John Shearman
American Center of Research
jshearman@acorjordan.org

John Shearman

Capacity Building for Sustainable Preservation

Abstract

Most institutions are familiar with capacity building; however, sustainable capacity-building programs can be elusive since long-term capacity building is often directly related to organizational change. A sustained program of capacity building will often have an impact on an organization even if organizational change is not the target. The concepts of both capacity building and organizational change are generally well understood, and there is a need to create a program that combines both topics. Most efforts at organizational change fail, since successful program implementation depends on the ability of managers and staff to adopt and adapt the program principles. Therefore, strategic goals and objectives must be carefully developed into a strategic plan to be adopted in any development program. Capacity building used as the basis for an organizational-change pro-gram will result in a workforce of highly skilled professionals that adopts the strategic initiative.

With lessons learned via an extensive capacity building program in Egypt, desired strategic goals and objectives can be applied in Jordan, utilizing a long-term capacity-building program with the added feature of the development of entities tasked with the preservation of Jordan's historic sites. The initiative can be dynamic and adjustable in nature rather than static, which could raise barriers, and include continuous monitoring and evaluation of the process in order to generate corrective actions to remove barriers and thus keep the momentum moving forward.

In this paper, three models of organizational change are presented. The paper contends that although a capacity building initiative may be a long process, such a program will provide for a more efficient organizational change resulting

in a professional entity that sustains the professionalism through a continuation of capacity building activities.

Introduction

"Capacity building" is an expression that is generally used for short-term training initiatives. Universities are often tasked with the basic teaching of non-graduate programs meant to prepare the individual for entry-level positions. Workshops and short training initiatives are therefore often used to fill gaps in an individual's personnel lack of skills and knowledge. Workshops are the main vehicles for the transfer of information that is used to improve individual knowledge and increase efficiency and personnel performance, but how do these actually affect the organization? It is generally assumed that organizations benefit from these changes, but to what extent, and how can it be measured? An organization utilizes workshops to address an area that needs improvement within the entity. In dealing with historic site and artifact preservation, long-term field experience is superior to short-term workshops. Post-university field experience influences an organization's professionalism by improving the capacity of the individual and better prepares the person with the knowledge and skills that are used in preservation actions. An entity that recognizes a need to improve the entire organization should use long-term capacity-building programs to enact overall change. There are many benefits to developing and implementing a capacity-building, organizational change initiative. For any entity that requires an overhaul of its structure, long-term capacity building is the method best suited for overall organizational change.

Organizational Change

There are abundant publications available on organizational change, and most are specific to countries, sectors, occupations, *etc.,* although there are common factors in the organizational change components, publications, and experience that make it clear that government organizations have their own specific culture dependent on the origin of the country. Organizations focus on change to improve the existing system and oftentimes pursue sustainability as part of their reasoning for change. In Jordan, although strategies have been developed, publications are lacking on the process of government organizational change, especially with the focus on heritage preservation.

Junginger (2017) discusses the concept of design in public-service policies and suggests that the ability to integrate product, process, and service systems with people's needs, capabilities, powers, and values is essential for policymakers and public managers who work at all levels of government. It is their responsibility to conceive, develop, and deliver public services that achieve desired social outcomes. For bureaucracies that have been built around paper forms and documents, the shift to electronic files and online services, for example, presents both opportunities and challenges. Junginger (2017) goes on to mention that solutions demand cross-ministerial, cross-governmental, and cross-organizational collaborations to design and develop together.

Organizational change for the heritage and preservation sector in Jordan requires an innovative approach. As stated by Patra and Krishna (2015), "open innovation" is considered as the latest corporate philosophy that integrates internal experience and capabilities and external knowledge and

competence to accelerate the development of any organization. To change an organization's capabilities in the heritage and preservation sector, lessons can be learned with the application of successful capacity-building programs with similar governmental structures and cultures.

