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Building Management Capacity for Petra Archaeological Park

Strategic vs Tactical

In reviewing the status of management at Petra I would like to begin by discussing the difference between strategic and tactical management. To explain look at the Table below.

By strategic management, then, I mean management that is intended to accomplish the long-term goals that define an organization. From a strategic standpoint, in our case, the overriding goals are (1) to preserve Petra unimpaired so that it continues to be a scientific and historical library, of sorts, that is of value to all mankind, (2) so that it can continue to serve as an icon of Jordanian identity and pride, and (3) to provide an on-going, sustainable source of income for the country. This last strategic goal is tied to social and political strategic goals, which provide the basis for social and political stability by increasing opportunities for Jordanians of all ethnic backgrounds and genders, while celebrating traditional ways of life. We all know that Petra is tied to important goals of this kind.

Strategic management deals with the *structure* required to accomplish goals. As an analogy, let's suppose that our goal was to go from San Francisco to Hong Kong in 1820 as quickly as possible, using the technology then available. Regarding the matter of getting from Point A to Point B (FIG. 1), in the

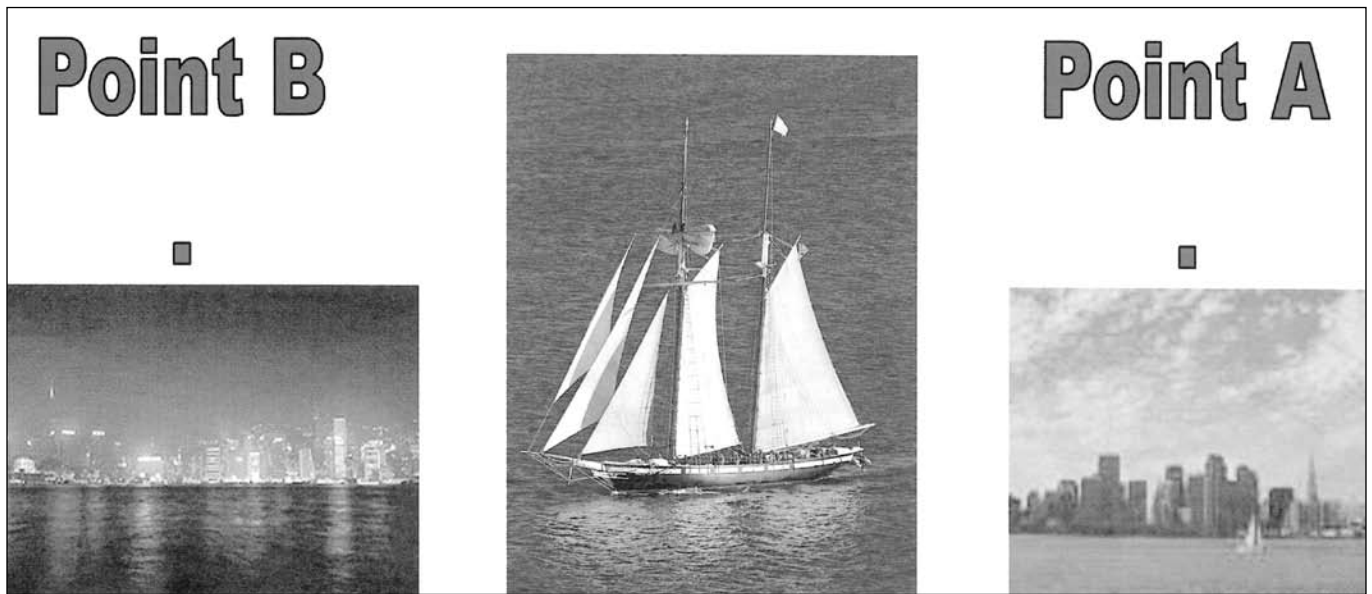
world of mathematics the most direct and thus fastest route would be a straight line. In the real world, we must deal with specific circumstances and the best means with which to deal with those circumstances. In our example, the best available means for our task would be sailing vessels, and the best sailing vessel would be the one capable of sailing fastest and most safely under the anticipated conditions. Our choice of sailing vessel design would be a strategic one. The design and construction of the vessel would require a large investment, with only a promise of a return.

