

## 0. Summary

The objective of this Project was to increase the number of tourists and foreign currency revenue by developing tourism infrastructure in the capital city of Amman and tourist attractions in the surrounding area, thereby contributing to the promotion of the tourism industry. This objective was relevant to development policy of both Japan and the Hashemite Kingdom of Jordan (hereinafter called Jordan) as well as to the development needs of Jordan both at the time of the Project appraisal and the ex-post evaluation, therefore its relevance is high.

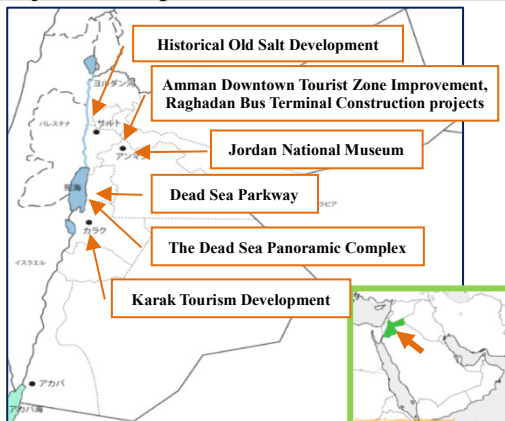
However, at the time of ex-post evaluation, three years after the completion of the Project, two of the seven sub-projects are not fully operational yet. In addition, due to unforeseen events such as the political instability of the region since the Arab Spring, the latest statistics show that numbers of tourists have not reached initial targets. While expanding educational opportunities through museums and intensifying nature conservation activities around the Dead Sea have had positive impacts, the anticipated level of impact on increasing the length of tourists’ stays has yet to materialize. In light of the above, the effectiveness and impact of the Project are low.

Although the Project cost was within the plan, the Project period significantly exceeded the initial plan, therefore the efficiency of the Project is fair.

Each agency in charge of a sub-project is continuing to maintain and improve systems for operation and maintenance. In addition, most target facilities are buildings cared for on a daily basis by the agencies in charge and have not given rise to any particular technical concerns. Most of the required budget for maintenance has been secured. In light of the above, the sustainability can be evaluated as high.

In light of the above, the Project is evaluated to be unsatisfactory.

## 1. Project Description



Project Locations



The Dead Sea Panoramic Complex

## **1.1 Background**

Jordan does not have much natural resources compared to its neighbors, and as of the Project appraisal, there were hardly any industries in new fields other than the fertilizer manufacturing industry that relies on rock phosphate for raw material. The economy of Jordan was structurally vulnerable because aid from other countries, money transfers from Jordanian workers working outside Jordan, and tourism revenue from foreign tourists were used to compensate for the country's perpetual trade deficit. Jordan relies on those money transfers because it did not have many domestic industries that can provide jobs; despite the relatively high quality of the workforce in Middle Eastern countries, Jordan's unemployment rate remained high. Thus, tourism industry promotion was ranked as a critical policy issue for bolstering the economy under the weight of the trade deficit.

Jordan is blessed with an abundance of tourism resources. The country owns a wealth of cultural heritage from Roman times, the Christian crusaders, Muslims and the time of the Ottoman Empire, and is home to the Dead Sea and other natural scenery. However, its famous and historical sites and other tourist attractions lacked tourist information services and tourist trails, resource centers and other facilities for welcoming tourists, and thus were not capitalizing fully on their ability to draw tourists. In order to make the abundant tourism resources of Jordan more accessible and attractive to outsiders, it was critical to establish the facilities and infrastructure tourism requires.

In light of these circumstances, the Project was implemented to augment the appeal of the tourism resources in Jordanian tourism hub Amman and the areas surrounding it as well as to increase the number of tourists and foreign currency revenue.

## **1.2 Project Outline**

The objective of the Project is to increase the number of visitors and foreign currency revenue by developing tourism infrastructure in the capital city of Amman and tourist attractions in the surrounding area, thereby contributing to the promotion of the tourism industry.

Loan Approved Amount/ Disbursed Amount	7,199 million yen/ 7,165 million yen
Exchange of Notes Date/ Loan Agreement Signing Date	January 1999/ December 1999
Terms and Conditions	(Main cost) Interest Rate: 2.2%; Repayment Period: 25 years (Grace period: 7 years) (general untied) (Consulting service) Interest Rate: 0.75%; Repayment Period: 40 years (Grace period: 10 years ) (bilateral tied)
Borrower/ Executing Agency	The Government of the Hashemite Kingdom of Jordan/ Ministry of Tourism and Antiquities (MOTA)
Final Disbursement Date	May 2011
Main Contractors	<ul style="list-style-type: none"> <li>• Societta' Italiana Per Condotte D'acqua S.P.A (Italy)</li> <li>• Synergy Construction Pte Ltd (Singapore) • Jurong Consultants Pte Ltd (Singapore) (JV)</li> </ul>
Main Consultant	Oriental Consultants (Japan)
Feasibility Studies, etc.	<ul style="list-style-type: none"> <li>• Special Assistance for Project Formation (SAPROF) for the Tourism Sector Development Project (1996–1997)</li> <li>• Special Assistance for Project Implementation (SAPI) for the Tourism Sector Development Project (2008–2009)</li> </ul>
Related Projects	<ul style="list-style-type: none"> <li>• JICA Development Study: Study on Tourism Development in the Hashemite Kingdom of Jordan (1994–1996)</li> <li>• Tourism Promotion through Museum Activities (2004–2007)</li> <li>• Sustainable Community Tourism Development Project in As Salt City (2012–2015) Paid Technical Assistance – Pro related to ODA loan (total budget of 290 million yen)</li> <li>• Dispatch of experts (Raghadan Bus Terminal, July–August 2013)</li> </ul>

## **2. Outline of the Evaluation Study**

### **2.1 External Evaluator**

Jun TOTSUKAWA, Sano Planning Co., Ltd.