The Lessons from Egypt for an Application to Jordan

USAID funded a long-term capacity-building program utilizing the Egyptian Ministry of Tourism and Antiquities conservation employees who centered on conservation and restoration of historic structures and objects in Egypt. The structures that were used as the instrument of the training program included historic temples, tombs, statue reconstruction, and small-object conservation. The initiative included an intensive nine-month-per-year capacity-building program that included special focus on conservation, photography, masonry, recycling, project management and supervision, mentoring, solar-energy applications, and site improvements. The capacity-building project started in 2007 and was completed in 2018. The eleven-year program provided the trainees badly needed post-university experience in applied techniques, matching these to available Egyptian resources. For example, computers and software were in short supply, so the program trained photographers to generate photographic plates to be used for the detailed documentation process. This program began with foreign management personnel who were gradually replaced by Egyptian supervision. The eleven years of training produced conservators who followed international practices in conservation applications such that the Egyptian Ministry of Tourism and Antiquities has ramped up their conservation activities due to this capacity-building initiative, and it has changed the professionalism of the entire department, even though this was not the original intent. In the future, some of the conservation employees will attain management level positions and assure continuation of appropriate conservation activities. The program has indeed changed the organization. Some of the program initiatives are shown in FIG. 1.

It should be noted that the local community also benefited from this program. As part of the project deliverables, local employment was used during a four-year program, resulting in over 1,500 individuals obtaining extended full-time work. Other resultant benefits were obtained by purchasing locally from suppliers and vendors, with most beneficiaries being micro- and small businesses (American Research Center in Egypt 2015, 2017) (FIG. 2).

Models of Organizational Change

There are many models developed to understand the concept of organizational change. Experience with the actual implementation of organizational change places the process in perspective. The author has developed three models based upon his personal experience in capacity-building and organizational change initiatives that have led to certain observations of the mechanics of the programs.

Model 1: Redundancy Model

Shown in FIG. 3, the Redundancy Model is the simplest, and although it can be effective, serious thought should be considered prior to implementation due to its exclusion of basic individual consideration of any compassion towards employees. The model encompasses strategy objectives and development of

the system change that involves general dismissal of all upper management and some staff and implementation of the program with new upper management. According to Le Clainche and Lengagne (2019), studies show significant negative effects on health for workers who have lost their jobs, and this can also have a negative effect on the remaining employees, who may be affected by uncertainty regarding their future linked to the fear of being the next one to be laid off, resulting in a feeling of job insecurity, which may have adverse effects on their health status. Stayers may be worried about the consequences a future job loss could entail for their social and family life, and seeing their co-workers becoming unemployed may have a detrimental psychological impact on them; they may also be affected by a feeling of guilt and/or failure. A study by Moore *et al.* (2003) has shown that living in a state of uncertainty about one's future job security is a stressful condition with potentially harmful consequences. In addition, it should be noted that research by Fløvik *et al.* (2019) has shown that exposure to organizational changes at the individual level indicated an elevated risk of subsequent clinically relevant mental distress following both separate, multiple, and repeated organizational changes.

Model 2: Conventional Model

The Conventional Model, shown in FIG. 4, is more complex and thus more difficult to implement. Like all programs it starts with a strategy with goals and objectives. It must have support from upper management and employees who must not only actively support the program but must also adhere to the goals and objectives of the change process. Monitoring is essential in this process as the system is implemented so that if barriers form in the process of change,

corrective actions can be taken for progress to continue. This may also involve periodic workshops in an attempt to remove obstacles and reinforce the skills required for change.

Failure of the organizational change process often occurs with this model due to several reasons, with references on failure rates ranging from 50 to 90 percent. Burnes (2017), however, probably states it best by asserting that we can dispute whether or not the failure rate is 70 percent, we can dispute whether or not some types of change are more difficult to undertake than others, and we can also dispute whether or not some organizations are better able than others to achieve successful change; however, what seems beyond dispute is that managing change is one of the most problematic tasks organizations undertake.

Regardless of the failure rate of organizational change, it can be said that logic would dictate that there is not a standard process or model that ensures successful transformation, otherwise there would be a higher rate of success. There are many variables that influence successful transition, and variables must be considered, customized, and addressed when developing the process of change. In spite of the fact that there is a large failure rate associated with the Conventional and similar models, entities still utilize this process when seeking and implementing organizational change.

According to Rosha and Lace (2016), change can also cause a number of problems, since individuals need to achieve goals and develop at the same time that they have to deal with the troubles caused by change. This issue can be reduced by designing and implementing a capacity building-organizational change long-term program. The program is less internalized in an office

setting and can somewhat separate itself from the day-to-day office activity.

