

The Department of Antiquities of Jordan

The Strategy for Management of Jordan's Archeological Heritage

2014 – 2018



Department of Antiquities

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STRATEGY FOR THE
MANAGEMENT OF JORDAN'S
ARCHAEOLOGICAL HERITAGE

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ACRONYMS

AHVC	Archaeological Heritage Value Chain
DoA	Department of Antiquities
GoJ	Government of Jordan
MoE	Ministry of Education
MoTA	Ministry of Tourism and Antiquities
NGO	Non-Governmental Organization
USAID	United States Agency for International Development
HVC	Heritage Value Chain
MoC	Ministry of Culture
MoHESR	Ministry of Higher Education and Scientific Research
JTB	Jordan Tourism Board
MMA	Ministry of Municipal Affairs
PPP	Public Private Partnership
NTS	National Tourism Strategy
ICOMOS	International Council on Monuments and Sites
GIS	Geographic Information System
GAM	Greater Amman Municipality
EPC	Executive Privatization Commission
CSB	Civil Service Bureau

1 EXECUTIVE SUMMARY

Jordan's diverse legacy of antiquities and archaeological sites attests to its rich history as a crossroads of civilizations, which witnessed the culture, art and genius of numerous great peoples, each leaving their own special mark behind. Collected over thousands of years, this legacy represents the origin and evolution of several religions, cultures, economies and societies. It is Jordan's heritage that lends the country the unique characteristic of an open air museum, and offers the potential for deeper multicultural and religious understanding through the study of this heritage.

Thus, Jordan's archaeological heritage is one of its strongest tourism assets, and the relics left behind as a result of this vibrant past are irreplaceable treasures. The country's antiquities date back to time immemorial, from the Stone, Bronze, Iron, Greek and Roman ages through to the Islamic era.

Tourism in Jordan, led by cultural tourism, is the largest single contributor to the productive economy. Yet much potential exists to increase this contribution by improving the management and utilization of Jordan's cultural and heritage assets, while at the same time protecting them and ensuring their sustainability.

Jordan's National Tourism Strategy (NTS) for 2011 – 2015 sets the goal of doubling Jordan's tourism economy in real terms by 2015. This is while Jordan caters to a multitude of tourism markets that are by far the biggest and most profitable. It therefore stands to reason that in order to achieve the goal prescribed by the NTS, cultural tourism must be capitalized on to maximize its economic return to the country.

The value of this archaeological heritage must not be considered solely in economic terms. If interpreted and presented in the correct manner, and made relevant to the events of today, it will foster national pride and reinforce a sense of belonging and support from local communities.

This strategy aims to define a vision for the future management of archaeological heritage in Jordan. The vision sees an increase in the national and international significance of Jordan's rich and diverse cultural legacy. It also entails better interpretation of sites, and improved conservation and preservation in order to create sustainable tourism.

Cultural heritage tourism is wide and Jordan's heritage legacy is vast. There are many players in Jordan that have a role in preserving, celebrating and promoting Jordan's heritage assets, both tangible and intangible. While addressing the role of the various stakeholders, This strategy addresses the role of the various stakeholders in enhancing the safeguarding and archaeological management of Jordan's antiquities, through the Department of Antiquities (DoA).

Managing Archaeological Heritage In Jordan

This strategy defines heritage in accordance with the Jordan Archaeological Law no 21 of 1988 and as amended by Law no 23 of 2004. Clauses A and B of Articles 1 and 2 state:

- A- Any moveable or immovable object which was made, written, inscribed, built, discovered or modified by a human being before the year AD 1750 including caves, sculpture, coins, pottery, manuscripts and other kinds of manufactured products which indicate the beginning or development of science, arts, handicrafts, religions, traditions of previous civilizations, or any part added to that thing or rebuilt after that date,
- B- Any moveable or immovable object as provided for in Clause A of this definition which dates before AD 1750 and which the Minister requests to be considered an antiquity by a decision published in the Official Gazette. 1.1
- C- Human, animal and plant remains which date back before AD 600.



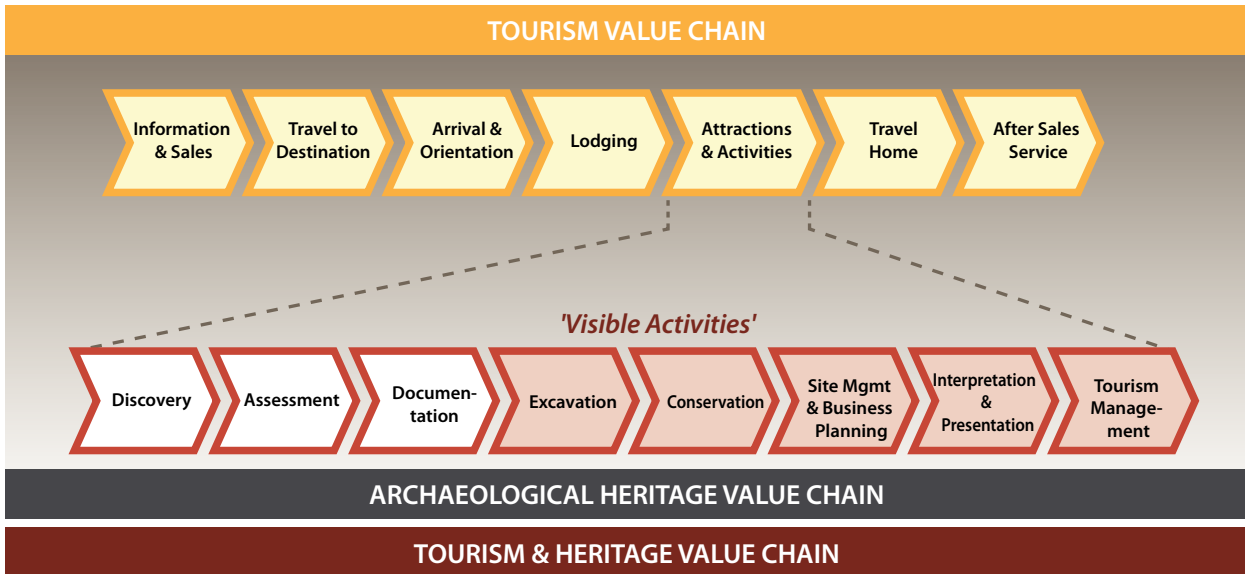


The Importance of Archaeological Heritage and Its Management

The region where Jordan lies today witnessed the birth of the world’s three main monotheistic religions. It was home to great past civilizations whose domains stretched across continents, and who prospered for centuries before being replaced by the next.

The broad geographic reach of past civilizations has linked Jordan’s history to that of numerous nations around the world. This gives Jordan’s archaeological heritage global significance and interest, and as such is a draw for tourists. In addition, its unquestionable splendour attracts tourists with interests beyond cultural associations.

