

Activity 4: Developing Recommendations for a Site Management Plan

Instructions for Participants

The government of Jordan would like to produce a detailed site management plan for the heritage site of Jarash, to be approved by the minister of tourism and antiquities. You have been appointed as a member of the task force charged with developing recommendations for this plan. However, you will not actually draft the plan itself.

Your analysis of the interviews conducted with key stakeholders identified four key issues, which are listed below. Following each issue are related questions that arose during the stakeholder analysis. These issues are analyzed in greater detail in the section starting on page 46, titled “Analysis of Important Issues for Site Management Decisions.” Using the values you identified for the site, the statement of significance you prepared, and your detailed findings on the interests of the broad range of stakeholder groups, your team is charged with developing recommendations concerning the following four issues, addressing key questions for each.

ISSUE 1: CONNECTIONS WITH THE MODERN CITY

- How should the site be more effectively integrated with the modern city both physically and in the minds of tourists and locals?
- How can tourism be leveraged to further benefit the local population and the region without negatively impacting the site’s values? As part of this, how might heritage (including archaeology and historic buildings) of the modern city be used, interpreted, and presented to benefit the local community as well as tourists?

ISSUE 2: VISITOR CIRCULATION, FACILITIES, AND SERVICES

- How should visitors be routed through the site?
- If the current circulation route is changed, where should essential facilities of the site be located? This includes the entrance(s), exit(s), ticket purchase(s), visitor center, museums, and refreshments and food.
- Should there be alterations in the quality or types of handicrafts sold at Jarash?

ISSUE 3: CONSERVATION AND RESTORATION APPROACH

- How should a conservation policy be developed incorporating international conservation guidelines?
- How could such a policy be implemented so that all institutions and individuals involved understand how to follow it in their conservation work at the site?

ISSUE 4: INTERPRETATION AND PRESENTATION

- Based on your assessment of values and the statement of significance that you drafted in activity 1, identify the key themes that should be communicated to visitors in an interpretation and presentation strategy for the site. Following the international conservation guidelines discussed in issue 3, the site’s interpretation-and-presentation strategy should respect all significant historical periods of the site.
- What specific kinds of presentation of the site should be developed and encouraged in the interpretation-and-presentation strategy (e.g., educational tours for students)?
- What should be the essential elements of a site policy concerning signage?
- Should the management plan include a policy to help ensure that historical reenactments at the site respect the site’s authenticity? If so, how could the DoA implement such a policy?

Your recommendations will be submitted to the director-general of the DoA, the secretary-general of MOTA, and ultimately the minister of tourism and antiquities. The minister will also solicit feedback on your recommendations from the governor of Jarash, the head of Jarash municipality, and several other influential stakeholders such as the director of the Jarash Festival. Therefore, your recommendations should seek to satisfy the interests of these stakeholders in order to gain approval. Your recommendations must also ultimately meet the requirements of the Law of Antiquities.

Furthermore, as a site management plan does not have the weight of law, its implementation and long-term follow-through, once approved, will depend on active participation of the broader group of stakeholders identified in activity 2. Your team has therefore been asked to ensure consideration of their interests in your recommendations as well.

Finally, all stakeholders have stated their strong interest in responding to the requirements of the World Heritage Convention and recommendations of the World Heritage Committee, made in June 1986 and July 1995, to inscribe the site of Jarash on the World Heritage List. Your recommendations should therefore be consistent with the requests and concerns of the committee as clarified in the sidebar on pages 32–33.

While these issues are described separately here, many of the values related to and decisions on these issues are interrelated and affect one another. Therefore, although you may consider and evaluate the options on each issue separately, your ultimate recommendations will need to form a coherent package in which the proposals make sense and collectively weigh and balance the interests and values of key stakeholders in a manner that they will find acceptable. Before beginning the activity, you should read the Overview of the Mutual Gains Approach (see opposite page), which contains a set of principles for considering the interests and positions of stakeholders in making management recommendations.

For each of these four issues, your task is as follows.

STEP 1: CREATE A LIST OF AT LEAST THREE TO FIVE OPTIONS IN RESPONSE TO THE KEY QUESTIONS LISTED ABOVE

Your first task for each issue is to come up with a broad range of options that responds to the site’s statement of significance prepared in activity 1, the Law of Antiquities, and the interests of stakeholders on the issues. It will be a challenge to develop recommendations that will respond to all of these factors, and it will be helpful to set aside a period of time solely for creating possible options. The more options you can come up with, the more likely you are to find something that will respond to the range of requirements and interests. In order to encourage this spirit of option generation, it is helpful to suspend judgment about the ideas during this phase, and to invent options without making evaluations or decisions about them.

For the first two issues, many options were offered by stakeholders during the course of the interviews. These should serve as a starting point for your list but should not limit your thinking, as many of these options were developed while considering only one point of view.

STEP 2: USE A MATRIX TO ASSESS THE ADVANTAGES AND DISADVANTAGES OF EACH OF THE OPTIONS GENERATED IN STEP 1, USING THE STATEMENT OF SIGNIFICANCE, LEGAL REQUIREMENTS, AND INTERESTS OF STAKEHOLDERS AS EVALUATION CRITERIA

Once you have developed a list of options to work from, you can move into evaluating those options based on the statement of significance prepared in activity 1, legal requirements, and stakeholder interests identified in activities 2 and 3. Use the matrix you will create on the activity 4, step 2 worksheet (provided by the instructor) to chart the advantages and disadvantages of each option according to these criteria.

Because you are also balancing values and interests among stakeholders who have the potential authority to support or dispute your recommendations, you may want to consider how well each option meets the most important interests of these key stakeholders. You may find that new options should be developed after this analysis. However, keep in mind that legal requirements for preserving archaeological remains must be adhered to, and it is likely that not all the interests of all stakeholders will be met.

STEP 3: SELECT ONE OR MORE OPTIONS FOR EACH ISSUE THAT FIT TOGETHER TO CREATE A COMPREHENSIVE SET OF RECOMMENDATIONS, AND WRITE A SHORT, PERSUASIVE DESCRIPTION OF THEM

Once you have evaluated options for each of the four issues, you will prepare a package that will (a) protect and enhance the site’s heritage values and significance, (b) meet legal requirements, and (c) address the most important concerns of key stakeholders. Use common sense in making this bundle of recommendations realistic in terms of expected implementation and maintenance costs and technical feasibility.

