seek the views of Nadim Muasher in regard to the future operation and possible privatization of site management. In order to provide a basis for discussion, the "Pillars Framework" from the National Tourism Strategy was used as an agenda.

Pillar 1	Marketing
Pillar 2	Product Development
Pillar 3	Human Resources
Pillar 4	Regulatory

It was considered that adequate structures had been put in place in order to deal with 1,3 and 4 above. Similar action was essential in relation to number 2 Product Development, (including site management).

3- An outline framework for product development and site management :

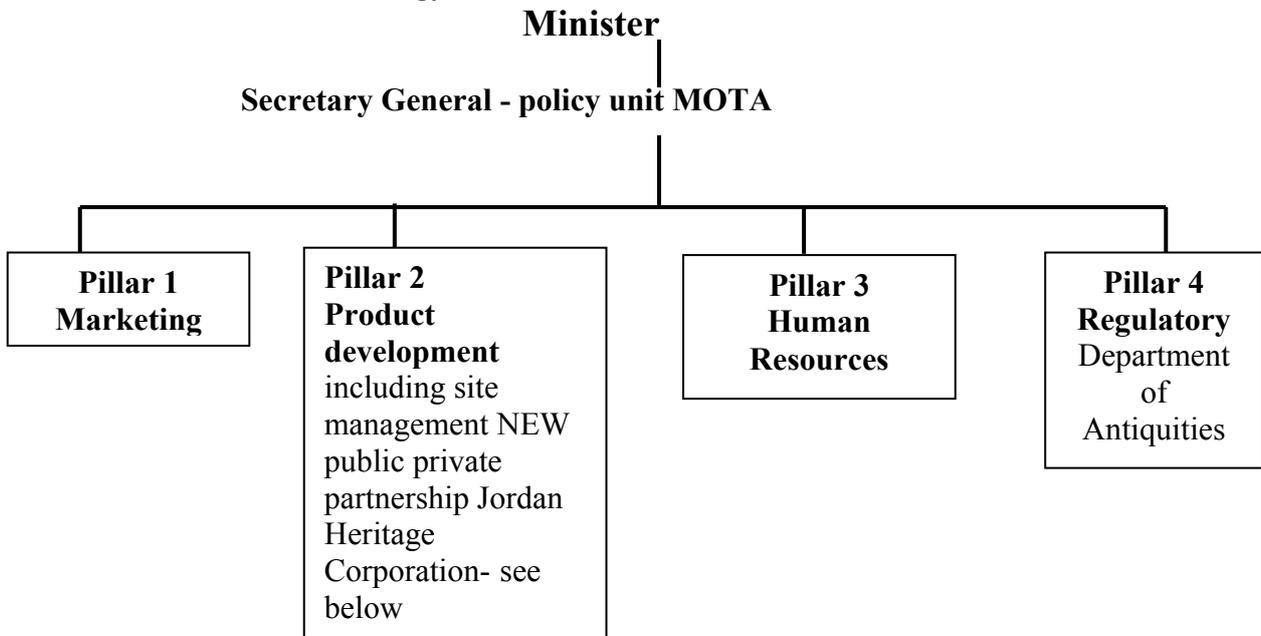
A new and innovative framework was proposed in discussion which would involve:

- Ownership (in most cases) being retained by the state who would set and control operating standards.
- Establishment of a new company 100% in state ownership.
- Board members from the private sector to be in the majority, government representation also included.
- Requirement that the chief executive and key staff should come from private sector backgrounds.