The National Tourism Strategy introduced the concept of the Tourism Value Chain, which identifies the end-to-end tourism experience (illustrated in the diagram below). The crucial link in this chain is «Attractions and Activities», which is the reason why tourists visit Jordan. The role of archaeological heritage in delivering tourism value lies in providing Jordan’s tourism sector with unique, well presented attractions that have strong appeal for all.



Jordan has an abundance of cultural heritage assets that have «raw» appeal, all of which can be developed into alluring tourism attractions. The challenge lies in the skilful execution of each activity within the Archaeological Heritage Value Chain (AHVC). When this is achieved, it will result in making Jordan a world class attraction, and thus strengthen the crucial ‘attractions’ link in the Tourism Value Chain.

The «Visible Activities» category has a direct bearing on the visitor’s experience and perception when engaging with the site in the sense that the outcomes of these activities are tangible to the visitor. While all the links in the HVC are important, special attention must be paid to the grey links in order to enrich the visitor experience.

Accordingly, application of each AHVC link to an archaeological site should depend on the status of that site. Four possible states have been identified for any given site:

- Excavated and used: The site has been excavated and is currently being used as a tourism attraction.
- Excavated and not used: The site has been excavated either partially or completely, but is not used as an attraction.
- Not excavated: A site has been identified, but not excavated.
- Not excavated but to be used: A site has been identified, but not excavated. However, it has been designated as a site to be excavated to meet an identified need (e.g. to be part of a cluster of sites or it has some specific historical significance that needs to be brought to light).

The table below identifies how the AHVC applies to archaeological sites based on their state. The ‘Discovery’ link is a given, but included for completeness, since an undiscovered site is unknown and therefore not subject to the AHVC treatment.

		Site Status			
AHVC		Excavated & used	Excavated & not used	Not excavated	not excavated but to be used
1	Discovery	✓	✓	✓	✓
2	Assessment	✓	✓	✓	✓
3	Documentation	✓	✓	✓	✓
4	Excavation	✓			✓
5	Conservation	✓	✓		✓
6	Site Mgmt. & Business Planning	✓			✓
7	Interpretation & Presentation	✓			✓
8	Tourism Management	✓			✓
9	Monitoring and Protection	✓	✓	✓	✓

Excavated sites require significant conservation work, and so un-excavated sites should remain as they are, protected and cocooned by the layers of soil that have naturally built up over time until a commitment to conserving them can be made.

Protection of these sites has many facets, and it is an ongoing activity that begins the moment an archaeological asset is discovered. It includes maintenance and restoration and protecting the asset from theft and vandalism, climate conditions and other natural factors, as well as inappropriate uses that threaten its sustainability.

Underlying Principles

The purpose of this strategy is to effect fundamental change in how archaeological heritage is managed and used, so Jordan derives the full range of benefits from it whilst prioritizing the safeguarding of archaeology and enhancing the management of it through the Department of Antiquities (DoA). In preparing this strategy certain principles were observed, which aligned future work in archaeological heritage with Jordan's National Tourism Strategy (NTS)¹. The NTS is concerned with safeguarding the welfare and future of heritage assets, distribution of benefits to all segments of society, partnerships as a means of improving archaeological heritage management and enhancing the competitiveness of Jordan's tourism offering in the face of regional and international competition.

The principles of this strategy are:

I. Sustainability of Resources

Utilization of and interaction with archaeological heritage should be done in a manner that does not threaten its existence for future generations, nor detract it from its cultural and historic value, nor alter its character and fabric.

II. International Competitiveness

Providing the visitor with a world-class experience is key to enhancing the competitiveness of Jordan's cultural heritage product in the face of increasing regional competition in heritage tourism. Innovation and excellence are vital to this.

III. Community Involvement

Archaeological heritage provides valuable opportunities for local communities to benefit through appreciation of their historic and cultural values, and the increased employment this offers. It must therefore be ensured that all of society benefits from Jordan's archaeological heritage within the conditions that realize sustainability and protection of this heritage.

IV. Partnerships

Partnerships are a means of leveraging the competencies and resources of different stakeholders for the improvement of archaeological heritage management, in particular partnerships with the private sector, which have to date been absent in the legal framework that governs this relation.

¹ Issuance of administrative- touristic sites regulations, Number (23) for 2014.



SITUATION ANALYSIS

The responsibility for managing Jordan's archaeological heritage, and protecting, conserving, and drawing value from it is shared by a diverse group of interests. At the centre of this group is the Department of Antiquities (DoA), which, given its legal historic role in identifying, protecting, researching and presenting Jordan's antiquities, is best positioned to direct, control and manage the conservation efforts and use of sites by other stakeholders. Unfortunately, weak awareness on the part of both the government and general public of the economic potential that Jordan's archaeological assets hold resulted in an inadequate archaeological heritage management system that is severely affected by a lack of financial and human resources within this sector..

A number of impediments exist that need to be overcome in order to realize this strategy's vision. Most notable amongst these is a legal framework that does not adequately identify the roles and authorities of the main stakeholders, nor provide a definition of archaeological heritage that is aligned with international best practice. Other issues include a lack of human and financial resources, which have resulted in the under-performance of the sector. This strategy thus presents a structured approach to overcome these and other impediments by defining roles, modifying legislation and securing the necessary resources.

The responsibility of applying archaeological heritage policy in Jordan falls on DoA, from a legal framework and institutional perspective, and the roles of each of the major stakeholders are streamlined, including DoA, MoTA, other government organizations, civil society, academia and the private sector.

SWOT Analysis

This analysis explores antiquities management and tourism to identify issues requiring attention and development according to the strengths, weaknesses, opportunities and threats facing Jordan’s archaeological heritage assets. It highlights existing impediments, as well as identifying the positive aspects of the sector, which can be leveraged and capitalized on.

Therefore, it is not focused on any one particular entity, but rather provides an overview of issues related to the sector at large.

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> Jordan has an abundance of world-class archaeological heritage assets and sites of interest to the rest of the world. Diversity of archaeological heritage sites. DoA’s long experience as a guardian of archaeological heritage (including protection and management). Key sector stakeholders (DoA, MoTA, civil society and academia) have extensive experience and knowledge of Jordan’s archaeological heritage. DoA’s established scientific credibility. Jordan’s reputation as a stable and tolerant country. Tourism is being viewed as an economically significant sector, and therefore a National Tourism Strategy was put in place. Support for tourism from the Jordanian government. Communication network on the international, regional, and national levels. 	<ul style="list-style-type: none"> Quality of the visitor experience at archaeological heritage sites is low due to a lack of development and support services and inadequate presentation and interpretation. No integrated system to administer resources, sites and archaeological heritage Protecting archaeological heritage resources is of low priority within the national economy Insufficient finances to address archaeological and cultural heritage Lack of qualified technical cadres Lack of needed equipment for conservation of sites in an optimal way Archaeological sites and its surrounding areas are subjected to different threatening measures Weakness in monitoring and guards and weakness in support by government and security apparatus There is separation between pre- and post- 1750 archaeological heritage Overlaps, gaps and ambiguities in the legislation are causing underperformance in archaeological heritage management and weakening of cultural tourism. Lack of qualifications to select the right operational positions within DoA (financial, PR, HR, etc.) Lack of coordination between the parties concerned Low national awareness, interest and appreciation of archaeological and cultural heritages. Weak coordination with the media to contribute to the spread of national awareness of this field.