Structural vs Situational

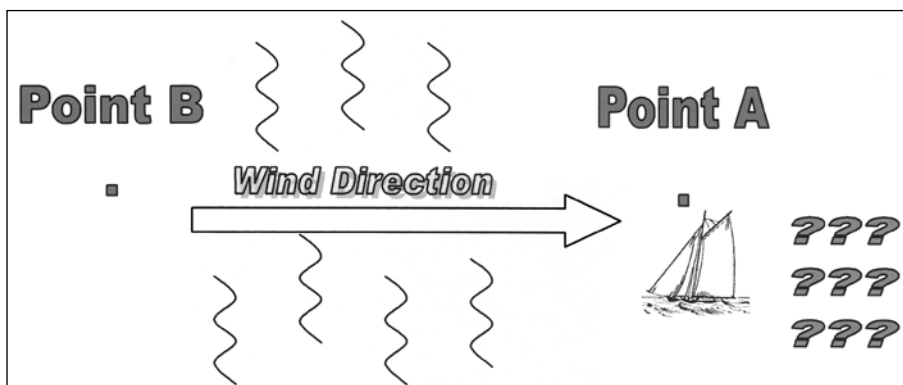
A good design — in 1820, a Baltimore Clipper — confers great potential benefit, but to realize that benefit, someone must utilize the design. This is the realm of tactics. Our ship would depend upon a captain and crew to realize the potential of the vessel. In part, this would be done by understanding its limitations and how to deal with them. Even a great sailing vessel, for example, cannot sail directly into the wind, but only 45 degrees or so away from it (FIG. 2).

As every sailor knows, the wind often blows from the direction in which one wants to go. Therefore, it is necessary to tack, to move the ship through the eye of the wind repeatedly.

Strategic Management	Tactical Management
Setting goals that define purpose	Employing available means to achieve goals
Defined by requirements	Determined interactively
Design suitable for a variety of anticipated situations and requirements that are dictated by goals	Sensitivity and adaptability to specific situations
Concerned with structure	Concerned with situation



1. Getting from Point A to Point B.



2. The Real World.

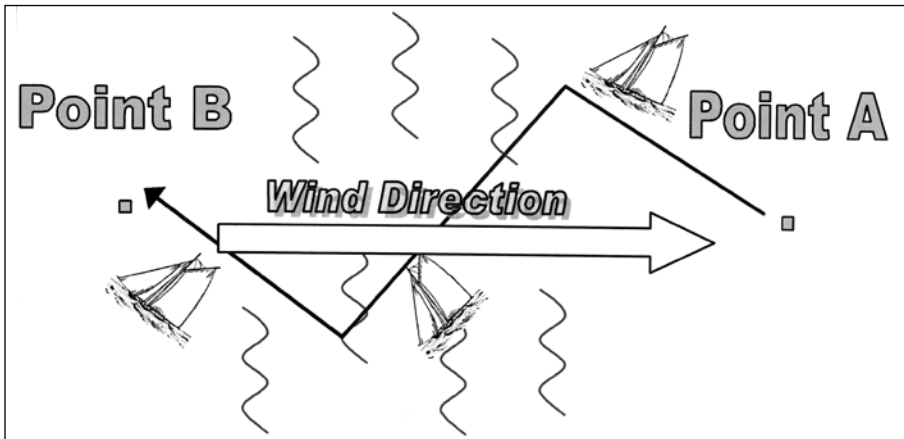
A good captain knows precisely when to do this, based upon the idiosyncrasies of his vessel and his ability to predict how the wind will shift in the future. He will be knowledgeable and capable in many other crucial areas as well. He will have selected and trained a crew capable of tacking quickly, with minimal possibility of injury to the vessel or crewmembers. He will know how to delegate responsibility, how to reward outstanding performance, how to deal with personnel that do not perform satisfactorily, how to inspire and how to listen and evaluate what his staff of specialists are telling him - in short, how to lead. All of these are the skills of a superior tactician (FIG. 3), which can be summarized as the skill to effectively move the structure he or she directs toward strategic goals under a variety of situations.

Strategy and Structure

Ultimate goals should determine the design of a

management organization no less than that of a sailing vessel or any other device. In engineering terms, these would be the *requirements* for the device. Establishing requirements requires time and some experimentation. In regard to the management of Petra, the basis for the requirements is set out in the management objectives. It is important that these were established in consultation with the major stakeholders at Petra, from local communities, through the Ministry of Tourism and Antiquities, to international preservation organizations. These requirements were first drafted in the 1996 document “*Management Analysis for the Petra World Heritage Sites*” and were refined in the “*Petra Operating Plan*” of 2000.