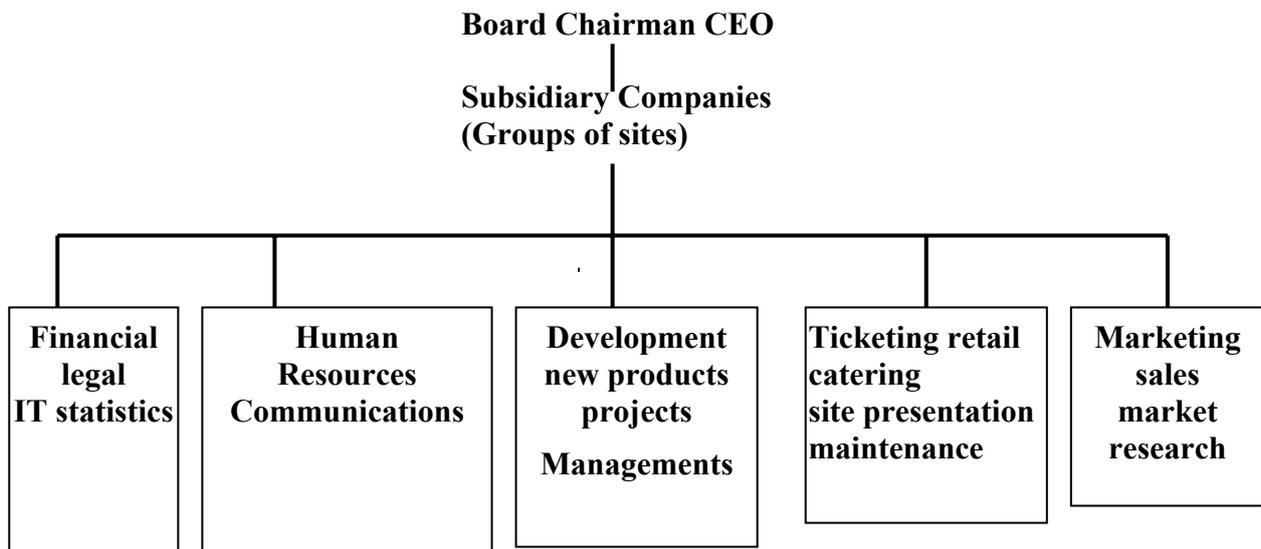
- Subsidiary companies to be established for each major site (Petra a priority)
- Profits made by company to be reinvested in product improvement and marketing.
- Overall ethos should be commercial.

3. The overall context:

The chart below indicates how a new company focused on product development / site management might be integrated into a new overall structure for tourism as envisaged in the National Tourism Strategy.



5. Jordan Heritage Corporation-Draft structure



6. Selection of Board members:

It was suggested that board membership should be drawn mostly from the private sector with representation from the tourism trade and civil service, in addition to the cultural / academic field.

Note of meeting held 21st June 2005.

1) Attendance

- Mr. Munir Nasser, Chairman of the Marketing Working Group/ Strategy Steering Committee

2) Purpose

The purpose of the meeting was to seek views regarding the tourism industry generally in Jordan.

3) Background

- Company handles Approximately 14,000 tourists per year (1.5 million, estimated total number in 2005.
- Also handles film crews.
- 20% of business is out bound.

4) Significant Issues.

- Potential of Gulf markets not provided for in JTB's promotions (primarily family groups with minimal or no interest in antiquity)
- Home market could be grown
- Absence of relevant market research on these two segments.
- Government, strategy implementation unit, JTB and actual servants showed limited commitment to new ideas (civil servants and JTB attended only a few of the formative meetings).
- Marketing, efforts are weak.

Notes of meeting held Tues 21st June 2005

1) Attendance:

- Mr. Zaid Goussous , Chairman of the Product Development Working Group/ Strategy Steering Committee

2) Purpose:

The purpose of the meeting was to draw on the experience of an individual entrepreneur, who had been involved in developing and implementing new ideas within the current institutional framework.

3) Background:

Zaid Goussous is the owner of the Romero chain of restaurants located in Amman, Umm Qais, Madaba, Petra, and Aqaba He hopes, in the future to locate extra restaurants in urban historic areas. His skills as an architect / planner led him into areas such as local politics, community development, as well as the encouragement of enterprise at local level. He had proposed some years ago that a five star hotel should be created within the site at Um Qais, using adapted Ottoman buildings.

The Department of Antiquities had however raised objections to the proposal, because of possible damage to the heritage site.

4) Tourism Issues

He is a supporter of the National Tourism Strategy and is Chairman of Pillar No. 3 Product Development Work Group/ Strategy Steering Committee. He has concentrated on brainstorming sessions, as his primary working method, to generate new thinking among his group.

5) Obstacles to Growth in Tourism:

Negative response from MOTA and the Cabinet to issues such as those which he has personally raised as follows:

- New “passport” ticketing scheme linking different sites.
- A grading scheme, which would improve the standards of taxi services.
- Poor official response to his concept for the development of hotel facilities at Um Qais.
- Considers that the Strategic Implementation Unit could be much proactive, in relation to new ideas and reform.
- Concerned that DOA’s supervision of events on historic sites (example Roman Theater in Amman) was weak, in relation to litter removal and the risk of damage to monuments.