### **2.2 Duration of Evaluation Study**

The External Evaluator performed an evaluation study as follows in the course of this ex-post evaluation:

Duration of the Study: October 2013– December 2014

Duration of the Field Study: December 2–19, 2013, March 15–25, 2014

### **2.3 Constraints during the Evaluation Study**

The Project was intended to have the quantitative effects of increasing the number of foreign tourists, foreign currency revenue and employment opportunities. However, as no existing data accurately captured the number of foreign tourists who visited sub-project target areas (Amman, Dead Sea, Karak, Salt), data from museums and other institutions that accurately record the number of visitors was used to evaluate the quantitative effect of increasing the number of foreign tourists (except at the Jordan National Museum and The Dead Sea Panoramic Complex). Similarly, there was no data for foreign currency revenue at the sub-project level, thus data for all of Jordan was used as a reference point. In addition, there was no data on employment opportunities that covered sub-project target areas, thus the number of workers hired to operate target facilities were confirmed and interviews were conducted around the facilities to confirm the materialization of Project effects.

## **3. Results of the Evaluation (Overall Rating: D<sup>1</sup>)**

### **3.1 Relevance (Rating: ③<sup>2</sup>)**

#### **3.1.1 Relevance to the Development Plan of Jordan**

At the time of the Project appraisal, the Government of Jordan's main development policy, the Five-Year Plan for Economic and Social Development (1993–1997), ranked tourism industry promotion alongside promotion of the mining, agricultural and export industries as the most critical issues for the economic development of Jordan.

At the time of the ex-post evaluation, Jordan had moved from five-year plans for economic and social development to an Executive Development Program (2011–2013). This program emphasizes tourism industry promotion as one of the seven structural elements of a Quantitative Macroeconomic Framework. This program highlights the fact that the tourism industry is a particularly important sector for the economic development of Jordan and is vital for obtaining foreign currency.

In addition, Jordan devised a National Tourism Strategy in 2004, and under the current National Tourism Strategy (2011–2015) policy is steadily progressing alongside other efforts to promote the

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<sup>1</sup> A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

<sup>2</sup> ③: High, ②: Fair, ①: Low

tourism industry. This strategy includes an explanation of the need to continue developing tourism infrastructure to make full use of potential tourist attractions and tourism resources and also increase the length of tourists' stays by appealing to them from the routes and stops they currently frequent on their way to only a few tourist attractions.

In light of the above, the tourism industry promotion supported by the Project was not only relevant to the development policies of Jordan at the time of the Project appraisal but also remains an important undertaking that is one of the important policies at the time of ex-post evaluation.

### 3.1.2 Relevance to the Development Needs of Jordan

At the time of the Project appraisal, Jordan had fewer natural resources than its neighbors with limited arable land. Thus, it is forced to depend on imports for crops such as wheat, and a great deal of other supplies its population needs to live. For this reason, Jordan runs a perpetual trade deficit. Jordan considered it important to promote the tourism industry because tourism revenue generated by foreign tourists is just as critical for bolstering the deficit as aid from other countries and money transfers from Jordanian workers working outside Jordan.

Jordan is blessed with tourism resources such as cultural heritage, the Dead Sea and other unique natural landscapes. However, its tourist attractions lacked the tourist trails, lookouts, resource centers, tourist information centers and other facilities needed to make the existing tourist resources of Jordan more accessible and attractive to foreign tourists. To increase foreign currency revenue, which is critical for Jordan's economic stability, in response to an increase in the number of foreign tourists, Jordan urgently needed to develop its tourism infrastructure to capitalize on tourism resources that had the potential to draw tourists.

The importance of Jordan's tourism industry at the time of the ex-post evaluation had grown even more than during the Project appraisal. The tourism industry was one of the nation's most important industries, accounting for 11.2% of the GDP in 2012. The Government of Jordan has put forth the goal to increase tourism revenue from its 2012 level of 1.7 billion Jordanian dinars (JD) (about 2.38 billion US dollars) to 4.2 billion JD (about 5.9 billion US dollars) by 2015.

Jordan has continued to develop its tourism infrastructure in recent years in pursuit of this goal, but further development is required to appeal to the global tourism market.

At the time of the ex-post evaluation, there is still momentum behind continuing the tourism infrastructure development implemented during the Project, therefore, the Project's relevance to the development needs of Jordan is still high.

### 3.1.3 Relevance to Japan’s ODA Policy

In Japan’s ODA Policy for Jordan (1996), the three areas of “providing basic human needs”, “promoting industry” and “environment protection” were ranked as priority areas for the aid.

On promoting industry, the policy stresses “infrastructure development for tourism and intermediary trade” and pledges “support for the development of infrastructure in the tourism industry, a promising industry for Jordan given its wealth of historical buildings and tourism resources; valuable sources of foreign currency revenue, given Jordan’s central tactical location . . . and other areas of industry.”

In light of the above, this project has been highly relevant with the country’s development plan, development needs, as well as Japan’s ODA policy, therefore its relevance is high.

## 3.2 Effectiveness<sup>3</sup> (Rating: ①)

### 3.2.1 Quantitative Effects (Operation and Effect Indicators)

As Table 1 shows, the Project comprises seven sub-projects.