The management structure for Petra is described in the Petra Operating Plan, which might be compared to a blueprint for the construction of a vessel. The blueprint was approved in 2001. It lays out the organization, staffing, operating procedures



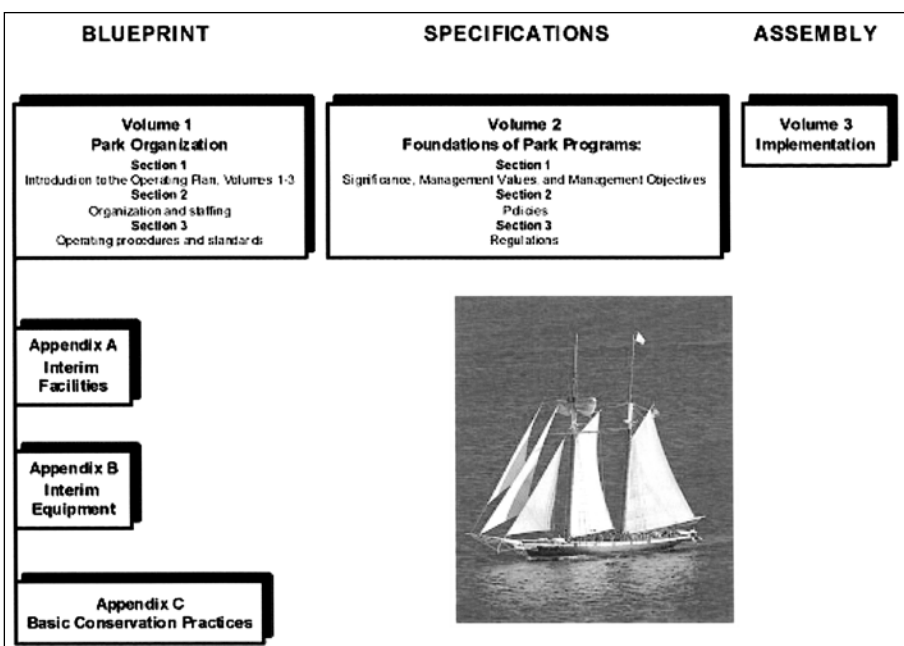
3. Successful Strategies and Tactics.

and standards, Park policies and regulations, as well as the statement of significance from which management values and objectives were defined as the foundation of the Park structure (FIG. 4). It even describes the interim facilities and equipment required and presents best conservation practices. Finally, it lays out an implementation plan.

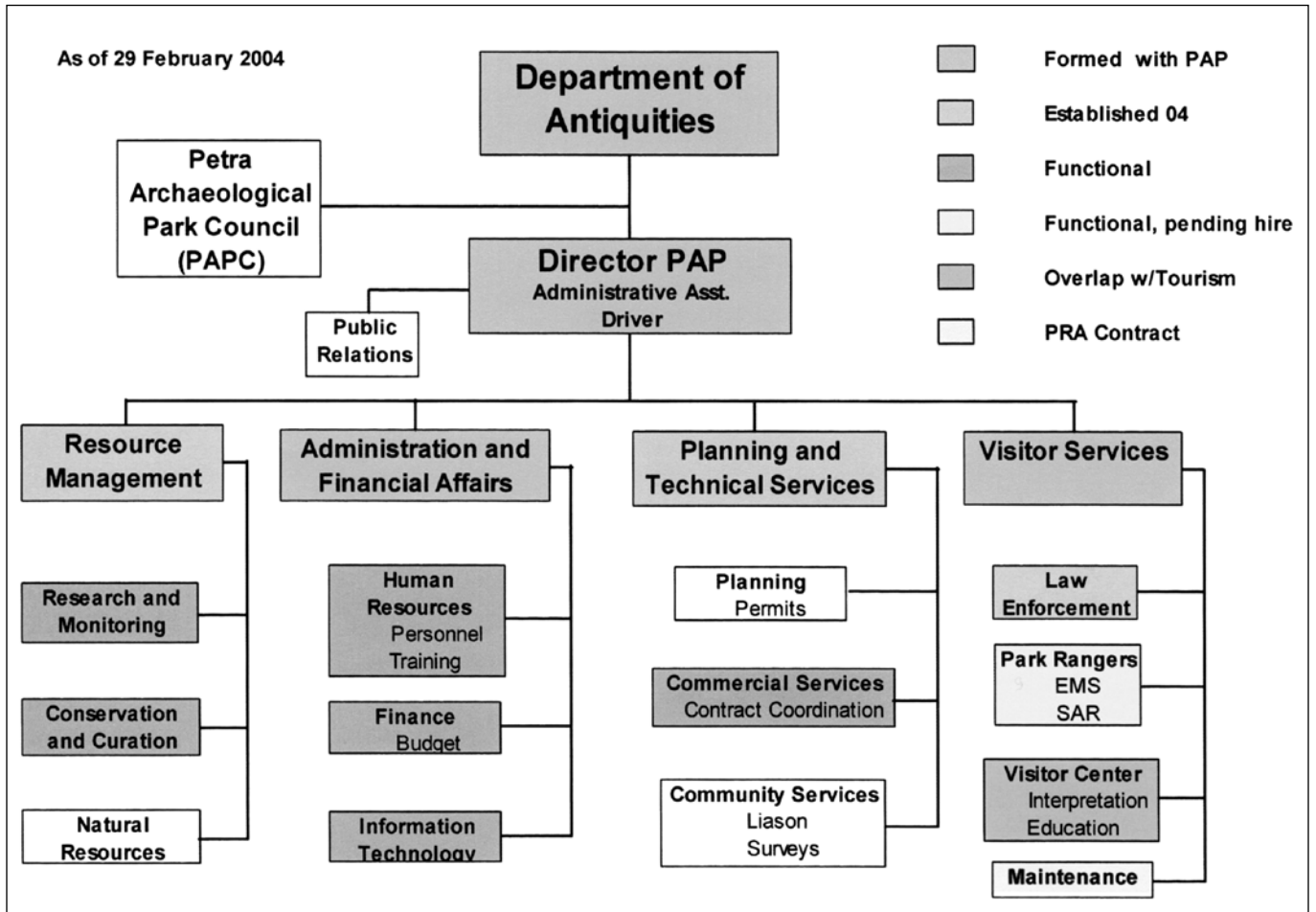
The document (FIG. 5) remains only the blueprint for management of Petra. The actual implementation has required a process of accommodation with wider Jordanian legislative and executive bodies, and — most broadly — cultural structures. This has required time.