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> Jordan’s geo-political stability presents the chance to establish it as a regional market leader in cultural tourism. The private sector is a resource that can be used to improve management of heritage sites and to benefit from private capital. Relationships with civil society and NGOs specialized in archaeological heritage can be leveraged to improve archaeological heritage conservation and management. Jordan has numerous relationships with regional and international cultural heritage organizations. Support the sector after amending legislation and developing institutional capacity. DoA can carry out rehabilitation of archaeological sites through its relationship with donor countries, agencies and organizations. Archaeological and cultural heritage has the potential to be positioned as a prime economic driver of tourism. International archaeological exhibitions and conferences offer good opportunities to market Jordan’s heritage. Local universities are a good resource for creating new capacity in archaeological and cultural heritage management, as well as research and interpretation through the introduction of educational programs. Archaeological and cultural heritage management knowledge transfer can be enhanced through twinning programs between international and local universities. Local communities are available to assist or support archaeological and cultural heritage management. Schools can be used to help educate society on the significance of heritage. Media agencies can be utilized to spread awareness of Jordan’s culture and archaeological heritage. Jordan’s pool of technical resources in archaeological and cultural heritage management can be tapped into. 	<ul style="list-style-type: none"> Uncontrolled planning and urbanization will detract from the appeal of heritage sites. Loss of heritage assets due to poor planning and conservation guidelines, maintenance and enforcement. Tourists require experiential and multi-sensory experiences at heritage sites, and are shying away from purely observational experiences. Lack of diversity at sites reduces their attractiveness to groups with broader cultural interests. Jordanian tourism products and packages are relatively expensive compared to neighbouring countries. Lack of budget for essential DoA expropriation of lands Neighbouring countries with similar history are developing their cultural tourism offering and becoming new competition.

Legal Environment

Two Jordanian laws in effect² provide varying definitions for archaeological and cultural heritage sites ('urban and architectural' heritage). The jurisdiction of each law is distinguished by the year 1750 AD whereby pre-1750 assets are considered archaeological and post-1750 assets are considered as urban and architectural heritage.

This division has split responsibility for heritage between different government entities. These two laws are:

- DoA is empowered to implement Law No. 21 for the year 1988, the Law of Antiquities, including its amendments
- MoTA is empowered to implement 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)

An assessment of the prevailing legal issues detailed the shortcomings of the two laws.

The main shortcomings are:

The laws divide heritage assets into two categories: 1) 'Antiquities', which include any moveable or immovable objects that date from before 1750 AD and any part added to that object or rebuilt after that date, in addition to moveable or immovable objects that date after AD 1750 and which the Minister requests to be considered an antiquity as published in the Official Gazette, as defined in the Law of Antiquities; and 2) 'Heritage Sites' – buildings or locations of historical significance constructed after 1750 AD, as defined by the Urban and Architectural Heritage law.

This division is inefficient and leads to duplication of roles and confused responsibilities. It does not recognize the necessity to concentrate expertise in heritage, research, preservation, conservation and recording under a single directorate. Best practice advocates such integration to ensure that conservation planning is to be effectively controlled and led in national, regional, municipal, and project contexts.

Being a member of the National Committee for the Protection of Urban and Architectural Heritage, the Ministry of Municipal Affairs (MMA), along with other governmental organizations, have a collective role in the protection of Jordan's urban and architectural heritage. This committee is responsible for identifying eligible heritage sites, setting protection standards and monitoring, securing funds for heritage protection, and creating awareness of heritage significance at all levels.

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 heritage by the different government departments at national, regional and local levels.

There is no standardized and institutionalized relationship or protocol between the DoA and MoTA and planning (land use and zoning) authorities in Jordan, to ensure that development does not encroach upon and detract from the value of archaeological sites.

Current laws are not written with a clear notion of archaeological and cultural heritage management processes that are required.

² Antiquities Law No. 21 of 1988 and The Protection of Urban and Architectural Heritage Law No. 5 of 2005

Institutional Setting

While a number of governmental, non-governmental and private organizations operate within the archaeological and cultural heritage arenas, DoA and MoTA play lead roles, as they are legally mandated and empowered to manage and regulate the sector. However, the distinction between the role of DoA as opposed to that of MoTA is vague and the current laws create much overlap wherever an archaeological site is also open to tourists. With regards to the link between DoA and MMA, while a certain level of cooperation between the two entities currently exists, this is not institutionalized with operating procedures and agreed objectives that define the full collaboration required of each.

The overlap between the roles of DoA and MoTA in managing archaeological heritage stems from the fact that Paragraph 3 of Article 3 of the Antiquities Law no 21 for 1988 and its amendments have not been activated. It states: "The administration of antiquities, antique sites and antique protectorates in the Kingdom, their protection, maintenance, repair and preservation, beautification of their surroundings and display of their features," are entrusted to the DoA. As to the mechanism for the supervision of urban and architectural heritage it is under a national committee for the Protection of Urban and Architectural Heritage³. However this split situation could lead to inefficient redundancies and fragmented expertise, competencies and heritage knowledge within two organizations.

Furthermore, there is a lack of defined modalities for cooperation and interaction between MoTA and DoA on issues of archaeological site management. Indeed, such protocols are absent between MoTA, DoA and other central and local government institutions, such as the Ministry of Municipal Affairs (MMA) and local municipalities, that are concerned with planning and development in the areas surrounding archaeological sites. This has led to development and construction on and around valuable archaeological sites in a manner that is incompatible with their fabric and character.

Partnerships with the private sector to assist in the tourism management and presentation of archaeological sites are largely absent in Jordan due mainly to legal obstacles, even though these are growing throughout the world. This is an opportunity missed as the private sector has access to funding, business expertise and additional skills that are not available to public sector agencies, yet necessary to optimize the sustainable use of Jordan's archaeological assets.

³ Members of this committee include the Minister of Tourism and Antiquities, Director General of DoA, Secretary General of MoTA, and representatives from Ministry of Planning, MMA, Ministry of Environment, Ministry of Finance, GAM, and others.

Human and Financial Resources

The DoA is under-staffed, under-funded, and in need of more technical specialists and qualified human resources. Indeed, like any other organization, continuous capacity building and human resource development are needed to keep pace with a changing world.