Some of the options you develop for one issue will have an impact on the options available for other issues. For example, if you were to recommend a connection between the site and the modern city via the Roman-era South Bridge, you need to consider how this will impact the route tourists take through the site and whether there is an entrance and exit at that point.

Furthermore, in making a recommendation that encompasses all of the issues, you have an opportunity to consider trade-offs among the interests of key stakeholders. For example, if the interests of one key stakeholder

Overview of the Mutual Gains Approach⁴

This document is included to provide a set of principles that participants may find useful in considering the interests and positions of stakeholders in making management recommendations within activity 4.

The Mutual Gains Approach to negotiation (MGA) is a process model, based on experimental findings and hundreds of real-world cases, that lays out four steps for negotiating better outcomes while protecting relationships and reputation. A central tenet of the model, and the robust theory that underlies it, is that a vast majority of negotiations in the real world involve parties who have more than one goal or concern in mind and more than one issue that can be addressed in the agreement they reach. The model allows parties to improve their chances of creating an agreement superior to existing alternatives. MGA is not the same as “Win-Win” (the idea that all parties must, or will, feel delighted at the end of the negotiation) and does not focus on “being nice” or “finding common ground.” Rather, it emphasizes careful analysis and good process management. The four steps in the model are:

PREPARATION

Prepare by understanding interests and alternatives. More specifically, estimate your BATNA and how other parties see theirs (BATNA stands for “Best Alternative to a Negotiated Agreement”). Having a good alternative to agreement increases your power at the table. At the same time, *work to understand your own side’s interests as well as the interests of the other parties.* Interests are the kinds of things that a person or organization cares about, in ranked order. Good negotiators listen for the interests behind positions or the demands that are made. For instance, “I won’t pay more than ninety thousand” is a position; the interests behind the position might include limiting the size of the down payment; a fear that the product or service might prove unreliable; and assumptions about the interest rates attached to future payments. The party might also be failing to articulate other non-financial interests that are nonetheless important.

VALUE CREATION

Create value by inventing without committing. Based on the interests uncovered or shared, parties should declare a period of “inventing without committing” during which they advance options by asking “what if...?” By floating different options and “packages”—bundles of options across issues—parties can discover additional interests, create options that had not previously been imagined, and generate opportunities for joint gain by trading across issues they value differently.

VALUE DISTRIBUTION

At some point in a negotiation, parties have to decide on a final agreement. The more value they have created, the easier this will be, but research suggests that parties default very easily into positional bargaining when they try to finalize details of agreements. Parties should divide value by finding objective criteria that all parties can use to justify their “fair share” of the value created. By identifying criteria or principles that support or guide difficult allocation decisions, parties at the negotiating table can help the groups or organizations they represent to understand why the final package is not only supportable, but fundamentally “fair.” This improves the stability of agreements, increases the chances of effective implementation, and protects relationships.

FOLLOW THROUGH

Follow through by imagining future challenges and their solutions. Parties near the end of difficult negotiations—or those who will “hand off” the agreement to others for implementation—often forget to strengthen the agreement by imagining the kinds of things that could derail it or produce future conflicts or uncertainty. While it is difficult to focus on potential future challenges, it is wise to include specific provisions in the final document that focus on monitoring the status of commitments; communicating regularly; resolving conflicts or confusions that arise; aligning incentives and resources with the commitments required; and helping other parties who may become a de facto part of implementing the agreement. Including these provisions makes the agreement more robust and greatly assists the parties who will have to live with it and by it.

are not being fully met on issue 1, is there an option for issue 2 that meets some of those interests? Bear in mind that there should be no trade-offs that do not protect the site's significance and do not meet legal requirements.

The goal is to fit all of the preferred options together into a whole that will ultimately protect the site's significance, be consistent with the Law of Antiquities, be acceptable to decision-making authorities, and be implementable by actors on the ground.

To test the viability of your recommendations, put yourself in the shoes of each of these important players and imagine your reaction upon reading through the team's suggestions. Use these critiques to help strengthen and improve your recommendations and related justifications.

To test the implementability of your recommendations, think of five things that might go wrong in their implementation. Use these potential problems to develop contingencies—a backup plan—or improvements to your recommendations. For example, you might imagine that your recommendation to move the site entrance could result in a loss of income for handicraft vendors that leaves them unable to afford the cost of remaining on the site. Your contingency should offer some suggestions on how to respond if this occurs.

Your final set of recommendations should include your suggestions on each of the four key issues and their related questions.

Analysis of Important Issues for Site Management Decisions

The following sections examine four important management issues at Jarash for which participants will make management recommendations.

Issue 1: Connections with the Modern City

Despite Jarash being the second most visited heritage site in Jordan, few of the economic benefits of tourism are being realized by local residents. Ticket revenues go directly to the Ministry of Finance, as do lease payments from the handicraft center concessionaires and from the Roman Army and Chariot Experience (RACE). MOTA estimated in 2007 that the number of employees in tourism activities in the city of Jarash was 300, including employees in tourist restaurants (222), tourist shops (31), hotels (15), and car

rental offices (9) (Jordan Ministry of Tourism and Antiquities 2008). In addition, the DoA employs a number of local workers, particularly through the Jerash Project for Excavation and Restoration's more than thirty personnel. RACE employs more than fifty. Beyond this, the impact of tourism on the city is limited. Most tourists to the site come and leave by tour bus directly from the site parking lot, rarely if ever venturing into the modern city. Because of the site's proximity to Amman—only 48 kilometers north—it is ordinarily offered by tour operators as part of a day trip, and indeed the city has few if any acceptable accommodation options for tourists. Therefore, the local residents of Jarash have not seen many economic or cultural benefits of the influx of tourism occurring in their own backyard, and many are said to feel apathetic or, in worst case, hostile about the existence of the site.

