

## 7.6 Institutional and Administrative Development

Our proposals for institutional and administrative development for the tourism development in general are described here. It intends to show the desirable situation of institution and administrative organization. Therefore, it contains some items which the government of Jordan has already taken actions.

### (1) Authorization of Tourism Development Master Plan

The national government should authorize a national tourism development master plan. It should be drafted by MOTA in consultation with related ministries. A clear process of authorization is necessary for the effective implementation of the master plan. Thus it should be examined at the Higher Council of Tourism, and it is desirable to obtain the approval of the Ministers' Council. In addition, it is essential to open the master plan to the public.

Authorization of the master plan is so urgently necessary that it should follow the schedule below:

March	1996	start preparation of draft by MOTA
July	1996	acknowledgment of the present situation by the Higher Council
August	1996	finish draft by MOTA
September	1996	fundamental policy direction by the Higher Council
November	1996	approval of master plan by the Higher Council

Tourism-related organizations can develop a consensus about the importance of tourism development as well as its future direction by developing a shared understanding of conditions through discussions at the Higher Council.

Since the master plan is to promote and coordinate the national tourism development, all governmental measures and private projects must be undertaken in accordance with it. MOTA should be responsible for examining the coordination of individual measures and projects with the master plan and should have the right to make any suggestions to them. These important matters should be discussed at the Higher Council.

### (2) Reorganizing and Strengthening MOTA

#### a. Goals

The basic goal of reorganizing MOTA is to realize smooth implementation of tourism development administration by solving the problems stressed in Chapter 5.

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Specific needs include:

- strengthening policy making and project implementation departments;
- centralizing tourism development administration and strengthening coordinating function; and
- strengthening direct tourist services.

#### **b. Reorganization Proposal**

Chart 7.6.1 shows the proposal for reorganization. Duties of each department are shown in Table 7.6.1. The major changes are to create the Policy Department, to strengthen the Project Department and to improve the functions of District Offices.

##### **Policy Department**

The Policy Department is responsible for national tourism policy and also responsible for coordination with other departments in the ministry and with other organizations, including the following tasks:

- drafting the national tourism development master plan;
- proposing new measures;
- organizing annual budget; and
- requesting foreign assistance.

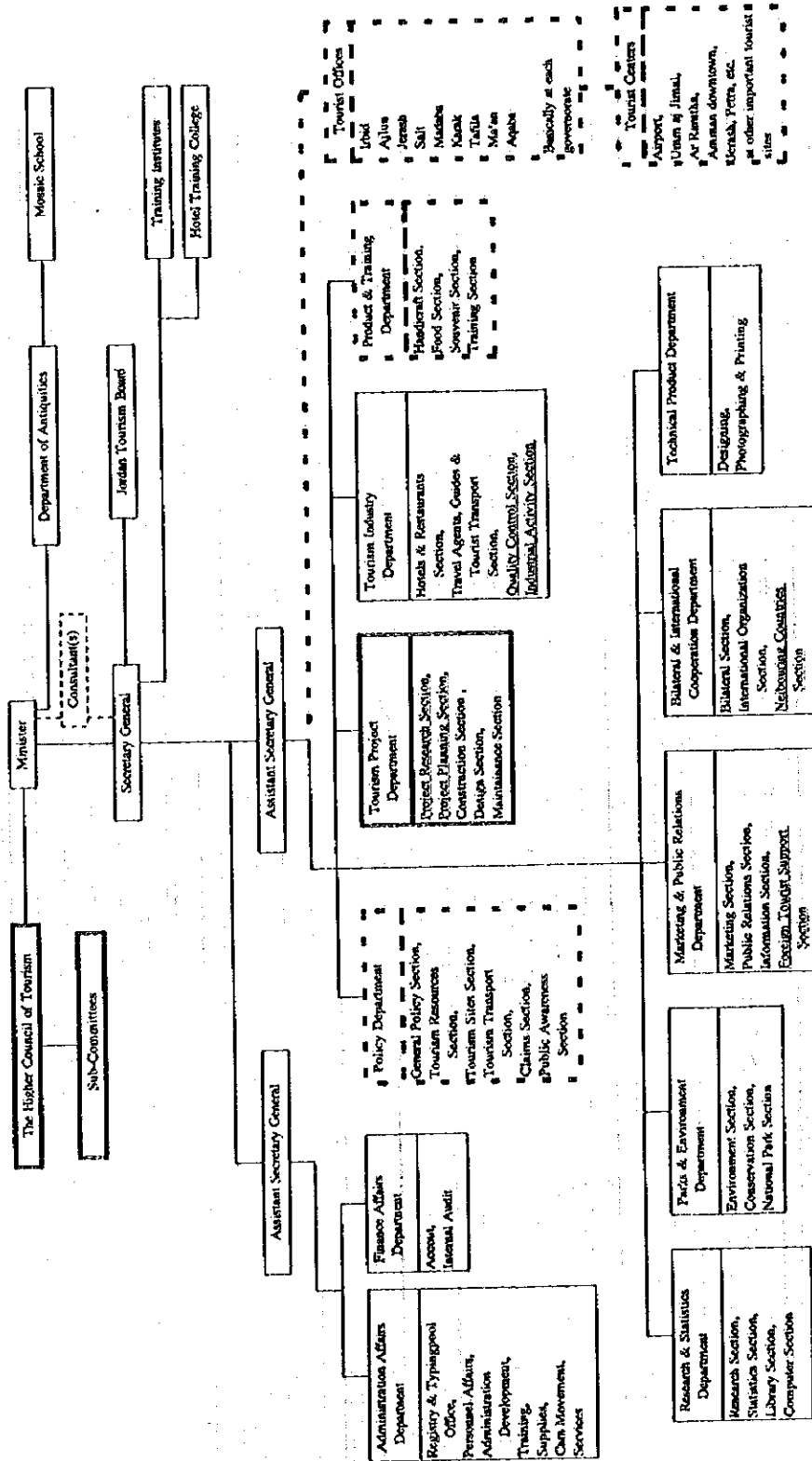
Secretariat to the Higher Council is also provided by the Policy Department.

##### **Product & Training Department**

The Product & Training Department is responsible for improvement of the quality of products and services. It is deferent from the license based quality control by the Tourism Industry Department, but is to take measures to encourage private effort to improve the quality. The following are examples of measures to be considered:

- Awarding the highest quality products and the highest quality services;
- Designating high quality Jordanian made products for souvenirs; and
- Arranging study meetings.

Figure 7.6.1 Proposal for Reorganization of the Ministry of Tourism and Antiquities



Notes: Thick dot boxes indicate proposed new departments, underline indicates proposed new sections in existing departments. Thick boxes indicate the big change proposed to existing departments.

Source: JICA Study Team

Table 7.6.1 Responsibilities of each Department of MOTA

Administration Affairs Department	personnel affairs, supplies, typing, cars and other general affairs	Administration Affairs Department
Finance Affairs Department	account and internal audit	Finance Affairs Department
Policy Department	examining policy direction, coordination with other organizations, budget allocation, basic policy to develop and to utilize tourism resources and tourism sites, public awareness, secretariat of the Higher Council	Private Office
Tourism Project Department	research, planning, design, construction, and any other works concerning planning, implementing and managing tourism projects, research about foreign examples	Tourism Project Department
Tourism Industry Department	licensing, inspection and quality control of tourism industries and professions	Tourism Professions Department
Product & Training Department	measures for encouraging improvement of the quality of products & services	Quality Control & Inspection Department
Research & Statistics Department	basic research, statistics, basic information, publication of the status of tourism in Jordan	Domestic Tourist Department
Parks & Environment Department	measures on parks and environmental improvement	Research & Planning Department
Marketing & Public Relations Department	measures on direct tourist services through tourist offices, supervising JTB	Parks & Environment Department
Bilateral & International Cooperation Department	bilateral and multilateral agreement, WTO, publication on foreign languages	Marketing & Public Relations Department
Technical Product Department	designing, photographing & printing	Bilateral & International Cooperation Department
		Technical Product Department

Source: JICA Study Team

### **Project Department**

The Project Department is responsible for planning and implementation of projects including necessary talks with other organizations concerning projects. Some responsible persons in charge of project related research should be posted because research to obtain basic information about project is essential. At the same time, several tourism project planners should be posted to draft and complete the plan of action. The number of architects and civil engineers should be increased for full implementation of the projects.

All tourism development projects by the national government should be drafted, examined and implemented by the Project Department regardless of its location. Even the Jordan Rift Valley and Aqaba area under the authority of JVA and ARA should not be the exception. Tourism projects should be undertaken by tourism experts of MOTTA.

### **District Offices**

Tourist Offices, Information Centers and Visitor Centers should be reorganized to new style Tourist Offices and Tourist Centers.

Tourist Offices should be at every capital city of each Governorate, preferably at a location which is easy for tourists to visit. Tourist Offices will take the role of direct tourist services as well as the role of district branch office of the central government. Each Tourist Office should be equipped with clear signboards showing where it is located. It should also make its entrance easy to enter, designate a reception desk, create a map showing locations of tourist sites in its territory, and show a map detailing its location and the location of tourist sites nearby. In addition, it should prepare brochures and the like that are able to explain tourist sites and tourist attractions. It should remain open late enough to satisfy tourists' requests, at least until 5 p.m.

Tourist Offices are not branch offices for single department, but for whole ministry. Thus it should be under the headquarters of the ministry.

Tourist Centers should be branch offices of Tourist Offices. They support the function of direct tourist services at each tourist site where Tourist Offices are not located. They thus should be located at major tourist sites such as Petra and Jerash and near border gates and an international airport.

There will be many requests and questions from tourists at Tourist Centers and Tourist Offices. MOTTA can get direct information from tourists there. They are actually important sources of information for deciding the direction of tourism development and improving tourist services. Their comments should be used as

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feedback by MOTA.

**c. Improving Knowledge of Officials**

Training of officials is essential for MOTA to carry out its various responsibilities for tourism development. Textbooks and manuals, however, are insufficient for this task, as are lectures, because tourism administration must be concerned with a wide array of fields. The best way to train staff is therefore through on-the-job training, giving them a variety of chances to improve their experience and practical knowledge. Even in a limited field it is important that as many staff members as possible participate and learn.

The important thing is to approach the task from, as much as possible, the perspective of the tourists, attempting to see and experience things the way they do. This kind of daily attitude improves administrative abilities, and MOTA would do well to organize lectures for their staff on how to achieve this.

In addition, MOTA staff should be given the opportunity to look at activities in neighboring countries. Watching comparative examples is a useful way to improve ability. For example, even after the conclusion of a peace treaty with Israel, there has thus far been little visit of representatives of the Jordanian tourist administration to Israel, which is a treasure house of good models for tourism development. A suitable budget should be arranged to support these foreign visits, especially to nearby countries.

Participation in policy matters and chances for interesting experiences will make MOTA a better place to work, raise morale, and ensure that MOTA can find increasingly talented job candidates in the future, especially if these broader opportunities are accompanied by higher salaries for MOTA officials.

**d. Inviting Foreign Experts**

In order to receive technical transfer about tourism administration know-how as well as cope with the sudden increase in responsibilities, MOTA should invite foreign experts who will work together with MOTA staff. Foreign donor agencies have systems to send experts and finance them, and it is a good idea for MOTA to use this system.

**e. Enacting Regulation of MOTA Organizations**

The MOTA administration will work effectively only when all departments of MOTA accomplish their responsibilities. For this purpose, it is necessary to clarify

the responsibilities of each department. Therefore, a written regulation that clearly states responsibilities of each department should be enacted.

### **(3) Reorganizing and Activating the Higher Council of Tourism**

#### **a. Goals**

The Higher Council is expected to be an arena in which parties can develop a consensus on the direction of tourism policy, and to guarantee full coordination on measures by various organization. The Council should be organized to fulfill these functions.

#### **b. Reorganization Proposal**

##### **Chairmanship and Membership**

Because of the importance of tourism in the national economy and its wide relation with various fields, the Higher Council should be chaired by the Prime Minister instead of the Minister of Tourism and Antiquities.

Members should be selected to guarantee full coordination of implementing tourism measures and tourism projects. However, it is not efficient to make all concerning organizations permanent members. Most organizations have some relationship to some aspect of tourism but not to all. Thus, the following members should be added to the present members as permanent ones, and the Prime Minister should be given the right to welcome temporary members to the Council whenever necessary in accordance with the topics discussed at the Council.

- Minister of Municipal, Rural and Environment Affairs
- Mayor of the Greater Amman Municipality
- A representative of Tourist Transport Companies

##### **Secretariat**

The Policy Department of MOTA should work as a secretariat for the Council. It will carry out general affairs of the Council including arrangement of the meetings, accounts, and records. A more important function of MOTA is to support the Council by preparing drafts to be discussed and doing early surveys. The following are examples.

##### **Preparation of drafts:**

- drafting national tourism development master plan
- drafting laws and regulations relating to tourism
- annual list of tourism-related infrastructure development works

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**Pre-examination of subjects:**

- big tourism development projects to be approved at the Council
- request of foreign assistance for projects
- municipality projects to be approved at the Council
- annual plan drafted by other organizations to be approved at the Council

These jobs should be undertaken mainly by the Policy Department of MOTA, but other departments should take a substantial part concerning these jobs.

**Sub-Committee**

Because the Higher Council is an arena for final decision making by high-level members, it is not appropriate to discuss small problems there. In addition, it is not realistic either to gather these high-level members so often. Therefore, two permanent sub-committees should be established under the Higher Council to support the function of the Council, and also the chairman of the Council should have a right to establish any temporary sub-committee to deal with limited matters. These two permanent sub-committees are the follows:

**Policy Sub-Committee:**

The Policy Sub-Committee should be chaired by the Minister of Tourism and Antiquities. It should support the Council in the field of policy matters including the coordination of policy direction.

**Tourism Industry Sub-Committee:**

The Tourism Industry Sub-Committee should be chaired by the Secretary General of the Ministry of Tourism and Antiquities. The Tourism Committee under the present law should be replaced by this sub-committee. In addition to the present function of licensing and classification, it should be responsible for the measures to improve service quality of the tourism industry.

**Frequency of Meetings**

Meetings of the Higher Council will be held at least twice a year. Meetings of permanent sub-committees should be held at every two months.

**b. New Responsibilities**

All important matters concerning tourism should be discussed at the Council. There is, however, little talk at the Council at present even about big tourism development projects. Therefore, the following matters should be added to the functions and responsibilities of the Council:

- granting approval of implementation of large tourism development projects;
- granting approval for requesting foreign assistance for projects;
- approving the list of tourism-related infrastructure developments;



- approving the municipality tourism development works to be subsidized; and
- approving an annual plan of JIC investment and IDB finance to tourism fields.

As for the first point, Council approval is not for a single development task such as building a hotel, but for area development or wider plan. The scale of projects requiring approval should be decided by the Council with due examination, but might be about 50 or 100 ha and more.

Approval of a national master plan is of course an important function of the Council. It is the scope of the existing function which is stating at general policy of tourism.

#### **(4) Financing Tourism Development and Tourism Promotion**

##### **a. Budget Allocation**

Enough allocation of budget is essential. The MOTTA budget should be at least 15 million JD a year including assistance from foreign donor agencies. Even with 30 million JD, the amount is not too big.

The law should be amended to guarantee a major share of tax revenue from the tourism industry for MOTTA budget. It is rational that some part of income from tourists is used for tourists. At least, the revenue from foreign tourists should be used to tourism field. The government of Jordan should recognize that, even in this situation, the government would earn much tax revenue thanks to the spread effect by foreign tourists' consumption. In addition, priority should be given to the tourism field when requesting economic assistance to foreign donor agencies.

##### **b. Financing Local Projects**

The role of municipal governments will be more important for tourism development in terms of beautification of streets, greenery planting, parking lot development, development of local museums, etc.. The financial power of municipalities, however, is generally so weak that it is hard to expect satisfactory tourism development. Therefore, the following measures should be taken with regard to projects approved by the Higher Council.

##### **Subsidizing Local Projects**

Establishing a subsidy system for the approved tourism-related development works to be performed by municipalities.

##### **Financing Local Projects by Foreign Assistance**

MOTTA helps municipalities in requesting foreign assistance for their projects.

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Foreign assistance will be provided to municipalities through MOTA.

**c. Giving Priority to Tourism-Related Infrastructure Development**

In order to secure the coordinated development, it is necessary to clarify the infrastructure development works that will be effective, useful and/or vital to tourism development. For this purpose, MOTA should prepare an annual list of infrastructure development projects that should be given priority for tourism development. The list should include the names of projects and their costs. MOTA should prepare this list in coordination with other ministries, and submit it annually to the Higher Council for its approval.

**(5) Activation of Private Works**

**a. Deregulation**

Overall re-examination for regulatory measures is necessary. Regulations concerning the tourism industry which do not show substantial benefits should be abolished, because these items often hinder the private sector in improving their services rather than fulfill their reported purposes. Following items are examples of amendments.

**Hotel Standard**

The ongoing study to improve the hotel standards so that they are consistent with those at the international level should be continued. However, items controlled by a new standard should be limited to major items. Hotels should be obliged to display stars at the reception counter or similar public location so that tourists can easily identify. Price control based on the standard should be replaced by market-determined rates.

**Restaurant**

The requirement for restaurant menus to be signed by MOTA should be abolished. This change would allow owners the freedom to change their menus to suit tourists' demand.

**b. Financing System for Private Project**

IDB should establish a new soft loan system to tourism industries. The condition should be at least the following conditions.

- interest rate: 5% for ordinary project, 4.5% for small scale and handicraft.
- term of repayment: 15 years.
- limit of financing amount: up to 50% of total project cost.

In addition, investors should be permitted to borrow some part of remaining 50% from commercial banks.

The system of "Two Step Loan" should be examined as a method to finance a new loan system. Two Step Loan is a loan from foreign donor agencies through a responsible organization in the receiving country for the purpose of development of a particular industrial sector. IDB should play a role of responsible organization in Jordan, and the loan may be made to private companies through IDB.

#### **(6) International Cooperation**

In the region, MOTA and the Ministry of Planning hold key responsibility for the coordination of programs that are undertaken by a variety of different organizations. This could be improved by the following acts:

##### **a. Formalized Donor Coordination**

For the purpose of coordinating tourism projects of the Jordanian government with those of foreign donors, MOTA and the Ministry of Planning should designate representatives who will hold quarterly meetings:

- to review the progress of both Government of Jordan and foreign funded programs;
- to identify areas of overlap between them;
- to identify major areas omitted or overlooked by them; and
- to develop specific proposals to relevant Government of Jordan ministries and donor agencies to coordinate programs.

This process is intended not only to follow projects in progress but also those in formulation to ensure compatibility.

##### **b. Semi-Annual Tourism Roundtable**

Because of increasing donor activity in tourism, a practice of twice yearly meetings should be held of all major sponsors to coordinate, resolve any overlap and rectify any omissions. The MOTA and designates will chair these roundtable. They will provide a policy framework to facilitate the formulation of future projects. One of the first actions will be to ensure the widest adoption of the development plan for Petra. The proposed Royal Parks Society could be developed on this model.