It is only recently that a comprehensive document — dealing with the management of the Petra Archaeological Park (FIG. 6), the major issues involved, recommendations on management struc-

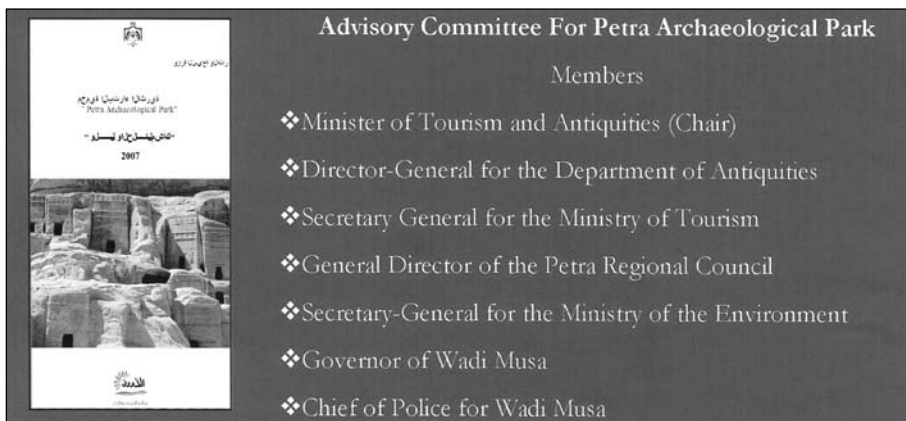
ture, and programs to deal with those major issues — has been prepared by a committee chaired by the Minister of Tourism and Antiquities. This committee included the Director-General of the Department of Antiquities, the Secretary General of the Ministry of Tourism, the General Director of the Petra Regional Council, the Secretary-General of the Ministry of the Environment, the Governor of Wādi Mūsā and the Chief of Police for Wādi Mūsā. This document was then sent to the Prime Minister’s Office. The document, entitled “*Petra Archaeological Park: Problems and Solutions*”, includes by-laws for the operation of the Park, which will form the legal basis for the operation of the Park. Amongst the most important elements contained within these by-laws is the formation of a Petra Archaeological Park Council (with the same composi-



4. Blueprint of Petra Operating Plan.



5. Organization of Jordanian Department of Antiquities.



6. Building Management Structure.

tion as the committee that prepared the “*Problems and Solutions*” document). This was recommended in the Petra Archaeological Park Operating Plan. The document also provides for the formal acceptance of the Petra Archaeological Park Operating Plan as the document that describes the organization, policies, regulations and operating procedures for the Petra Archaeological Park (FIG. 7). The

plan is to be revised every three years.