This weak economic link reflects the lack of a good physical connection between the site and the modern city, which is seen as a clear problem by the majority of the stakeholders interviewed. The site is separated from the modern city by a busy road, Wasfi Al-Tal Street, and in many places by walls, gates, or fences. Despite this separation, many interviewees saw the value of the heritage of Jarash as the entire ancient city, which includes much of the modern city. The South Bridge, a partially reconstructed Roman-era structure, leads from the modern city to Wasfi Al-Tal Street at the midpoint of the archaeological site's east side. However, the level of the bridge is approximately 2 meters below the road. Pedestrians may pass from the bridge to the road or vice versa by taking a flight of stairs at the west end of the bridge, but there is currently no public entrance to or exit from the site in the area of the bridge. Pedestrians wishing to pass between the site and city must walk almost 400 meters (one-quarter mile) along the road between the entrance at the visitor center and the bridge. They must also cross the busy road, which now has no measures to aid pedestrian crossing in this area. The road is lined with businesses, including some restaurants and many others that are not tourism related, such as auto body shops. This situation is illustrated on pages 49 through 51.

Most stakeholders would like to see a new connection between the site and the city made at the location of the South Bridge, but how to accomplish this remains an open question. In particular, there is the immediate uncertainty of what to do about the impediment of the widely used Wasfi Al-Tal Street. Options mentioned in interviews include the following:

A recent World Bank report described relevant issues facing the municipality as follows:

Jerash faces a number of key issues affecting its social and economic development, including: (1) low social cohesion due to rapid growth and continuous immigration of new population; (2) physical and functional disconnection between the archaeological site and the city, estranging the local population, which perceives the constant tourist flow as a nuisance and the Jerash festival a source of yearly discomfort; (3) physical decay of the urban environment, exacerbated by traffic and parking congestion, and by the visual clutter (particularly along King Abdullah Street and the surrounding commercial area). The Wadi area, a significant potential environmental asset for the city, is affected by fragmented land use, encroachment and pollution. (4) Threats to cultural heritage, mostly due to lack of maintenance, neglect and encroachments, the latter even endangering the archaeological site itself; and (5) economic stagnation, despite the existence of an outstanding economic asset like the archaeological site, whose economic advantages are not shared by the local population, as the tourists are not attracted to visit the historic core. (The World Bank 2007, 41)

1. Raising the road and building an underground pedestrian tunnel from the west (site) side of the road to the South Bridge.
2. Lowering the road to the level of the South Bridge and adding a traffic light and pedestrian crossing.
3. Creating a vehicular tunnel and eliminating the surface road between the area of the visitor center, to the south, and the main gate used by the DoA (not used for public access), to the north, to create a seamless connection between the site and the city. This would require excavating the length of this area.

The first option, creating a pedestrian tunnel under the road, has already been considered and rejected by MOTA, which stated that it would cost five times the second option. MOTA also noted that raising the road would create a visual intrusion, which was noted as exacerbating the division between the archaeological site and the city. MOTA prefers the second option of lowering the road and creating a pedestrian crossing, which it stated is the least expensive, requiring minimal excavation and expense. The DoA argued that lowering the road would be harmful to buried antiquities and that it would not likely increase the connection between the site and city. The DoA prefers

the third option of creating a vehicular tunnel and eliminating the road at the surface level between the site and city. This option would be the most aesthetically pleasing, and the DoA argues that it would offer the best connection between the site and city, reduce the visual and oral disturbances to visitors caused by traffic, and help to satisfy requirements for World Heritage listing. In addition, the required excavations could reveal additional antiquities to be presented to visitors. However, MOTA stated that this option would be by far the most expensive, requiring extensive excavation, displacing many businesses now located along the road, and slowing or interrupting traffic during the potentially long period of construction. Local businesses near the site also have concerns and feel that they deserve compensation if their businesses are displaced or otherwise negatively affected. Meanwhile, many off-site restaurants, which benefit from the traffic of tour buses on their way to or from the site, would not likely benefit from increased foot traffic between the site and the city. Money for undertaking any of these actions would most likely come from the World Bank project or other external funds.

The head of the municipality and the city council agree that the connection between the site and the city is of paramount importance for the future of the site. They are also interested in providing more access to the local population to visit the archaeological site, and believe that locals have something to share with visitors and would benefit from having direct contact with them. The governor believes that if Jarash is to be considered heritage to the whole of humanity, then it should be accessible to everyone and the local residents should benefit from it. The governor hopes to see tourists stay longer in the Jarash area than they do now, and for local residents to be more comfortable with tourism.

As the need for connection and urban improvement appears to be widely recognized, several initiatives are under way to increase the links—both psychological and physical—between the site and the modern city. Some of these are small scale and gradual, such as the educational programs offered by the site museum, the Ministry of Education, and the Jordan Heritage Development Society, which are designed to increase local public awareness and public pride in the cultural and historical resources of the region and nation. These programs offer activities and curricula for school youth on the meaning and importance of the antiquities in their midst, as well as training for teachers to improve their knowledge of the area's history and archaeology.

A number of stakeholders also noted the opportunity in the modern city to obtain benefits from the heritage there, including both archaeological remains and historic buildings. Some international archaeological missions commented that some of the best specimens of the ancient city wall lie within and under the modern city, and that there are significant Ottoman period buildings there as well. Many stakeholders, including the governor and the head of the municipality, would like to see these restored. Many interviewees, especially local residents and officials, recommended reconstructing all areas of the ancient walls, including on the modern city side, which are known to be very well preserved in areas. However, MOTA officials have said that this is neither monetarily nor technically feasible, as a large percentage of these walls in the modern city have been built over and much private property would have to be acquired.

The World Bank-funded Third Tourism Development Project, in partnership with the governor of Jarash and the head of Jarash municipality, is aimed at developing infrastructure and tourist attractions within the modern city to entice visitors from the archaeological site to modern Jarash. This project is further restoring an ancient monument—the Roman-era East Baths—that lies within the modern city, improving local infrastructure (roads, parking, etc.) to encourage more tourism, and providing incentives for new tourist-centered economic enterprises in areas near the site. The project, which is just in its inception as this was written, will be implemented by MOTA over an anticipated five-year period.