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**c. Coordination with Palestine (West Bank) & Israel**

The Holy Land is a unique and coherent tourist destination that covers both the east and west banks of the Jordan River. As a result, close coordination of some projects on the West Bank and in Jordan is needed. The donor coordination process within GOJ, and the semiannual roundtable should consider any projects in Palestine or Israel, of relevance for tourism in Jordan. Palestinian and/or Israeli participation in these events is needed when regional projects are concerned.

**d. Joint Tourism Promotion by East Mediterranean Countries**

Some foreign aid is earmarked to support joint efforts at improving business conditions in the Middle East region. In addition, some joint promotion of the Middle East to overcome the region's major problem of negative publicity and image appears justified. For these reasons, joint promotion efforts of Jordan with Palestine, Israel and Egypt are strongly recommended. Donor agencies, specifically the EU, have expressed willingness to fund joint promotion efforts for the region. MOTA and JTB must work with their Israeli, Egyptian and Palestinian counterparts, through EMTA or another capable body, to formulate well conceived proposals.

Middle East Mediterranean Travel and Tourism Association (MEMITA) charter was signed by eight countries on October 29 and 31, 1995 during the sessions of the Middle East and North Africa (MENA) Summit which was held in Amman at the end of October 1995.

## 7.7 Heritage Preservation

The purpose of the following package of recommendations is to equip the Government of Jordan with permanent institutions that will effectively manage the Kingdom's cultural resources while preparing them for greatly increased recreational, educational and tourism use. In both government and the private sector, there is already a significant awareness of the need for institutions like these to guarantee sustainability; they are not all the original ideas of this Study. In some cases, a case for financial autonomy to build strong institutions somewhat shielded from political interests is made.

### (1) Strengthening of the Department of Antiquities

#### a. Financial Autonomy

As official custodian of antiquities in Jordan, it is imperative that the DOA be strengthened with adequate resources and trained personnel to fulfill its regulatory functions more effectively than at present. A major measure to strengthen the DOA is to increase its operating budget; for this purpose, the Government of Jordan must consider seriously giving the DOA some financial autonomy to handle the growing revenues generated from antiquities in order to invest them back into their preservation and presentation. Revenue sources can include :

- park entrance fees, particularly Petra and Jerash
- concession fees from private operators at sites with antiquities
- revenues from special events and festivals (Jerash Festival, etc.)
- museum entrance fees

Because of the rising visitor volumes at Petra and other sites, revenues from entrance fees alone will amount to several million JD annually by 1997 or 1998. DOA can adopt an entrance fee strategy tailored to the ability to pay of different segments of visitors such as :

- foreign individual 1 day, 2 day, 3 day fees
- foreign groups 1 day, 2 day, 3 day fees
- Jordanian individual and group rates as above
- school groups rates (Jordanian/foreign)
- senior citizen rates (Jordanian/foreign)
- off-peak rates (Monday to Wednesday, winter months, etc.)
- a Kingdom-wide pass to all DOA sites (1 week, 1 month, 1 year validity)

This new privilege can be granted either to DOA or most likely to MOTA as its ministry. Proper financial controls are essential, and the authority can be bestowed in phases, once the enabling legislation is passed, and only once an accounting

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system is developed and staffed. Accountability and transparency are indispensable to this privilege. With increased resources, DOA can better meet its responsibilities including :

- monitoring excavations performed by others (police function)
- performance of salvage/emergency excavations at threatened sites
- heightened vigilance of sites in the Greater Amman, Dead Sea, and Madaba areas where the pace of construction is quickening
- continued expansion of the computerized JADIS antiquities inventory to serve all private and public projects

This study recommends that this measure be considered as soon as possible by GOJ and the Ministry of Finance with a view to clarifying needed changes in laws and the required resources to operate the accounting system. It also recommends the increased commercial use of sites with antiquities for private events and commercial services such as restaurants and hotels, on a concessionaire basis according to transparent business principles. The use of ancient sites for tourist businesses (hotels, restaurants, shops) is a proven formula in numerous countries.

#### **b. Museums**

Museum development is a very different activity in nature from archaeology. As regards museum development and management, if the Royal Museums Institute (or something similar) is created, it can be hired to upgrade and operate some of the museums currently run by DOA. The transfer of some (or all) of DOA's museum work to a capable body would enable it to focus all its resources on its critical Caretaker Role as legal custodian of the Kingdom's vast archaeological sites.

#### **c. Improved Site Management**

The regional inspectors of DOA also require more resources to keep the main sites of interest to visitors tidy and in reasonably good condition. Increased resources for DOA will make possible the improved upkeep of grounds (both the manned and unmanned ones) by either strengthening an existing department or creating a new one specifically for site management. A central objective of this Plan is to improve presentation not of all, but of key sites, for the enjoyment of all visitors, foreign and Jordanian alike. DOA can consider the possibility of contracting out grounds upkeep in areas where it may not be practical for DOA itself to provide such services.

### **(2) The Development and Management of National Parks**

In the developed countries, a national park is often a vast territory largely in virgin

condition that is centrally planned for preservation and recreational purposes by one agency that exercises broad control over all activities and over the development of infrastructure and services within. The term national park in Jordan is used to refer to what are really recreational parks serving the leisure needs of local citizens. In this study, the term national park refers to the international interpretation of the term.

**a. The Need for The Royal Parks Service (RPS)**

A focal recommendation of this Plan is the creation of an organization tentatively called the Royal Parks Service (RPS) capable of managing the areas of Jordan that contain its most outstanding attractions such as Petra, Wadi Ram, Wadi Mujib/Dead Sea and Azraq Oasis. If Jordan is to attract and host millions of day-trippers and overnight visitors to these areas, and is to offer them an entertaining and enriching experience, then sophisticated and professional methods of management will be indispensable to avoid deterioration of resources and disappointment of visitors. An entity dedicated to park management is needed :

- to meet the multiple objectives of tourism management, and preservation of environment, flora & fauna, and antiquities through the implementation of comprehensive park management plans
- to serve as professional host for foreign visitors (and Jordanian visitors) by providing a world class product meeting uniform high standards at each park
- to manage the many activities (hotels, restaurants, campgrounds, transportation, crafts making, etc.) that the private sector can provide
- to implement overall tourism and environmental policy

The need is urgent as commercial pressures are growing to build in sensitive areas and the local population is growing at Wadi Ram. Careful planning and monitoring is needed to define and manage the role of private sector investors in a businesslike and sustainable manner. Planning of this kind is a product little known in Jordan, with the exception of the planning work done by RSCN at its Dana Reserve.

**b. Creation of the Royal Parks Service**

To accomplish this, several issues need to be addressed.

**Central Body for Planning & Management Skills**

Park management is multi-disciplinary by nature and requires careful coordination of different types of experts, and integration of their work. At present these skills are found in different ministries and the RSCN. One body integrating these skills is needed to develop and implement comprehensive management plans for each park. Possible board members for RPS could include :

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Jordan Tourist Board  
Natural Resources Authority  
National Parks Agency  
Ministries of Culture, Education

MOTA  
Friends of Archaeology  
Queen Noor Foundation  
Royal Scientific Society

### **Role of The RSCN**

The entity most resembling the needed body is the RSCN, an NGO that is responsible for a number of reserves in the Kingdom, that works with both financial and technical assistance sent by UNDP and the World Bank. This society has earned the trust of these foreign organizations to undertake a model environmental management program to protect the unique biosphere of Dana Reserve. If its statutes can be modified, the RPS could be set up as a subdivision of RSCN, and receive the direct benefit of RSCN's experience. This option has the great advantage of simplicity, in that it does not require creation of any new body. Increased foreign assistance can be arranged for RPS through RSCN. RSCN already enjoys financial autonomy.

### **Development of a National Parks Policy**

There are currently two government planning thrusts in progress that will have direct bearing on park planning and management. MOTA is strongly encouraged to participate in these efforts to ensure that the interests of recreation and tourism are not overlooked by the other ministries in these efforts. Once these two planning efforts are completed by mid 1996, MOTA must do its part to facilitate the speedy creation of a parks management body in accordance with these efforts in order to proceed with the planning and physical development of park facilities as soon as possible thereafter.

#### **The National Parks Policy Initiative:**

In progress since September of this year with USAID assistance, this is a policy-making effort headed by the Ministry of Planning that will develop a consensus within the Government of Jordan on park policy. Moreover, it will clarify the legal framework for park development and operation. It is indispensable that MOTA participate or at least that it ensure that the interests of tourism are fully represented in this policy.

#### **A Coherent National Environmental Policy:**

This effort is supported by several agencies including the World Bank. It will consider creation of an autonomous agency, the National Environmental Agency, to manage environment. It must address the issue of redesignation of protected territories along IUCN or some other guidelines. It also intends to devise a National Environmental Action Plan, in which preservation of cultural and natural heritage is an objective. MOTA must again ensure that the interests of international tourism are



considered in this process.

**c. Phasing of Measures**

As of the writing of this section (December 95) the following timeline presents possible actions for implementation :

**December 1995 :**

Moratoriums need to be declared on development at sensitive areas such as Wadi Ram, Wadi Musa, Wadi Mujib and Dead Sea coastal areas. MOTA must bring to bear on relevant agencies (e.g., ARA, JVA) the need for quick, authoritative action to stop further development of housing, hotels, roads, other types of infrastructure and quarries until comprehensive plans can be drawn up. Governorates and municipalities also need to be brought into this action.

**March 1996 :**

The Higher Council for Tourism and Higher Council for Science & Technology can approve creation of the new RPS for quick implementation. An additional decision can be announced on priority status for park development at Wadi Ram, Wadi Mujib and the entire Dead Sea coastline.

**July 1996 :**

Tentative comprehensive plans for Wadi Ram and Dead Sea parks can indicate the likely types and locations for private sector projects as well as the preliminary concession terms. In this way, private developers can start tentative plans for projects in mid 1996 in anticipation of final comprehensive plans by December 1996.

**December 1996 :**

Finalization of comprehensive park plans for Wadi Ram and Dead Sea/Wadi Mujib is announced enabling private sector to finalize their plans for projects.

**March 1997 :**

RPS can award through competitive tender, projects at Wadi Ram and Dead Sea/Wadi Mujib, for construction during 1997-8.

**d. Issues at Critical Locations**

Several locations are under scrutiny by developers eager to build hotels and other tourist services. These locations could eventually be developed into high volume visitor locations under proper conditions. The designation of jurisdiction over these and all future parks and reserves in the Kingdom must be made in full compliance

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with the two above policy reforms. Factors related to their successful development are indicated below.

#### **Wadi Ram**

A comprehensive park plan could be commissioned in late 1995 (through high priority or fast-track treatment) by ARA or RSCN for completion by end 1996. Tentative results by April 1996 could provide initial guidance to RPS and to developers as to the types of private development needed in the park. A major issue to be resolved is the status of the area, that of wildlife or nature reserve, or that of a national park handling heavy visitor volume (200,000 annual visitors or more). A possibility is the creation of a panoramic lookout with road or cable car access, possibly on the west end near Aqaba town, to handle large visitor volumes. It is worth noting that the longer it takes to implement a comprehensive plan, the more entrenched the families will become at Ram village, and the more difficult planning and moving this village will become.

#### **Dead Sea Coast, Wadi Mujib Reserve**

Wadi Mujib Reserve is under the control of RSCN, which is about to start preparation of a comprehensive plan for its development. The JVA study for development of the Dead Sea's east coast (prepared by OTH and Sigma consultants) recommends creation of a park zone to include all of the Dead Sea's east coast, which includes much more than the existing Wadi Mujib Reserve. These issues of designation of territory and jurisdiction need to be resolved within the framework of the park policy and environmental policy recommendations. As in the case of Wadi Ram, great interest exists to build projects in this area. If the tentative results of a comprehensive plan are made available by April 1996, they could provide initial guidance to developers as to the types of private development needed in the park.

#### **Petra**

The status of this park has already been reviewed in section 4.2.2. If a strong park management agency such as RPS is created, it is possible that it could be given responsibility for management of Petra Park in place of the existing MOT/DOA arrangement because RPS will contain the needed multi-disciplinary park management skills currently lacking at MOT/DOA. There is a need for coordination of the Petra Priority Action Plan with the new National Parks Policy, now in formulation. If RPS takes over the overall park management, then DOA could concentrate exclusively on the consolidation and presentation of antiquities, which is its core responsibility, rather than on responsibilities related to park management.

**The Rift Valley Eastern Escarpment**

This area contains a fragile ecology, and is the site of outstanding sites of cultural and natural heritage including : Petra Park, Dana Reserve, Shawbak Castle, Karak Castle and Old Town, Wadi Mujib Reserve, Herod's Palace at Mukawir, Hammamat Ma'in, and the entire Dead Sea coastline. For the purpose of controlling land uses and of limiting detrimental activities such as large scale factories and quarries, the special designation of the zone is recommended as a management tool for government. The designation as an Area of Outstanding National Heritage is a possibility. This general issue of designations is one to be addressed in the above mentioned policy reform movements on parks and environment.

**c. Training Program**

A program of human resources development in skills relevant to park planning and development is proposed below. The greater part calls for studies in foreign countries with park planning graduate university programs.

**Table 7.7.1 Training Program for Park Management Skills**

study program	years	persons	total cost
natural resources management	2	5	US\$ 250,000
parks & recreation planning	2	5	250,000
management of concessions	1	2	50,000
short courses in Jordan	-	-	250,000
<b>total</b>			<b>US\$ 800,000</b>

source : JICA Study Team

Funding for this program could start in 1996 and be spread over up to 5 years. Any training associated with the National Parks Policy reform should be coordinated with this program.

**(3) The Development and Management of Museums**

**a. Need for a Royal Museums Institute**

This Plan proposes the creation of a Royal Museums Institute (RMI) as a quasi-autonomous NGO for the following reasons.

- RMI will provide a complete spectrum of skills including museum management, curation, training, exhibition design and outreach at an international standard that is not readily available in Jordan.
- RMI will offer a training capability to create skilled museum staff education for any museums in Jordan or abroad.

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- It can prepare outreach programs enabling museums to sponsor educational activities developing community involvement.
  - It can design programs of collaboration with foreign museums, partner museum relationships, and negotiate foreign aid assistance.
  - It can tap sources of private funding such as entrance fee collections, donations, membership, sales, sponsorship, etc.

**b. Creation of the Royal Museums Institute**

MOTA can take the initiative in creating this body, since DOA already has the right by law to create museums. However, a quasi-autonomous status may be preferable to draw on the related skills in the private sector universities, and cultural foundations and to achieve better efficiency. The legal status is one of the first issues for the DOA to investigate. RMI can take charge of the National Museum project proposed in this Study, but it is not a precondition for implementation of this project. However, one key advantage of RMI is to manage this complex project, and to spread the benefits of its spectrum of skills and resources to other museums across the Kingdom that cannot easily apply for foreign assistance.

RMI could have its permanent home in the National Museum if it is to manage it. Prior to completion of this project, RMI could make a temporary home in one of the relevant universities, at DOA headquarters, or at the premises of another board member entity. The Jordan National Museum Committee, which is working on creating the national museum in Amman, could also support creation of RMI. Possible board members of RMI could include :

Natural Resources Authority	Yannouk U, U of Jordan
Royal Scientific Society	Ministries of Education, Culture
MOTA, DOA	Queen Noor Foundation
Friends of Archaeology	Shoman Foundation

**c. Possible Museum Projects for RMI**

RMI could assist both in designing and implementing new museums, and also in upgrading existing ones. It could even undertake foreign assignments for neighboring countries. Some concepts for future types of work follow.

- Jordan National Museum in Amman
- Dead Sea Museum of the Great Rift Valley
- Aqaba Museum of the Great Rift Valley (overlooking Aqaba and its Gulf)
- Museum of Arabian/Bedouin Folklore (Wadi Ram)
- Amman Municipal Museum (in the Old Municipality Building)

- improvement of existing museums in Jordan
- assistance to museums elsewhere in the Middle East
- creation of a Department of Museology at a local university

**d. Timing**

Ideally, RMI will be authorized as soon as possible (early 1996) to launch the national museum project, as outlined in Part II, section 4.2 of this Plan. It is recommended that both the Higher Council for Tourism, and the Higher Council for Science & Technology announce support for the institute and assign resources to it to take charge of this project. RMI could then initiate a training program for related skills along the lines of that already defined for the national museum project (see Part II, section 4.2).

**(4) The Preservation of Architectural Heritage**

**a. The Current Institutional Vacuum**

There is a rising awareness of the cultural and commercial value of Jordan's old urban areas found in Amman, Old Salt, Madaba, Jerash, Karak and Irbid, as well as in some villages. These areas constitute a valuable resource for urban tourism which has flourished in all nations with major tourist industries. Jordan must prepare itself to manage its architectural heritage in order to minimize the loss of old buildings to demolition, to create cohesive urban environments from old neighborhoods that will have character for locals and visitors alike, and to present them beautifully to visitors.

At present, Jordan lacks two tools in common use in developed countries to manage architectural heritage, an NGO serving as a National Trust and an official Landmarks Commission. One or both of such bodies can serve to identify, designate and protect buildings, public places, skylines and landscapes to improve the urban environment. Generally, at the local level, except for Salt and Madaba, municipalities have no awareness of the value of their old towns.

**b. The Jordan Architectural Heritage Society**

A subgroup of the local NGO Friends of Archaeology is creating this new society to unite interests in this field. JAHS could provide advice to central and local governments, to park and reserve managers, to private developers and to other NGOs (Salt Development Corp., Madaba Historical Society) involved in urban revitalization. It can assist towns in declaring historic districts and in planning public works projects. If it is successful, it will function as an objective,

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disinterested body interested in the achievement of various goals such as :

- genuine, well planned urban revitalization
- use of accepted restoration methods
- community participation in planning & implementation
- small business development

One of the first issues for JAHS to address is the ideal legal and institutional framework for the management of architectural heritage in Jordan, and how it can be put in place. JAHS can serve as a valuable catalyst for the coming dialogue between government and the private sector regarding the need for the creation of a National Trust, or possibly an official Landmarks Commission, created for the purpose of preserving architectural heritage. This study recommends that JAHS seek assistance from existing NGOs such as the National Trusts in Europe or America, as to their constitution and functions.

#### **c. Proposed Government Assistance**

This study recommends that MOTA undertake an ongoing dialog with JAHS to determine what kind of government actions will be necessary to preserve architectural heritage. Moreover, it recommends that, subject to the approval of the Higher Council for Tourism, MOTA (or other ministry) provide JAHS with a launch subsidy of limited office space and administrative support for a two year period, as well as a half time salary for an executive, to assist the NGO in organizing itself.

half time executive salary, 2 years	4,000 JD
office space, secretary, photocopy	in kind
telephone/fax usage, 2 years	500 JD

In this way, serious work can be accomplished within 2 years leading to the creation of permanent tools serving the interest of architectural heritage. Foreign advice on this matter can be secured and evaluated by JAHS during this time frame.