The organization chart presented in the Petra Operating Plan, then, is the one that will be used for the Petra Archaeological Park. The positions of Director of the Petra Archaeological Park, the four Divisional Chiefs and the Chief of the Law Enforcement Branch had previously been funded by a special action taken by the Minister of Tour-

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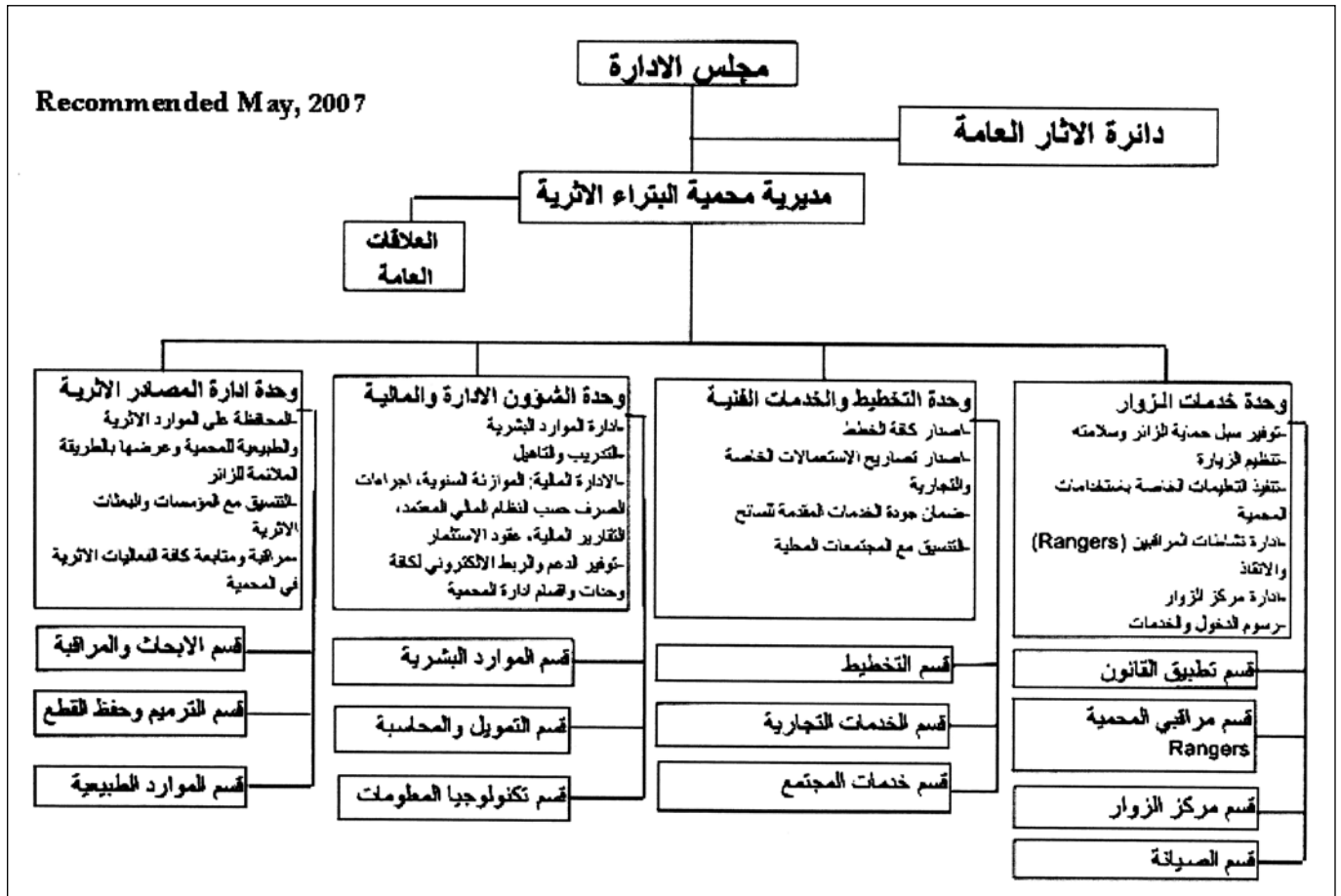
ism and Antiquities and the Minister of Planning. A staffing plan that would provide funding for all of the positions seen in the Petra Archaeological Park Operating Plan was included in the comprehensive document sent to the Prime Minister.