Note of meetings held Tues 21st June 2005.

1) Attendance:

- Mr. Samer Moasher, (Chairman and Chief executive of Discovery Group Holdings, and Director of the Royal Society for the Conservation of Nature, Petra Conservation Trust, Royal Jordanian Airlines.), member of the Strategy Steering Committee.
As well as five other companies.
- Ibrahim Osta, MOTA/ AMIR.

2) Introduction:

Samer Mousher is a major player in the incoming tour business to Jordan handling approximately 34,000 visitors annually, the segments of which are

- 1) Meetings, Incentives Business.
- 2) Regular leisure, including historic sites.
- 3) Adventure, wild life and ecotourism.

Primarily his clients are American and European and currently the Chinese market is being developed. His company does not handle any business from the Gulf area. They directly employ and train their own guides, using material provided by their own research archaeologist / historians.

4) Obstacles

- Regulatory issues. His approach has been to work around regulations, taking risks of sanction, rather than waste time in long discussions.
- Tension between DOA and MOTA is a major problem, their perspectives on a particular issues can differ greatly.

- National Tour guides system needs to be radically changed. The present system is considered to be ineffective and corrupt.
- Permits for use of historic sites for special event are not effectively controlled. There is an ever present risk to Jordan's built heritage for as long as this situation persists.
- Realistic charges should be levied, currently they are too low.
- Site security is considered to be ineffective, many items have been stolen and illegally exported.

Note of meeting held Wed 22nd June 2005.

1) Attendance:

- Professor Joseph Ruddy Ph D, and Dean of Academic Development at the Applied University of Jordan.

2) Purpose:

The purpose of the discussion was to get an overview regarding the HR scene in the tourism industry as well as to review Pillar 3. National Tourism Strategy, of which Professor Ruddy is group leader.

3) Applied University of Jordan. Faculty of Hospitality and Tourism.

This recently established third level college has been playing a primary role in training for the tourism and hospitality industry.

- Capital had been provided by the private sector as well as by USAID.
- Four year degree courses are offered in hospitality management as well as tourism and travel.
- Heritage management and cultural resources are included, in the subjects taught.
- A 16 week certified training course is provided for guides.
- 12 lectures have been engaged to teach the current 490 students.

4) Manpower Research (2003).

Professor Ruddy had played a major role in commissioning this study which had been sponsored by AMIR. The survey indicated major deficits in this respect. Only 50% of people in the hospitality/ tourism area had any qualifications as well or formal training.

Note of meeting held Thursday 23rd June 2005

1. Attendance:

- Michael Nazzal - Chairman Jordan Hotel Association also Managing Director Jordan Holiday Hotel Company, member of the Strategy Steering Committee.

2. Purpose :

The purpose of the meeting was to obtain the views of the Jordan Hotel Association regarding historic site management issues and the tourism / hotel industry generally.

3. Site management : the primary issues were:

- no clear line of demarcation existed between DOA and MOTA.
- Consequent difficulties in obtaining necessary approvals for the use of sites for special events.(difficulties related to obtaining a permit for the Roman Army Charity and Event Experience (R.A.C.E.), www.jerashchariots.com were quoted as an example of such bad experience.
- Presentation of Jordan's heritage lacked flair and imagination, undue emphasis on the academic / historical side, rather than telling human stories.
- Need to privatize the entire operation, ideally accepting bids for privatization from a number of different operators for groups of sites. A single company could tend to repeat the same themes on every site.

4. Jordan Hotel Association :

- All hotel and self catering operations are required by law to be members.
- A grading / standards system is in operation and enforcement depends on friendly persuasion rather than legal sanctions.
- Efforts to promote bed and breakfast type accommodation have to date, proved un successful.

During the past three years hotel room occupancy has moved upward from 40% to 80%. This improvement cannot be attributed to Tourism, but to the Iraq war and the many meetings of Arab state leaders held in Amman.