## 7.8 Community Considerations and Women's Involvement

A major factor in the long term success of tourism at the local level depends on the willingness of Jordanians to open the various businesses and enter the professions that rely on tourism. The socio-economic survey commissioned by this Study (respondents at Amman, Salt, Madaba & Karak) revealed strong belief in the economic benefits of tourism to the national economy, but little belief in benefits to the immediate family. This section sets forth how MOTA can conduct a valuable two-way dialogue with local populations, and what messages it will want to deliver.

### (1) Basic Tools of Outreach

MOTA, along with colleagues at the Ministry of Education and MMRAE, has a responsibility to raise the consciousness of its population to the risks and opportunities offered by growing international tourism. The public relations and professional offices of MOTA can undertake this function of outreach, and coordinate their efforts with those of these two other ministries, as well as with the local chambers of commerce and business groups. Different tools or channels can be used to reach different groups, the young students thinking of careers, their mothers thinking of possible work or business activities, small businessmen, Klan and family leaders interested in the effects upon their young of increased tourism and job opportunities.

Different channels through which MOTA can communicate include :

#### Community awareness channels - Kingdom-wide

- radio & television public interest announcements
- high school addresses to students, mothers
- meetings with mayors, mukhtars, family patriarchs
- addresses to university students, faculty

The meetings held in local communities can actually be organized as a permanent outreach function to cover all main towns at least once over a two year period. Towns could include : Irbid, Jerash, Zarqa, Salt, Madaba, Karak, Tafila, Ma'an, and Aqaba. Some additional channels are possible in Greater Amman and these appear below.

#### Community awareness channels - Greater Amman

- meetings with university career counselors
- radio & TV announcements on job opportunities away from Amman
- addresses to youth groups (sports, religious, special interest)

- 
- 1 day jobs fairs co-sponsored by Jordan Tourism Association, Hotel Association

The last item, job fairs, is intended to address the lack of career counseling at Jordanian universities and vocational schools. It could become an annual event sponsored by MOTA along with trade associations for hotels, restaurants, travel agencies, and by specific businesses (RJ, Intercontinental, Marriott Hotels, tour operators, American Express, United Travel, etc.). Representatives from the exhibiting companies can advise young visitors on career opportunities in the tourism business.

## **(2) Basic Messages to Communicate**

The messages about tourism to bring to the local peoples are similar in all parts of the Kingdom. A standard presentation can be prepared by MOTA, and adapted as necessary to conditions in the local town. They are summarized below.

### **Messages to communicate**

- points of interest in the local area
- economic benefits of tourism to the local community
- new business opportunities for men, for women
- behavioral differences of western tourists
- simple English for hospitality, retailing
- dealing with Israeli visitors
- employment opportunities for men in tourism businesses
- employment opportunities for women in tourism businesses

For meetings with business groups, a special message of small business promotion can be delivered, to include information as follows :

### **Small business promotion**

- availability of new business opportunities (restaurants, souvenir shops, guides, etc.)
- availability of incentives (cheap loans, loan guarantees, advisory services, etc.)
- finding a partner from the Amman area
- English language training

Presentations on small business can be co-sponsored with a local business association, chamber of commerce, or civic club.

## **(3) Dialogue with Local Communities**

Tourism will change somewhat the quality of life, both physically through new



investment, and economically with rising incomes from its stimulus to local business. The increased flow of foreigners through the towns will create changes socially as well. A dialogue between MOTAs and local community representatives in communities where major works are planned, will reveal apprehensions and sensitivities of the local people, and will also enable MOTAs to respond to these to eliminate any unrealistic expectations or fears. This dialogue must be two-way, and will therefore require careful listening by MOTAs, as well as discussion and explanation. Some topics to probe are listed below :

**Community awareness : sensitivities to probe for**

- permissible work for young women
- fear of soaring property values
- monopoly action of certain families or ethnic groups
- apprehensions about Israeli, western visitors

It is probable that the participation rate of women in the labor force will rise over time as the economy expands, as has happened in numerous other countries. There are many jobs in tourism where foreign labor is either not skilled enough or inappropriate, and where women can provide the needed skills. This is a topic to be explored in all towns earmarked for tourism growth. The following list provides an idea of precautions and other work related topics that might be raised at meetings in towns.

**Possible precautions for employment of women**

- little or no public contact in service positions (servers, waitressing)
- no late night employment
- employment of women in familiar groups
- acceptance of veils in all positions
- opportunities for work at home (arts, crafts, food products, apparel, etc.)

The degree of conservatism can vary from town to town and from one family or Klan to another within a town. Therefore, visits with family patriarchs and with groups of mothers at schools, to discuss the opportunities for women should prove to be most beneficial. Such information as the availability of female labor will be of great interest to hotel, restaurant or information center operators who will want to staff businesses at least in part from the local labor pool.

**(4) Planning of Parks & Reserves**

To better prepare Jordan for the growing volume of ecotourists interested in exploring national parks and reserves, planning of these territories must be conducted to incorporate mechanisms that closely involve indigenous peoples such

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as the Bedouin at Wadi Ram, at Petra, or the population in Dana village. A dialogue with these peoples is necessary during the planning process, and the earlier they are made to see the benefits stemming from tourism, the more likely they are to cooperate and offer less resistance. These benefits will come in the form of jobs of many kinds :

- park workers, supervisors, maintenance, security
- drivers of shuttles, horse & camel masters
- campground managers
- arts & crafts workers and salesmen
- guides for trails, museums etc.
- wildlife managers

The RSCN has undertaken this type of work at the Dana Reserve in which it has included the villagers in the overall plan for the reserve. Because MOTA will probably be a sponsoring ministry for the future park service, in that capacity it must ensure that the interests of local peoples are reflected in the planning and management of parks and reserves.

## 7.9 Environment Management Policy

### (1) Priority Actions

#### a. Protection and Conservation of Natural Areas

The protection of natural resources, which could be the resource base for local communities in some cases, is an essential condition of sustainable tourism. Protection tools are basically land use planning, regional environmental planning, EIA, involvement of local population, and designation of nature conservation areas. However, regulatory development and institutional enforcement are prerequisites.

Wadi Ram, Petra, and Dead Sea are top priorities for the protection of nature and landscape, and possible designation of natural parks. For the existing nature conservation sites, it is urgent to implement a system of physical marking of the limits of the reserves, clearly understood by people.

#### b. Restoration and Integrated Management of Existing Sites

As measures for cleansing and restoration of tourism sites (Wadi Ram, Zara near Dead Sea, Petra, and others), several types of actions are needed:

- Additional facilities for enhancing salubrity conditions and for satisfying the needs of visitors;
- Land use plan in order to control the development of the site and the quality of its resources;
- Coordination with local communities to avoid possible conflicts and to develop benefits for them; coordination between international visitors and picnickers is also an essential issue;
- Integration of nature (wildlife, landscape) and culture (villages, people) into sites which have been valued for archacology only in most cases; integration is possible by zoning and planning, by development of nature oriented facilities like trails, by accesses and physical links between elements of sites.

#### c. Wildlife and Social Surveys

The task of substituting sustainable activities to non sustainable ones in the context of tourism development projects needs a program of investigating the needs of communities and the conditions for acceptability of tourism, together with the need to protect the tourism resource base. For that purpose, carrying out social surveys would facilitate understanding of the problems of conflicting uses of land and non sustainability of traditional activities like grazing, thereby promoting proposals to link nature protection management with tourism development and with local

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communities. Wildlife surveys should be more systematically performed in view of determining nature conservation priorities and as a source base for land use and environmental planning.

**d. Technical and Financial Aid to Leading Environmental NGOs**

RSCN and JES are actually engaged in nature conservation and environmental education respectively. These activities are important in connection with sustainable tourism and quality of tourism, and should be encouraged by MOTTA. Technical and financial assistance in these fields would be fruitful, and should be considered within the multi-lateral or bilateral aid programs.

**e. Environmental Education Programs**

Tourism can be used as a method to increase environmental awareness among visitors, through exhibitions at museums or through the organization of ecological trails on wildlife for example. Such trails could be organized about a subject like historical evolution of wildlife, based on field observation, visit of museums, visit of historical paintings or mosaics representing wildlife. This subject covers issues such as statements, understanding of extinction of species, efforts to reintroduce species, and need of conservation. Such trails would reach the objective of sensibilization to wildlife, reserves, and environment.

**(2) Priority Areas**

**a. Objectives**

Priority areas are those areas that are receiving priority in terms of natural/cultural heritage for the development of tourism. They are important for wildlife and biodiversity resources, natural habitats, and landscape resources. Identification has been made according to the natural areas of Jordan (Volume 2).

**b. Method of Evaluation**

Priority areas are identified for the areas of natural interest and for existing tourism sites, mainly according to the sensitivity factor (areas with environmental threat), and secondarily according to the existence of a tourism site or project. Areas of natural interest are those of ecological importance and/or those with environmental uniqueness. Areas with environmental uniqueness are the following:

- Highlands wadi;
- Gulf of Aqaba;
- Azraq oasis;

- World heritage classified sites (Petra, Qasr Amra).

As regards to the environmental sensitivity factor, the following ranking is adopted, with increasing priority order:

- Sensitive zone: No pressure neither degradation, but sensitive to future change;
- Critical zone: With pressure and light degradation;
- Highly critical zone: With pressure and severe degradation.

The evaluation of priorities is possible by making a correlation between areas that are important in terms of environment/tourism resources (areas of natural interest), and areas that are in a sensitive, critical or highly critical state of degradation (Table 7.9.1). The assumption is that tourism can provide benefits for conservation or upgrading of the environment, while environmental quality is the resource of tourism activity. Then, top priorities are those areas which are potential tourism resources by the uniqueness or importance of their environmental resources, but are in a critical or highly critical state of degradation.

### c. Priority Areas

Priority areas are directly given Table 7.9.1. The first priorities are critical areas and include the following: Azraq oasis, Dead Sea with escarpment, Wadi Ram, and Aqaba. The second priorities are sensitive areas, namely Wadi Araba, Southern Highlands, and Burq / Badia.

A priority zone is defined as the geographical set of priority areas with areas having environmental uniqueness. From the above consideration, it is clear that the southern escarpment together with the highlands region has the highest priority, because of the association of a world natural heritage, the highland wadis (or mountain wadis), with the first priority areas. Azraq oasis, which is however outside this zone, is also a set of ecological priorities with environmental uniqueness. The linkage of environmental uniqueness with ecological priorities within the limits of a pertinent geographical area (set of nature conservation zones with development zones) permits a summary of priorities into 3 adjusted zones, which are:

- The Southern Zone: Wadi Ram, Gulf of Aqaba;
- The Western Zone: Dead Sea with escarpment, Wadi Araba with escarpment, Kings' highway axis; and
- The Eastern Zone: Azraq Oasis area, including Safawi and Burq area.

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#### **d. Actions in the Priority Areas**

- **Wadi Ram:**

This area is already part of the Environmental Action Plan of the Gulf of Aqaba. The protection status which will be applied to this area is still unclear, but it appears to be a top priority in order to save its natural and tourism resources. It could be a pilot project for establishment of a national nature park, with controlled tourism development, including mass tourism on its border and ecotourism inside. RSCN should have a significant role in this issue.

- **Gulf of Aqaba:**

This area is at the core of the Environmental Action Plan of the Gulf of Aqaba. Implementation of this plan is urgent in order to deal as best as possible with tourism development projects in this area.

- **Dead Sea with escarpment:**

This area will increasingly be the object of development projects. The JVA tourism development plan has included the potential for establishment of a regional natural park. Protection status of this area must be urgently defined. However, top priorities are protection of the coastline and significant landscape sites, as well as enforcement of the control and sustainable use of the Wadi Mujib reserve. Like for Wadi Ram, coordination with RSCN is essential.

- **Wadi Araba with escarpment:**

This area is still marginal but is extremely sensitive to human activities. The tourism potential of this area seems actually limited although it is a valuable area in terms of wildlife. The priority action here would be the technical and financial support provided to the RSCN for starting wildlife conservation together with ecotourism project.

- **Azraq Oasis area:**

Restoration of the ecological conditions is the priority, as already done by the Azraq Project unit. Supporting the development of nature tourism in this area should be an element of the restoration program.

#### **(3) Implementation Steps**

##### **a. Immediate Actions**

##### **Environmental Management (General Environment Corporation, RSCN)**

- Nature conservation laws and institutional enforcement;

- Protection status of Wadi Ram, Petra, and Dead Sea natural areas;
- Physical marking of nature reserves;
- Clear EIA system for tourism projects;
- National biodiversity inventory;
- Environmental education; and
- Training of staff (DOE, RSCN).

**Tourism Policy (MOTA)**

- Identification and protection of nature tourism potential;
- Inclusion of MOTA as member of the High Council of the Environment Protection;
- Integrated development of culture/nature tourism;
- Harmonization of picnickers with international visitors within tourism sites;
- Social surveys for ecotourism; involvement of local communities;
- Quality enhancement of tourism sites, and control of tourism effects; and
- Initiation of EIA of projects and coordination of procedures with the General Environment Corporation.

**b. Next Actions**

**Environmental Management (General Environment Corporation, RSCN)**

- Measures to stop overgrazing, and to control hunting;
- Environmental action plan environmental planning and ecological zoning;
- Revision of the nature conservation system and establishment of natural parks;
- Improvement of the waste management system;
- Sustainable development of water resources; and
- Improvement of urban environment and creation of amenities.

**Tourism Policy (MOTA)**

- Involvement of Bedouins for conservation (cultural heritage, employment);
- Integrated development of nature tourism potential;
- Guidelines for ecotourism development; and
- Tourism development comprehensive planning.

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**Table 7.9.1 Priorities for Areas of Natural Interest**

	Sensitive	Critical	Highly critical
Dead Sea with (South) Escarpment		x	
Wadi Araba	x		
Southern Highlands (with Dana, Petra)	x		
Hisma (with Wadi Ram)		x	
Burq / Badia	x		
Azraq oasis			x
Gulf of Aqaba		x	



**PART I (VOLUME 1)**  
**NATIONAL TOURISM DEVELOPMENT STRATEGY AND POLICY**  
**(TOURISM DEVELOPMENT)**

**Chapter 8.**

**An Indicative Implementation Program**

1940

1941

1942

1943

1944

## **Chapter 8. An Indicative Implementation Program**

### **8.1 Overall Directions**

Jordanian tourism and Middle Eastern tourism in general lags behind the recent changes and improvements brought about in the international tourism marketplace. The introduction of jumbo jets has brought revolutionary changes in the tourist market as well as the tourist industry. Jordanian tourism has been content with receiving a niche tourist market by catering for specialist interests, in particular archaeology. This is understandable as the political situation makes it futile for people to pay attention to the tourism sector. The situation, however, has dramatically changed, and the people have suddenly realized that Jordan too can have a thriving tourism sector as does its neighbors.

Modern tourism is a fiercely competitive market. Tourist destination countries the world over are vying for the patronage of the major tourist-generating markets of Europe, America, and East Asia, mobilizing every conceivable promotional means and exploring every available marketing channel. Jordanian tourism and Middle Eastern tourism for that matter (except for Israel) have been largely left out of the mega-tourist movement, with the region losing market share as global destination competition has intensified. In fact, except for Petra, similar tourism resources abound in neighboring countries, be they natural wonders such as Wadi Ram or Roman or Crusaders' ruins. The critical issue for Jordan is how to make such resources into marketable products.

It is time now to learn about the changing world marketplace and to shape Jordanian tourism accordingly. However, Jordan can never be a destination for the mass general tourist market. Moreover, it will be a great mistake if it tries to become one; neither the market nor its people wants such. Nevertheless, Jordanian tourism must re-tool itself for today's market. Spartan presentation of antiquities alone no longer satisfy today's tourists, no matter how interested they are in antiquities. Now, most tourists know what to expect from the experience in countries where tourism is well developed. Without diversification of tourism products and upgrading of tourist facilitation, Jordanian tourism cannot expect healthy growth, which is indeed essential for the country's future. Institutional strengthening and the protection of resources is required. What is really called for on top of everything, however, is a conscious change in mindset towards the market, not just the market observed in Jordan but the global market.

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## **8.2 Indicative Program**

Various tourism product ideas and measures to strengthen the position of Jordan in the competitive world of the global tourist market proposed in the foregoing chapter are summarized in the following section in tabular form so that readers can obtain an overall picture of desirable actions in the coming years.

Table 8.2.1 Indicative Implementation Program, Tourism Product Development

	2000	2010	Beyond 2010	
Petra	<ul style="list-style-type: none"> <li>Tourist Facilitation                             <ul style="list-style-type: none"> <li>Improvement of visitor circulation route (USAID)</li> <li>Improvement/beautification of the entrance (USAID)</li> <li>Upgrading of tourism-related facilities (accommodation, amenities) (UNESCO)</li> </ul> </li> <li>Excavation/Conservation                             <ul style="list-style-type: none"> <li>Stone preservation (conservation of facades) (GTZ)</li> <li>Restoration of mural paintings (cleaning, protection, conservation) (UNESCO)</li> <li>Improvement of archaeological resources (restoration, preservation, excavation) (USAID)</li> <li>Conservation of flora, vegetation and wildlife (RSCN)</li> <li>Environmental management (USAID)</li> </ul> </li> <li>Management                             <ul style="list-style-type: none"> <li>Preparation of Study/Work Plan to protect the site (EU)</li> <li>Establishment of park management organization (UNESCO)</li> <li>Comprehensive service delivery and marketing approach (USAID)</li> <li>Development of human resources and tourism education (UNESCO)</li> <li>Establishment of hotel training school (MOTA)</li> <li>Database compilation by ultra-violet photography (JICA)</li> </ul> </li> <li>Support Infrastructure                             <ul style="list-style-type: none"> <li>Flood control and drainage water management of Petra/Wadi Musa basin (WB)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Development of haramlikah (UNESCO)</li> <li>Conservation of Nabataean hydrological work (UNESCO)</li> <li>Promotion and development of the sites (EU)</li> <li>Establishment of park infrastructure and personnel (UNESCO)</li> <li>Development of Wadi Musa Community (UNESCO)</li> <li>Upgrading of the hotel training school in Wadi Musa (MOTA)</li> <li>Improvement of Wadi Musa Town infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>Ditto</li> <li>Ditto</li> <li>Ditto</li> <li>Upgrading of infrastructure in Petra/Wadi Musa</li> <li>Ditto (Stage-2)</li> </ul>	<ul style="list-style-type: none"> <li>Ditto</li> <li>Ditto</li> <li>Regular tourist train operation of Hijaz Railway to Syrian border with prospective continuation to Damascus</li> </ul>
Amman	<ul style="list-style-type: none"> <li>Strengthening of Amman gateway tourism base (Stage-1)                             <ul style="list-style-type: none"> <li>Upgrading of Amman urban tourism base</li> <li>Rehabilitation of tourist access roads</li> <li>Creation of tourist trails</li> <li>Posting of tourist signs/information boards</li> <li>Creation of tourist information center</li> <li>Creation of national museum (Stage 1)</li> <li>Construction of additional hotel rooms</li> <li>Creation of an international tourist complex (e.g. world trade center, convention hall)</li> <li>Development of Amman International Tourism Center (World Trade Center, Convention Hall)</li> <li>Improvement of archeological sites (Citadel, Amphitheatre, Museums) (USAID)</li> </ul> </li> <li>Upgrading of tourism products in Amman Zone                             <ul style="list-style-type: none"> <li>Creation/Introduction of Historic Old Salt Madaba</li> <li>Introduction of regular package tours to Jerash and Madaba</li> <li>Creation of side attractions en route to Jerash, Madaba, Salt and Dead Sea</li> <li>Introduction of:                                     <ul style="list-style-type: none"> <li>Amman-Madaba-Ma'in-Dead Sea tour circuit</li> <li>Amman-Salt-Jordan Valley-Dead Sea tour circuit</li> </ul> </li> <li>Partial regular tourist operation of Hijaz Railways Amman-Airport-Qairua</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Ditto (Stage-2)</li> <li>Construction of additional hotel rooms in Amman</li> <li>Improvement of the existing products and develop new ones</li> <li>Development of Petra archaeological site</li> <li>Development of Ma'in/Dead Sea curative products</li> </ul>	<ul style="list-style-type: none"> <li>Ditto</li> <li>Ditto</li> <li>Regular tourist train operation of Hijaz Railway to Syrian border with prospective continuation to Damascus</li> </ul>	