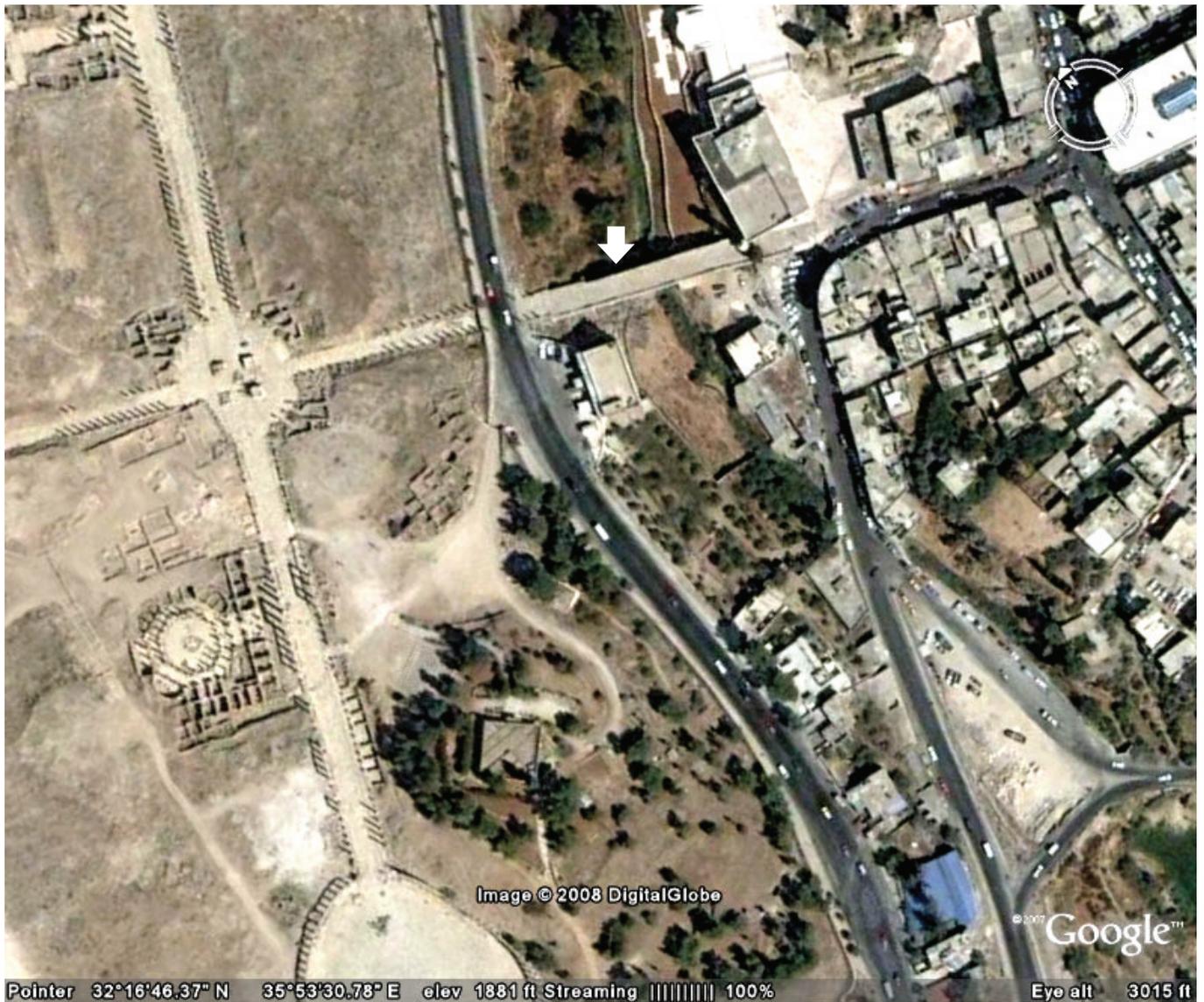
▲ View of the old souq in the modern city's Circassian Quarter, which dates to the beginning of the 20th century during the Ottoman period. The modern city includes at its heart a large concentration of historic buildings, a few of which have been rehabilitated through the current World Bank project for tourist accommodations. Photo: David Myers, GCI.

A subcomponent of this World Bank project, the Jerash City Revitalization Program, recently offered the following specific proposals, which may or may not be acceptable to other stakeholders (The World Bank 2007, 73–75):

- Upgrading of and improving street networks and related public spaces
- Rehabilitating and cleaning building facades on primary streets, which in part aims to create a “more dignified foreground to the adjacent archaeological site”
- Improving urban infrastructure
- Improving the visual and functional continuity between the South Bridge access to the archaeological site and the East Baths plaza, to be achieved through rehabilitating the South Bridge crossing and creating a safe and convenient pedestrian connection between the archaeological site and the city core by lowering Wasfi Al-Tal Street and through traffic control and automotive speed-reducing devices
- Rehabilitating the wadi area through landscaping: turning the wadi into a new urban park, thereby creating a connection between the archaeological site and the urban core and creating a new social space for the community
- Completing development of the East Baths plaza area started under the World Bank's First Tourism Development Project
- Providing financial and technical support to local entrepreneurs and community groups to support appropriate and viable small and medium enterprises in the city center

One archaeological mission noted that local involvement in the archaeological site of Jarash is lacking because the local community derives little or no benefit and is not asked to participate in the site's decision-making process. This mission recommended the better integration of the site into the daily lives of the local population, and suggested that the Hippodrome could become a sports arena and that the handicraft shops could use the restored stalls that line the outside of the original Hippodrome (which were possibly used for a similar purpose in ancient times). They also mentioned that there are many sophisticated people in the modern city of Jarash who wish to contribute to the site's research and development but whose skills and interests are not being utilized.

Most stakeholders voiced a strong interest in seeing increased tourism at Jarash, including a higher number



▲ Aerial view of the South Bridge (indicated by arrow). This largely reconstructed Roman-era structure is a pedestrian bridge that leads from the modern city over the Wadi Jarash to Wasfi Al-Tal Street at the midpoint of the archaeological site's east side. However, there is currently no public entrance to or exit from the site in the area of the bridge. © DigitalGlobe.

of total visitors, longer visit times for the tourists who do come, and more economic interaction between tourists and locals in the modern city. Many interviewees also mentioned the cultural values brought by tourism, a two-way street in which international visitors learn of the friendly and hospitable nature of Jordanians, and the local people learn about and from the cultures of the visitors, including learning foreign languages. This value had a striking priority among local and regional leaders, who mentioned that local interaction with foreign tourists can moderate tourist perspectives about Arabs as well as temper local views of foreigners.