Table 1: Sub-Project Names and Main Details

	Sub-project name	Main project details	Completion month
1	Amman Downtown Tourist Zone	<ul style="list-style-type: none"> <li>• Improve tourist streets and trails in the downtown area</li> <li>• Build the Visitor Center in the downtown area</li> </ul>	May 2006
2	Raghadan Bus Terminal Construction	<ul style="list-style-type: none"> <li>• Build a bus terminal in Amman City</li> </ul>	May 2006
3	Construction of the Jordan National Museum	<ul style="list-style-type: none"> <li>• Build a museum in the Ras Al-Aim District of Amman City</li> </ul>	July 2011
4	The Dead Sea Panoramic Complex Construction	<ul style="list-style-type: none"> <li>• Build a panoramic lookout and museum, etc.</li> </ul>	April 2004
5	Dead Sea Parkway Construction	<ul style="list-style-type: none"> <li>• Build a parkway that connects existing roads to the shores of the Dead Sea</li> </ul>	November 2005
6	Karak Tourism Development	<ul style="list-style-type: none"> <li>• Renovate the Karak Archaeological Museum</li> <li>• Build tourist streets and observation points</li> </ul>	May 2004
7	Historical Old Salt Development	<ul style="list-style-type: none"> <li>• Renovate the building for museum</li> <li>• Improve tourist streets and trails, plazas and observation points</li> </ul>	June 2011

At the time of the Project appraisal, the Project was envisioned to have the effects of increasing 1) the number of foreign tourists, 2) foreign currency revenue and 3) employment opportunities. As to 1) the number of foreign tourists, in the SAPROF Report, target numbers of foreign tourists were set for each sub-project tourist attraction (specifically, for Amman, Dead Sea, Karak and Salt).<sup>4</sup> However, at the time of the ex-post evaluation, it is clear that no existing data is able to confirm the

<sup>3</sup> Sub-rating for Effectiveness is to be put with consideration of Impact.

<sup>4</sup> The Amman Downtown Tourist Zone sub-project set foreign tourist target for 2012 was 512,499 tourists. Targets were set for the other sub-projects as well: 595,135 tourists for the Jordan National Museum, 438,139 for The Dead Sea Panoramic Complex, 355,503 for the Dead Sea Parkway, 375,332 for Karak Tourism Development and 395,501 for Salt City Tourism Development.

actual figures for these indicators. Similarly, no data exists for foreign currency revenue and employment opportunities created by each tourist attraction. Given these circumstances, in the ex-post evaluation the External Evaluator confirmed obtainable, alternative indicators: the number of domestic and foreign visitors and admission fee revenue at tourist facilities established under the Project as well as employment opportunities created by each facility. While tourist streets and trails, and the Visitor Center in Amman were built and/or improved under the Project, the latter does not keep a record of the number of visitors. Thus, the External Evaluator decided to use, as an alternative indicator, the number of visitors to the Roman Theatre, an attraction visited by an estimated approximately 70 percent of tourists who visit tourist attractions in downtown Amman (based on information from the Jordan Society of Tourist and Travel Agent). The External Evaluator also estimated the number of foreign tourists who visited each tourist attraction, again based on information from the same association, in an attempt to compare it with the targets set at the time of the Project appraisal.<sup>5</sup> It is not possible to evaluate the degree to which the Project contributed to the movement of the number of foreign tourists and foreign currency revenue throughout Jordan. Thus, the information in the ex-post evaluation is treated as indicators for reference. The following is analysis of trends in the number of domestic and foreign tourists and admission fee revenue and the current status of employment opportunities created since the completion of each sub-project, as well as the background and factors that contributed to each.

#### (1) Amman Downtown Tourist Zone

##### (a) Achievement of Quantitative Effects

Tables 2 and 3 show the number of tourists and tourism revenue generated by the Roman Theatre in Amman. As explained previously, no existing data covers the number of foreign tourists and tourism revenue for entire area of this sub-project. Thus, the External Evaluator verified the achievement of quantitative effects based on trends in the number of visitors and admission fees generated by the Roman Theatre, a major tourist attraction in the sub-project area visited by an estimated 70 percent of tourists who visit Amman (based on interviews with the Jordan Society of Tourist and Travel Agent).

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<sup>5</sup> Details on the method used to compare alternative indicators with targets is included as an observation item in (8) Materialization of Quantitative Effects later in this section.

Table 2: Number of Tourists by Year (Unit: persons)

Year	Jordanian	Foreign	Total
2000	N/A	N/A	39,550
2001	N/A	N/A	49,290
2002	N/A	N/A	47,290
2003	N/A	N/A	37,350
2004	N/A	N/A	80,200
2005	N/A	N/A	112,295
2006	N/A	N/A	91,300
2007	N/A	N/A	113,650
2008	N/A	N/A	165,550
2009	49,515	100,510	150,025
2010	46,850	115,600	162,450
2011	51,110	68,250	119,360
2012	64,145	60,050	124,195
2013	62,765	57,700	120,465

Source: MOTA

Note 1: The number of visitors to the Roman Theatre

Note 2: The number of visitors through October 2013

Table 3: Tourism Revenue by Year (Unit: JD)

Year	Tourism revenue
2000	15,947
2001	18,981
2002	11,330
2003	10,648
2004	29,953
2005	84,162
2006	57,513
2007	57,705
2008	156,870
2009	132,003
2010	121,040
2011	75,916
2012	70,273
2013	63,758

Source: MOTA

Note 1: Revenue from Roman Theatre admission fees

Note 2: Revenue through October 2013

The extent to which employment opportunities increased is unclear because such data does not exist.

#### (b) Background and Contributing Factors

The number of tourists and tourism revenue generated by the Roman Theatre in Amman has decreased each year since its peak in 2008. Table 4 shows that the number of tourists visiting Jordan increased steadily until 2008, then stagnated in 2009 as a result of the worldwide economic collapse. The number bounced back in 2010 but has fallen slightly or plateaued in each of the last three years due to the political upheaval in the surrounding area caused by the Arab Spring.

As Table 4 shows, these trends affect not only this sub-project but also tourism in all of Jordan and the rest of the Arab region. According to the executing agency, many tourists purchase package tours that combine Jordan and Syria, thus political upheaval in Syria probably has a significant effect on tourism to Jordan.