Note  
 WB : World Bank  
 UNESCO : United Nations Educational Scientific and Cultural Organization  
 JICA : Japan International Cooperation Agency (Japan)  
 GTZ : Gesellschaft fuer Technische Zusammenarbeit (Germany)  
 USAID : United States Agency for International Development (USA)  
 RSCN : Royal Society for the Conservation of Nature (Jordan)  
 MOTA : Ministry of Tourism and Antiquities (Jordan)

	2000	2010	Beyond 2010
Dead Sea	<ul style="list-style-type: none"> <li>Creation of Dead Sea Panoramic Complex               <ul style="list-style-type: none"> <li>Panorama lookout</li> <li>Visitor centre/museum</li> <li>Resthouse/hotel spa</li> </ul> </li> <li>Creation of new product</li> <li>Cable car linking Dead Sea-Panorama complex-Ma'in</li> <li>Opening of new tourist road</li> <li>Ma'in-Ma'in-Dead Sea parkway</li> <li>Bench beautification</li> <li>Development of Lot Cave archaeological site</li> <li>Dead Sea Coast infrastructure development (EBI)</li> <li>Dead Sea Coast curative resort development</li> <li>Dead Sea Coast hotels development</li> </ul>	<ul style="list-style-type: none"> <li>Ditto</li> <li>Introduction of new tourist circuits</li> <li>Dead Sea as one of the major tourist cars</li> <li>Completion of East Coast Development Project</li> </ul>	<ul style="list-style-type: none"> <li>Side attractions on route</li> <li>Parking facilities and rest areas along the corridor</li> <li>Development of Great Rift Valley Corridor</li> </ul>
Aqaba	<ul style="list-style-type: none"> <li>Improvement Aqaba tourism base (Stage-1)               <ul style="list-style-type: none"> <li>Beachfront beautification</li> <li>Separation of tourist/industrial traffic</li> <li>Upgrading of visitor facilitation</li> </ul> </li> <li>Development of 3000 hotel rooms</li> <li>Formulation of Aqaba Region comprehensive plan (EU)</li> <li>Formulation of environment management action plan (MTE)</li> </ul>	<ul style="list-style-type: none"> <li>Ditto (Stage-2)               <ul style="list-style-type: none"> <li>Development of infrastructure in the south coast of Aqaba (EB)</li> <li>Introduction of new high speed regular boat service</li> </ul> </li> <li>Aqaba - Nuweiba               <ul style="list-style-type: none"> <li>Completion of Aqaba Marine Park (USAID)</li> <li>Development of additional 3000 hotel rooms</li> </ul> </li> <li>Development of 76 hotel golf course</li> </ul>	<ul style="list-style-type: none"> <li>Ditto (Stage-3)               <ul style="list-style-type: none"> <li>Completion of Diss: soft-adventure tourists base</li> </ul> </li> </ul>
Others			
a. Jerash	<ul style="list-style-type: none"> <li>Restoration of Nymphaeum (Italy)</li> <li>Renewal of Jerash urban centre (Italy)</li> <li>Archaeological excavation (NGO/France)</li> <li>Restoration of Odion (NGO/France)</li> </ul>	<ul style="list-style-type: none"> <li>Ditto</li> <li>Archaeological excavation (NGO)</li> </ul>	
b. Karak	<ul style="list-style-type: none"> <li>Upgrading of Karak products               <ul style="list-style-type: none"> <li>Creation of visitor centre/Crossader museum</li> <li>Introduction of tourist trails</li> <li>Creation of tourist street/zone</li> <li>Creation of panorama lookouts</li> <li>Tourist signposting at the Castle (UK)</li> <li>Architectural Survey (UK)</li> <li>Consolidation of Castra rampart (USAID)</li> </ul> </li> <li>Provision of mosaic shelter (USAID)</li> <li>Provision of bus terminal (USAID)</li> <li>Conservation of mosaic (USAID)</li> <li>Establishment of training program and strengthen the staff</li> </ul>	<ul style="list-style-type: none"> <li>Establishment of Karak as a regional tourism base</li> </ul>	<ul style="list-style-type: none"> <li>Ditto</li> </ul>
c. Madaba	<ul style="list-style-type: none"> <li>Provision of basic rest facilities (toilets, kiosks, awsheds, signs and information)</li> <li>Development of nature discovery trails</li> </ul>	<ul style="list-style-type: none"> <li>Ditto</li> </ul>	
d. Wadi Mujib			

Source: JICA Study Team

Table 8.2.2 Indicative Implementation Program, Tourism Marketing

	2000	2010	Beyond 2010
Information and Service Delivery	<ul style="list-style-type: none"> <li>Provision of gateway information                             <ul style="list-style-type: none"> <li>Production of information materials</li> <li>Distribution at Tourist Information Centers</li> <li>Sign posting</li> <li>Staff training</li> </ul> </li> <li>Provision of on-site information                             <ul style="list-style-type: none"> <li>Production of information materials</li> <li>Provision of information materials in Visitor Centers, Museums and Resthouses</li> <li>Sign posting with interpretation</li> <li>Staff training</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Strengthening the provision of gateway information</li> <li>Strengthening the provision of on-site information</li> </ul>	<ul style="list-style-type: none"> <li>Ditto</li> <li>Ditto</li> </ul>
Marketing	<ul style="list-style-type: none"> <li>Production of sales tools specially geared to travel trade and organizers</li> <li>Production of motivational materials aimed at general public</li> <li>Strengthening segmented approach towards the markets</li> <li>Strengthening of approach towards the European and American markets                             <ul style="list-style-type: none"> <li>Cultivation of up-market, intra-regional Arab and Israeli markets</li> <li>Expansion of the Asian market through programmed and segmented approaches</li> </ul> </li> <li>Cultivation of niche markets for activity holidays</li> <li>Cultivation of seminar, conference and incentive markets by regional and European markets</li> </ul>	<ul style="list-style-type: none"> <li>Production of purpose-edited sales tools geared to travel trade and organizers</li> <li>Production of theme motivational materials aimed at general public</li> <li>Consolidation of Jordan's tourism position in European and American markets through business partnership of tourism                             <ul style="list-style-type: none"> <li>Incentive approaches to selected new and emerging markets such as Australia, South and Central Asia and Eastern Europe</li> </ul> </li> <li>Enhancement of product profile for niche markets with diversified products of culture arts, events, sports and meetings</li> <li>Development of the Urban and MICE market</li> </ul>	<ul style="list-style-type: none"> <li>Ditto</li> <li>Ditto</li> <li>Ditto</li> <li>Ditto</li> <li>Ditto</li> <li>Ditto</li> </ul>
Promotional	<ul style="list-style-type: none"> <li>Participation in travel trade shows and fairs in major source markets</li> <li>Strengthening of repeat after-sales calls to follow up the initial contact</li> <li>Keeping buyers posted updated information and products</li> <li>Organizing of familiarization tours for buyers and media                             <ul style="list-style-type: none"> <li>Close liaison with RT to highlight the profile and exposure of Jordan in major source markets</li> </ul> </li> <li>Exploitation of new avenues for promoting Jordan in major source markets</li> </ul>	<ul style="list-style-type: none"> <li>Organizing of joint sales mission to potential and emerging markets</li> <li>Organizing of purpose made theme sales mission to SIT and niche markets in the established source market with attractive products and proposals</li> <li>Organizing of promotional seminar/workshop for buyers in major source markets</li> <li>Opening of own tourist promotion office in major source markets</li> </ul>	<ul style="list-style-type: none"> <li>Ditto</li> <li>Ditto</li> <li>Ditto</li> <li>Ditto</li> </ul>
Tourism Industries	<ul style="list-style-type: none"> <li>Creation of attractive souvenirs</li> <li>Establishment of production systems and marketing opportunities</li> <li>Upgrading of quality and design of the souvenirs</li> <li>Create sophisticated souvenir shops in major tourism zones</li> </ul>	<ul style="list-style-type: none"> <li>Upgrading of the souvenirs industry and products</li> </ul>	<ul style="list-style-type: none"> <li>Ditto</li> <li>Ditto</li> <li>Ditto</li> </ul>

Source: JICA Study Team

**Table 8.2.3 Indicative Implementation Program, Supporting Infrastructure**

	2000	2010	Beyond 2010
Supporting Infrastructure and Services			
Transport			
• Air Transport	<ul style="list-style-type: none"> <li>- Beautification of Amman airport</li> <li>- Introduction of new wide body and long range aircraft</li> <li>- Increase in the number of flights to / from Amman</li> <li>- Improvement of tourist flights</li> </ul>	<ul style="list-style-type: none"> <li>- Expansion of Amman airport terminal building</li> <li>- Improvement of Aqaba Airport</li> <li>- Development of more connecting roads between Dead Sea and King Highway</li> </ul>	<ul style="list-style-type: none"> <li>- Development of Aqaba - Eilat Airport</li> <li>- Ditto</li> </ul>
• Road Transport	<ul style="list-style-type: none"> <li>- Completion of Dead Sea - Madaba Parkway</li> <li>- Development of four circuit road network</li> <li>- Multi functional transport terminals</li> <li>- Installation of road signs for tourists</li> <li>- Introduction of toll roads</li> </ul>		
• Railway	<ul style="list-style-type: none"> <li>- Improvement of track and rail, Amman - Qadisia</li> </ul>		<ul style="list-style-type: none"> <li>- Upgrade of track between Amman-Syria border</li> <li>- Ditto</li> </ul>
Water Supply and Sewerage	<ul style="list-style-type: none"> <li>- Development of water recycle use system</li> <li>- Introduction of compact, dedicated system</li> </ul>		
Hygiene			
Solid Waste	<ul style="list-style-type: none"> <li>- Establishment of waste collection and dumping system</li> <li>- Education of people to keep environment clean</li> </ul>		
Miscellaneous	<ul style="list-style-type: none"> <li>- Development of computerized tourism information system (USAID)</li> </ul>	<ul style="list-style-type: none"> <li>- Ditto</li> <li>- Ditto</li> <li>- Strengthening of the information network</li> <li>- Establishment of tourist information services</li> </ul>	<ul style="list-style-type: none"> <li>- Ditto</li> <li>- Ditto</li> </ul>

Source: JICA Study Team



Table 8.2.4 Indicative Implementation Program, Institutional Strengthening

	2000	2010	Beyond 2010
Institutional Strengthening Administration and Organization	<ul style="list-style-type: none"> <li>Formulation of authorized Tourism Development Master Plan</li> <li>Reorganization of MOTTA</li> <li>Strengthening policy making and project implementation</li> <li>Centralizing tourism development administration and strengthen the coordinating function</li> <li>Strengthening direct tourist services</li> <li>Reorganizing and activation of the Higher Council of Tourism                             <ul style="list-style-type: none"> <li>chairmanship and membership revision</li> <li>secretariat to be created in MOTTA</li> <li>establishment of sub committees</li> <li>increase the frequency of meeting</li> <li>strengthen responsibilities</li> </ul> </li> <li>Financing tourism development and tourism promotion                             <ul style="list-style-type: none"> <li>allocation of budget to be increased</li> <li>finance to local project to be made possible</li> <li>giving priority to tourism related infrastructure development</li> </ul> </li> <li>Deregulation                             <ul style="list-style-type: none"> <li>hotel standards and restaurant control regulations to be liberalized</li> </ul> </li> <li>Establishment of financing systems for private sector projects                             <ul style="list-style-type: none"> <li>establishment of soft loan</li> <li>increase of borrow portion</li> </ul> </li> <li>Transfer of Hotel Training College to MOTTA                             <ul style="list-style-type: none"> <li>Strengthening of teaching staff</li> <li>Improvement of training program</li> </ul> </li> <li>Encouragement of private sector to participate in training</li> <li>Establishment of appropriate training systems</li> <li>Strengthening of DOA                             <ul style="list-style-type: none"> <li>Designation of unexcavated national heritage area.</li> <li>Start of active preservation of heritage</li> <li>Promotion of local cultural elements such as music, dance, art and festivals</li> <li>Cultivation of community awareness channels by country-wide campaigns</li> <li>Cultivation of community awareness                                     <ul style="list-style-type: none"> <li>Dialog between MOTTA and local communities and other civil organizations</li> </ul> </li> </ul> </li> <li>Adoption of MOTTA's EIA guidelines by GEC EIA of tourism projects</li> <li>Participation and membership of MOTTA in the High Council of the Environmental Protection</li> <li>Designation of natural conservation areas. Wadi Rum is top priority.</li> <li>Ecological rehabilitation of existing tourism sites                             <ul style="list-style-type: none"> <li>Environmental education</li> <li>Integrated tourism development plan for existing site, environment with nature, culture and archeology</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Enhancement of the Hotel Training College and training systems</li> <li>Increase in the number of trainees</li> <li>Provision of attractive incentives for employers</li> <li>Establishment of National Park system</li> <li>Establishment of National Institute for Heritage Conservation</li> </ul>	<ul style="list-style-type: none"> <li>Establishment of training systems for hotel and tourism management</li> <li>Ditto</li> <li>Ditto</li> </ul>
Human Resources	<ul style="list-style-type: none"> <li>Transfer of Hotel Training College to MOTTA                             <ul style="list-style-type: none"> <li>Strengthening of teaching staff</li> <li>Improvement of training program</li> </ul> </li> <li>Encouragement of private sector to participate in training</li> <li>Establishment of appropriate training systems</li> <li>Strengthening of DOA                             <ul style="list-style-type: none"> <li>Designation of unexcavated national heritage area.</li> <li>Start of active preservation of heritage</li> <li>Promotion of local cultural elements such as music, dance, art and festivals</li> <li>Cultivation of community awareness channels by country-wide campaigns</li> <li>Cultivation of community awareness                                     <ul style="list-style-type: none"> <li>Dialog between MOTTA and local communities and other civil organizations</li> </ul> </li> </ul> </li> <li>Adoption of MOTTA's EIA guidelines by GEC EIA of tourism projects</li> <li>Participation and membership of MOTTA in the High Council of the Environmental Protection</li> <li>Designation of natural conservation areas. Wadi Rum is top priority.</li> <li>Ecological rehabilitation of existing tourism sites                             <ul style="list-style-type: none"> <li>Environmental education</li> <li>Integrated tourism development plan for existing site, environment with nature, culture and archeology</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Enhancement of the Hotel Training College and training systems</li> <li>Increase in the number of trainees</li> <li>Provision of attractive incentives for employers</li> <li>Establishment of National Park system</li> <li>Establishment of National Institute for Heritage Conservation</li> </ul>	<ul style="list-style-type: none"> <li>Establishment of training systems for hotel and tourism management</li> <li>Ditto</li> <li>Ditto</li> </ul>
Heritage Preservation	<ul style="list-style-type: none"> <li>Designation of unexcavated national heritage area.</li> <li>Start of active preservation of heritage</li> <li>Promotion of local cultural elements such as music, dance, art and festivals</li> <li>Cultivation of community awareness channels by country-wide campaigns</li> <li>Cultivation of community awareness                             <ul style="list-style-type: none"> <li>Dialog between MOTTA and local communities and other civil organizations</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Enhancement of the Hotel Training College and training systems</li> <li>Increase in the number of trainees</li> <li>Provision of attractive incentives for employers</li> <li>Establishment of National Park system</li> <li>Establishment of National Institute for Heritage Conservation</li> </ul>	<ul style="list-style-type: none"> <li>Establishment of training systems for hotel and tourism management</li> <li>Ditto</li> <li>Ditto</li> </ul>
Community Considerations and Women's Involvement	<ul style="list-style-type: none"> <li>Designation of unexcavated national heritage area.</li> <li>Start of active preservation of heritage</li> <li>Promotion of local cultural elements such as music, dance, art and festivals</li> <li>Cultivation of community awareness channels by country-wide campaigns</li> <li>Cultivation of community awareness                             <ul style="list-style-type: none"> <li>Dialog between MOTTA and local communities and other civil organizations</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Enhancement of the Hotel Training College and training systems</li> <li>Increase in the number of trainees</li> <li>Provision of attractive incentives for employers</li> <li>Establishment of National Park system</li> <li>Establishment of National Institute for Heritage Conservation</li> </ul>	<ul style="list-style-type: none"> <li>Establishment of training systems for hotel and tourism management</li> <li>Ditto</li> <li>Ditto</li> </ul>
Environmental Management	<ul style="list-style-type: none"> <li>Adoption of MOTTA's EIA guidelines by GEC EIA of tourism projects</li> <li>Participation and membership of MOTTA in the High Council of the Environmental Protection</li> <li>Designation of natural conservation areas. Wadi Rum is top priority.</li> <li>Ecological rehabilitation of existing tourism sites                             <ul style="list-style-type: none"> <li>Environmental education</li> <li>Integrated tourism development plan for existing site, environment with nature, culture and archeology</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Enhancement of the Hotel Training College and training systems</li> <li>Increase in the number of trainees</li> <li>Provision of attractive incentives for employers</li> <li>Establishment of National Park system</li> <li>Establishment of National Institute for Heritage Conservation</li> </ul>	<ul style="list-style-type: none"> <li>Establishment of training systems for hotel and tourism management</li> <li>Ditto</li> <li>Ditto</li> </ul>

Source: JICA Study Team

**PART I (VOLUME 1)**  
**NATIONAL TOURISM DEVELOPMENT STRATEGY AND POLICY**  
**(TOURISM DEVELOPMENT)**

**Appendix**

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## Appendix 1 Outline of Petra National Park Management Plan

To solve major problems threatening the integrity of the world heritage site of Petra, UNESCO dispatched missions to prepare a management plan for the Petra National Park (Figure A1) in 1992 and in 1994. The following is an outline of the management plan.

### 1.1 Plan Objectives

The plan objectives are:

- (1) preserving the archaeological remains and their environment by enforcing strict regulations,
- (2) restoring the monuments in their natural setting,
- (3) enhancing the Petra National Park in general and the Petra Sanctuaries more specifically, through friendly environmental and cultural tourism, and
- (4) Informing visitors with first-hand informative materials on the historical and natural heritage through appropriate cultural spaces.