Additional suggestions made by interviewees for enhancing the relationship between the city and the site include the following:

(continued on p. 52)



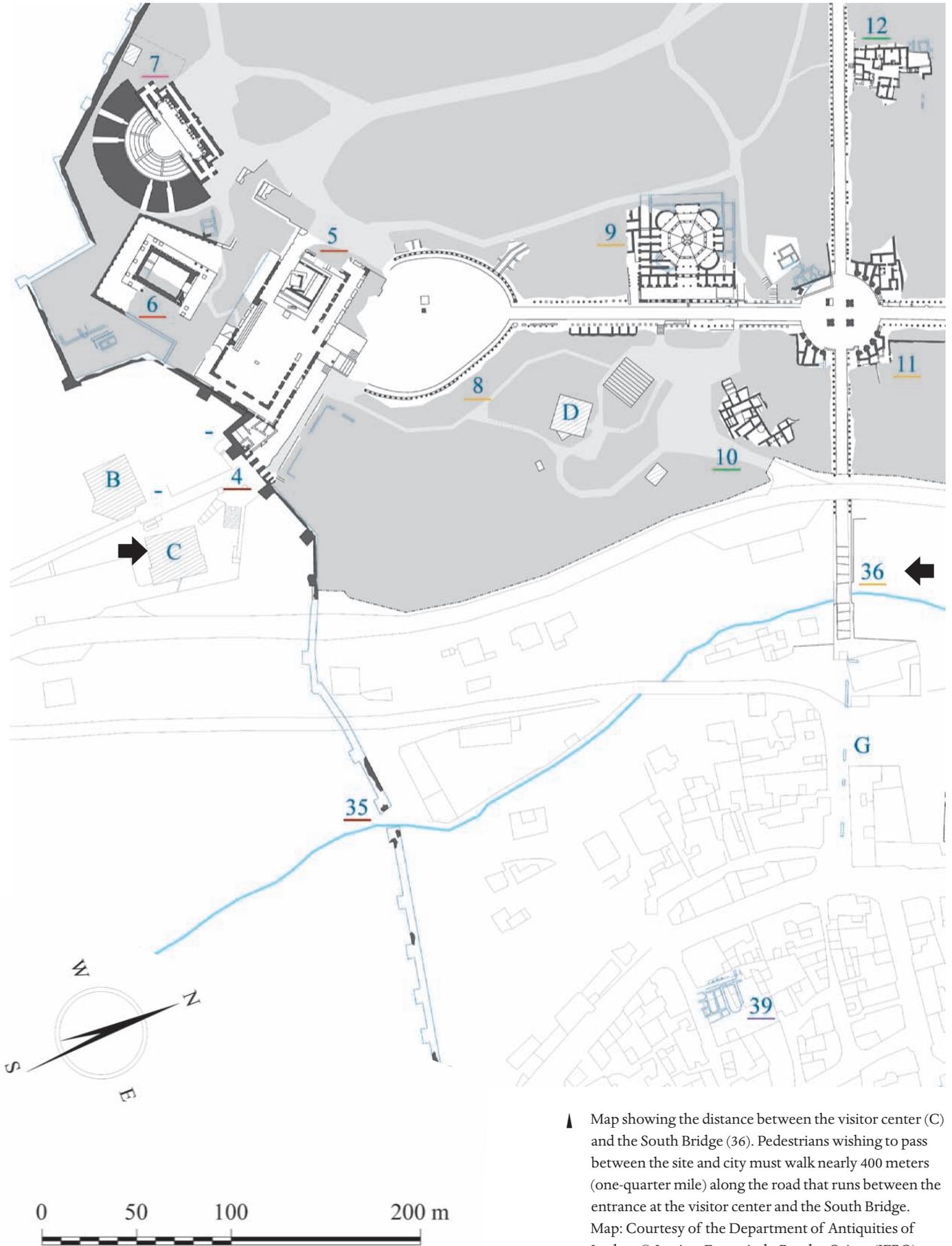
▲ View of the South Bridge from ground level as it crosses the Wadi Jarash, looking southwest from the modern city toward the archaeological site. Photo: David Myers, GCI.



▲ View of the South Bridge stairs looking directly west at the bridge toward the site (marked by the colonnade in the background). The west end of the bridge (nearer to the site) is approximately 2 meters below Wasfi Al-Tal Street. Pedestrians may pass between the west end of the bridge and Wasfi Al-Tal Street by taking a flight of stairs. Photo: David Myers, GCI.

▼ The top of the South Bridge stairs. The colonnaded street that in ancient times was connected directly to the bridge is now blocked by a stone wall and a high fence. There is currently no public entrance to or exit from the site across the road from the bridge. Visitors must also cross busy Wasfi Al-Tal Street, which currently has no measures to aid pedestrian crossing in this area. Photo: David Myers, GCI.





▲ Map showing the distance between the visitor center (C) and the South Bridge (36). Pedestrians wishing to pass between the site and city must walk nearly 400 meters (one-quarter mile) along the road that runs between the entrance at the visitor center and the South Bridge. Map: Courtesy of the Department of Antiquities of Jordan, © Institut Français du Proche-Orient (IFPO) and Jordanian Ministry of Tourism and Antiquities, 2000.

- Bringing tour guides and tour organizations on excursions through the modern city to see the offerings
- Developing a local steering committee to work together to increase local engagement
- Developing additional cultural activities and attractions
- Clarifying and improving channels of communication between local off-site businesses and site decision makers
- Making the archaeological site free for locals on special occasions, periodically or year round

QUESTIONS TO BE ANSWERED

- How should the site be more effectively integrated with the modern city, both physically and in the minds of tourists and locals?
- How can tourism be leveraged to further benefit the local population and the region without negatively impacting the site's heritage values? As part of this, how might archaeological remains and historic buildings within the modern city be used, interpreted, and presented in appropriate ways that benefit the local community as well as tourists?

Issue 2: Visitor Circulation, Facilities, and Services

Stakeholders estimate that at least 90 percent of tourists to Jarash come as part of organized tours. Most tours encompass half a day, and some include lunch at the site restaurant. The tours follow a common route through the site, described in the background section of this publication.