Note of meeting held June 28th 2005

Attendance: Dr. May Shaer, Conservation Architect Department of Antiquities

1- Purpose:

The purpose of the meeting was to obtain Dr. Shaer's general views regarding prevailing policies for the conservation and management of historic sites. In view of the fact that she reports directly to the Director General, she was well informed regarding policies and activities in the department.

2- Duties:

She is responsible (with one assistant) for some of the department's most significant and important work:

- advance assessment of international excavation teams (33 such projects were active in 2002)
- maintaining international contacts related to archeology

- conducting frequent training courses
- running of mosaic conservation training course 2003, Jordan, Syria, Palestine
- research assignments for Director General
- preparation of annual excavation publications (reports on all excavations undertaken)

Publications include:-

Department of Antiquities local projects
Department of Antiquities International projects

3- Concerns:

These include:-

- overlap, as between DOA and MOTA.
- Fear that “Disney type” approaches might in future be adopted in the presentation of historic sites for tourists.
- Relatively poor quality of tour guide services
- Potential for damage to sites, arising from tourism activities including special events and individual visits.
- Accepted best practice models for site management not in operation.
- Considered that admission prices to sites were too low.

Note of meeting held wed 29th June 2005 with Chris Johnson,

Wild Jordan Director, Royal Society for the Conservation of Nature (RCSN) and Cian O’Carroll Consultant

1. Purpose:

The purpose of the meeting was to obtain an overview regarding the history, structure and ethos/ management style, and activities of RCSN.

2. History:

The organization original set up in 1994 by a group of hunters, concerned with the risk, that many of the animals they were hunting were in danger of becoming extinct.

They are structured as an NGO (non government organization) and have legally delegated functions from government (including powers of arrest) to manage and develop nature reserves in Jordan.

Jordan has been classified as a “Developing country, with a Biodiversity climate” and this has assisted them greatly in attracting substantial funding for their work, from international funding agencies, as well as private and corporate sources in USA, Germany, Britain and Japan.

3- Structure: The main features are

- 11 on board elected by membership, concentrates on policy

- executive staff board of 5, functions 1- conservation, 2- outreach 3- Wild Jordan (their product) 4-administration finance 5- Chief Executive
- 260 staff, many of whom are locally based throughout the country.

4- Ethos / Management style

The majority of the staff are in the 30/40 age group. They believe strongly in an M.B.O (Management by Objectives) system of worker participation and financial incentives are part of their rewards system. They have a policy resisting political interference in any of their activities.

5- Activities:

These are best summarized by reference to their high profile project in Amman “ Wild Jordan, the Center, a city retreat for nature lovers”

This center offers:-

- nature shop
- café, nature foods
- environmental internet
- tourist information regarding Jordan’s national treasures
- meeting and conference rooms
- retailing of crafts
- RSCNs work is focused primarily on the establishment of nature reserves, enforcement of conservation laws, as well as community development.

5- Potential obstacles

The only major obstacle to the future growth of RSCN, was the availability of capable and talented staff.

6- General Issues at subsequent meeting held 5th of July with Chris Johnson and attended by Ibrahim Osta AMIR and Donald Hanley, Cian OCarroll Consultants. These were:-

- System over centralized at government level
- no local empowerment
- many tourism studies prepared but no follow through on implementation
- absence of a strategic policy
- lack of proper coordination particularly as between MoTA & DOA

Note of meeting held July 11th 2005 – DOA/MOT Workshop

ملخص ورشة عمل
وزارة السياحة والآثار

VIII. تاريخ الاجتماع: 11 تموز 2005

IX. إعداد: وحدة تطبيق استراتيجية السياحة

الموضوع: دعم دائرة الآثار العامة لتطوير إستراتيجية وخطة عمل.

عُقدت ورشة عمل لوزارة السياحة والآثار تحت رعاية معالي الوزير، جمع فيه دائرة الآثار العامة، ومديرية التطوير الفني في وزارة السياحة والآثار، و وحدة تطبيق استراتيجية السياحة، ومستشاري برنامج (أمير) الممول من الوكالة الأمريكية للتنمية الدولية.

أهداف الاجتماع:

هدف الاجتماع إلى تحديد الهيكل الأساسي ، وإطار العمل لتطوير خطة استراتيجية (فرعية) لدائرة الآثار تتماشى مع الاستراتيجية الوطنية للسياحة، ومع أفضل الممارسات العالمية في قطاع السياحة والآثار.