This comprehensive document was sent by the Prime Minister to his legislative office, which then engaged in negotiations with the Department of Antiquities and the Ministry of Tourism and Antiquities for an extended period time. This time was needed because of the complexity and importance of the by-laws and the Petra Operating Plan. The legislative office has now finished negotiations and returned the comprehensive document to the Prime Minister. The Prime Minister will now put this document on the agenda for his Cabinet meeting, where it is likely to be discussed and approved in the near future¹.

To recap, it appears that the legal and administrative basis for effective management of Petra will

be put in place with the approval of this document. Amongst its salient points are:

- Granting the Petra Archaeological Park all management and financial powers necessary for overseeing all events and activities within the Park, within the remit of its authority.
- Working for an increase in appropriations from the State Treasury for the Petra Archaeological Park.
- Supporting the management of the Park with competent personnel.
- Increasing necessary training programs for the qualification and capacity development of current personnel, and assignment of management and technical personnel to the Park Office.
- Implementing the Management and Employment Plan (which provides for the hiring of staff identified in the Petra Operating Plan organization chart) and assigning its implementation to the Director of the Park.



7. Petra Archaeological Park Organization Chart as presented in "Petra Archaeological Park: Problems and Solutions".

¹ The document was approved in late 2007.

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- f) Establishing, in writing, steps for the quick and effective resolution of typical problems or situations that may occur within the Petra Archaeological Park.
- g) Strengthening the Petra Archaeological Park Office by providing for:
 - The formation of a committee for the Petra Archaeological Park by the office of his Excellency the Minister of Tourism and Antiquities, in order to provide for the effective administration and management of the Park by eliminating redundancy and overlapping functionalities.
 - A guarantee of increased financial resources necessary to assist the management of the Park and the employment of all its facilities and services adequately and effectively, in addition to revenue generated from the admission fees to the Park and supplementary fees for guide services within the Park. In order to ensure that allocation of funds is not dealt with on a case-by-case basis, the guarantee should be earmarked for the management of the Petra area (FIG. 8).

Tactics and Situation

While our hypothetical, well-designed ship might be capable of operating under a wide range of situa-

tions, only a well trained crew can realize the ship's potential. Similarly, the most proven and effective organizational designs can only become operational when people are trained to carry out the roles and responsibilities of each position in the organization and, in addition, to operate in a way that supports all other positions.

In 2003 'Cultural Site Research and Management' (CSRM) sent four retired United States National Park superintendents to Petra, where they worked with the Government of Jordan, **specifically** the Ministry of Tourism and Antiquities (MoTA), to establish four key management positions (Divisional Chiefs for Resource Management, Administration and Financial Affairs, Planning and Technical Services and Visitor Services) beneath the Director, Petra Archaeological Park. A crucial step in this process was to provide salaries adequate to attract and retain qualified and talented people in these positions and to establish a place for these positions in the yearly MoTA salary structure. Thereafter, these CSRM consultants (or Petra Archaeological Park Advisory Team, or PAPAT) advised MoTA on hiring protocols that were fair, objective and transparent. When the positions were filled, they orientated the new personnel and then

- Resource Management, which includes
 - Archaeological research and monitoring,
 - Conservation of structures and artifacts and curation of artifacts,
 - Natural resource research and management
- Administrative and Financial Affairs, including
 - Personnel and
 - Training
- Planning and Technical Services; which includes
 - Planning Permits,
 - Arranging commercial services,
 - Contract coordination,
 - Community liaison, and
 - Community surveys
- Visitor Services, encompassing
 - Law enforcement
 - Ranger activities including emergency medical services and search and rescue
 - Operation of a visitor center
 - Interpretation and presentation of the site to visitors
 - Visitor education and development of school curricula



8. Building Tactical Capability.

BUILDING MANAGEMENT CAPACITY FOR PETRA ARCHAEOLOGICAL PARK

worked alongside them to provide training. During this period, the Advisory Team also facilitated the translation of Petra Archaeological Park Operating Plan into Arabic, a task, which was eventually completed by a local consultant hired by MoTA.

Of long-term importance was the request by the Director-General of the Department of Antiquities that the Advisory Team develop protocols for involving key stakeholders in project review, review of concessionaire activities, definition of management zones, and special uses of the park. Reviews were prepared for the following specific projects and activities:

1. The Visitor Center;
2. Restaurants;
3. Electrification Project;
4. Special Events;
5. The Zoning Effort;
6. Improving Turkmaniyya Road;
7. The open excavation in front of al-Khaznah

There was agreement on the following:

1. Review should be consistent with, guided by, and in some cases follow protocols already established by the Petra Operating Plan (i.e. in the Operating Procedures, Regulations and Policing sections);
2. It should take the form of an EIS or EIA as appropriate;
3. It should involve the key stakeholders.