【Reference】

Table 4: Number of Foreign Tourists

(Unit: 1,000 persons)

Year	Jordan	Egypt	Syria	Lebanon
2007	3,431	10,610	4,158	1,107
2008	3,729	12,996	5,430	1,330
2009	3,789	11,914	6,092	1,844
2010	4,207	14,051	8,546	2,168
2011	3,960	9,497	5,070	1,655
2012	4,162	11,196	N/A	1,366

Source: World Bank

(2) Raghadan Bus Terminal Construction

(a) Achievement of Quantitative Effects

The bus terminal did not operate between the completion of the facility in 2006 and the time of the ex-post evaluation, thus the initially expected Project effects have not yet materialized.

Meaningful confirmation of an increase in employment opportunities can only happen once the bus terminal begins operating. At the time of the ex-post evaluation, the Amman Terminal Management Unit tasked with operating and managing the Raghadan Bus Terminal had employed 28 people whose work involved the terminal; this can be regarded as the creation of some employment opportunities.

(b) Background and Contributing Factors

One reason for the delay in opening the bus terminal is the fact that it took time to coordinate with the Transport Master Mobility Plan developed by Amman City in 2008. Within the plan, the city proposed a Bus Rapid Transit Development Plan to run buses within city limits,<sup>6</sup> but time is required to consider how to select routes and divide the functions of the Raghadan Bus Terminal and existing bus terminals. Consequently, the launch of the Raghadan Bus Terminal has been delayed.

The most recent development concerning the Raghadan Bus Terminal is the city's November 2013 draft of a new operation plan to use the terminal, meaning that preparation for the full use of the terminal has begun. Terminal space will be used by tour buses and rental car companies, and as of the end of March 2014, Amman City, which is in charge of managing the terminal, is at the final tenant selection stage. The city has also drafted an Execution Plan to explain the plan for operating the terminal in further detail. The city is currently awaiting final approval of the Execution Plan as of March 2014.<sup>7</sup>

<sup>6</sup> Plans for a 32-km transportation network of bus-only lanes

<sup>7</sup> According to information from Jordanian authorities as of September 2014, the following progresses have been made:

1) Amman city signed the agreement with The Jordan Express Tourist Transportation Company, JETT, to use the

### (3) Construction of the Jordan National Museum

#### (a) Achievement of Quantitative Effects

The entire museum is not yet open as of the end of March 2014. The ground floor opened in January 2013, thus the museum is still in a state of soft opening.

Table 5 shows the number of visitors since the soft opening. The current number is considerably smaller than the target set for the Amman Downtown Tourist Zone sub-project (the number of visitors to the Roman Theatre, which is close to the Jordan National Museum). The number is small even when taking into account the soft opening and the fact that the museum is only open three days per week<sup>8</sup>. Preparation for the grand opening and rigorous PR activities to the outside world is required hereafter.

Table 5: Number of Visitors to the Jordan National Museum in 2013 (Unit: persons)

Jordanian tourists	Foreign tourists	Total
3,463	3,372	6,835

Source: The Jordan National Museum

The Jordan National Museum currently employs 48 people; this can be regarded as the creation of some new employment opportunities.

#### (b) Background and Contributing Factors

One reason for the delay of the grand opening is the time required to complete necessary processes for establishment of the Jordan National Museum as an independent corporation. The museum also had to obtain the approval of the Civil Service Bureau to hire employees and is allotted a certain number of new employees each year. Thus, the time required to secure the necessary number of employees is another reason for the delayed opening.

An additional reason for the delay is the amount of time required for each final decision made by the museum's board of trustees, who have the final decision-making authority at the Jordan National Museum.

Preparation is complete for all museum exhibits except the space for the Modern Jordan exhibit. Now the museum is in the situation that it can hold the grand opening very soon if the royal family donates exhibit items for the Modern Jordan exhibit.<sup>9</sup>

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terminal as a route to touristic areas such as Petra, Aqaba, Jerash, etc.

2) The agreement on operation of Rental Cars offices was made with the owners of the Car Rental Association.

3) Tentative operation of the top opened bus in coordination with the owners of the transport companies started.

<sup>8</sup> According to information from Jordanian authorities as of September 2014, the museum now opens 5 days a week.

<sup>9</sup> It was reported at the end of April 2014 that, as a project directly under the king, the grand opening will be held in September with the king and princess in attendance. It has also been reported that the Secretary General of the Ministry of Planning and Cooperation has been named as the person responsible for the opening of the museum in order to clarify who is responsible.

#### (4) The Dead Sea Panoramic Complex Construction

##### (a) Achievement of Quantitative Effects

Tables 6 and 7 show the number of tourists and tourist revenue generated by The Dead Sea Panoramic Complex. The number of tourist visits to the Complex increased each year after it opened in December 2006; however, the number of visitors has been slightly lower since 2011 till now.

The Dead Sea Panoramic Complex was built as new tourist facilities under the Project, thus, the figures shown on the both tables are direct effects of the Project.

Table 6: Number of Tourists (Unit: persons)

Year	Jordanians	Foreigners	Total
2006	160	35	195
2007	6,426	8,874	15,300
2008	9,912	13,688	23,600
2009	15,733	21,727	37,460
2010	17,325	23,925	41,250
2011	16,884	23,316	40,200
2012	17,496	18,954	36,450
2013	16,416	17,784	34,200

Source: Royal Society for Conservation of Nature

Note 1: Figures as of November 2013

Note 2: An additional 6,000 students and local residents visit the lookout each year.

Table 7: Tourism Revenue (Unit: JD)

Year	Admission fees	Restaurants	Rental spaces	Total
2006	1,122	5,000	0	6,122
2007	12,369	29,785	0	42,154
2008	33,550	34,305	0	67,855
2009	60,351	55,147	0	115,498
2010	70,883	64,605	1,583	137,071
2011	53,343	60,981	6,190	120,514
2012	59,976	58,802	6,166	124,944
2013	59,000	60,000	9,000	128,000

Source: Royal Society for Conservation of Nature

Note: Figures as of November 2013

The museum at the Complex created three new employment opportunities while the restaurant created 15 and the shop inside the facility created two. These are all opportunities for local residents, and tenants of the restaurant and shop promise to employ only local residents when they enter lease

agreements with the Royal Society for Conservation of Nature (hereinafter called RSCN), which is in charge of operating the facilities.