Many interviewees expressed dissatisfaction with the current route. Issues raised include the following:

- Visitors regularly fail to see the signs indicating that they need to purchase tickets at the handicraft center, and arrive at the ticket checkpoint only to be instructed to walk back to the entrance to get their tickets before they may enter.
- Visitors have to walk too far to get to the monuments and then return to the parking area at the site entrance. Many are older or elderly and cannot handle such distances, particularly in hot weather.
- Visitors are directed to walk back and forth over the same route following the length of the site along the colonnaded street, which is inefficient and detracts from their experience.

- The museum is inconveniently located, therefore people don't go there.
- The current site circulation does not allow for easy crossover to the modern city, thereby limiting a sharing of economic and cultural benefits of tourism.

Many options for rerouting visitors are currently being evaluated, including the location of the entrance, exit, ticket purchase, visitor center, main museum, and concessions. The various stakeholders on and near the site and those using the site had a range of interests related to these questions. Concerns about change include:

- If visitors do not travel through the handicraft center both at the beginning of their visit (to remind them to save time at the end) and at the end (to actually buy goods), vendors fear sales of handicrafts will plummet and a currently barely sustainable enterprise will collapse.
- If visitors' opportunities to eat lunch at the restaurant are reduced, the proprietor of the on-site restaurant fears that the profitability (and possibly viability) of the restaurant will diminish. Currently, some tours begin at lunchtime, while others end at lunchtime.

As a result of these interests, a number of different options were raised:

- Have tour buses drop off tourists to start tours at the North Gate and pick them up at the end of their tour in the south parking lot. Move the visitor center to the north of the site next to the new entrance, and move the museum to the current visitor center facility. Allow a concession for refreshments to operate in the current museum complex.
- Have tour buses drop off tourists at the current visitor center where they can purchase tickets, and later pick up the tourists in the south parking lot.
- After building a smooth connection between the site and the modern city (see issue 1), pick up visitors in a new plaza in the city next to the East Baths.
- Do not change the entrance, exit, or routing of visitors.

As the viability of handicraft sales as an enterprise was raised as a central concern by handicraft vendors in relation to the routing of visitors through the site, it is relevant to mention another set of concerns raised by many

interviewees about these shops: the source and quality of the goods sold. Although the shops do offer a few local specialties, most of the items for sale are trinkets made in China or elsewhere. Many interviewees saw little value in the sale of such items, and sought more local crafts of higher quality as a way to further engage the local economy. Some suggested that new rules be developed allowing only local crafts or at least a majority percentage of them. Meanwhile, shopkeepers at the handicraft center expressed concern that they are barely making a living as it is, that not enough variety of local products exists for them to sell, and that the products that currently exist do not have sufficient profit margins. While several interviewees had creative ideas about how to increase the production and sale of local handicrafts (by linking up with other local organizations, women's groups, vocational programs, etc.), few interviewees had the incentive, capital, and/or motivation at the moment to make them happen.

QUESTIONS TO BE ANSWERED

- How should visitors be routed through the site?
- If the current circulation route is changed, where should essential facilities of the site be located? This includes the entrance(s), exit(s), ticket purchase(s), visitor center, museums, and refreshments and food.
- Should there be alterations in the quality or sources of handicrafts sold? Should selling local crafts be a priority?

Issue 3: Conservation and Restoration

Approach

As the practice of cultural heritage place management has evolved over time, practitioners from around the world have come together to develop universal principles to guide interventions aimed at conservation, restoration, and reconstruction. These principles have been generally founded upon the assumptions that heritage places are valuable and irreplaceable, that they are an inheritance of the present generation that we are entrusted to pass on in good condition to generations that follow, and, therefore, that they should be treated with great care and respect. Based on these assumptions, the heritage field has adopted these principles as an attempt to identify for practitioners guidelines for their work as to what approaches are seen as beneficial and harmful, or appropriate and inappropriate.

Frank Matero has stated the following in summing up many of these principles, particularly as they relate to physical interventions:

Implicit in the word and concept of heritage are the notions of value, birthright, and obligation. Each of these notions establishes a moral imperative in the treatment of this collective human inheritance. In response, contemporary conservation has developed the following principles as the foundation for ethical professional practice:

- the obligation to perform research and documentation; that is, to record physical, archival, and other evidence before and after any intervention to generate and safeguard knowledge embodied as process or product;
- the obligation to respect cumulative age-value; that is, to acknowledge the site or work as a cumulative physical record of human activity embodying cultural beliefs, values, materials, and techniques, and displaying the passage of time;
- the obligation to safeguard authenticity, a culturally relative condition associated with the fabric or fabrication of a thing or place as a way of ensuring authorship or witness of a time and place;
- the obligation to do no harm, performing minimal intervention that will reestablish structural and aesthetic legibility and meaning with the least physical interference or that will allow other options and further treatment in the future.

As summarized in the Australia ICOMOS Charter (Burra Charter), the aim of conservation is to retain or recover the cultural significance of the thing or place, and it must include provision for its security, its maintenance, and its future. In most cases this approach is based, first and foremost, on respect for the existing fabric, and it involves minimal physical intervention, especially with regard to traces of alterations related to the history and use of the thing or place. The conservation policy appropriate to a thing or place must first be determined by an understanding of its cultural significance and physical condition, which in turn should determine which uses are compatible with the formal and material reality—not the reverse. (Matero 2000, 6)

Issue 3 examines two internationally accepted conservation principles in some depth. Each of these principles relates to issues that have arisen in the past at the site of Jarash. In conclusion, participants are asked for proposals on how to develop a conservation and restoration policy that incorporates internationally accepted principles for the site of Jarash.

OBLIGATION TO RESPECT REMNANTS OF ALL SIGNIFICANT HISTORICAL PERIODS

The first internationally adopted principle to be discussed can be described as the need to respect all remnants that contribute to a heritage place's significance, regardless of the historical periods that they represent. This principle comes out of the assumption that all remains of the past have value as a tangible record of that past and should therefore be respected in dealing with a heritage place, whether in terms of excavation, conservation, restoration, or interpretation and presentation. As Matero notes, international conservation principles place value on heritage as a "cumulative physical record of human activity" (Matero 2000, 6). In this regard, Article 11 of the Venice Charter states: "The valid contributions of all periods to the building of a monument must be respected." Article 15.4 of the Burra Charter states: "The contributions of all aspects of cultural significance of a place should be respected. If a place includes the fabric, uses, associations or meanings of different periods, emphasizing or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasized or interpreted is of much greater cultural significance." When making management decisions, however, choices must be made about the relative contribution of particular elements to the overall site significance.