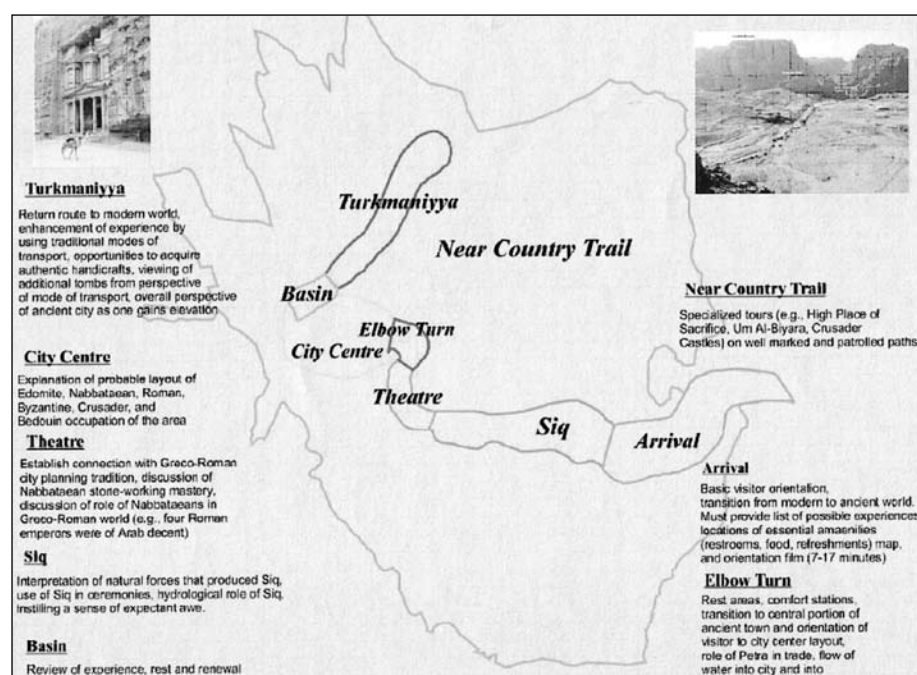
Key stakeholders, other than the Petra Archae-

ological Park itself, were identified as being: The Department of Antiquities, MoTA, three NGOs, viz. the Petra National Trust (PNT), Friends of Archaeology (FoA) and the House of Nabataeans, and the local communities. The Advisory Team prepared protocols for how these stakeholders should be involved.

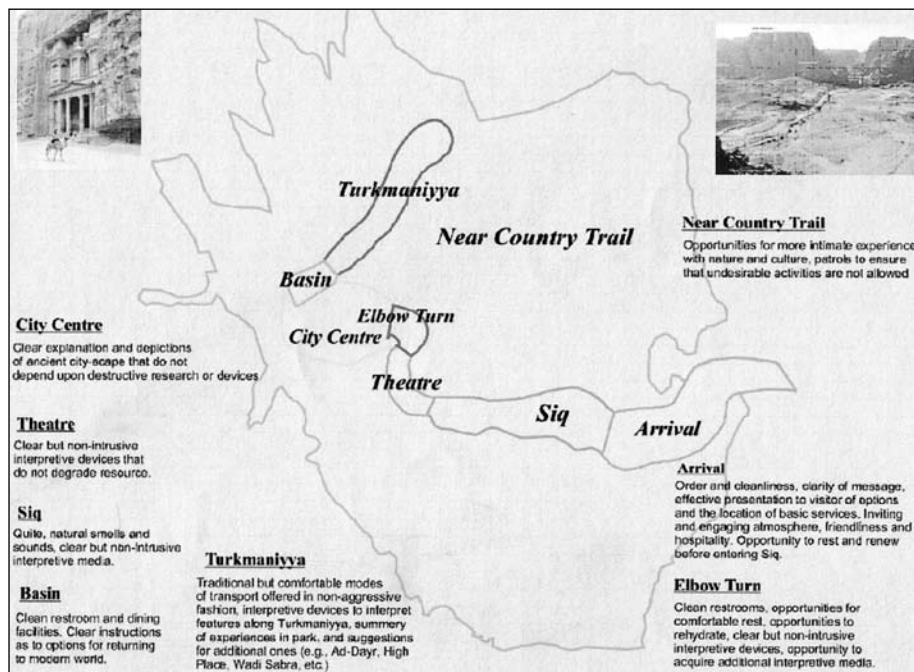
CSRM PAPAT also developed guidelines for the preparation of an EIS and EIA and how to determine which of these would be most appropriate. In addition, the Advisory Team also introduced park staff to how these documents should be prepared.