#### (b) Background and Contributing Factors

The number of visitors to The Dead Sea Panoramic Complex has been affected by the stagnation and decrease in the overall number of tourists visiting Jordan. However, the Complex has high potential to attract tourists – it has already become as a popular spot for tourists visiting the Dead Sea, and the restaurant tenant is Evason, the global luxury resort chain. In addition, a major Jordanian cosmetics company is renting space inside the facility. If the external environment surrounding tourism in Jordan improves, the number of visitors to the Complex has ample potential to return to its previous heights.

#### (5) Dead Sea Parkway Construction

As this sub-project is a road construction project, it is not possible to measure and confirm its direct effects on the number of tourists, tourism revenue and employment opportunities.<sup>10</sup> However, a field study confirmed that this parkway construction established tourist routes to the Dead Sea hotel area and The Dead Sea Panoramic Complex as well as the additional tourist attractions of Madaba and Hamamat Ma'in. Thus, this sub-project has helped attract tourists to both the target area and neighboring areas.

#### (6) Karak Tourism Development

##### (a) Achievement of Quantitative Effects

Tables 8 and 9 show the number of tourists and tourism revenue. As explained previously, no existing data covers the number of foreign tourists and tourism revenue for entire area of this sub-project. Thus, the External Evaluator verified the achievement of quantitative effects based on trends in the number of visitors and admission fees generated by Karak Castle, a major tourist attraction in the sub-project area visited by an estimated 90 percent of tourists who visit the target area (based on interviews with the Jordan Society of Tourist and Travel Agent).

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<sup>10</sup> Traffic surveys on target roads have yet to be implemented.

Table 8: Number of Visitors to Karak Castle (Unit: persons)

Year	Jordanians	Foreigners	Total
2005	10,000	100,550	110,550
2006	12,150	75,450	87,600
2007	14,200	107,400	121,600
2008	11,500	153,100	164,600
2009	18,500	148,100	166,600
2010	13,950	171,900	185,850
2011	14,950	82,550	97,500
2012	8,580	53,200	61,780
2013	5,350	21,550	26,900

Source: MOTA

Note 1: Figures as of November 2013

Note 2: The Karak Castle Museum was closed from 2001 to 2004 due to construction under the Project.

Note 3: The verifiable number of visitors to the museum before it closed: 37,442 in 1994, 57,470 in 1995 and 72,600 in 1996 (note that these are the numbers of foreign tourists).

Table 9: Tourism Revenue (Unit: JD)

Year	Admission fees	Rental space
2005	101,532	-
2006	77,272	-
2007	109,530	-
2008	154,825	-
2009	150,875	-
2010	173,993	-
2011	84,793	3,500
2012	57,695	7,000
2013	22,352	7,000

Source: MOTA and the Karak Development Committee

Note 1: Figures as of November 2013

Note 2: Rental space refers to the restaurant at the Upper Observation Point.

Under this sub-project, the Karak Castle Museum was renovated, paths on castle grounds were improved, and two observation points (upper and lower) overlooking Karak were built. It is worth noting that the work on Karak Castle was improvement and renovation while the work on the observation points was new construction.

The Upper Observation Point had long been used as a lookout after its completion in 2004, but the facility has been used to its fullest since a restaurant started to operate in 2011. The scenery and atmosphere of that restaurant has made the Upper Observation Point a popular spot in the area. The facilities have undergone improvement over the last two to three years, and the Karak Development Committee (hereinafter called KDC) that manages the lookout has indicated that it added lighting.

The Lower Observation Point has essentially been left alone for quite some time, and the facility has suffered damage due to vandalism by drunken people and illegal occupancy by homeless people and others. The 2013 budget of the Ministry of Tourism and Antiquities (hereinafter called MOTA) included the renovation of Lower Observation Point facilities, and the placement of security guards by the Karak Castle Plaza Committee (hereinafter called KCPC) that inherited responsibility for facility maintenance from Karak City. As of the end of March 2014, the facility has been completely renovated and its interior is expected to be used for business purposes (cafes, etc.). Bidding is scheduled to occur in the first half of 2014.

The implementation of the Project has probably created employment opportunities at hotels, souvenir shops and restaurants around Karak Castle. Interviews and the External Evaluator's actual count show that there are two hotels, three souvenir shops and seven restaurants in the area immediately surrounding the castle. The Project has likely contributed to increasing or maintaining employment opportunities in that area.

#### (b) Background and Contributing Factors

Compared to other sub-projects, the number of tourists for this sub-project is expected to drop even more significantly. Many project personnel have expressed that this is because 1) it is difficult for large tour buses to travel the narrow access roads to Karak Castle and because 2) there is insufficient communication between Karak City and MOTA on one side and the companies that lead tours on the other (not enough sales promotion has been done).

#### (7) Historical Old Salt Development

##### (a) Achievement of Quantitative Effects

The table below shows that the number of tourists and tourism revenue generated by the Salt Museum is not very large and not growing. Although the museum welcomed visitors since 2009 actually, the number of visitors has remained small over the past five years.<sup>11</sup>

Table 10: Number of Museum Visitors (Unit: persons)

Year	Jordanians	Foreigners	Total
2009	N/A	N/A	4,224
2010	N/A	N/A	4,935
2011	N/A	N/A	3,948
2012	N/A	N/A	3,277
2013	N/A	N/A	4,355

Source: MOTA (Balqa Office)

There is currently no admission fee at this target facility, thus there are no figures to be interpreted as revenue. There is a cafe inside the museum, but it is being leased to an NGO and thus the museum is not collecting any rent. Admission to the museum is free in order to entice local residents and both domestic and foreign tourists to visit the museum; MOTA wants people to know the history of Salt. MOTA has indicated its intent to begin charging for admission in the future with 2015 as the target.