العرض التقديمي:

قام مستشار برنامج (أمير) بالتركيز على التوجهات العالمية الرئيسية، بالإضافة إلى قضايا تعيق عمل المواقع السياحية، والتي تمثل 80% من قطاع السياحة في الأردن.

و من القضايا الرئيسية التي على دائرة الآثار ووزارة السياحة والآثار أخذها بعين الاعتبار هي: الحفاظ على المواقع الأثرية، والارتقاء بمستوى الخدمات والمرافق المقدمة ، وتوفير إطار قانوني سليم يتيح لتطوير وإدارة المواقع بشراكة مع القطاع العام والخاص وفقاً للمعايير العالمية؛ مما يؤدي إلى تحسين المنتج السياحي للزائر والسائح. وقد تم استعراض تجربة الزائر بأكملها ، موضحاً الجهات التي تشارك بمسؤولية النهوض بتجربة السائح وتقديم تجربة رائدة لا مثيل لها ، ومنها دائرة الآثار، ووزارة السياحة والآثار، والمنظمات غير الحكومية، والبلديات، والقطاعين العام والخاص .

تمت التوصية على أن تفعل الاستراتيجية الفرعية عملية التغيير و أن تتناول الاولويات الفورية و بعيدة الأمد مما سينتج عنها تحسين للمنتج السياحي، وتعزيز أهمية التراث والتاريخ في الأردن.

وقد تم اقتراح المبادئ الإرشادية الأساسية التالية، ليتم أخذها بعين الاعتبار كركائز أساسية لبناء استراتيجية دائرة الآثار:

- الحفاظ على سلامة المواقع التاريخية الأثرية.
- وقاية النصب التذكارية والبيئة المحيطة بها.
- رفع مشاركة المجتمع المحلي في هذا القطاع و رفده.
- ضمان فعالية القطاع السياحي من خلال الاستغلال مهارات و آليات القطاع الخاص.
- المساهمة في توفير وظائف في قطاع السياحة و العمل على استمرارية ونمو هذا القطاع.
- دفع السائح إلى تمديد زيارته و تكرارها.

المناقشة و الآراء الناتجة (أو نقاط الإجماع) :

نتج عن المناقشة التي تلت العرض التقديمي النتائج والاتفاقيات التالية:

- تحت إشراف عطوفة مدير عام دائرة الآثار، ستعمل الدائرة مع وزارة السياحة والآثار، وبمشاركة هيئة تشجيع الاستثمار وشركاء استراتيجيين آخرين على وضع استراتيجية متطورة و شاملة تتناول احتياجات و رؤى الاستراتيجية الوطنية للسياحة و دائرة الآثار.
- تم الاتفاق على تبني المبادئ الإرشادية الأساسية، على أن تتضمن الاعتبارات التالية: أهمية توثيق المواقع، والدور المهم للأبحاث والنشر، وأهمية الدور الذي تقوم به المعرفة الأكاديمية التي تؤدي إلى بيان أهمية المواقع الأثرية للزائر وتعزيز تجربته السياحية في الأردن، وبالتالي رفق السياحة في الأردن.
- تم تحديد أربع مستويات إدارية لتنفيذ الاستراتيجية الفرعية:
 - المستوى الأول: السياسة الوطنية للسياحة والآثار.
 - المستوى الثاني: وسيطة لترجمة السياسات إلى برامج ومنتجات.

- المستوى الثالث: التنفيذي، من قبل أقسام وزارة السياحة والآثار، ودائرة الآثار، ومنظمات أخرى تنفذ البرامج والمنتجات.
- المستوى الرابع إدارة الموقع.

ستبدأ العمل بالإستراتيجية الثانوية بتوثيق السياسة الوطنية (المستوى الأول)، ثم تنتقل لبناء إطار العمل وفقاً لأفضل الممارسات الدولية، ملبية لاحتياجات الأردن.

- سيتم تشكيل أربعة فرق عمل لمتابعة القضايا الرئيسية التالية:
 - فريق العمل الأول: الأهداف، الاستراتيجيات، والعلاقات مع الجهات الداعمة والمشاركة.
 - فريق العمل الثاني: الهيكل، والمهارات، والمصادر.
 - فريق العمل الثالث: إدارة الموقع.
 - فريق العمل الرابع: البيئة القانونية والتشريعية لدعم الفرق الثلاث الأولى.