### 1.2 Main Problems

The main problems have arisen from a combination of cultural, socio-economic and environmental factors as listed below.

#### (1) Management deficiency

Many government departments and other institutions are responsible for the site and its surrounding environment. There is no efficient mechanism to manage the Petra National Park and coordinate inputs.

#### (2) Hotel development

The present strategy of hotel development has the most serious impact on the Petra National Park. The will to accommodate a growing number of tourists has led to a tremendous rate of increase in the hotel capacity. Such projects have been carried out without Environmental Impact Assessments. All have an excessive negative visual impact on the site and are located in the catchment area above the line of natural springs between Wadi Musa and Tayyiba.

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**(3) Erosion**

Lack of maintenance of the ancient dams, agricultural terraces, water channels and cisterns, deforestation of the catchment area, uncontrolled grazing, and the abandonment of traditional farming practices have degraded/destroyed ground cover and accelerated soil erosion with a resulting increase in the quantity of flood-water, water run-off and silt carried down to Petra during the rainy season and in the amount of wind-blown sand.

**(4) Uncontrolled development of the villages**

Besides the band of new hotels, the catchment areas encroach on the area of influence of the site and are year after year more visible from it.

**(5) Too high concentration of visitors and lack of control of visitor circulation**

The great number of visitors entering Petra during holidays, especially during peak months and rush hours, is a threat to the integrity of the site and a major cause of dissatisfaction among visitors. It is exacerbated by the use of too many horses moving in a very narrow gorge.

**(6) The spread of commercial activities**

The commercial activities throughout the site destroy its harmony and create congestion.

**(7) Antiquities at risk**

Many of the stone masonry structures need urgent consolidation. Many of the cave monuments are polluted by litter and by firewood. Innumerable graffiti cover the walls of many tombs and caves. Uncontrolled commercial activities have a negative impact on cultural and natural values. Few of the excavations have been followed by consolidation and fragile remains left exposed to the elements. Antiquities are exposed to salt attack from capillary action of ground water, and no consideration is given to the setting. Horses and cars cause damage to the antiquities.

**(8) Lack of quality of restoration works**

The quality of restoration works leaves much to be desired. Lack of trained personnel leads to abusive restoration. There is a need to have trained conservators/restorers on site.

**(9) Lack of sanitary facilities**

Sanitary facilities are needed particularly between the Visitors' Center and the restaurant for visitors or shopkeepers.

**(10) Degradation of the Qasr-al-Bint/restaurant/museum area**

This central area has grown ugly, due to a lack of planning and to ill-advised management actions. The presence of permanent or semi-permanent inhabitants in this area leads to some abuses which pollute the site.

**(11) Lack of information**

The many possibilities of other circuits and tourist trails are unknown to most of the visitors wishing to stay for longer periods in the Petra Park. There is a lack of explanatory material in the Visitors' Center.

**(12) Ticketing policy**

At present, the entrance fees are paid every day, and the system does not incite foreign tourists to stay several days at Petra.

**(13) Abandonment of traditional village scenery**

Traditional stone-built villages and their agricultural terraces are being abandoned.

**1.3 Principal Recommendations**

The principal recommendations are as follows:

**(1) Creation of an independent park authority**

Creation of an independent park authority with financial autonomy and directly dependent on the Prime Minister's Cabinet or the Royal Court to manage the Petra Archaeological and Natural Park.

**(2) Adjustment of the park boundary and zoning**

Creation of park boundaries and zones of protection as well as establishment of a buffer zone to control village and hotel development.

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**(3) Limits to use: control of visitor circulation**

In order to adjust the number of visitors to the carrying capacity of the site, measures are urgently needed, such as the dilution of the frequentation on holidays, the establishment of a one-way circulation system through the Siq, the improvement of possible existing ways back, the development of alternative circuits and creation of a minibus service.

**(4) Limits to use: planning and control of commercial areas**

Possible introduction of realistic rents as a means to limit the number of merchants, removal of intrusive wooden structures and tables, grouping of shops in fewer places, new stone-built suq at entrance to site and Umm Sayhun, new shop to sell replicas of museum objects in restaurant buildings, removal of all shops from in front of Kahzneh and replanting.

**(5) Erosion control and flood protection measures**

First priority is to arrest the principal causes of weathering by repairing the terraces, dams, rainwater channels and cisterns. Measures to be taken should make re-use where possible of the ancient Nabataean hydrological system and agricultural terraces. Rainwater run-off can be lessened by repairing and reinstating some of the worn away protective drainage channels, drips and cornices. Afforestation of the catchment area and reinstatement of ground cover in critical areas will reduce the quantity of water and silt carried down into the wadis and fix the soil reducing erosion by wind-blown sand. The flood protection problem will also be under study.

**(6) Ground water effects**

The problem of ground water rising by capillary action is being studied.

**(7) Law enforcement**

Mounted park ranger service is needed to patrol the site regularly. Horses and other animals should not be allowed to circulate freely inside the natural and archaeological sanctuary areas. Visitors should not be allowed to circulate freely on certain secondary itineraries.

**(8) Sanitary facilities**

Existing sanitary facilities should be upgraded and additional units provided at the site entrance, the Theater area, near the restaurant and at al-Deir.

**(9) Orientation center**

The orientation center will interpret and explain the site to visitors with relief maps of the park showing visitors' trails, permanent multi-slide projector shows and comprehensive guidebooks.

**(10) Museums**

The present museum is to house domestic objects and new finds from archaeological sites. Replicas of museum objects should be sold in the restaurant souvenir shop. Urn tomb will become a lapidary museum for monumental sculpture. An orientation table positioned on terrace will explain a panoramic view of the central Petra.

**(11) Signposting**

Signs of appropriate quality should be posted but should be restricted where guiding is compulsory.

**(12) Agro-tourism projects**

Combination of farming and agricultural activities with tourism in restored stone villages will help make villagers less dependent on tourism.

**(13) Training**

Training is needed for Jordanian conservators.

**(14) Conservation and consolidation**

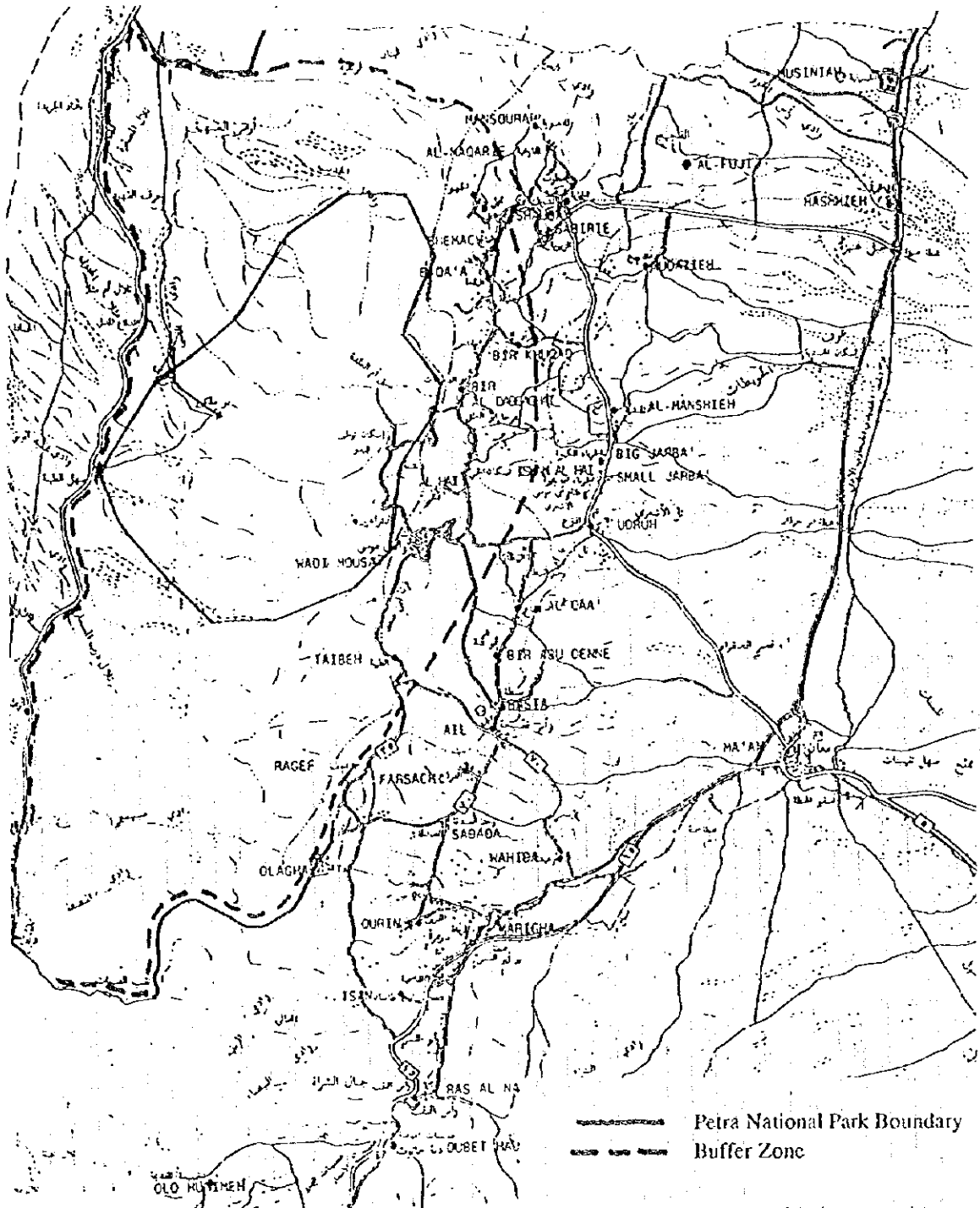
Conservation of exposed archaeological ruins and consolidation of Qasr al Bint and arched aqueduct are required. Trained architects/restorers to supervise work are necessary. A thorough study of stability of the Palace Tomb should be carried out by a geological engineer. The area in front of the tomb to visitors should be temporarily closed.

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The proposals contained in the present Management Plan should form a basis for the preparation of a detailed project for submission to international development agencies.



Figure A1 Boundaries for the Petra National Park and its Buffer Zone



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## **Appendix 2      Outline of Revised Land Use Masterplan of Aqaba**

### **1.1      Background**

To control and avoid haphazard developments in the mid 1980s, the government commissioned an international consultant to prepare a comprehensive development master plan of the Aqaba region. Recently, the original plan was reviewed by the Aqaba Region Authority (ARA) due to the drastic changes in political and economic conditions over the period and ARA is in the process of revising the plan.

### **1.2      Main Points of the Revision**

The main points of the revision are as follows.

- (1) The tourist market for the Middle East has expanded as a direct dividend of peace and Jordan stands a fair chance to expand its share of this growing market. The target number of tourists to Aqaba was increased from 50,000 of the original plan to 150,000 in the year 2000.
- (2) Emphasis on the South Coast area was increased compared to the North Beach (Aqaba Town) because the latter has more land ownership problems and is socially less flexible to accept large scale development.
- (3) Competition with Eilat that has a plan to increase accommodation from current 7,200 rooms to 12,000 rooms is required.
- (4) The target group of potential tourists should be of a certain class rather than mass tourism as practiced in Eilat, and the target is to create Aqaba Riviera.

### **1.3      Projects Proposed by the Revised Plan**

Figure A2 is the Revised Land Use Plan which covers the two zones, i.e., the North Beach Zone corresponding to the existing township of Aqaba and the South Coast Zone which is named Teeba. Projects proposed for each zone are as follows:

#### **(1)      North Beach Zone**

- Peace Garden at the South Border Pass

- Circular Area Convention Center, International Hotels and Shopping Center Complex
- Hotels for domestic tourists
- A Board walk to provide for cafes, restaurants, entertainment clubs and auxiliary shops

**(2) South Coast Zone**

- An international hotel cluster in Ras Yamaniya and a National Camp site with a design capacity of 3,000 rooms
- A second international hotel cluster around the bay as phase II of the development, which shall provide an additional 3,000 rooms by the year 2010
- A cluster of gated communities for vacation home sites at Qaboos Tourist Village
- Two tourist villages in the Ras Yamaniya area
- Beach side time-sharing villas
- Sites for major specialty restaurants, shopping centers and handicraft stores
- A golf resort complex with a 36-hole world class championship golf course
- An amusement park on a mini-Disney style
- A water theme park
- Luxury home sites on terraces at wilderness zone

Figure A2 Revised Land Use Masterplan of Aqaba-Teeba

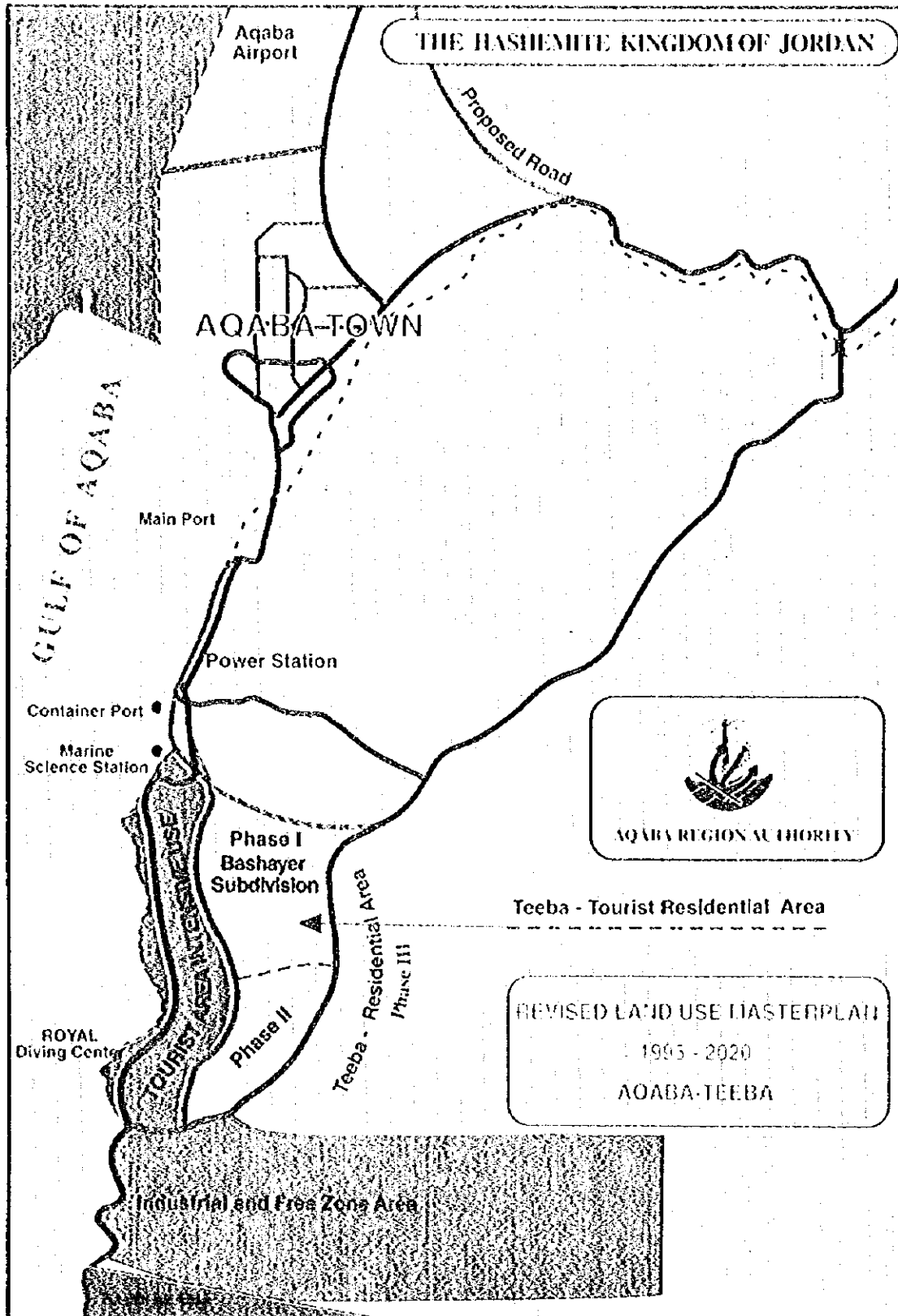


Figure A2 Revised Land Use Masterplan of Aqaba-Teeba

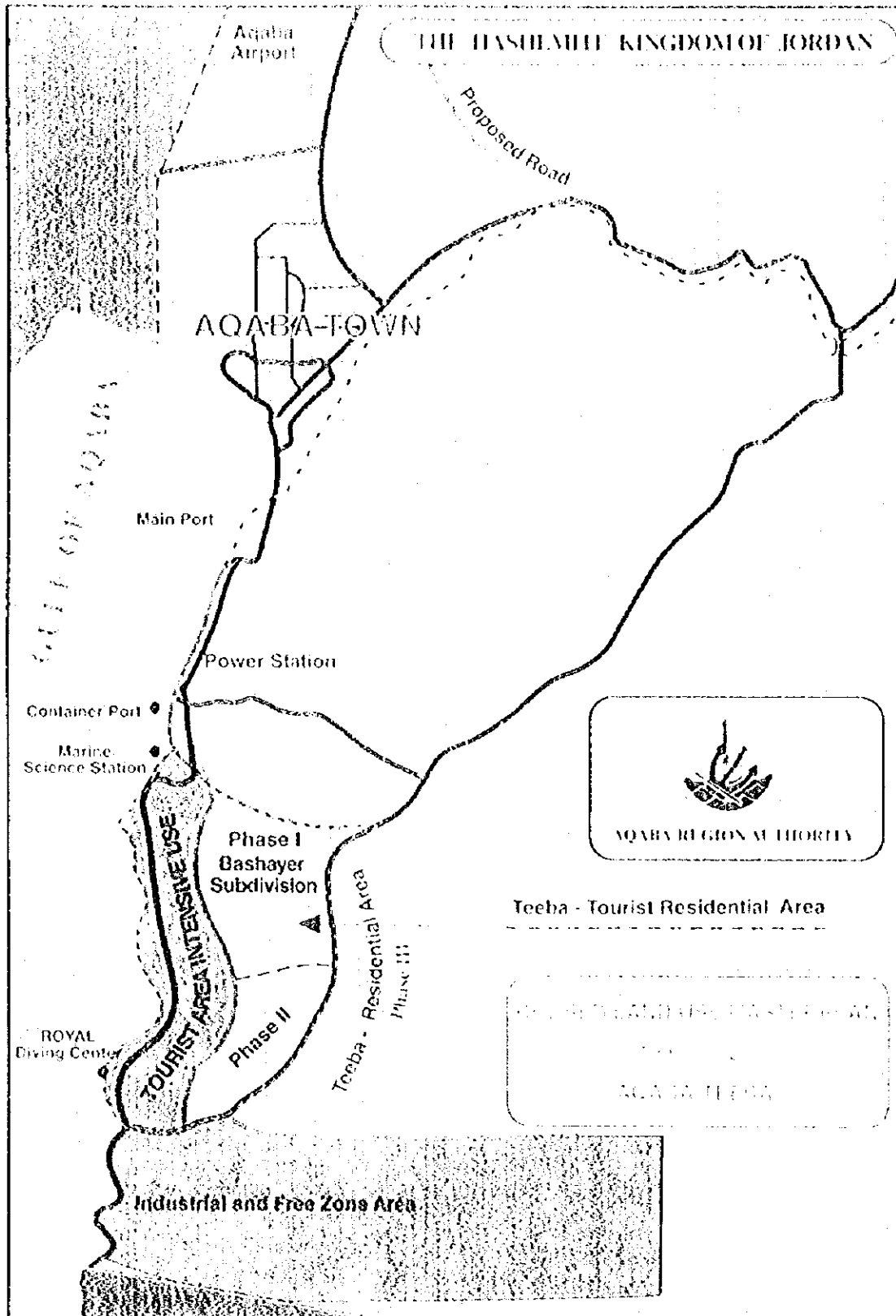


Figure A2 Revised Land Use Masterplan of Aqaba (Continued)