The investment principle dictates that derived benefits are equal to the level of investment made. Yet archaeological and cultural heritage have not received the proper funding needed to realize their full potential, which weakens the DoA's role to carry out its responsibilities. Statistics relating to Jordan's tourism sector, as produced by MoTA within its tourism statistical bulletins, indicate that there is still much room for the growth of Jordan's tourism sector as identified by the NTS. The unrealized potential of Jordan's heritage is a prime example of the extent of opportunity available within the tourism sector, and it must be tapped into in a way that does not risk causing any damage to these archaeological heritage assets, or to the social or physical environments that encompass them.

Not only have these shortages in human and financial resources hindered the realization of the full potential of heritage assets, but they have also resulted in a deficient national tourism product that is yielding diminished national economic benefits. Conservation efforts are limited; presentation and interpretation of heritage sites open for tourists are non-existent or poor; and tourism services are limited. As a result Jordan's international and national tourism is negatively affected, the large number of jobs that tourism should generate is not being created, and Jordan's cultural identity has not received the recognition it deserves in an increasingly globalized world.

3 THE STRATEGIC FRAMEWORK

The goal of this strategy is to:

Capitalize comprehensively on Jordan's archaeological heritage to achieve intercultural understanding and national pride, and exploit its economic and social benefits through sustainable tourism based on international best practice for conservation, and preservation of the archaeological assets.

International best practice dictates that the conservation regulation and management process for archaeological heritage assets, regardless of age, should not be disaggregated between different agencies as it depends upon common agreed definitions, facilities for archiving and planning control, use of technical resources and the setting of best practice procedures. However, given current constraints and the Department of Antiquities' historic role as the custodian, this strategy will focus on the specific role of the DoA in the management of archaeology. Urban and architectural heritage assets may be managed by the Ministry of Tourism and Antiquities until such time as the Government of Jordan provides sufficient resources (financial, human and technical) to the DoA to enable it to carry out both roles.



Vision, Mission and Objectives

DoA Vision of Heritage in Jordan

Jordan’s rich archaeological and cultural heritage is of national and international significance, and it will be continuously conserved, interpreted and preserved in accordance with international best practice and presented in a sustainable manner.

The vision is based on applying the following values:

- *Archaeological heritage sites in Jordan are recognized as the best in their class internationally for their quality.*
- *The management of archaeological heritage sites according to international best practice, and its contribution to Jordan’s economy and social well-being of local communities.*
- *The roles of all stakeholders in archaeological heritage management are streamlined with responsibilities that are clearly defined and operate within a framework that allows for full integration of management practices and is backed by revised legislation.*
- *There is widespread appreciation for Jordan’s rich and diverse archaeological heritage among citizens.*



DoA Mission Statement

The DoA is responsible for the implementation of archaeological policy in Jordan and will explore, conserve and monitor any tourism activities and services carried out by the private sector and other governmental and non-governmental agencies at archaeological sites. The DoA will provide comprehensive information on archaeology and present assets in a manner that supports the national identity and serves the educational culture, while considering archaeological assets as a major factor for tourism attraction.

DoA’s Strategic Objectives

Underpinning the goal of this strategy is a set of five strategic objectives that together, will lead to the realization of the vision of archaeological assets protection and use, and achievement of the mission of the Department of Antiquities, thereby contributing to attaining the goals of Jordan’s National Tourism Strategy (NTS). Each strategic objective will resolve the issues within its designated area and so collectively bring about the changes needed to make the management of archaeological assets in Jordan efficient and rewarding. The five strategic objectives are:

- **Strategic Objective 1** *Conservation of archaeological assets based on best international standards.*
- **Strategic Objective 2** *Application of sustainable use and best-practice management guidelines for archaeological heritage and museums.*
- **Strategic Objective 3** *Presence of an enabling institutional and legal environment for archaeological heritage management*
- **Strategic Objective 4** *Enhanced awareness of and support for the value and significance of archaeological heritage and museums.*
- **Strategic Objective 5** *Availability of financial and human resources to capitalize on Jordan’s archaeological heritage.*

Strategic Objective 1 Conservation of archaeological assets based on best international standards

Put in place detailed guidelines for the assessment, recording, excavation, restoration and conservation of archaeological assets, and develop standard operating procedures for all related activities.

These guidelines and procedures should be supported in the relevant legislation.



The DoA has the primary role in the conservation, protection and management of archaeological heritage in Jordan. Its role is to excavate, record, preserve and conserve national heritage under the strict provisions of the law. Under current legislation, this responsibility is shared with MoTA, which is charged with the care of locations and buildings of historical importance constructed after 1750 AD. Given that international best practice dictates that the conservation regulation and management process for archaeological and cultural heritage assets, regardless of age, should not be disaggregated between different agencies, this responsibility should be consolidated under the DoA through a change in the law.

However, as previously indicated, this role transformation of the DoA and expansion of its mandate requires human, financial and technical resources. Given the current constraints, the DoA is not ready to undertake this proposition, but this issue will be reassessed based on DoA readiness in the future. Additionally, there is a need for detailed guidelines on the process of conservation to ensure consistent application. There are a number of international charters developed through ICOMOS since 1965 that provide such guidelines, which can be adopted in Jordan⁴. Additionally, two further steps are needed; 1) The authority of these guidelines has to be supported by law, and 2) a set of standard operating procedures, based on the guidelines, must be developed to ensure that conservation work on heritage assets is consistent, and in line with best practice.

Furthermore, it is important that the discipline of conservation planning is introduced and practiced as part of the new conservation guidelines. This will allow the DoA to develop a forward-looking approach to conservation and to be proactive in crisis management.

This will enable more efficient utilization of the limited available resources, foresee and mitigate problems before they occur and facilitate securing funding and resources for future activities from central government and other sources.

It is recognized that the type and quality of conservation of archaeological heritage directly affects the quality of the site when it is presented as a first class tourist attraction. So the process of conservation plays a pivotal role in producing tourism attractions based on archaeological heritage that are not only competitive in relation to those of surrounding countries but also with other touristic places.

While many archaeological heritage assets have been excavated and are used for tourism purposes, many others have been uncovered but remain unused and largely unprotected.

As a result, these assets are subjected to the elements and to human-inflicted abuse, both of which can cause severe and rapid deterioration. Unless a site is to be put through an ongoing conservation cycle where ruins are consolidated and appropriately protected and used as an attraction, it should remain unexcavated in order to protect it.

These sites however must be marked, documented, fully assessed, and recorded on land-use maps, and surrounded by “buffer zones” so that no development in their vicinity is undertaken that would damage their intrinsic value. Conservation efforts should instead be directed to those sites not yet properly conserved before they deteriorate to a point where their heritage and aesthetic values are compromised.