- ستقوم فرق العمل بتوضيح وحل القضايا الرئيسية دعماً لتنفيذ الاستراتيجية الوطنية للسياحة، حيث سيتم تطوير توصيات وخطط العمل الاستراتيجية لدائرة الآثار.
- ستقوم وحدة تطبيق استراتيجية السياحة بدعم وتنسيق عمل الفرق الأربع وجهود تطوير الاستراتيجية دائرة الآثار.

الخطوات التالية:

- تشكيل فرق عمل لتشمل الجهات الداعمة الرئيسية (بأسرع وقت ممكن).
- تسليم وتحليل تقرير مستشاري برنامج (أمير) في غضون ثلاثة أسابيع.
- تطوير خطة عمل لتنسيق الجهود من قبل وحدة تنفيذ الاستراتيجية.

Annex 9 – Financial figures for the DoA's expenditure and revenues

Balance Abstract:

(in Thousand Jordanian Dinars)

<i>Description</i>	<i>Actual</i> <i>2003</i>	<i>Estimated</i> <i>2004</i>	<i>Re-estimated</i> <i>2004</i>	<i>Recommended</i> <i>2005</i>
General expenses				
a) Current expenses.	992.4	1164	1131	1162
b) Capital expenses	2826.9	3071	2976	3106
Total expenses	3819.3	4235	4107	4268

Current Expenses

88/1- Ministry of Tourism & Antiquities/ Department of Antiquities

<i>Item</i> <i>Title</i>	<i>Actual</i> <i>2003</i>	<i>Estimated</i> <i>2004</i>	<i>Re-estimated</i> <i>2004</i>	<i>Estimated</i> <i>2005</i>
100 Salaries, Wages & Allowances				
101 Classified employees	118619	135000	124000	130000
102 Non-classified employees	140905	152000	143000	155400
103 Employees based on contracts	6447	8000	8000	8000
104 Workers charges				
105 Personal high cost of living allowance	229432	240000	240000	255000
106 Family high cost of living allowance	25379	28000	28000	30000
107 Basic allowance	105234	120000	109400	120000
108 Technical allowance				
109 Specialization allowance				
110 Overtime allowance				
111 Additional allowance	30883	35000	34000	35000
112 Other allowances	600	1000	600	600
113 Transportation allowance	5000	7000	7000	8000
114 Transportation allocation	9995	12000	12000	13000
115 Field work allowance	22001	22000	22000	22000
116 Employees rewards				6000
Total	694495	760000	728000	783000
200 Operation expenses (goods & services)				
201 Rentals	24401	28000	28000	28000
202 Telephone, telex, cable and mail	29552	35000	35000	35000
203 Water	10655	13000	13000	13000
<i>Item</i>	<i>Actual</i> <i>2003</i>	<i>Estimated</i> <i>2004</i>	<i>Re-estimated</i> <i>2004</i>	<i>Estimated</i> <i>2005</i>
204 Electricity	22790	27000	27000	27000
205 Fuel	55824	62000	62000	70000
206 Maintenance of machines and	6988	8000	8000	9000

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<i>Item Title</i>	<i>Actual 2003</i>	<i>Estimated 2004</i>	<i>Re-estimated 2004</i>	<i>Estimated 2005</i>
furniture and their accessories				
207 Maintenance of vehicles and machineries and their accessories	24980	26000	25000	28000
208 Maintaining and repairing buildings and their accessories	1998	3000	3000	4000
209 Stationery, print outs and office appliances	28481	29000	29000	31000
210 Materials and Raw materials (living, clothes, medicine, films ... etc)	4980	5000	5000	5000
211 Cleaning and its appliances (such as cleaning contracts)	7935	8000	8000	8000
212 Insurance	7164	11000	11000	15000
213 Traveling on official assignments	7955	8000	8000	8000
214 Others	23047	80000	80000	35000
Total	256750	343000	342000	316000
300 Transactional Expenses				
301 Social Security	31822	48000	48000	50000
302 Contributions				
303 Scientific expeditions and training courses				
304 Grants				
305 Awards for non-employees	2385	6000	6000	6000
306 Revenue returns for previous years				
307 Interests				
308 Retirement & compensations				
Total	34207	54000	54000	56000
400 Other expenses				
401 Furniture	3996	4000	4000	4000
402 Machines, machinery & equipment	2995	3000	3000	3000
Total	6991	7000	7000	7000
Chapter's total	992443	1164000	1131000	1162000