Model 3: Capacity-Building Model

As shown in FIG. 5, the Capacity-Building Model combines capacity building with organizational change utilizing capacity building as the means for organizational change. Extended periods of capacity building do effect change in an organization even if change is not the target.

In this model, barriers are reduced, and the program plan includes the factor of sustainability mainly due to an activity disconnect from the entity office structure. A combination program with strategic goals and objectives needs analysis along with an implementation plan to be developed. For instance, if a historic site (or sites) is chosen as the capacity-building instrument, both technical and training aspects can be identified as being part of the capacity-building program. Any such intensive training program needs to be implemented for an extended period of time (suggested nine months per year) that initially includes foreign trainers coupled with ministry and/or Jordanian university professors. Having university professors involved in the program can also affect the modification of university instruction. Any profession in the entity can receive intensive training on a site, with administration, publishing, and community-involvement aspects just some examples. Through time, and utilizing monitoring and evaluation and corrective action techniques, highly skilled individuals are identified as potential managers. As part of the plan, these potential managers, as well as more highly trained individuals, will mentor less experienced and new trainees to the program and create a sustainable system that can continue through generations.

After many years, potential qualified personnel would be trained as supervisors and upon reaching the point of self-sufficiency, foreign trainers can be gradually replaced with the Jordanian supervisory trainees that have excelled in the capacity-building program. These highly trained individuals gradually become managers in the entity organization along with other trainees. Through time, as employees retire or leave the government entity, they are replaced by the highly trained individuals from the capacity-building program who are committed to the new system. New field supervisors are trained when others leave the program, ensuring a sustainability factor where eventually trained staff will fill the entire entity. The final product is a gradual organizational change that has turned into a highly skilled, professional entity able to continue the capacity building process. With an efficient monitor and evaluation ingredient, the plan is dynamic and can adjust to specific circumstances or needs rather than a static and rigid plan that is detrimental to the overall strategy.

As shown in FIG. 5, the Capacity-Building initiative can focus on many professions. To encourage an entity that is interconnected between the departments and professions, the capacity-building program should include as many entity professions as possible. Professions highlighted in the training list in FIG. 5 include, but are not limited, to the following:

- Survey Mapping

- Research

- Assessments and Needs Analysis

- Geology and Geophysics

- Archaeology

- Conservation

- Osteology

- Ceramics

- Architecture

- Engineering

- Photography and Photogrammetry

- Accounting

- Publishing

- Site Development and Improvement for Visitors

- Site Management

- General Administration

- Community Involvement

- Local Small Businesses, Vendors, and Micro-businesses

- Tourism

- Museums

- Monitoring and Evaluation

Each profession should have its own focus within the program, and other professions that are associated with the focused activity should be included in the program. In the process of training different professions from the same entity on the same site, the integration of the professions becomes a collaborative effort. Working together in the field, with many professions overlapping in their skills, the individuals will improve the entity's overall performance and learn to work together. It forms the basis of teamwork of the various specialties that is acutely needed in the heritage and preservation sector.

Foundations of an Implementation Program

The success of any plan is the strategic goals and objectives based upon desired changes in the organizational structure and upon the needs analysis of current staff capacities. The needs analysis should include what professions may be lacking in terms of skills, along with equipment needs, to be on par with current international standards. As part of the program, new departments can even be formed. This is an extensive process that involves breaking down the concurrent multi-step strategic goals and objectives into a sustainable implementation plan based upon the needs and desires of the final product. The formulation of the Implementation Program should contain the capacity-building factors that are revealed in the needs analysis. Change management is based on what the organization wants to become and how best to achieve it as part of the strategic initiative. Research and identification of psychological factors must also be included in the plan because the existing culture of the organization must be explored along with how the changes will affect upper management, as well as staff morale and attitudes. Productivity can be affected with changes and is a major factor in determining the change process. This is where a more dynamic plan comes into play with a monitoring-and-evaluation component, along with corrective action techniques. It is generally assumed that when an individual obtains more skills, especially matching international standard methods, their confidence level increases, providing an improved feeling of security which reduces stress.