⁴ These are accessible through www.icomos.org



Strategic Objective 2 Application of Sustainable Use and Best-Practice Management Guidelines for Archaeological Heritage and Museums

Put in place clear guidelines backed by law for the sustainable use and management of archaeological sites and museums to ensure their well-being for future generations and to provide the visitor with a world-class experience. Private sector involvement in managing tourism services will be sought where appropriate.

In seeking economic benefit from archaeological heritage sites it is imperative to first ensure deterioration of the historical environment is prevented. Failure to do so will not only lead to a premature decline in these economic returns, but more importantly will ultimately result in the loss of irreplaceable archaeological heritage assets.

There are a number of guidance documents available internationally on the management and sustainable use of heritage. These documents cover processes and procedures to allow the safe use of sites while protecting their integrity, character and fabric. Such guidance documents will be adapted to suit Jordan's particular circumstances.

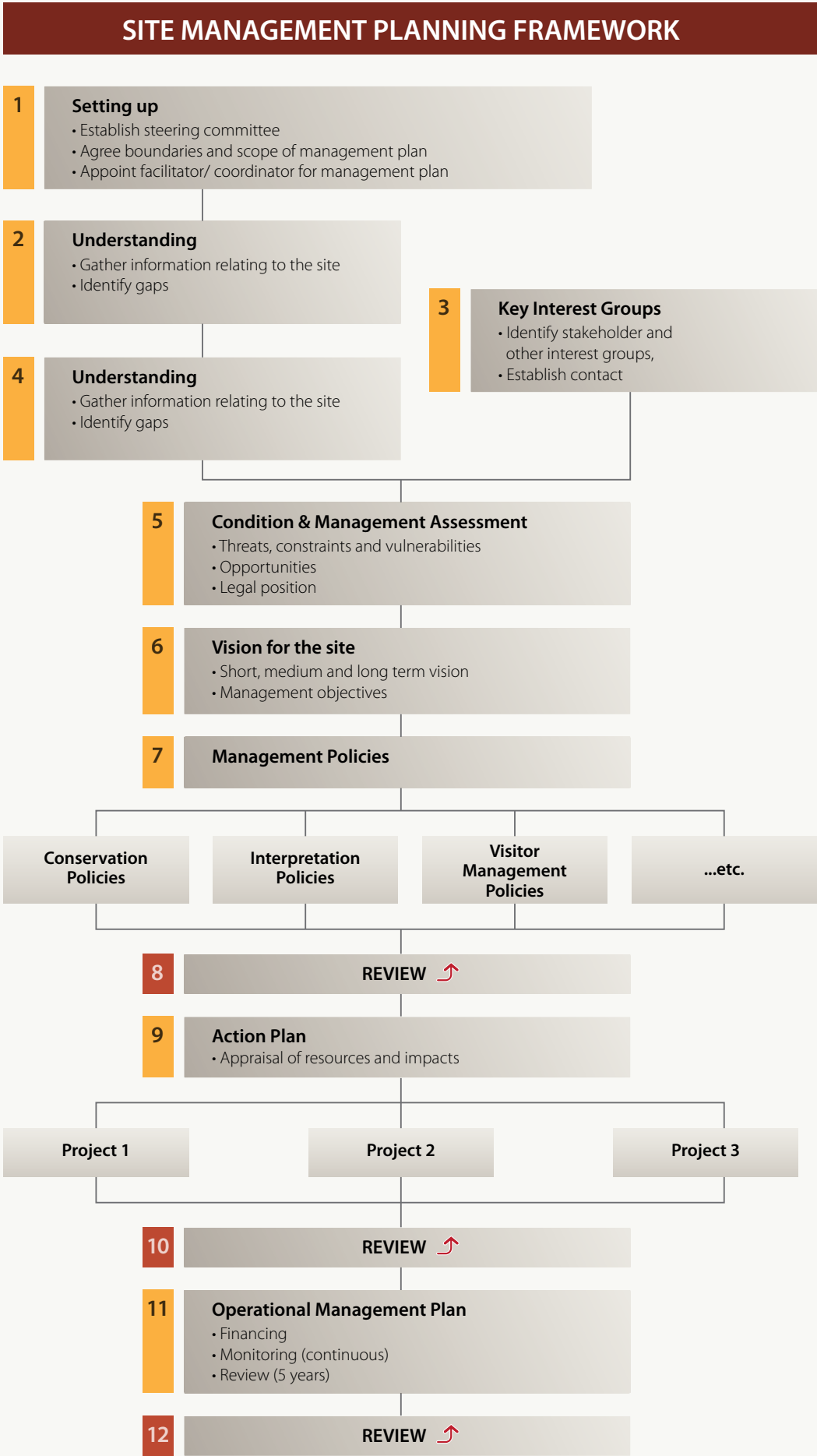
In addition, international best practice standards for planning and handling the visitor experience will be developed and implemented to ensure that visitors leave with a positive and memorable experience. This will include improving the services provided at archaeological sites and museums and the quality of interpretation and enhancing the capabilities of tour guides.

All archaeological heritage sites that are to be presented as tourism sites will require business planning in order to help guarantee the optimal use of resources to deliver a sustainable tourism product and the availability of funds for ongoing upkeep and maintenance costs.

Enhancing management of archaeological and cultural heritage in Jordan will require changes to procedures and governance mechanisms at both national and site levels.

- This will be most effectively achieved through:
- The preparation of integrated management plans for individual sites
 - Using these management plans as the basis for the operational implementation of site management by the various partner agencies.

The concept of using management plans at cultural heritage sites is considered international best practice and is advocated by UNESCO for World Heritage Sites (WHS). The following chart illustrates the framework in which a management plan is prepared.



One of the reasons given for having a split definition for archaeology and heritage (with 1750AD as the delimiter between the two) is the potential problems that could arise in applying the conservation rules prescribed in the Antiquities Law to post-1750 AD urban heritage, as this heritage is often privately-owned and in use as domiciles or places of business. International experience shows that conserving and protecting heritage under private ownership that is in use is realistic, achievable and safeguards the rights of the owners, if the right set of regulations and guidelines for use are in place.