Capital Expenses

Chapter: 88/1- Ministry of Tourism & Antiquities/ Department of Antiquities

	<i>Item Title</i>	<i>Actual 2003</i>	<i>Estimated 2004</i>	<i>Re-estimated 2004</i>
501	Salaries			
1	Salaries	249450	270000	270000
	Total	249450	270000	270000
502	Wages			
1	Wages of guarding antiquities	369549	390000	300000
2	Wages for workers of restoration and excavations	721372	770000	770000
	Total	1090921	1160000	1070000
503	Supplies			
1	Museum supplies: The department supervises over 14 museums of antiquities and traditions in the Kingdom and it needs to be periodically provided with what is needed of display cabinets and other museum supplies	14927	20000	20000
2	Supplies and materials for antiquities restoration and excavation works	59306	70000	70000
	Total	74233	90000	90000
504	Studies, researches and consultations			
1	Field studies Antiquities field studies for preserves and parks in Debbin, Umm Jozeh, Sehem, Rmemeen and Shtafena	9959	10000	10000
2	Studies and designs The project of developing, restoring and maintaining the palace of the establishing Kingdom located in Ma'an	42871	50000	45000
	Total	52830	60000	55000
505	Equipment, machines and machinery			
1	Photocopying machine	6000	6000	6000
2	Computers for governorates	14852	15000	15000
3	Other unrepeatd expenses		10000	10000
	Total	20852	31000	31000
506	Vehicles and machinery			
2	Other unrepeatd expenses	169406	35000	35000
	Total	169406	35000	35000
507	Lands and buildings			
1	Appropriations			
	Total			

**Strengthening the Department of Antiquities
Proposals for New Strategic Framework**

Capital Expenses

Chapter: 88/1- Ministry of Tourism & Antiquities/ Department of Antiquities

<i>Item Title</i>	<i>Actual 2003</i>	<i>Estimated 2004</i>	<i>Re-estimated 2004</i>	<i>Estimated 2005</i>
Works and constructions				
Erecting and restoring the Archeological Petra Preserve	134967	150000	150000	100000
Representing workers wages, materials and supplies expenses to carry out maintenance and restoration works within the Archeological Petra Preserve.				
Erecting and restoring Jerash antiquities	187090	200000	200000	150000
Erecting and restoring Kerak Castle	69995	70000	70000	50000
Erecting and restoring Ajloun & Maralias Castles	54949	60000	60000	30000
Erecting and restoring Umm Qais Antiquities	85238	90000	90000	80000
Carrying out excavation, restoration and maintenance works at Jabal Al-Qal'a/ Amman	172731	180000	180000	150000
Carrying out excavation and restoration works at Aqaba Castle and Antiquities, Iliia Antiquities and the Nabathaen Temple	60305	70000	70000	50000
Carrying out excavation and restoration works at Kherbet Al-Fedin, Al-Safawi, Rhab and Umm Al-Jemal/ Mafrqa	49934	60000	60000	50000
Carrying out excavation and restoration works at Beit Ras and Qweilbeh	49509	50000	50000	40000
Carrying out excavation and restoration works at the Baptism Site	36235	40000	40000	30000
Restoring and maintaining antiquities at the Southern Ghour		50000	50000	40000
Carrying out antiquities excavation, restoration and maintenance works at Umm Al-Rasas and Lahoun		60000	60000	30000
Expenses for establishing the national museum		75000	75000	75000
Restoring and maintaining antiquities at Tafileh Governorate				20000
Restoring and maintaining antiquities at Balqa Governorate				25000
Restoring and maintaining antiquities at Zarqa Governorate				20000
Restoring and maintaining antiquities of the Desert Castles				20000
Total	900953	1155000	1155000	960000
Preparing and furnishing				
Completion of preparing and furnishing Dar Al-Saray Museum/ Irbid	20318	15000	15000	10000
Cooling, conditioning and alarm equipment for a number of museums	4150	10000	10000	5000
Total	24468	25000	25000	15000
Others				
Social security	169790	200000	200000	200000
Expenses for the Mosaic School at Madaba	36681	45000	45000	45000
Number of students amounts to about 30 students who are being academically & scientifically qualified				
Other unrepeated expenses	37327			
Total	243798	245000	245000	245000
Chapter's total	2826911	3071000	2976000	3106000