As for increasing employment opportunities, one store and two cafes have opened in the area to coincide with the opening of the museum. There are also plans to open a craft shop on the first floor of the museum around August 2014. The museum itself employs 13 people.

#### (b) Background and Contributing Factors

Salt is not yet well known as a tourist attraction, and it is not included on the tour routes taken by companies that lead tours. This is probably the main reason so few tourists visit Salt.

Currently a technical cooperation project to promote the development of tourism in Salt is being

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<sup>11</sup> The project concerning the Salt Museum was officially completed in 2011.

implemented by the Japan International Cooperation Agency (hereinafter called “JICA”). Various events are being held to spread the Eco-Museum Concept, in which entire communities within Salt are treated as museums.<sup>12</sup> Certainly now is the time to begin full-scale promotion to the outside world.

#### (8) Observations on the Materialization of Quantitative Effects

The materialization of quantitative effects for each sub-project was explained previously. This section presents observations on that materialization in terms of 1) changes in the number of tourists after completion, and 2) the relationship between target figures at the time of the Project appraisal and actual figures.

##### (a) Changes in the Number of Tourists since Facility Completions

The table below shows changes in the number of tourists visiting the facilities of each sub-project from the time each was completed until the ex-post evaluation (using the most recent, verifiable data).

Table 11: Number of Visitors for Each Sub-Project

Sub-project	Trend analysis
Amman Downtown Tourist Zone	Decreasing • Compared to 2008, the completion year, the number of tourists had decreased about 30% by 2013.
Raghadan Bus Terminal Construction	Not yet operating
Construction of the Jordan National Museum	Partial operation only • Data only exists for one year, 2013.
The Dead Sea Panoramic Complex Construction	Gradual decrease/stagnating • As this is new construction, an increase in the years following completion is expected. • The number of visitors has generally increased since the opening in November 2006, but it has gradually decreased since the peak in 2010. • The number of tourists is decreasing less compared to other sub-projects.
Dead Sea Parkway Construction	—
Karak Tourism Development	Decreasing • The number of tourists has decreased significantly in the last three years.
Historical Old Salt Development	Stagnating • The number of tourists is nearly the same each year. • Despite the fact that the Salt Museum is fully operational, the absolute value of visitors is extremely small (about 17 visitors per day in 2013).

As of March 2014, two of the seven sub-projects were not fully operational. The number of users of the Dead Sea Parkway sub-project cannot be quantified. The number of tourists visiting the

<sup>12</sup> One example is the Salt Festival held in October 2013 – seven old folk houses were opened to the public, coffee was served to tourists, and residents actively involved themselves in the festival. Nearly 4,000 people visited Salt for the festival.

Under the Project, construction of a trail (a walking route winding past the town’s traditional buildings and other sites) for enjoying the atmosphere of the former capital in Salt and other attractions designed to reinvigorate tourism in Salt have begun.

remaining four sub-projects in recent years has decreased or stagnated compared to when the sub-projects were completed.

Below are some of the main reasons for this decrease and stagnation.

(i) Decrease of tourist visits throughout the region due to the Arab Spring

As explained previously, each sub-project has suffered the effects of the decrease and stagnation in the number of tourists influenced by the political upheaval in the region due to the Arab Spring that started at the end of 2010.

(ii) Lack of promotion as a tourist attraction

MOTA and the Jordan Tourism Board are in charge of promoting tourist attractions to the outside world, but the board's homepage does not include The Dead Sea Panoramic Complex, Salt City or the Jordan National Museum. This is a prime example of why it is difficult to say that information about sub-project target facilities has been actively disseminated to the outside world.<sup>13</sup>

The city governments of Karak and Salt have undertaken limited spontaneous promotional activities telling the Jordan Society of Tourist and Travel Agent and the companies that lead tours to sell their own cities as tourist attractions. Furthermore, both cities think MOTA and the Jordan Society of Tourist and Travel Agent should play a central role in promoting tourism, but at the same time, the central government expects cities to make independent efforts to promote tourism, vice versa. This situation is one reason that promotion activities have not been implemented effectively, and both MOTA and personnel from the governments of each city upheld this view in interviews during the ex-post evaluation. This lack of leadership and common understanding between relevant personnel in tourism promotion is likely one reason for the current decrease and stagnation in the number of tourists.<sup>14</sup>

(iii) Lack of roads, parking areas and other supporting tourism infrastructure

Parking space for large buses at tourist attractions, roads wide enough to allow large buses to pass through smoothly and other infrastructure is a critical prerequisite for ensuring that tours go smoothly. The cities of Karak and Salt do not meet these infrastructure prerequisites, and interviews with project personnel in both cities and companies that lead tours revealed that this is one reason why companies that lead tours are hesitant to visit these cities.

Specifically, the road to Karak Castle is narrow and difficult for large buses to drive on, thus tour companies have tended to avoid going there, particularly in recent years.<sup>15</sup>

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<sup>13</sup> Information about Salt City is now up on the Jordan Tourism Board's homepage. However, it does not touch upon the Salt Historical Museum.

<sup>14</sup> Salt City, MOTA and Salt Development Corporation, an NGO, formed the Salt Eco-Museum Steering Committee in February 2014 in response to these reflections. They hope relevant personnel will now work together to promote tourism.

<sup>15</sup> An interview with KCPC revealed that a proposal to have tourists transfer from large buses to minibuses at the entrance to the town to combat these traffic problems is currently being considered.



## (b) Comparison with Project Targets

At the time of the Project appraisal, a target number of foreign tourists was set for each tourist attraction under each sub-project, but recently none of these targets are being met.<sup>16</sup> In 2012, the number of tourists visiting sites in the Amman Downtown Tourist Zone sub-project was around 35% of the target; in the same year it was 8% for The Dead Sea Panoramic Complex, 20% for the Karak sub-project, and 10% for the Salt sub-project.<sup>17</sup>

The three factors explained previously are a major reason that targets are currently not being met, but in addition there are probably problems with the targets themselves. The following is an explanation of these issues, which are also included in the Lessons Learned section of the ex-post evaluation study.