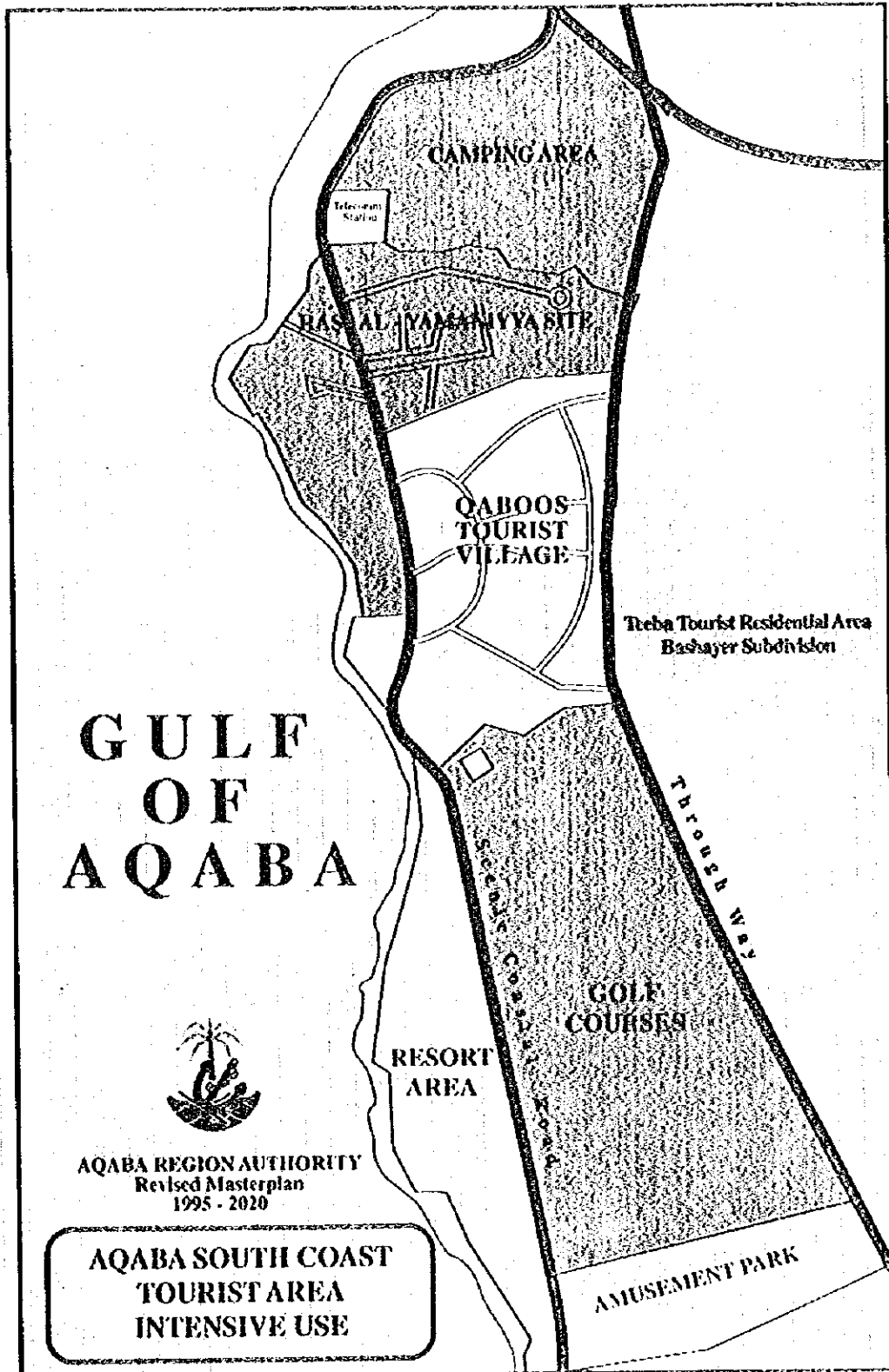


Figure A2 Revised Land Use Masterplan of Aqaba (Continued)

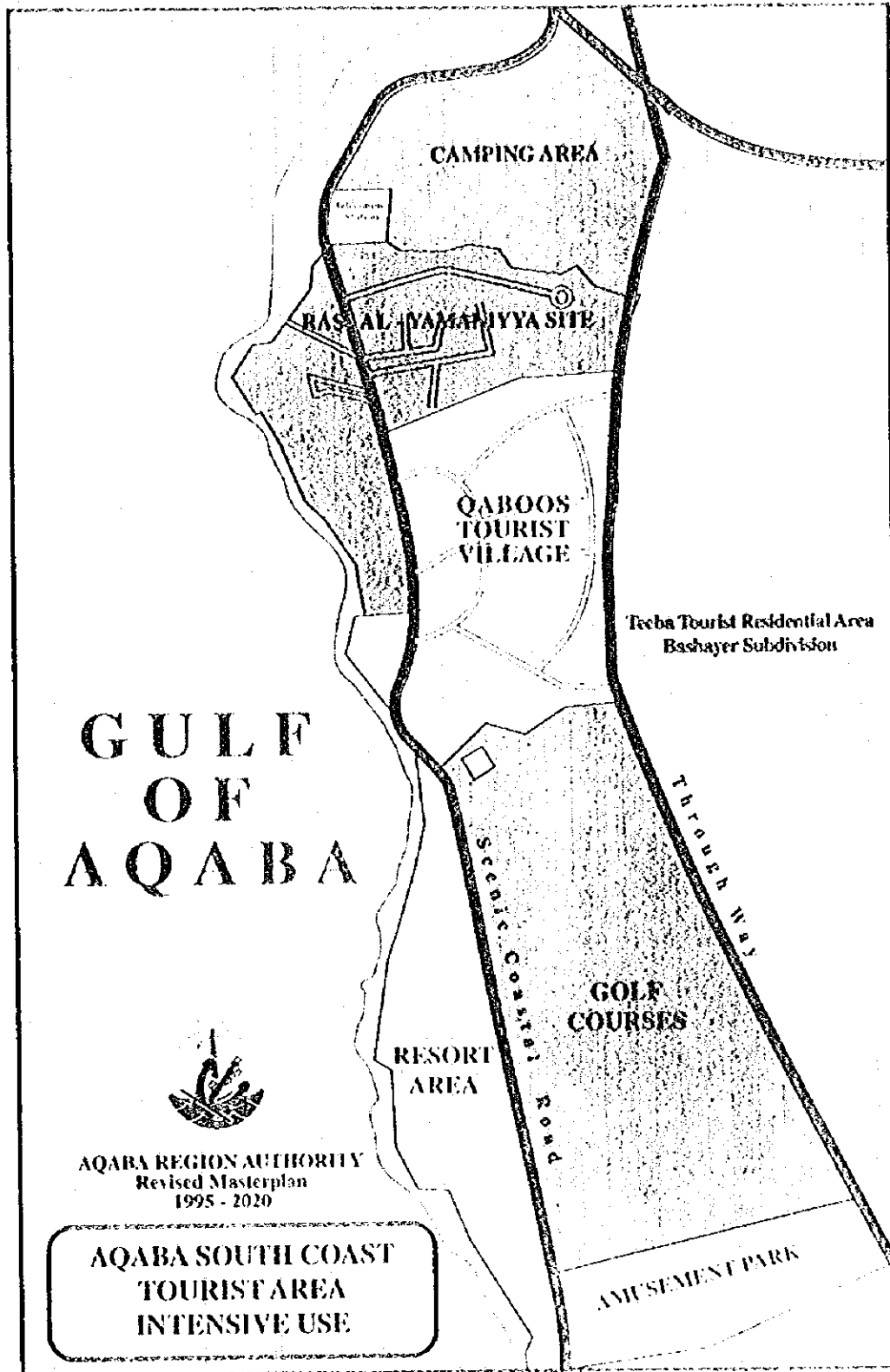


Figure A2

Revised Land Use Masterplan of Aqaba (Continued)

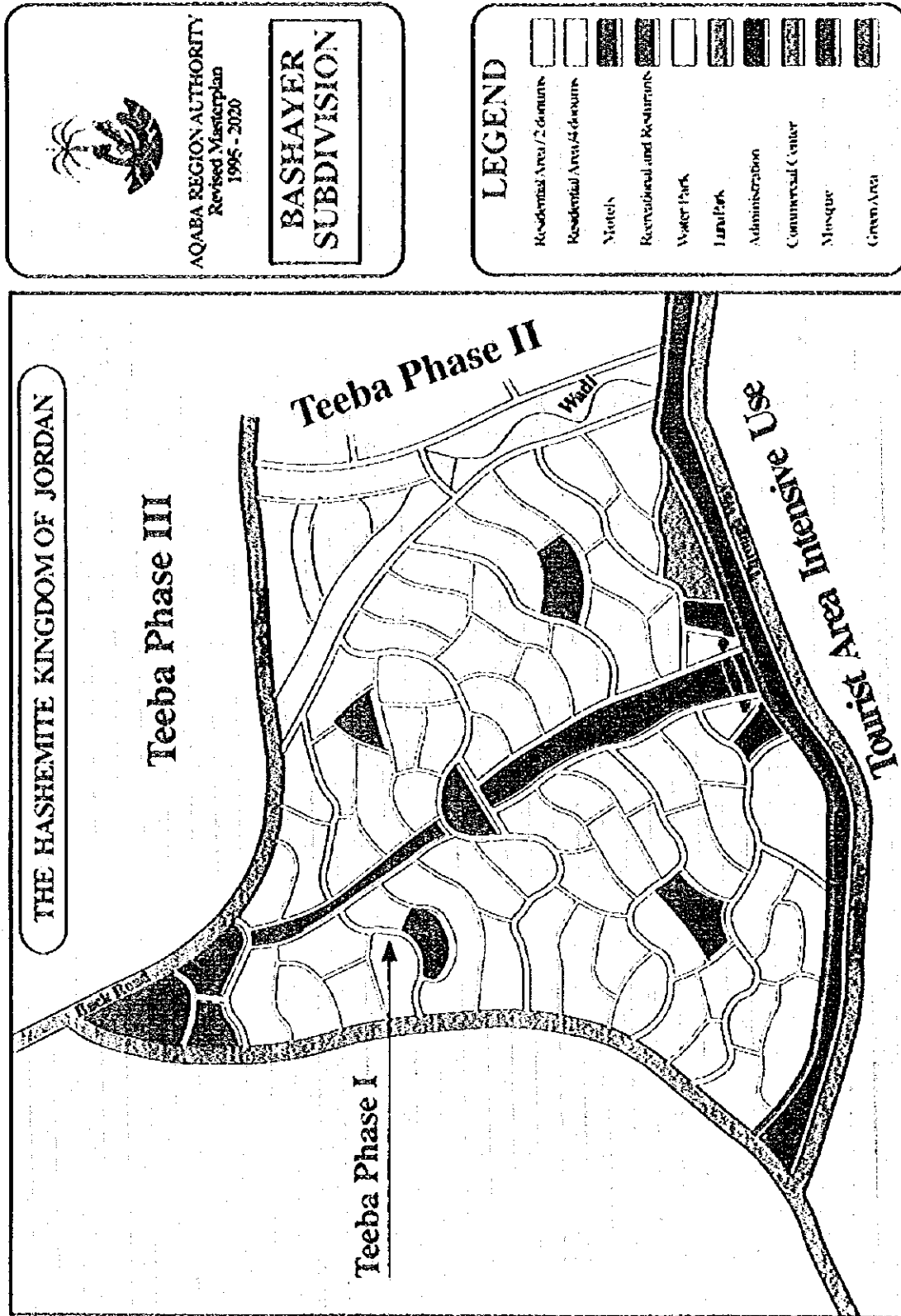




Figure A2 Revised Land Use Masterplan of Aqaba (Continued)

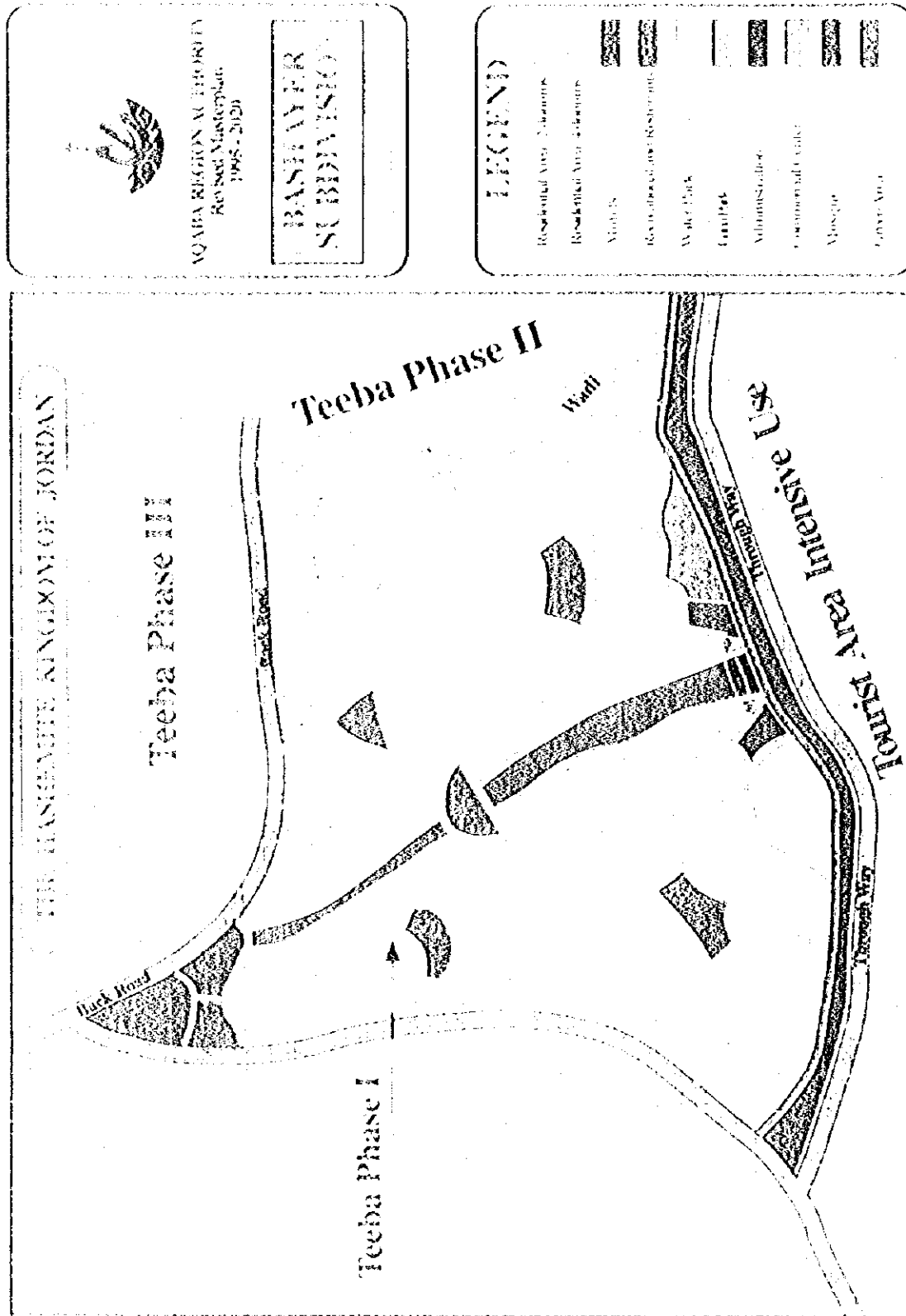


Figure A2 Revised Land Use Masterplan of Aqaba (Continued)

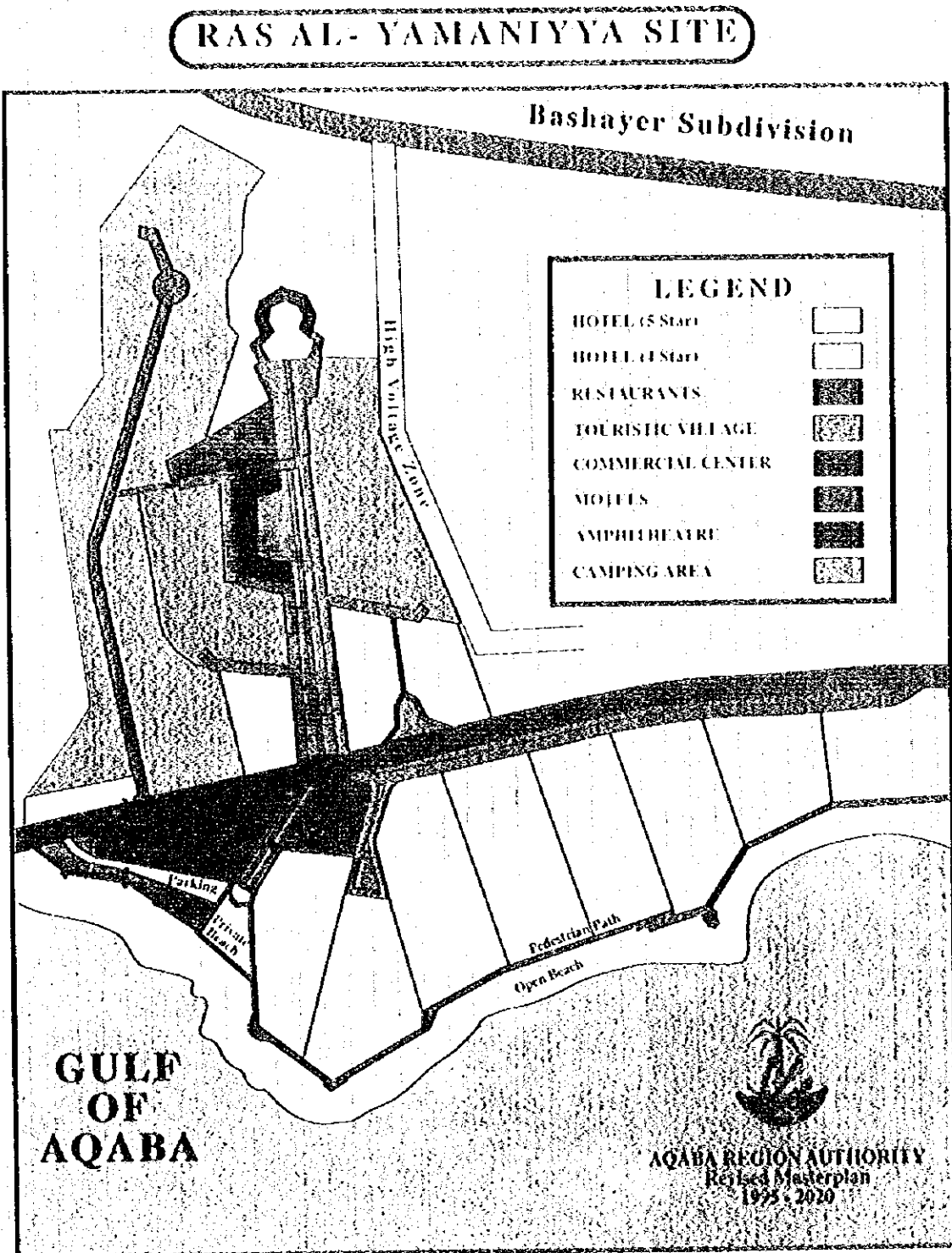


Figure A2 Revised Land Use Masterplan of Aqaba (Continued)