Ticket Revenues from different sites

<i>Statistics of Visitors for the year 2004</i>						
<i>Site</i>	<i>Non-Jordanian Visitors</i>	<i>Jordanian Visitors</i>	<i>Non-Jordanian Students</i>	<i>Children</i>	<i>Total Visitors</i>	<i>Total Collected Fees</i>
Jerash	126600	32400	6805		165805	341200
Petra	209068	76814			285882	2419247
Jordanian Museum of Antiquities	71950	16700			88650	79682
Museum of Folk Life	51200	29000			80200	29950
Kerak	68700	7950			76650	35543
Aqaba	6966	6721			13687	4491
Umm Qais	39300	168793			208093	19625
Ajloun	42150	54950			97100	34862
	10150	1200			11350	10450
Total	626084	394528	6805		1027417	2,975,052

Museums and Archeological Sites Entrance Fees Regulation

“Regulation No. (40) of 2002

Museums and Archeological Sites Entrance Fees Regulation

Issued under article No. (32) of Antiquities Law

No. (21) of 1988.

Article 1: This regulation shall be called (**Museums and Archeological Sites Entrance Fees Regulation of 2002**) and be enforced as from the date of its promulgation in the official gazette.

Article 2: The following words shall have, wherever they occur in this regulation, the meanings corresponding thereto hereunder, unless otherwise indicated in the context:

Minister: Minister of tourism and Antiquities.

Department: General Department of Antiquities.

Visitor: Any Jordanian or Non-Jordanian person.

Article 3:

- A- Pursuant to the provisions of article No. (4) of this regulation, the Department shall collect from any visitor, above 12 years of age, when visiting any museum or archeological or touristic site, an entrance fee according to the following table:

Official Gazette

No	Site	Jordanian Visitor		Non Jordanian Visitor	
		Dinar	Fils	Dinar	Fils
1-	Jordanian Antiquities Museum and the Citadel - Amman	00	150	2	000
2-	Jordan Folklore Museum Jordan Museum of Popular Traditions Amphitheatre and the Audiom	00	150	1	000
3-	Madaba Archeological Museum	00	250	2	000
4-	Um Qais	00	000	1	000
5-	Ajloun Castle	00	250	1	000
6-	Jarash	00	500	5	000
7-	Light and Sound Program in Jarash	00	250	2	000
8-	Kerak Castle and Museum	00	150	1	000
9-	Sharif Hussein Bin Ali Residence Museum and Aqaba Castle	00	150	1	000
10-	Petra Archeological Reserve	1	000	21 (Ticket for one day) 26 (Ticket for two days) 31 (Ticket for three days)	

Official Gazette

B- The entrance fee to the Petra Archeological Reserve and Jerash for visitors not exceeding the age of 15 years shall be half of the official rates mentioned in tables under paragraph (A) of this article.

- C- Diplomats accredited in Jordan pay Jordanian visitors fees.
- D- The Council of Ministers can, upon recommendation of the minister, decide the following:
 - 1. Amend the table mentioned in paragraph (A) of this article.
 - 2. Amend fees mentioned in the table under paragraph (A) of this article for certain periods in order to promote tourism and museum and archeological sites visits.
 - 3. Include any archeological or touristic site or museum not mentioned in paragraph (A) of this article and fix in its decision the entrance fees to be collected.

Such decision, however, should be published in the Official Gazette.

Article 4:

Shall be exempted from entrance fees mentioned in Article 3 of this regulation:

- A- Handicapped visitor.
- B- Groups visits of schools, community colleges and universities in the Kingdom for Jordanians ad non-Jordanians.
- C- Members of Archeological missions, whether Jordanians or non-Jordanians, active in the Kingdom.
- D- Children, under 15 years of age, accompanying their Jordanian parents.