- The approach for calculating target numbers of tourists during the Project was to use the Model for Projecting the Number of Tourists. This model is one of the leading projection models used to project numbers of tourists and is considered relevant to be used for the Project.<sup>18</sup>
- The model uses the appeal of tourist attractions and distance to tourist attractions (the distance from the King's Highway running through Jordan was used for this Project) as variables. Thus, the manner in which the appeal of tourist attractions is quantified is of particular importance. For the Project, the appeal of each sub-project was assigned a point value on a scale, with 10 points given to the ruins of Petra, Jordan's leading tourist attraction. The following is each sub-project with an appeal score in parentheses: Amman Downtown Tourist Zone (8), Jordan National Museum (9), The Dead Sea Panoramic Complex (8), Dead Sea Parkway (7), Karak (7) and Salt (7).
- The SAPROF study group calculated appeal scores based on questionnaire surveys, etc. that very likely contributed to the inflation of the appeal scores. Thus, the initial projections of the number of tourists visiting each sub-project are probably too high.
- This is probably one reason for the significant disparity between target values and actual values.

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<sup>16</sup> Targets were set in the Special Assistance for Project Formation (SAPROF) for the Tourism Sector Development Project (1997).

<sup>17</sup> Based on information in an interview with the Jordan Society of Tourist and Travel Agency, the 70 percent of tourists that visited target sites in the Amman Downtown Tourist Zone Improvement sub-project was calculated assuming they visited the Roman Theatre. Similarly, it was assumed that the 90 percent of tourists that visited target sites in the Karak sub-project visited Karak Castle. The MOTA Balaq Office estimated 30,000 to 40,000 tourists visit Salt to walk around, thus comparisons were made to 40,000 people. The percentages are comparisons to 2012 targets. Note that the percentages include both Jordanian and foreign tourists.

<sup>18</sup> A wide variety of research on models for projecting the number of tourists (including the Commissioner's Award-winning "Construction of a Model for Projecting the Number of Nights Spent in Japan by Foreign Tourists in Light of the Effects of Regional Alliances" by Tetsuo Shimizu of the University of Tokyo Institute of Industrial Science in the Japan Tourism Agency's "Study on Analytical Methods in Tourism Using Tourism Statistics," and "System for Projecting Tourist Traffic Demand Given the Appeal of Tourist Attractions and Touring Behavior" by Shoshi Mizokami in a 2000 collection of papers by the Japan Society of Civil Engineers) has been done and has been used in tourist projections in each municipality.

The number of tourists visiting each sub-project from the Project is decreasing or stagnating in terms of year-to-year changes since each sub-projects was completed and also in terms of comparisons to target values. Thus, the expected effects have not materialized. In addition, the fact that the Jordan National Museum and Raghadan Bus Terminal, which account for nearly 20 percent of expenditures required for the Project, are not yet fully operational illustrates how extremely limited the effects produced by implementing the Project are.<sup>19</sup> In light of the above, the effectiveness of the Project is low.

Reference:

As explained previously, information such as revenue from admission fees is available for each sub-project, but it is not possible to determine tourism revenue including extended economic effects produced by the implementation of the Project because there is no data on tourism revenue itself (data on tourism revenue for each area is not publicized). Thus, it is not possible to evaluate the extent to which foreign currency revenue increased or decreased as a result of the Project. However, the table below can serve as a reference for how foreign exchange reserves and tourism revenue across all of Jordan have changed.

Table 12: Jordan Foreign Exchange Reserves and Tourism Revenue (Unit: million USD)

Year	2008	2009	2010	2011	2012	2013
Foreign exchange reserves <sup>1</sup>	8,558	11,459	12,831	11,242	7,852	11,794
Tourism revenue <sup>2</sup>	N/A	919	1,805	1,510	1,742	N/A

Source1:IMF, 2:Central Bank of Jordan

### 3.2.2 Qualitative Effects

Events analogous to qualitative effects are analyzed in Section 3.3 Impact.

## 3.3 Impact

### 3.3.1 Intended Impacts

#### (1) Education and Enlightenment Activities

Target facilities from the Project produced impacts in school education and enlightenment activities targeted at local residents.

Table 13 shows that the four museums have been hosts of school trips, and the Salt Museum and The Dead Sea Panoramic Complex Museum have been particularly proactive about welcoming school trips since their openings. Most school trips aimed to promote understanding of the area's history and cultural legacy, but at The Dead Sea Panoramic Complex, much time was also dedicated

<sup>19</sup> Actual expenditures for each sub-project on the Jordan side are unclear, thus the percentage of Project cost from Project plans was used.

to explaining to students the importance of protecting the nature and wildlife of the Dead Sea.

Table 13 shows the number of trips and seminars the museums have hosted.

Table 13: School Trips and Seminars for Each Museum

Jordan National Museum <sup>1</sup>			The Dead Sea Panoramic Complex Museum <sup>2</sup>			Karak Castle Museum <sup>3</sup>			Salt Museum <sup>4</sup>		
Year	School Trips	Seminars	Year	School Trips	Seminars	Year	School Trips	Seminars	Year	School Trips	Seminars
2011	0	47	2007	4	2	2012	750	0	2010	12	3
2012	0	8	2008	6	2	2013	0	0	2011	11	3
2013	38	32	2009	16	3				2012	1	6
			2010	23	8				2013	18	8
			2011	27	11						
			2012	25	8						
			2013	23	4						

Source: 1 Jordan National Museum, 2 RSCN, 3 MOTA (Karak), 4 MOTA (Balqa)

Note 1: 1,559 students visited the Jordan National Museum. Seminars include domestic business seminars given by Jordan National Museum personnel.