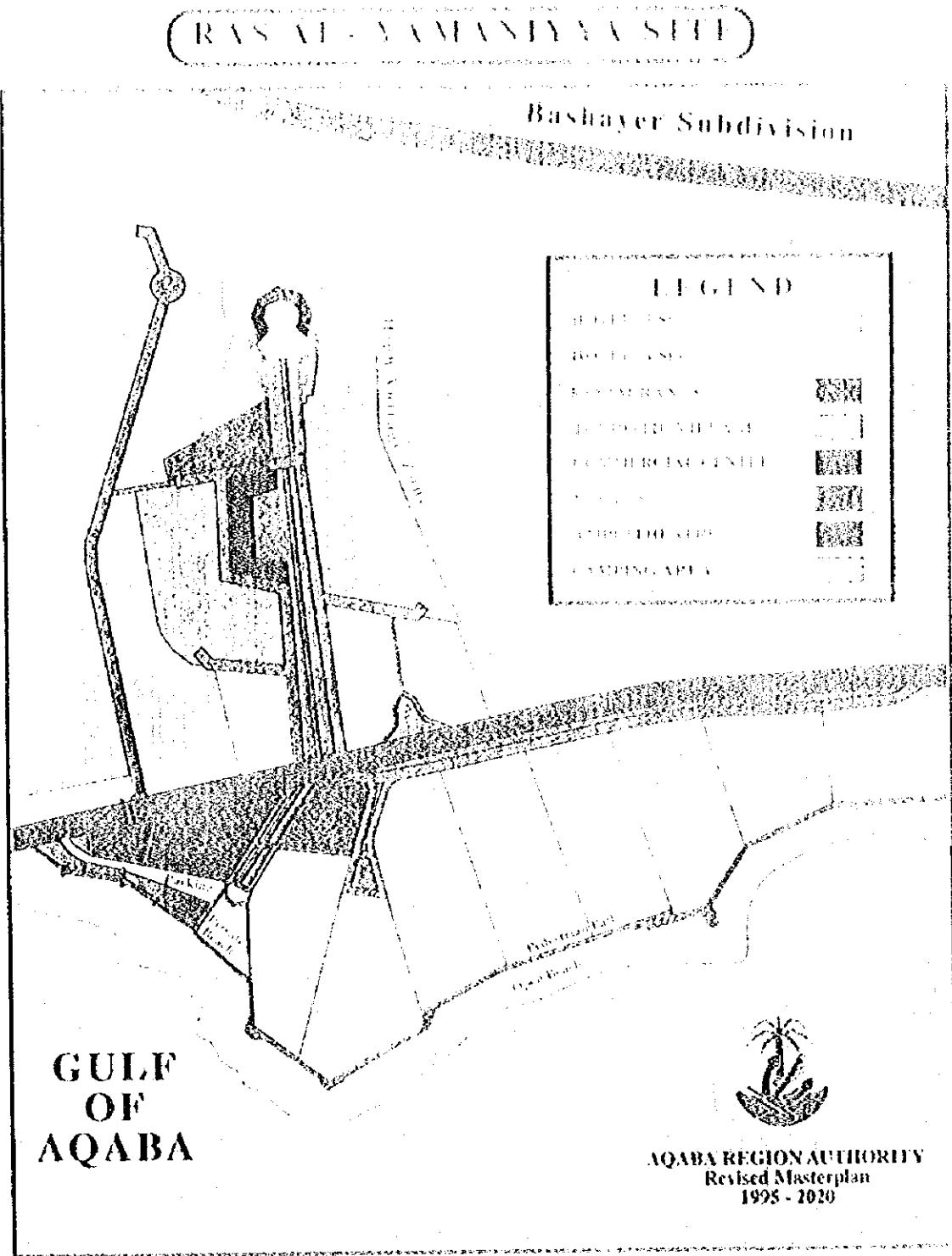


Figure A2 Revised Land Use Masterplan of Aqaba (Continued)

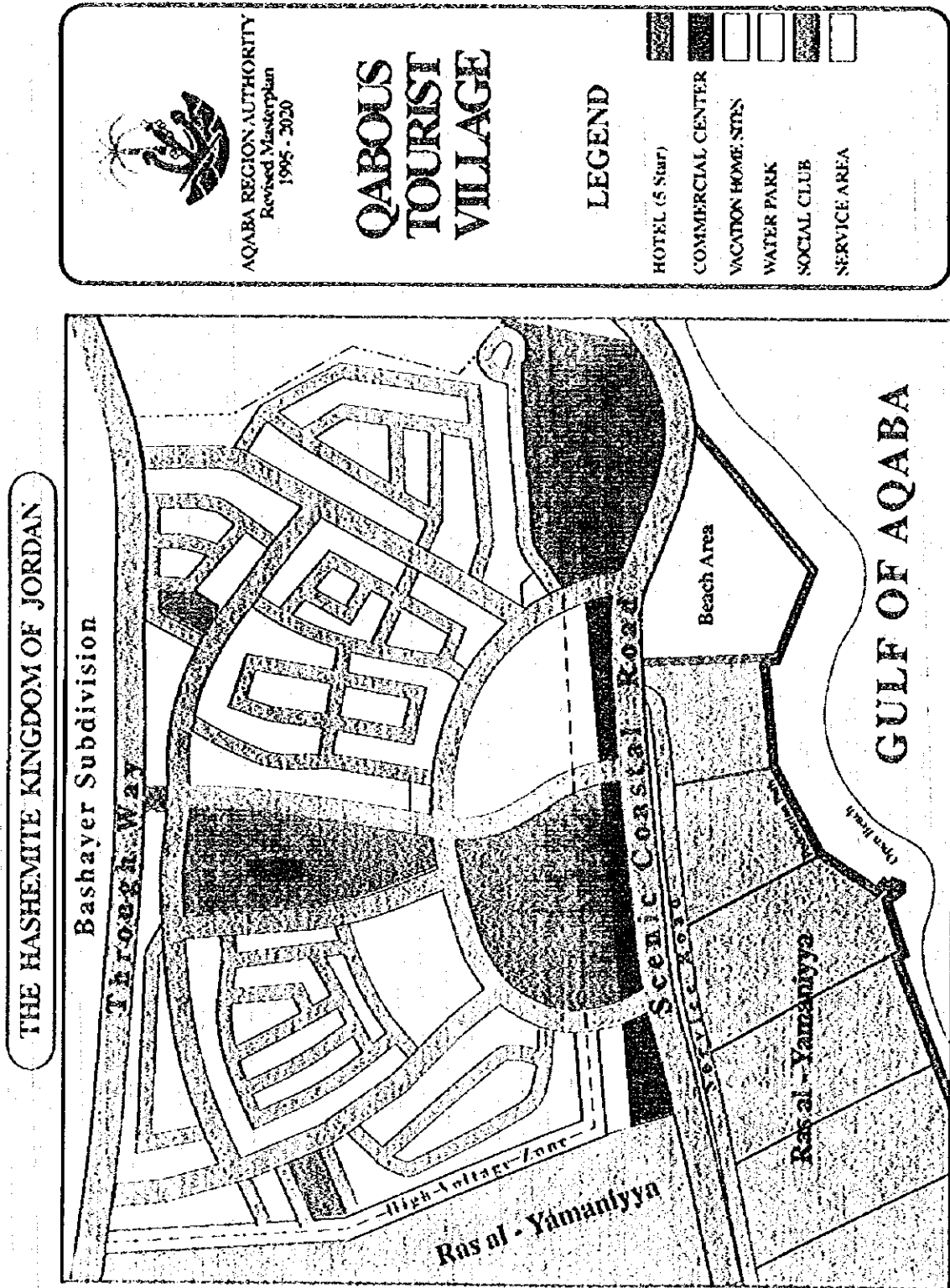


Figure A2 Revised Land Use Masterplan of Aqaba (Continued)

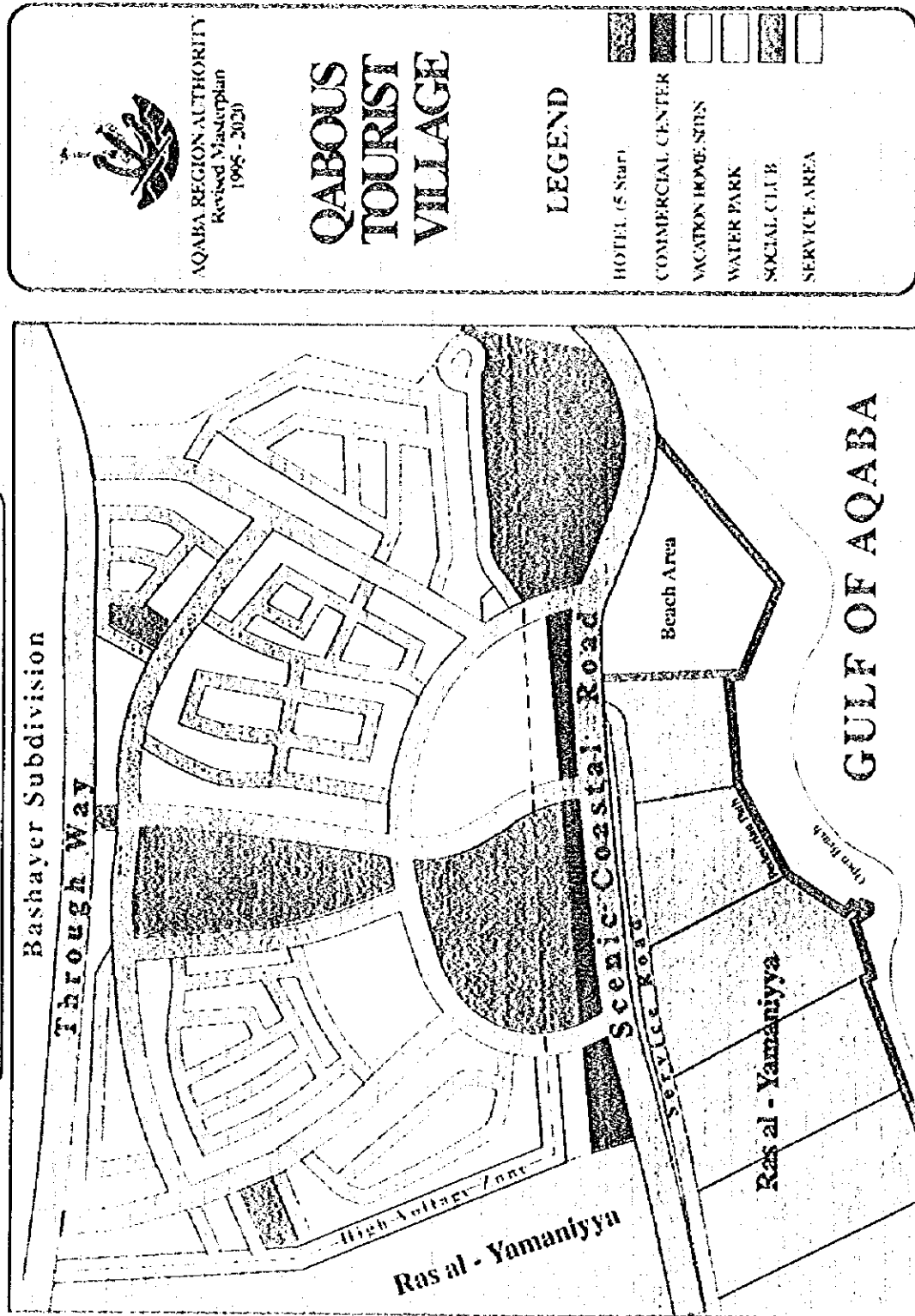


Figure A2 Revised Land Use Masterplan of Aqaba (Continued)

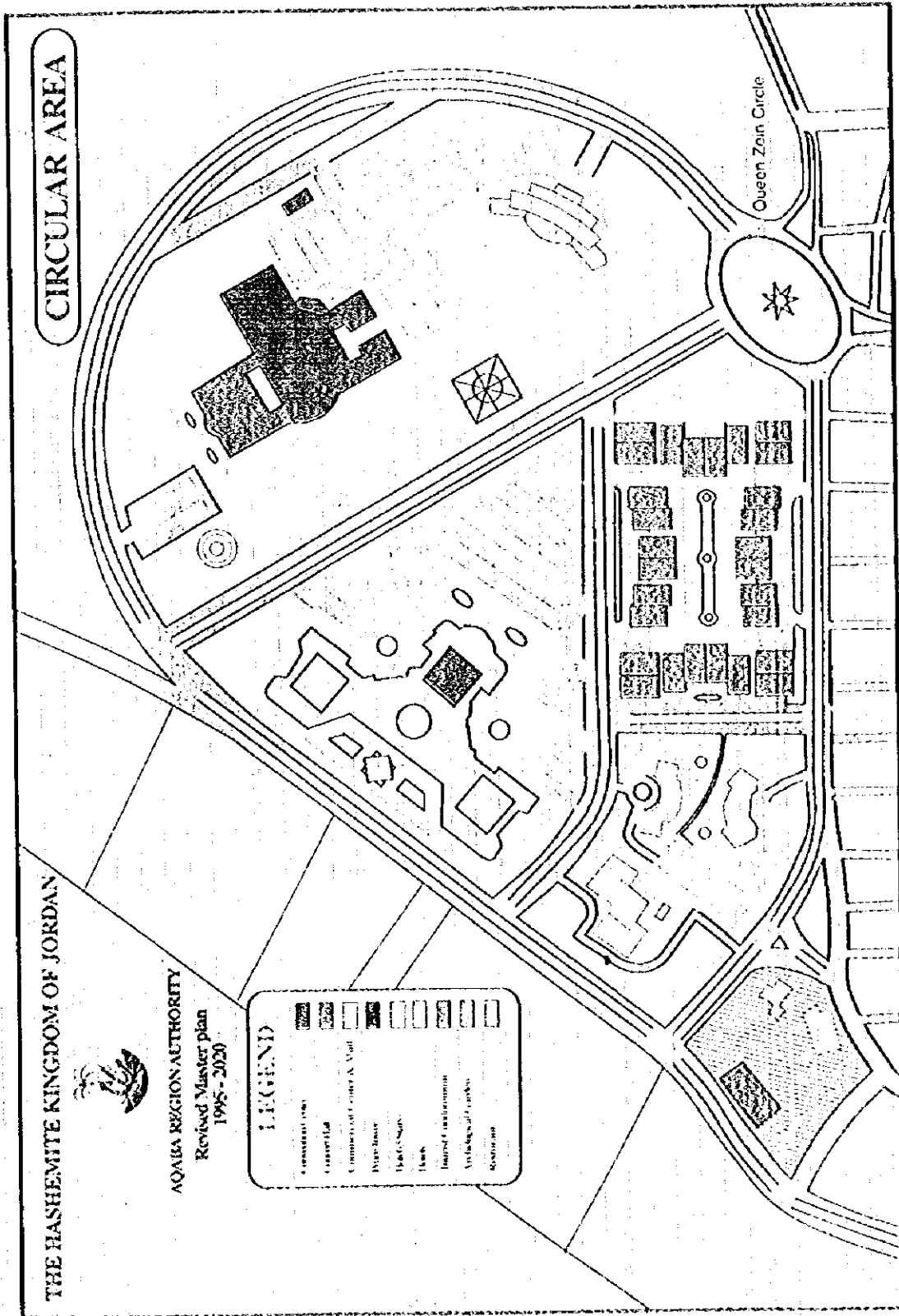
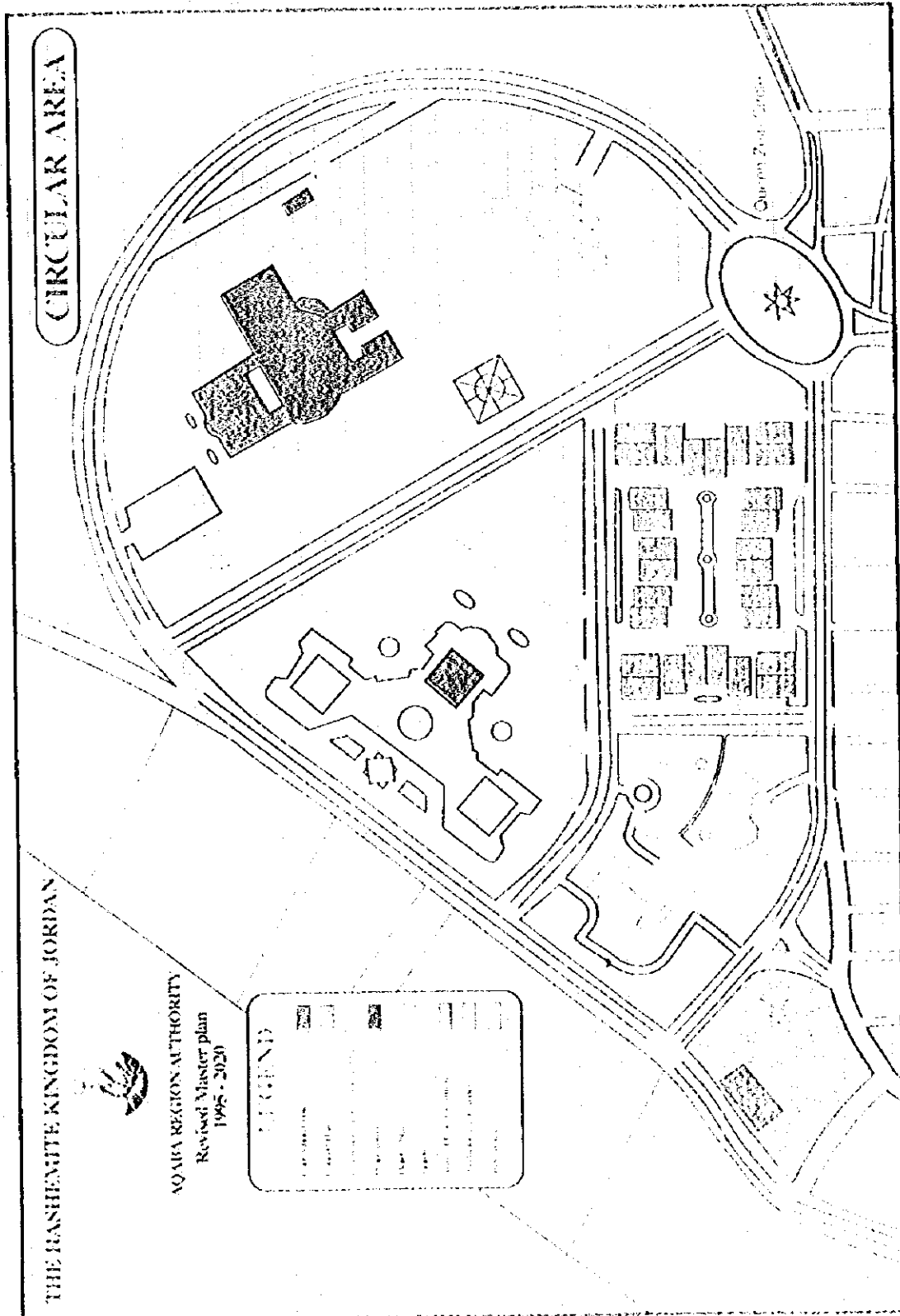


Figure A2 Revised Land Use Masterplan of Aqaba (Continued)



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## **Appendix 3      Outlines of Current Plans and Projects of the Dead Sea Area**

In the Dead Sea area, the following major tourism related plans and projects are being pursued at least partially.