As noted in the previous section on the history of Jarash as heritage, large-scale investigations by archaeological teams at the site began in 1925, mainly by British and American academic institutions. Archaeological work in this early period focused primarily on uncovering, studying, and presenting Roman and Byzantine urban spaces, axial roads, and architectural remnants. Some of this work, such as clearing the path of the *Cardo* and the Oval Plaza, achieved those goals by removing extensive Islamic-era remains. These efforts better revealed the ancient city's Roman grid plan, and started to restore some of the magnificence of the monuments from those eras of interest. However, that work removed a significant amount of the tangible evidence of habitation of the city

during the Islamic period and did not comprehensively record those Islamic-era remnants.

Although international conservation principles have developed and evolved largely after the time of the early archaeological investigation and restoration work at Jarash, it is still important to examine lessons that can be learned from these works by considering today's conservation principles. Archaeologists or other heritage practitioners working at one point in time may see particular historical periods of special interest while ignoring others. Practitioners working at a later time may assign greater value to a different historical period or periods. The public or local residents may value remnants of completely different historical periods. Once that historical fabric is removed or changed, it cannot be replaced. Choices made concerning the excavation, conservation, restoration, and presentation of monuments also greatly influence how visitors and local inhabitants will understand and relate to a heritage place. At Jarash many local residents may find particular interest in the Umayyad period inhabitation of the site, but many remains from that period were removed in the early twentieth century without being sufficiently recorded.

OBLIGATION TO SAFEGUARD AUTHENTICITY

As noted previously, in its deferral of the Jarash World Heritage nomination in 1986, the World Heritage Committee cited concerns and uncertainty about the restoration approach followed at the site and called for an end to "unscientific anastylosis" taking place there, which is contrary to the Venice Charter. In 1995 ICOMOS reported that the "unscientific anastylosis" conducted in the past had ended, and commended the restoration done at the time by the Spanish and Italian teams.

It is worthwhile to examine in some depth the reasons behind concerns over the issue of "unscientific anastylosis." Anastylosis is the reassembly of ruined monuments from remaining fragments. Internationally adopted conservation standards hold that there should be archaeological or historical evidence for the reassembly of all original fragments in order not to distort the record of how a monument once appeared, and that the introduction of new materials to help reintegrate the original fragments should be clearly distinguishable from the original.

In looking at the position of the World Heritage Committee, it should be noted that the World Heritage Convention and its operational guidelines contain specific requirements for the authenticity of a site for it to be inscribed on the World Heritage List (see sidebar,

pp. 55–56). The Venice Charter is one of the essential documents establishing international conservation principles. Article 9 states the requirement that restoration “is based on respect for original material and authentic documents. It must stop at the point where conjecture begins.” This obligation relates to what Matero mentions as “ensuring authorship or witness of a time and place” (Matero 2000, 6). International conservation principles place value on the original attributes, such as material, form, and workmanship of the historic fabric, as only the original is certain to be a true or authentic document of the place and those who shaped it in the past.

As Matero notes, internationally adopted conservation principles also universally call for following a practice of minimal physical intervention when dealing with heritage places. This principle implicitly pays respect to significant fabric by calling for distorting or changing it as little as possible, including minimizing the introduction of new fabric or materials.

Each of these related principles has been adopted internationally out of recognition of the paramount importance of the authenticity of heritage places, which underlies a range of values attributed to those places, including scientific, historical, and educational values. Authenticity has also been recognized internationally as an essential ingredient to good interpretation and presentation of heritage places, which will be discussed in issue 4.

PUTTING INTERNATIONAL GUIDELINES INTO PRACTICE

International missions have stated that there are still decades, if not centuries, of research to be done at the site. They noted that there are numerous opportunities for additional excavation, conservation, restoration, and interpretation of homes, religious buildings, and other structures that remain buried. Some archaeological missions have a particular interest in promoting the application of international conservation guidelines for the conservation and restoration of the site. One mission suggested that a pilot restoration project be undertaken on site with participation from all teams that work there.

It was argued that this could be a good educational activity to bring everyone closer to a common and internationally accepted way of restoring Jarash’s monuments. One mission recommended developing more in-depth interpretation for tourists to sensitize them toward a better understanding of the restorations, including being able to see which parts of monuments are original elements and which are new. Other missions suggested

World Heritage Operational Guidelines on Integrity and Authenticity⁵

II.E Integrity and/or authenticity

AUTHENTICITY

79. Properties nominated under criteria (i) to (vi) must meet the conditions of authenticity. Annex 4 which includes the Nara Document on Authenticity, provides a practical basis for examining the authenticity of such properties and is summarized below.

80. The ability to understand the value attributed to the heritage depends on the degree to which information sources about this value may be understood as credible or truthful. Knowledge and understanding of these sources of information, in relation to original and subsequent characteristics of the cultural heritage, and their meaning, are the requisite bases for assessing all aspects of authenticity.

81. Judgments about value attributed to cultural heritage, as well as the credibility of related information sources, may differ from culture to culture, and even within the same culture. The respect due to all cultures requires that cultural heritage must be considered and judged primarily within the cultural contexts to which it belongs.

82. Depending on the type of cultural heritage, and its cultural context, properties may be understood to meet the conditions of authenticity if their cultural value (as recognized in the nomination criteria proposed) are truthfully and credibly expressed through a variety of attributes including:

- form and design;
- materials and substance;
- use and function;
- traditions, techniques and management systems;
- location and setting;
- language, and other forms of intangible heritage;
- spirit and feeling; and
- other internal and external factors.

(continued on page 56)

83. Attributes such as spirit and feeling do not lend themselves easily to practical applications of the conditions of authenticity, but nevertheless are important indicators of character and sense of place, for example, in communities maintaining tradition and cultural continuity.

84. The use of all these sources permits elaboration of the specific artistic, historic, social, and scientific dimensions of the cultural heritage being examined. "Information sources" are defined as all physical, written, oral, and figurative sources, which make it possible to know the nature, specificities, meaning, and history of the cultural heritage.

85. When the conditions of authenticity are considered in preparing a nomination for a property, the State Party should first identify all of the applicable significant attributes of authenticity. The statement of authenticity should assess the degree to which authenticity is present in, or expressed by, each of these significant attributes.