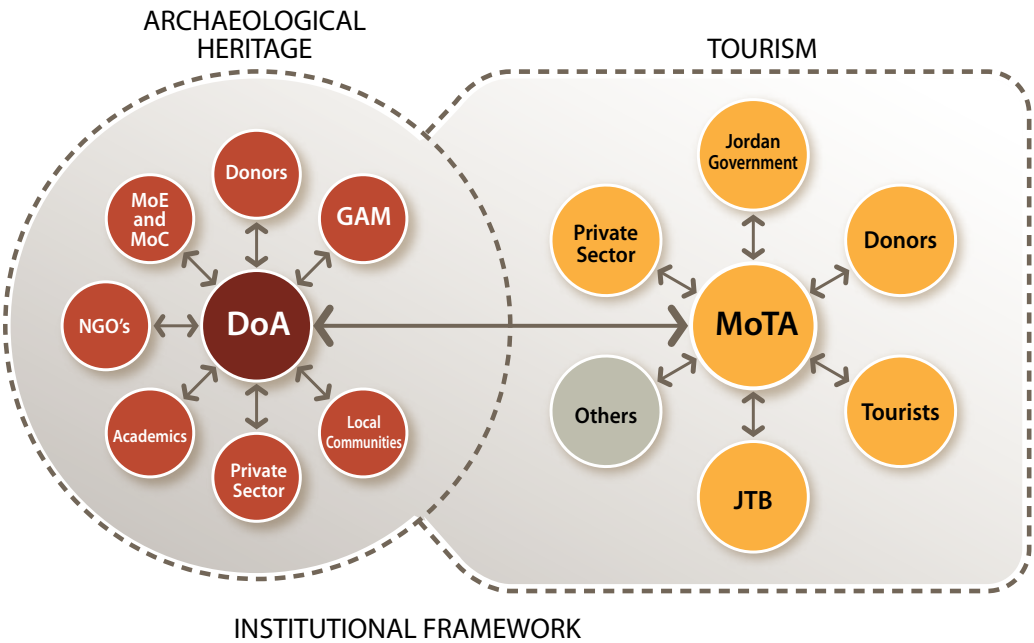
A condition assessment of all sites to be used for tourism will be conducted prior to the commencement of tourism activities, to serve as a reference against which changes in condition (if any) subsequent to use are gauged.

The DoA will maintain a presence at all archaeological sites used for tourism to monitor activities and ensure that no practices damaging to the heritage asset are undertaken.

Strategic Objective 3 Presence of an Enabling Institutional and Legal Environment for Archaeological Heritage Management

Harmonize the laws and regulations governing the archaeological sector to facilitate the efficient and effective management based on best-practice and identified needs, and rationalize the roles of all stakeholders, such that overlaps, gaps and ambiguity in responsibilities are removed, while at the same time allowing the private sector and non-governmental organizations to invest in and manage tourism services at archaeological sites, under DoA supervision.

Existing legislation relating to Jordan’s archaeological heritage is vague and confusing and has resulted in unclear divisions of roles between archaeological heritage stakeholders, mainly DoA and MoTA. As such the institutional set-up of DoA and MoTA must be addressed alongside creating a modern legal framework that refines the archaeological heritage management system and clarifies roles and responsibilities with regards to it.



The diagram illustrates the vision of the institutional organization required for a robust strong and active tourism sector. To realize this model, legislations and agreements have to be amended between DoA and MoTA, and other stakeholders.

The specific redistribution of roles between DoA and MoTA will be as follows:

- DoA is responsible for all aspects related to protecting and managing archaeological heritage resources that are opened and/or closed to the public.
- DoA will coordinate with relevant government institutions, such as GAM and MMA, on development planning to prevent urban encroachment on archaeological sites and make clear regulations controlling the use of heritage buildings.
- MoTA will manage all tourism-related services at sites that are open to the public and according to a site management plan. It will be responsible for tourism management services at archaeological heritage sites, public presentation, marketing, staffing, concessions of tourism services, planning for access and services infrastructure and architectural design and rehabilitation of old building (as permitted by the DoA) and contract the private sector to present tourism services. All such activities must be approved by DoA in advance, and be part of the integrated framework for site management.
- In line with the strategic direction the private sector should be the primary investor, developer and operator of tourism services at heritage sites. This will enable access to capital and business and management expertise, but implementation must fall within the guidelines set by the DoA and MoTA.

The matrix below is a summary of the future roles of the various stakeholders in the archaeological heritage and cultural tourism sectors. The leftmost column is the Archaeological Heritage Value Chain (AHVC), with the “Museums” link added for emphasis, as well as the “Awareness” activity, which is concerned with raising awareness and interest in heritage on a national level, and Impact Assessments, to ensure that planned activities will not threaten the well-being of the site.

		Stakeholder						
AHVC		DoA	MoTA	Private Sector	NGO's	MoE & MoC	GoJ	Other
1	Discovery	✓			✓			✓
2	Assessment	✓						
3	Documentation	✓						
4	Excavation	✓						✓
5	Conservation	✓	✓		✓			
6	Site Management Planning	✓						
7	Business Planning	✓	✓	✓	✓			
8.1	Interpretation & Presentation	✓		✓	✓			
8.2	Technical Management	✓						
9	Tourism Management		✓	✓	✓			
10	Monitoring and Protection	✓	✓	✓				
11	Museums	✓	✓					
12	Awareness	✓		✓		✓		
13	Planning & Development control	✓					✓	
14	Impact Assessments	✓						

The following paragraphs more specifically define the division of responsibilities between DoA and MoTA for the management of tourism heritage sites. This division builds on each organization’s core competencies and available resources and work loads and aims to remove overlap and ambiguity.

MoTA

- | | |
|---|---|
| 1. Staffing (for tourism services). | 4. Planning for access and infrastructure, |
| 2. Marketing and promotion. | 5. Design of new buildings related to tourism |
| 3. Contracting with the private sector. | services and rehabilitation of the old. |

DoA

- | | |
|---|--|
| 1. Archaeological excavation and management | 8. Approval of plans for investment, and |
| 2. Preservation of heritage sites, maintenance, | development and monitoring of historical and |
| restoration and protection | archaeological heritage sites. |
| 3. Management of non-tourism aspects of | 9. Archaeological impact assessment for tourism |
| archaeological sites | and investment activities |
| 4. Research and documentation. | 10. Stopping any tourism related services on sites |
| 5. Conservation planning and architectural design | that do not abide by terms of contracts for use |
| and upgrading of archaeological- touristic sites. | and management |
| 6. Development control in or around | 11. Monitoring of activities on mentioned sites to |
| archaeological sites | ensure compliance with guidelines |
| 7. Museum management (curatorship, | |
| conservation, restoration and management of | |
| moveable heritage objects) | |

Legislation

Several areas have been identified where changes are needed in legislation governing archaeological heritage management, in order to resolve the current problems that exist in the sector and allow the introduction of enforceable regulations and guidelines that meet international best-practice standards. The key requirements of the legal revisions are as follows:

- Amend legislation to remove gaps, overlap and ambiguity.
- Include planning and development regulations by DoA.
- Support guidelines for management and conservation of archaeological heritage.
- Allow private sector investment in archaeological heritage sites and tourism support services
- Grant DoA more independence in hiring staff to meet their needs
- Allow DoA to retain earnings from its activities, such as the sale of literature it produces, or DoA branded souvenirs.