### **(I)    Tourism Development Project of East Coast of the Dead Sea (Figure A3)**

The master plan of the "Tourism Development Project of East Coast of the Dead Sea" was prepared in December 1994 by a French and Jordanian joint consultant team commissioned by the Jordan Valley Authority of the Ministry of Water and Irrigation.

The area covered by the master plan is approximately 290 sq.km. stretching about 58 km from north to south and 5 km on average from west to east. The area includes three major sectors, namely, Suwayma Sector (approx. 47 sq.km.), Zara Sector (approx. 85 sq.km.) and El Mazra'a Sector (approx. 153 sq.km.) from north to south.

At present, the area has only a few tourism facilities such as a resthouse and a hotel both in Suwayma on the Dead Sea coast. It is planned to develop cultural tourism, health tourism, discovery circuit and youth tourism as well as holiday housing with condominiums and private houses. Spatial distribution of different types of tourism is as follows:

- Suwayma Sector  
Diversified tourism functions are proposed in this sector including weekend tourism, cross-border tourism and also development of private housing plots.
- Zara Sector  
Featuring thermal water sources and unique landscape such as Wadi Zarqa Ma'in, cultural stay and circuits tourism and health, fitness and sports tourism are proposed. The discovery tourism development is also recommended for the second phase. Holiday and a weekend housing plan is developed with a high share of condominiums.
- El Mazra'a Sector  
With the environmental and scenic qualities such as the Wadi Mujib mouth and unique cliffs, discovery tourism, the wildlife reserve activities and water based activities are proposed. Development of camp sites and housing is also planned.



**Table A3 Spatial Distribution of Development according to Master Plan of "Tourism Development Project of East Coast of the Dead Sea"**

Sector	Phase 1	(~2000)	Phase 2	(2000-2010)	Total	
	No. of beds	Land area ha	No. of beds	Land area ha	No. of beds	Land area ha
Suwayma	5,280	106	6,500	130	11,780	236
Zara	4,640	93	8,200	164	12,840	257
El Mazra'a	200	4	4,340	87	4,540	91
Others	640	13	2,400	48	3,040	61
<b>Total</b>	<b>10,760</b>	<b>216</b>	<b>21,440</b>	<b>429</b>	<b>32,200</b>	<b>645</b>

In the first phase action plan, the following landmark projects are proposed at 4 possible locations.

- "Past Futuroscope" a large scale theme park featuring the history and future science and technology with leisure, educational and cultural functions, located in Suwayma near the Jordan River and in-between the Sea and Route 40.
- "International Antipolis" an international tourist village with academic themes of applied human sciences where researchers and students gather from all over the world, located in Zara on the central ridge just north of Wadi Zarqa Ma'in.
- "Light Tower" a high-rise hotel built as a tower offering 360-degree views, located in El Mazra'a.
- "Citadel", located on a ridge several kilometers north of Wadi Mujib mouth.

The first phase action plan has chosen two priority areas, namely, Suwayma Priority Area with 3,200 beds and Zara Priority Area with 2,500 beds. Detailed development programs and preliminary feasibility appraisals were made for the two priority areas.

Currently, an engineering study and application of investors are being carried out for Suwayma Priority Area. Plans outside the priority areas have not been elaborated since the master plan was prepared. Two model projects presented in Part II Chapter 4, namely, Dead Sea Panoramic Complex and Madaba-Dead Sea Parkway, are in the master plan area but not in the two priority areas and the projects are considered to be consistent and complementary to the master plan and to contribute to the tourism development of the area as described in respective sections of Part II, Chapter 4.

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## **(2) Integrated Development of the Jordan Rift Valley**

A working paper titled "Integrated Development of the Jordan Rift Valley" was prepared by technical staff of the World Bank at the request of the government of Jordan and Israel in October 1994. It presents a brief overview of the development approach and suggests specific steps and institutional options to advance the process lead by preparatory stage consultancy and the main integrated development study.

The study area consists of the Jordan River Valley, south of Lake Tiberias down to the Dead Sea, the Dead Sea and its eastern and western scarpments, the Southern Ghors, Wadi Araba/Araba Valley and the Red Sea coastal zone.

The proposed development approach includes the following:

- Learning by doing : fast track projects
- A regional integrated planning process
- Coordination at the local level : a pilot experiment in Aqaba-Eilat
- Environmental sustainability : managing a fragile resource base

According to the above strategy, possible fast track projects are listed as follows.

- a. **Necessary steps for realizing border - opening potential**
  - Road links (e.g. east-west link between Karak, Safi and western Araba) and border crossings ((Eilat-Aqaba ring road, Jordan River Crossing)
  - Joint tourism promotion, facilitation of border crossing for third-country nationals
  - Trade and transport facilitation (transfer and warehousing areas, streamlining of customs, free-zones)
- b. **"Seed" activities that prepare for further coordinated undertakings**
  - R&D and training in agriculture, fish farming, earth sciences, water management
  - Exchanges on urban master plans and land use regulations
  - Water resources monitoring
- c. **Projects for environmental protection and tourism**
  - Management of tourism activity increase, e.g., on the Red Sea shore, "Marine Peace Park"
  - Environmental profile and monitoring
  - Dead Sea: Lowest Park on Earth

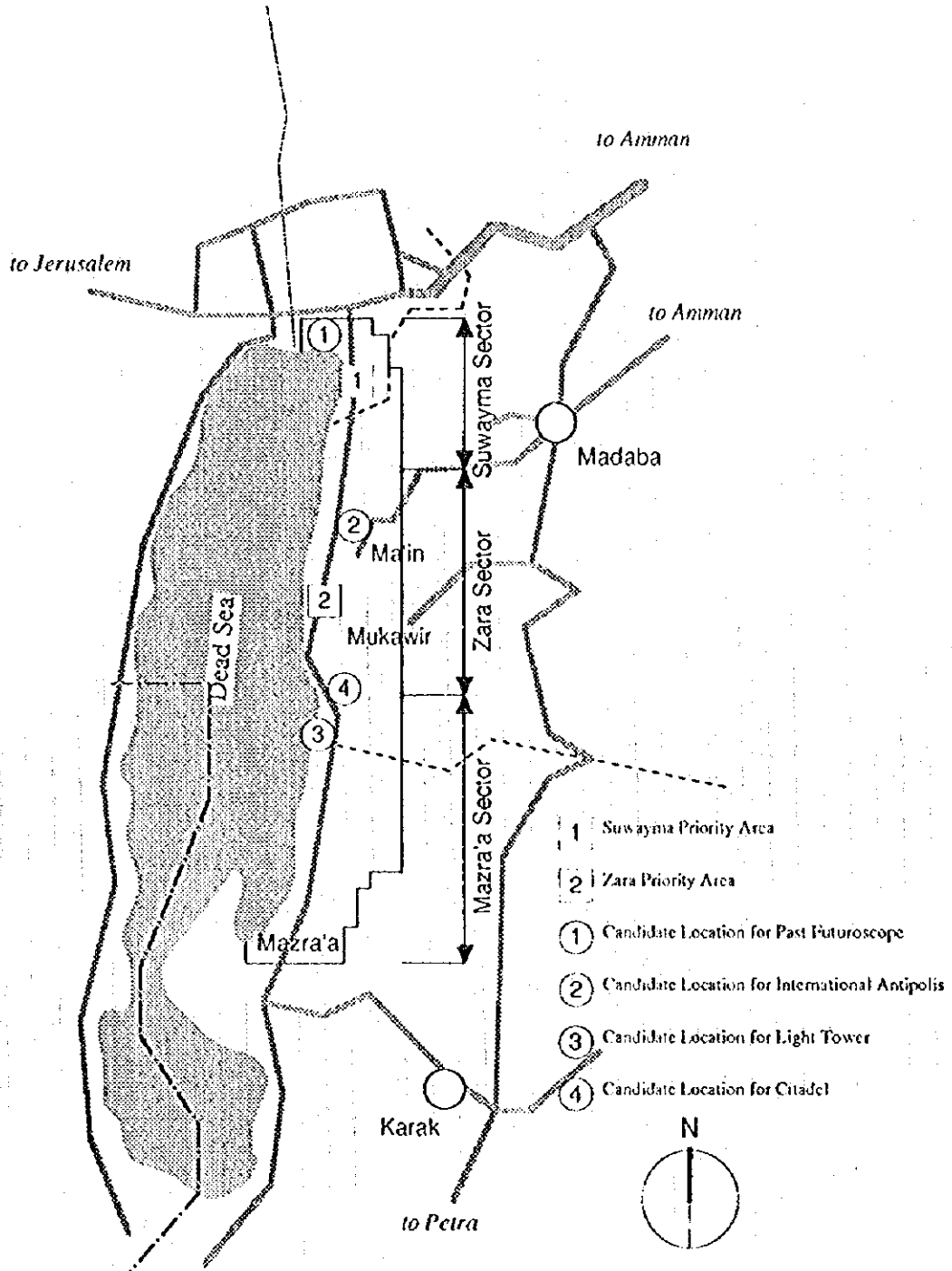
- Binational recreation and leisure aquatic development in the Baqura/Naharayim

**d. Projects that provide economies of scale**

- Connection of electric power, communication grids
- Coordination in airport management and development in Aqaba-Eilat

In addition to the above, sectoral development options are presented, which include international tourism development by giving the Jordan Rift Valley a role as a tourism corridor connecting Israel, Palestine and Jordan, coordinated transport projects such as a shared civil airport for Aqaba and Eilat and a railway line from the Dead Sea area to Aqaba Port, and the Red Sea-Dead Sea Canal Project for generating electricity, desalination and construction of bodies of water for tourism and fish farming.

**Figure A3 Master Plan Area of Tourism Development Project of East Coast of the Dead Sea**



## Appendix 4 Study Organization

**Table A-1 Steering Committee Members (As of February 1995)**

	Name	Title	Department
1.	Dr. A. Abu Ayyash	Assistant Secretary General	Ministry of Tourism and Antiquities
2.	Mr. Faisal AL-Qudah	Acting Director	Dept. of Antiquities
3.	Mr. Mohammad Arabeiat	Director of Studies	Agaba Region Authority
4.	Eng. Arch. Saleh Jaradat	Head of Physical Planning Section	Ministry of Municipal, Rural Affairs & Environment
5.	Eng. Walid Taifour	Planning Dept. Manager	Telecommunications Corporation (TCC)
6.	Dr. Nacl Al Hajaj	Bilateral Cooperation Dept.	Ministry of Planning
7.	Eng. Khalid Tarawneh	Dir. of Regional Planning Dept.	Ministry of Planning
8.	Eng. Abdelmajid Kabariti	Director of Highway Studies	Ministry of Public Works and Housing (MPWH)
9.	Eng. Khalid Al-Kodah	Director of Water Operation	Ministry of Water & Irrigation Water Authority
10.	Eng. Issa Ayyoub	Director of Studies & Research	Ministry of Transport
11.	Mr. Mohammed Jalameh	Sub Director of Planning	Ministry of Energy and Mineral Resources
12.	Mr. Mohammed Amer	Director of Computer & Information Center	Lands & Survey Dept.
13.	Mr. Haider Qussous	Head of Stat. Section	Ministry of Tourism and Antiquities
14.	Mr. Mohammad Abdul-Kader	Director	Jordan Valley Authority

**Table A-2 JICA Advisory Committee**

Name	Assignment	Background
1. Mr. Makoto WASHIZU	Chairman	Director of Planning Division, Tourism Department, Transport Policy Bureau, Ministry of Transport (MOT), Gov. of Japan
2. Prof. Hideo OGAWA	Tourism Resources Evaluation	Professor, Department of History, Faculty of Letters, Keio University, Japan
3. Mr. Tadakuni HIRANO	Tourism Promotion Plan	President, Japan Association of Travel Agents (JATA)
4. Mr. Akira MIYASHITA	Tourism Policy	Chief of International Cooperation, International Affairs Office, Planning Division, Tourism Department, Transport Policy Bureau, MOT Gov. of Japan
5. Mr. Atsuyoshi TODA	Tourism Department Plan	Development Planning Specialist, Institute for International Cooperation, Japan International Cooperation Agency (JICA)

The following members of JICA coordinates with the Advisory Committee and the Study Team for the purpose of the smooth implementation of the Study.

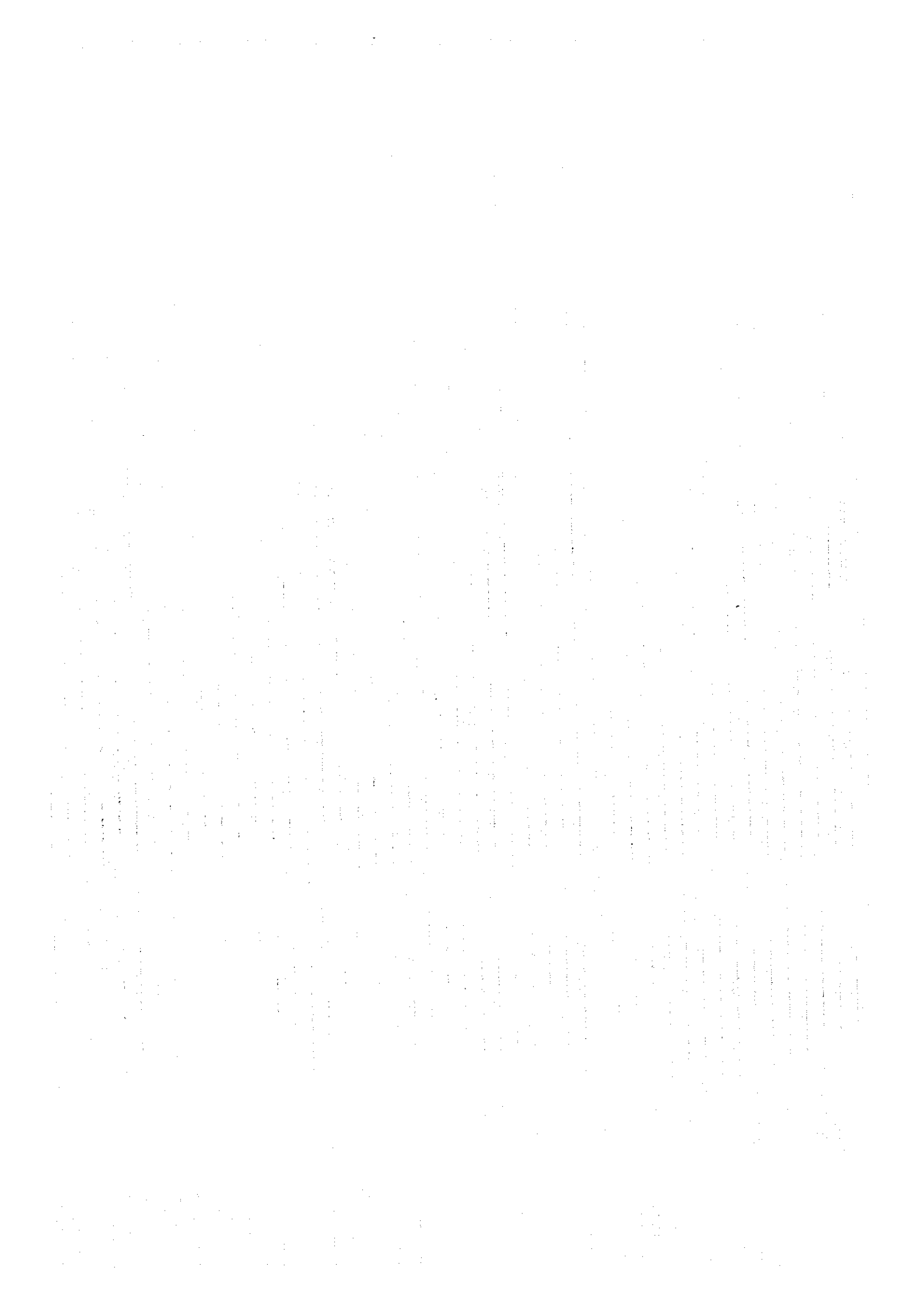
1. Mr. Masahiro ONO (Mr. Hironobu ITO) Project Coordinator, JICA Headquarters
2. Mr. Yasuyuki MORI Resident Representative, JICA Jordan Office

Table A-3 JICA Study Team

Position	Name	
	(Family)	(Given)
1. Team Leader	Mr. YOSHIMATSU	Teruo
2. Tourism Development Planner / Resource Evaluation Specialist	Mr. HOSHINO	Kanji
3. Regional/Land Use Planner	Mr. NISHITA	Eiji
4. Tourism Administration / Institution / Organization Specialist	Mr. KATAYAMA (Mr. KASUGAI)	Akira Yasuo
5. Tourism Promotion Planner	Mr. TAKAKUWA	Kiyoaki
6. Regional Information / Socio-economic Analyst	Mr. MOTOMURA	Yuichiro
7. Tourism Demand Forecast / Project & Financial Analyst	Dr. TANIFUJI	Masafumi
8. Transport Planner	Mr. TSURUTA	Shinsuke
9. Water Supply and Drainage Planner	Mr. NAKAO	Seiichi
10. Environmental and Sanitary Facilities Planner	Dr. LINGWOOD	Peter F.
11. Tourism Facilities Planner	Mr. ISONO	Tetsuo
12. Tourism Statistics and Information Management Specialist	Mr. TAGUCHI	Masahide
13. Cultural Heritage Specialist	Mr. KNIGHT	Manuel
14. Environmental Planner	Dr. ROUVIERE	Christian











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