Benefits of a Capacity-Building-Organizational Change Management Plan

First and foremost, the benefit of an effective Capacity-Building-Organizational Change Management Plan is that the organization becomes a more professional entity on par with current international practices, including training in administration and site management and maintenance. Other benefits may include reduced training cost when the capacity-building program is used for new employees only upon reaching the goal of obtaining a more professional organization, thus contributing to the sustainable part of the strategic goal. A plan can be developed to fit the cultural situation combined with the entity's main function, and it is also understood that other entities outside the institution may benefit. For example, a well-managed and informative site attracts tourists, thus affecting the tourism industry as well as community vendors and businesses that serve the visitors.

Disadvantage of a Capacity-Building-Organizational Change Management Plan

In general terms, the main disadvantage is the time and cost of the program. There are major costs involved in the long-term capacity building aspect of the project. The Capacity Building-Organizational Change Management Plan is a long-term multi-year project and requires sustained financial support, from the beginning phases of the program. Although year to year expenses can be reduced or stabilize as time goes on with more program efficiency, external financial support may sometimes be necessary.

Issues to Consider

The need of foreign trainers is an aspect that requires additional discussion, since this can conflict with nationalism and pride and create obstacles. Jordan and other countries have a sense of pride that could conflict with outsiders in a capacity-building-organizational change project. To put this in context, Pant and Ojha (2017) assert that even as the developing world converges towards management ideas and practices rooted in the evolution of the industrialized West, it sustains—at both an implicit and explicit level—practices and values rooted in the local managerial ethos. There is, therefore, a need to examine how and which managerial values are acted upon within developing country enterprises and how these values are reflected, projected, or disguised in the organizational identities of these enterprises. In support of the use of foreign trainers, a parallel example from the UAE and Saudi Arabia's use of foreigners in the initial stages of the oil industry is applied. Butt (2001) also uses the example of foreigners developing Abu Dhabi's oil industry into what it is today accepting the fact that their own industries needed outside expertise to help in developing oil and gas production and in incorporating the latest technology in their industries. Al-But'hie and Eben Saleh (2002) note that the high influx of foreign experts in the country of Saudi Arabia is another factor that may have contributed into shaping the country's entire current pattern of labor forces and urbanization. This highlights the cultural and psychological aspect of the organization relative to the strategic plan and the reason why a Jordanian solution requires customization merging features of Jordanian practices with international standards relative to the implementation.

Further Points

According to Abbott (2021), overall, change management is the understanding that the organization does not change, people do, and as a result the organization has an outward change due to internal transformations, confirming that change only occurs from the inside out. As stated by Lawson and Price (2003), employees will alter their mindsets only if they see the point of the change and agree with it—at least enough to give it a try so the surrounding structures (reward and recognition systems, for example) must be in tune with the new behavior and employees must have the skills to do what is required. Finally, employees must see people they respect modeling these changes actively. Each of these conditions is realized independently; together they add up to a way of changing the behavior of people in organizations by changing attitudes about what can and should happen at work. Kotter (1995) states the fact that the most general lesson to be learned from the more successful cases is that the change process goes through a series of phases that, in total, usually require a considerable length of time. Lempert (2015) asserts that the irony of exposing the flaws in development projects today is that the "experts" who are in the position to make changes have little incentive to change, while those who are best protected by change are the least informed and organized about where or how to begin to push for reforms. An indicator can facilitate change, but like other improved tools, it must be in the hands of those willing and able to use it. Finally, in adapting a program to local conditions, Shearman (2022) states that often new technology that is not available in the developing country is specified in order to provide the client with the best performing item without thought of maintenance and sustainability. In this case, cultural local habit factors should be assessed in order to provide the community and visitors a sustainable outcome that addresses all stakeholders. The capacity-building-organizational change must be customized to Jordanian culture.

Conclusion

There are many factors to identify and address in a capacity-building-organizational change process than we can produce in this paper. The paper has just outlined ideas and arguments supporting the capacity-building-organizational change process. However, the basic process discussed provides a starting point that can be developed into plans when connecting with experienced experts in the general topics presented here. Together, the experience can work for any entity to develop and implement a dynamic plan that serves the culture of the organization as well as other considerations.

To conclude, a summary of seven main points is reflective of the main themes and concepts of a Capacity-Building-Organizational Change Program:

1. Develop strategic goals and objectives to align with the vision of the organization.
2. The plan must consider cultural and psychological aspects.
3. The plan must consider and contain implementation procedures.
4. Monitoring and evaluation with corrective action procedures is essential in an Implementation Plan.
5. Long-term training is required to imprint capacity building efforts.
6. Outside sectors also benefit from the plan.
7. If the process is followed through, the end result is a sustainable, pro-

fessional organization dedicated to historical preservation.