Strategic Objective 4 Enhanced Awareness of and Support for the Value and Significance of Archaeological Heritage and Museums

Heighten Jordanians’ awareness of the significance and value of archaeological heritage and museums to their everyday lives, and highlight the current and potential contribution of such heritage to the tourism sector and the economy.

Broadening appreciation and understanding of Jordan’s history amongst Jordanians, and highlighting the cultural and economic value of patrimony, will have a positive impact on local archaeological heritage in a number of ways:

- Conservation and protection of archaeological assets will be supported by government, communities and individuals. With interest in archaeological heritage comes the will to be involved in its preservation and utilization.
- Nurturing cultural identity and national pride.

Raising awareness must be achieved at two different levels: government and community. The government level involves targeting policymakers, legislators and public sector entities, while the community level encompasses the media, students, educators and the general public at large.

Heritage awareness should start at the community level by revising school curricula and focusing on the importance of Jordan’s archaeological and cultural heritage, and linking it with historic sites. Cooperation with the Ministry of Education is crucial to the success of these efforts. The responsibility therefore lies with DoA to provide the scientific materials to be included in school curricula and should be presented in an appealing manner that arouses the curiosity of students. The revised curricula should be complemented with a school trip program to heritage sites.

The local media should be engaged, with the collaboration of all public and private sectors and civil society institutions, to contribute to the awareness and promotion of archaeological heritage.

The government’s awareness of the significance of archaeological heritage must be raised in order to secure sufficient funding to fulfil the DoA mandate and fully implement Jordan’s archaeological management strategy to achieve its set goals. When the increased fiscal returns and indirect benefits of heritage conservation and reuse projects are calculated, ample economic justification for increased funding and incentive support from the government can be made.

Strategic Objective 5 Availability of Financial, Human and Technical Resources

Ensure the required human and financial resources are in place for DoA and MoTA to carry out their missions by securing more funding from the Treasury, collaborating with civil society and academia, involving the private sector in the development of sites within an institutional framework drawn up by clear laws and regulations in line with international best practice, and retaining revenues from commercial activities.

For the DoA to carry out its mission, the financial, human and technical resources necessary for this must be in place. The reformulation of roles within the heritage sector will require that new skill sets are built up within the DoA, more staff are employed and necessary instruments and equipment are provided to meet the demands of the new mandate, with the availability of more funding.

New competencies can either develop organically within an organization, through training and capacity building, or be brought in by way of new hires; usually it's a combination of the two.

Based on strategic objectives an analytical study will be conducted to identify areas where additional competencies and employees are needed, as well as determining what training programs might be needed to enhance the competencies of existing employees. The full spectrum of needed new skills will only be known after the study is complete, but it is likely to include archaeological heritage management, monitoring and regulation, contract compliance, communication, fundraising and proposal writing.

The DoA must obtain sufficient resources in order to fully undertake its responsibilities with the needed human, technological and financial backup. Thus, with the support of MoTA, a request will be made to the Treasury for more funds, supported by justifications.

DoA's numerous relationships with NGOs and academic institutions will be tapped for more research funding or research staff.



As a pre-requisite, the revised legislation should allow for the DoA to raise funds as described, and retain these funds for its own use in conservation and education and for continuous improvement of its services. The ability of DoA to raise funds through any means, and retain them for its own use will require legal changes related to financial issues.

Statements of Roles and Partnerships

"Tourism sector representatives must work with conservation authorities to establish ways to achieve sustainable tourism development without exhausting non-renewable cultural resources such as heritage."

The Seoul Declaration, 2005

It is imperative that all parties working in archaeological heritage conservation and management in Jordan work in close coordination and harmony to achieve the vision for the future of heritage and cultural tourism in Jordan. The DoA lies at the center of this group of stakeholders, and has the responsibility of coordinating input from the stakeholders, such as MoTA, civil society, academia and the private sector. To ensure this type of collaboration, the roles of these stakeholders must be stated at the outset, in the interest and sustainability of archaeological heritage.

In addition, it is vital to develop partnerships between the key stakeholders (including MoTA, DoA, MoC, MoESR, JTB, MMA, NGOs) and the private sector. These affiliations should be founded on the basis of institutionalized relationships embedded and supported by clear laws, regulations and procedures in accordance with international best practice. In order to develop its strategies and work plans for the coming years in accordance with the NTS, the DoA must work with a number of partners.

These statements of roles and partnerships define the responsibilities of stakeholders and the functions of affiliations:

Department of Antiquities (DoA)

The DoA will be responsible for the conservation, documentation, excavation, repair, restoration, maintenance and interpretation of archaeological sites to be defined as tourism attractions. The DoA will develop guidelines and conditions for the sustainable use of archaeological sites for tourism purposes that will preserve their historic character and physical environment. It will also develop the policies for the conservation and protection of all archaeological heritage in Jordan. As guardians of the country's archaeological heritage, the DoA will review, reject, amend or approve all contracts for the use of the archaeological sites and land for which the DoA is responsible and monitor the implementation of these contracts.

Ministry of Tourism and Antiquities (MoTA)

MoTA will manage tourism-related services at Jordan's archaeological assets, and develop services at archaeological sites that are to become tourist attractions by working within the guidelines and conditions set by the DoA for the sustainable use of archaeology and its surrounding areas. In this respect, MoTA must take a lead role in coordinating the tourism strategy and management of tourism services at archaeological sites. This will be done with the purpose of expanding the tourism offering to increase tourist numbers in a manner that maximizes the benefits to Jordan in general and to local communities in particular. In coordination with the DoA, MoTA will collaborate with various parties, including other public sector institutions, and create partnerships with NGOs and the private sector as needed to achieve its mission.

Jordan Tourism Board (JTB)

This cooperation is necessary to maximize market opportunities at archaeological and cultural heritage sites through appropriate marketing activities, customer feedback, and promotion of key targeted tourism segments. This will also contribute to developing activities within target tourism categories that are missing and which Jordan presents in terms of cultural tourism.

Ministry of Municipal Affairs (MMA)

A link with the MMA will enable coordinated urban development that ensures the conservation of urban heritage sites and management of planning controls in the buffer zones of archaeological sites.

Ministry of Education (MoE), Ministry of Higher Education (MoHESR) and Ministry of Culture (MoC)

It is necessary to work with the MoE, MoHE and MoC in the area of archaeological heritage research as well as developing the Jordanian educational curricula and raising community awareness with regards to heritage and culture and its significance and meaning for Jordan and the international community. Cooperation will also involve developing educational activities and programs at archaeological and cultural heritage sites that are linked to the national curriculum. Academics will introduce programs concerned with preserving archaeological sites and their management in the national curriculum and train and graduate individuals with the skills needed to the demand of this sector.