To ensure Geographical Information System (GIS) capability at the Park, the Advisory Team worked with Dr Talal Akasheh and the Hashemite University, whom MoTA had contracted the teaching of GIS and installation of GIS computers and software at Petra Archaeological Park (PAP). With this technology, we are able to create spatial models for management concepts, such as the desired uses of zones within the park and the desired conditions within those zones (FIGS. 9 and 10).

The Advisory Team also assisted in curriculum development for this purpose at the Hashemite University, where several park staff were sent on training courses. During this period, the management zones were entered into the Petra Archaeological Park GIS, as were the desired uses and conditions for these zones. To ensure the continued development of GIS capability within PAP, CSRM



9. Desired Uses for Petra Management Zones.



10. Desired Conditions for Petra Management Zones.

collaborated with US / ICOMOS through the US / ICOMOS intern training program.

Through this program, in autumn 2004 CSRSM provided three months' training in GIS technology to the Acting Division Chief of the Resource Management Division at the company's Baltimore, USA headquarters. This technology is important, not only for the development of interpretive tools, but — eventually — also to put in place the monitoring scheme that will both keep the resources of Petra unspoiled and provide a knowledge base for site managers in order to facilitate decision making.

A detailed Performance Management Plan was submitted by CSRSM PAPAT on the departure of the advisors in 2004. The plan detailed how annual goals become the responsibility of staff members through annual work plans that include a set of work tasks. The performance of each employee in carrying our work tasks is evaluated at the end of the rating period, which provides the basis for an overall rating for each employee. Outstanding ratings are rewarded with a financial bonus; an unsatisfactory rating is grounds for immediate dismissal.

The Future

Despite all that has been achieved, training of Petra Archaeological Park staff is not yet complete. Cer-

tain areas have been identified as being of special importance, including:

- Team building;
- Communication;
- Supervisory skills;
- Environmental Assessment;
- Basic computer skills.

While we all understand the importance of enhancing management at Petra as rapidly as possible, developing a complex management structure and a staff trained to deal with a wide range of situations is not quickly accomplished. The structure of Petra management appears to be approaching completion. Once that is done, training of staff can reasonably be expected to be completed within five years.

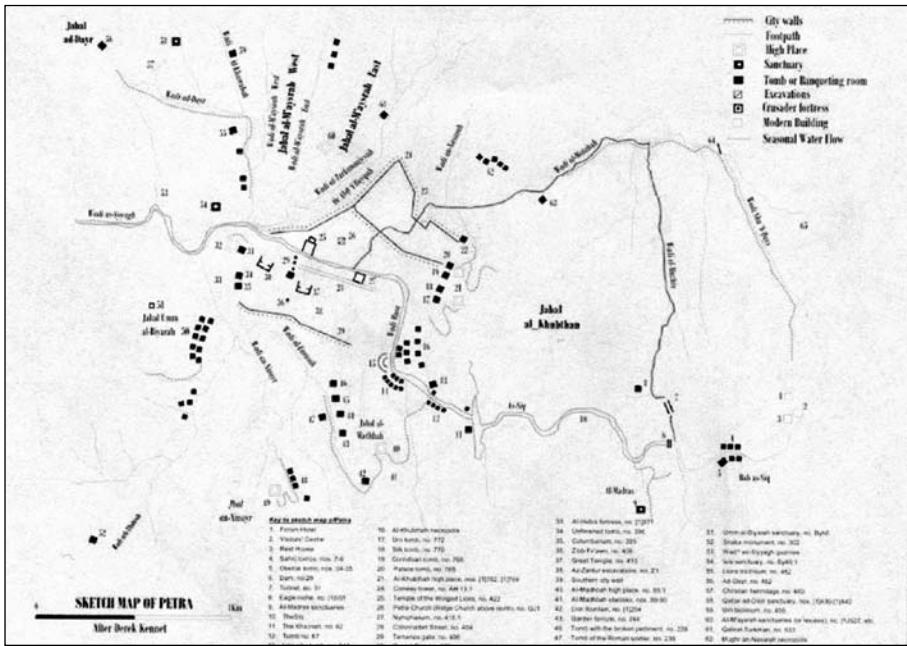
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11. Sketch Map of Petra.

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