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Toolbox provided to the trainees — Program lectures — Field lectures (photography & photogrammetry)

Field lectures (conservation) — Laboratory lectures — Lab experiments — Documentation training

Documentation — Conservation applications (wall paintings) — Conservation applications (small objects)

Computer Application Training — Testing — Surveying & Map Making
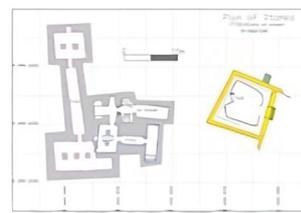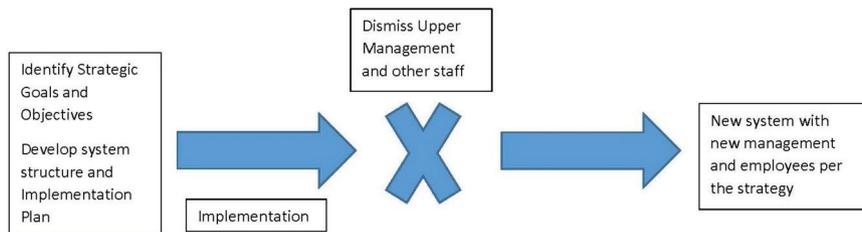
Recycling — Tourism Applications — Durable signage and site improvements

1. Select photographs of the Egyptian capacity-building program (photos courtesy of the American Research Center in Egypt [ARCE]).
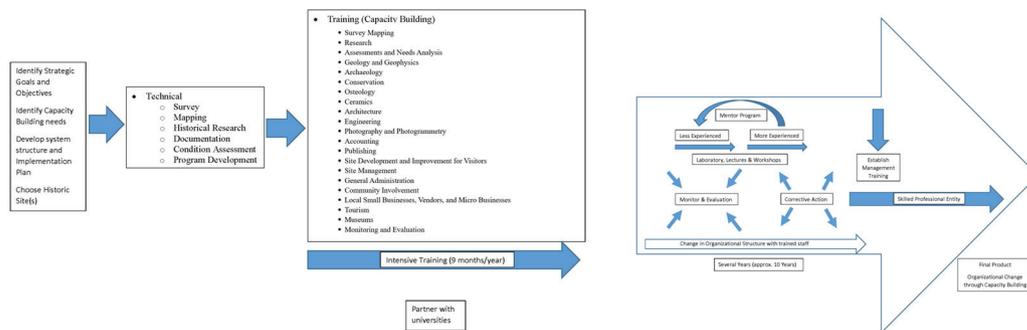
2. Local workers (left) and local micro-small businesses serving the workers (right) (photos courtesy of the American Research Center in Egypt [ARCE]).
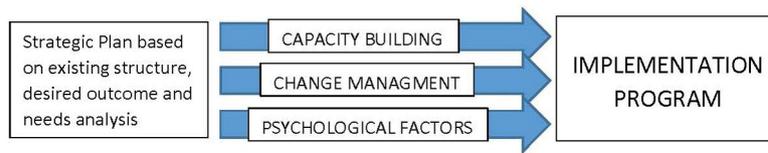

3. Redundancy Model of Organizational Change (graphic by J. Shearman).
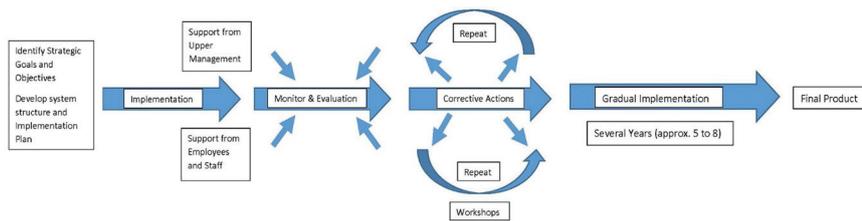
4. Conventional Model of Organizational Change (graphic by J. Shearman).

5. Capacity-Building Model of Organizational Change (graphic by J. Shearman).

6. Foundations of an Implementation Program (graphic by J. Shearman).

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