Ministry of Finance (MoF)

A business and economic model should be created to establish the development of archaeological cultural resources and incentives should be provided for the DoA and MoTA to develop such cultural resources to allow the private sector to participate in the management of supporting tourism services.

Civil Society

Civil society institutions should provide support and expertise to the DoA to enhance the management of archaeological heritage in Jordan. They should provide funding and expertise when possible, and leverage their reach to raise awareness of the importance of heritage to the economy and society.

NGOs

These partnerships are necessary to support the development of the product, community and facilitate training and provide financial and technical support as well, including for public and local community awareness.

The Private Sector

The private sector will partner with MoTA by investing in, developing, promoting and managing tourism services at archaeological heritage sites, while abiding by the sustainable use guidelines and conditions established by the DoA. The private sector will present these sites in innovative ways that provide multi-sensory experiences to the visitor where possible and operate the sites in an efficient manner according to international best-practice standards. In cases where the private sector requires specific studies and services related to a site for the purpose of tourism investment, this will be provided by DoA in exchange for an agreed fee.



Benefits of Partnerships

Public private partnerships (PPPs) are not just about funding but about the best value achieved for society from the use of available resources. They are needed both to direct capital towards developing, maintaining and preserving Jordan's archaeological heritage and cultural tourism sites, and to attract the necessary management expertise, systems and accountability. These types of partnerships can thus be used to leverage under-performing publicly-owned tourism assets and resources, and transform them into productive assets that generate returns for the Government of Jordan, affected communities, and the private sector operating in tourism. Archaeological heritage is not a new area to this methodology. There are a great many PPP's operating successfully in many countries and it is inevitable that this direction will have to be part of the future solution for Jordan within the framework specified.

4 THE WAY FORWARD

Success of this strategy requires wide support from the Government of Jordan, the private sector and local communities. Together, these stakeholders will work to ensure needed legislation changes are made, adequate resources solicited and required capacities, instruments and equipment, within the DoA and other government agencies, are available for the protection, study and use of archaeological heritage assets.

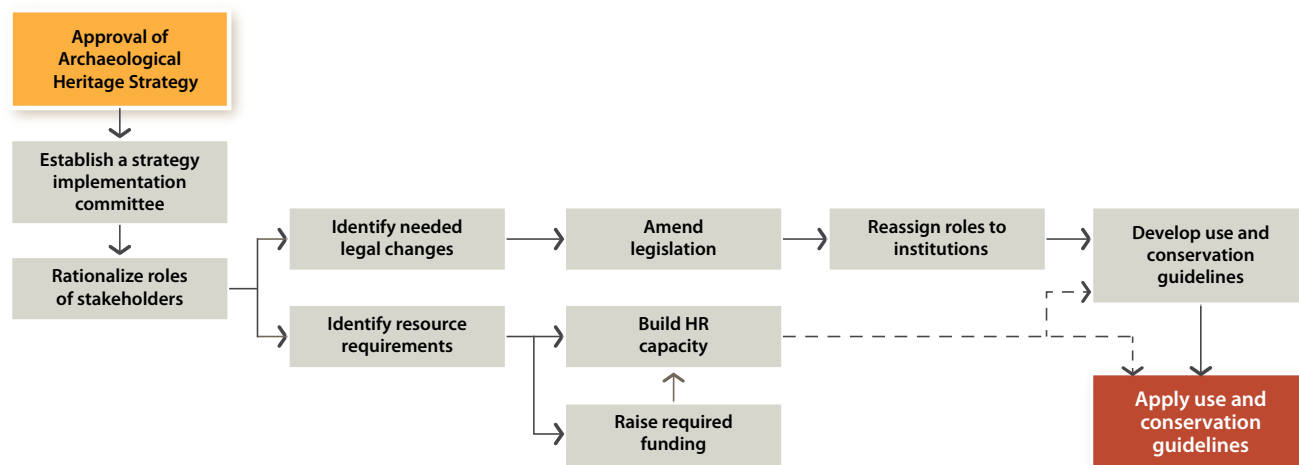
The road ahead is a challenging one, but one that must be taken to keep Jordan's heritage treasures safe for the enjoyment and education of future generations, and to support Jordan's development goals by contributing to the national economy through tourism. Accordingly, each of the stakeholders must play its role in supporting and implementing this strategy in practical terms.

The way forward essentially entails a restructuring of the sector as well as changing the current legislation that affects archaeological heritage, and capacity building where needed. The specific areas of action for each of the five strategic objectives are described in Annex 1, laying out the path to implementation. It is imperative that the work programs are prioritized and a review of these work programs be carried out on an annual basis.

This strategy is a sector strategy; it includes activities that should be undertaken by all the stakeholders to raise the archaeological heritage sector in Jordan to international standards. DoA is central to this and will lead the effort, assuming a fundamental role in coordinating activities of the other stakeholders.

Implementation of the strategy should be monitored by an action/steering committee. This will be chaired by the Minister of Tourism and Antiquities, and made up of MoTA, DoA, and the other stakeholders.

The diagram below represents a roadmap of key activities necessary to attain set goals:



Required Support

The successful implementation of this strategy depends largely on the existence of high-level government support for its recommendations, as without this backing it cannot succeed. To begin with, the strategy itself must be ratified by the Council of Ministers before any recommendations can be proceeded with.

The strategy calls for numerous legal amendments, many of which are progressive and require the government to accept new ways of operating. This includes allowing its agencies to act more independently while remaining within guidelines and with the necessary accountability measures in place.

When it comes to human resources, archaeological heritage conservation is a highly specialized field that requires people with very specific skills. And so the DoA needs flexibility to employ human cadres when they are needed.

Finally, none of the changes needed to improve and properly preserve Jordan's heritage can be achieved without the proper financial backing. Therefore it is vital to procure commitment from the Ministry of Finance to increase DoA's budget in order to start the capacity building process.



ANNEX: GLOSSARY

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.

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

Antiquities are: a) Any moveable or immovable object which was made, written, inscribed, built, discovered or modified by a human being before the year AD 1750 including caves, sculpture, coins, pottery, manuscripts and other kinds of manufactured products which indicate the beginning or development of science, arts, handicrafts, religions, traditions of previous civilizations, or any part added to that thing or rebuilt after that date. b) Any moveable or immovable object as provided for in Clause A of this definition which dates back after AD 1750 and which the Minister requests to be considered an antiquity by a decision published in the Official Gazette. c) Human, animal and plant remains which date back before AD 600.

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 things of acknowledged value, for the benefit of present and/or future generations.

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 down for the benefit of future generations. It can be movable or immovable objects, buildings, structures, adapted natural phenomena, artefacts, works of art, literary works or places where events of historical significance took place. It is also human, plant and animal remains pre-dating the year 600 AD.

History is the study and interpretation of past events

based 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, artifact 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.

Archaeological Survey: Scientific documentation works as relates to the archaeological remains evident on the surface