86. In relation to authenticity, the reconstruction of archaeological remains or historic buildings or districts is justifiable only in exceptional circumstances. Reconstruction is acceptable only on the basis of complete and detailed documentation and to no extent on conjecture.

INTEGRITY

87. All properties nominated for inscription on the World Heritage List shall satisfy the conditions of integrity. Decision 20 COM IX.13

88. Integrity is a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes. Examining the conditions of integrity, therefore requires assessing the extent to which the property:

- a) includes all elements necessary to express its outstanding universal value;
- b) is of adequate size to ensure the complete representation of the features and processes which convey the property's significance;
- c) suffers from adverse effects of development and/or neglect. This should be presented in a statement of integrity.

89. For properties nominated under criteria (i) to (vi), the physical fabric of the property and/or its significant features should be in good condition, and the impact of deterioration processes controlled. A significant proportion of the elements necessary to convey the totality of the value conveyed by the property should be included. Relationships and dynamic functions present in cultural landscapes, historic towns or other living properties essential to their distinctive character should also be maintained.

Examples of the application of the conditions of integrity to properties nominated under criteria (i)–(vi) are under development.

[Section 90, which relates to natural sites, has been omitted.]

91. In addition, for properties nominated under criteria (vii) to (x), a corresponding condition of integrity has been defined for each criterion.

92. Properties proposed under criterion (vii) should be of outstanding universal value and include areas that are essential for maintaining the beauty of the property. For example, a property whose scenic value depends on a waterfall, would meet the conditions of integrity if it includes adjacent catchment and downstream areas that are integrally linked to the maintenance of the aesthetic qualities of the property.

the creative presentation of excavations without restoration. A key element of a site management plan will be a policy for guiding all of these activities that incorporates internationally adopted heritage management guidelines.

QUESTIONS TO BE ANSWERED

- Through what process should a conservation policy be developed incorporating international conservation guidelines? Which stakeholders should be involved?
- How could such a policy be implemented so that all institutions and individuals involved in conservation work at the site understand how to follow it in their activities?

Issue 4: Interpretation and Presentation

A final issue for making management proposals is the interpretation and presentation of the site to visitors. This relates to the selection of types of information to be presented about the site and the ways in which that information is presented, including the preparation of materials for presentation, such as displays in the visitor center and site museums, signage, and materials for tour guides, schoolteachers, and students. It also relates to the ways in which historical practices are reenacted at the site. The approaches selected to interpret and present the site are critical to conveying the values and significance of the site to visitors.

Currently, English- or Arabic-speaking visitors who arrive at the site of Jarash without a tour guide have several ways of learning about the history, archaeology, and meaning of the ruins around them. The visitor center offers a static model displaying the layout and major monuments of the Roman-era city. Free foldout brochures in several languages provided by MOTA give a brief overview of the site, a map, and a short description and a few historical facts about each of the major monuments. Both of the site's free museums—the main one and the one underneath the Temple of Zeus—display and interpret antiquities found at the site. Local school groups visit the site, and the director of the main museum prepares interpretive materials for schoolteachers.

Signs posted in front of some of the major monuments provide information about their history. These signs were developed at different times by different institutions and therefore lack consistency of format, style, message, and language. For example, French and Arabic are used together on signs in the areas where the mission from France has carried out excavation and/or restoration activities. Exhibits in the visitor center prepared by a French

mission appear in Arabic, French, and English. English and Arabic are used together in other areas. There is also a vast difference in the design and appearance of signs created by different institutions.

As noted in issue 3, internationally adopted conservation principles and guidelines place great emphasis on the importance of respecting the authenticity of heritage places. This principle relates not only to interventions concerning a place's physical fabric but also to a place's interpretation and presentation to visitors. As mentioned before, the restored Hippodrome hosts RACE, operated by Jerash Heritage Co., Ltd., a private company. Its activities include the reenactment of Roman chariot races and gladiator battles in a 90-minute show. The company's founder has established the Jordan Living History Association, a nonprofit organization that will take over the operation of RACE and plans to conduct additional "living history" reenactments at Jarash and other sites in Jordan. Costumed actors will be placed at various locations throughout the site of Jarash, going about life as it was in the Roman era, such as reciting Virgil in the South Theater, conducting city council meetings in the North Theater, and interacting with visitors.

A key element of a site management plan should be an interpretation-and-presentation strategy that identifies important themes to be communicated at the site. It should also include a policy identifying the kinds of presentation to be developed and encouraged and defining a uniform approach to signage. One may also wish to consider whether a procedure should be included for ensuring the authenticity of interpretive activities at the site.

QUESTIONS TO BE ANSWERED

- Based on your assessment of values and the statement of significance that you drafted in activity 1, identify the key themes that should be communicated to visitors in an interpretation-and-presentation strategy for the site. Following the international conservation principles discussed in issue 3, the site's interpretation-and-presentation strategy should respect all significant historical periods of the site.
- What specific kinds of presentation of the site should be developed and encouraged in the interpretation-and-presentation strategy (e.g., educational tours for students, interpretation of historic remains in the modern city)?
- What should be the essential elements of a site policy concerning signage?

- Should the management plan include a policy to help ensure that historical reenactments at the site respect the site's authenticity? If so, how could the DoA implement such a policy?

Notes

1. Guidelines to the Burra Charter: Cultural Significance, rev. ed. (Australia ICOMOS, Inc.: 1988). www.icomos.org/australia/ (accessed 26 August 2009).
2. For more information about a statement of outstanding universal value, see paragraphs 154–57 of the *Operational Guidelines for the Implementation of the World Heritage Convention* (UNESCO World Heritage Centre 2005).
3. The roles for this exercise are fictionalized composites that have been invented for didactic purposes. Their personalities and the interests and values associated with their descriptions are not meant to be accurate reflections of the actual people holding these titles in Jarash, nor of any other individuals.
4. Reprinted courtesy of the Consensus Building Institute. Copyright: Consensus Building Institute 2006.
5. These are relevant excerpts taken from UNESCO's *Operational Guidelines for the Implementation of the World Heritage Convention* (2005, 20–26), whc.unesco.org/archive/opguide05-en.pdf (English) and whc.unesco.org/archive/opguide05-arb.pdf (Arabic) (accessed 25 June 2007).