Note 2: Each school trip to The Dead Sea Panoramic Complex Museum included 50–100 people.

Note 3: Each school trip to the Karak Castle Museum included 50–100 people.

Note 4: Each school trip included 50–100 people.

A survey was conducted in Salt after the Salt Festival was held in October 2013, and 80 percent of respondents felt more interested in the area's history after the event and indicated that they wanted to participate in events related to the Eco-Museum Concept.

## (2) Tourism Industry Promotion

The Project was expected to have the impact of contributing to the promotion of the tourism industry at target sites. Specifically, increasing and diversifying the attractiveness of tourism resources was expected to produce effects such as economic effects due to the increase in the length of tourists' stays in Jordan and an increase in lodging facilities as an extended effect of Project implementation.<sup>20</sup>

Table 14 shows that the length of tourists' stays in Jordan has tended to decrease in recent years. There are likely many reasons for this decrease, but Project personnel indicated that a significant factor is the development of the transportation network that made it more efficient for tourists to travel around to visit ruins and tourist attractions.

<sup>20</sup> Increasing the attractiveness of tourism resources, diversifying domestic tour routes and other efforts are emerged as an increase in the length of tourists' stays. Thus, the change in the length of tourists' stays was assigned as an impact for this ex-post evaluation.

Table 14: Length of Tourists' Stays

(Unit: Days)

Project timing/year	Before Project implementation	After Project implementation	
	1994	2008	2012
Amman	2.8	2.6	2.2
National average	4.5	3.9	2.8

Source: MOTA

Table 15 shows that the number of lodging facilities throughout Jordan is increasing slightly. However, since the number of lodging facilities for each area is unclear, it is not possible to determine changes occurring in target areas.

Table 15: Number of Lodging Facilities in Jordan

Year	2010	2011	2012
Hotels	209	209	212
Guest rooms	17,114	17,107	17,449
Beds	31,990	31,987	32,427

Source: Jordan Department of Statistics

Note: These figures represent hotels in Jordan ranked as Classified Hotels

### 3.3.2 Other Impacts

#### (1) Impacts on the Natural Environment

One positive impact is the intensification of nature conservation activities associated with the operation of The Dead Sea Panoramic Complex. RSCN manages The Dead Sea Panoramic Complex, and it has named the entire area including the Complex a conservation zone and employs one ranger to prevent illegal hunting and destruction of the environment. Exposing an average of around 50 people who hunt illegally each year helps promote the protection of the unique nature and wildlife of the Dead Sea.

No negative impacts have been observed since the time the facilities were built.<sup>21</sup>

#### (2) Land Acquisition and Resettlement

No particular land acquisition or resettlement problems arose.

The stores that vacated for the construction of the museum in Salt have returned to the first floor of the completed museum building (to be precise, the first floor of the building that houses the museum) based on an agreement reached before construction began.

<sup>21</sup> The Project was classified Category B according to OECF Guidelines for Environmental Considerations (1995). Environmental analysis performed as part of SAPROF during the planning stage of the Project did not turn up any impacts to the environment that necessitate an Environmental Impact Assessment (EIA). Although the Jordan side established a law obligating the implementation of EIA in 1995, EIA was not implemented for the sub-projects of the Project because there were no detailed regulations for construction.

### (3) Other Positive/Negative Impacts

None in particular.

In the three years that have passed since the Project was completed, two of the seven sub-projects are still not fully operational, and target numbers of tourists have not been achieved, even when accounting for the unforeseen problem of political upheaval in the area. Although the positive impacts of increased educational opportunities through museums and intensified nature conservation activities around the Dead Sea have been observed, expected impacts on the length of tourists' stays cannot be confirmed.

In light of the above, this project has achieved its objectives at a limited level, therefore its effectiveness and impact are low.

### 3.4 Efficiency (Rating: ②)

#### 3.4.1 Project Outputs

Table 16 is a comparison between the planned and actual outputs of the Project. There were slight changes to some items since the time of the Project appraisal, but they are considered relevant because they were made to help secure the safety or increase the attractiveness of a facility.

Table 16: Planned and Actual Outputs

Amman Downtown Tourist Zone			Raghadan Bus Terminal Construction		
Facilities	Facility size and details	Deviation from plans	Facilities	Facility size and details	Deviation from plans
Improve tourist streets	Length: 1,700 m Width: 3-4 m	None	Site area	34,448 m <sup>2</sup>	None
Improve tourist trails	Length: 2,500 m Width: 2-3 m	None	Terminal building	8,230 m <sup>2</sup>	None
Downtown Visitor Center	46.5 m <sup>2</sup>	None	Tower	2,297 m <sup>2</sup>	None
Construction of the Jordan National Museum			The Dead Sea Panoramic Complex Construction		
Facilities	Facility size and details	Deviation from plans	Facilities	Facility size and details	Deviation from plans
Site area	14,200 m <sup>2</sup>	14,334 m <sup>2</sup>	Museum area	2,506 m <sup>2</sup>	None
Museum	9,230 m <sup>2</sup>	9,930 m <sup>2</sup>	Parking area	253 m <sup>2</sup>	None
Visitor services	1,150 m <sup>2</sup>	None	Central garden	675 m <sup>2</sup>	None
Exhibition gallery	3,200 m <sup>2</sup>	None	Entrance plaza	452 m <sup>2</sup>	None
Collection management	2,320 m <sup>2</sup>	None	Courtyard	106 m <sup>2</sup>	None
Investigative research	570 m <sup>2</sup>	None	Observation terrace	1,249 m <sup>2</sup>	None
			Access roads	7,494 m <sup>2</sup>	None

Administration	260 m <sup>2</sup>	None	Landscaping	47,289 m <sup>2</sup>	None
Auxiliary (machine room, etc.)	1,730 m <sup>2</sup>	None	Border fence and gate	-	Additional 11,750 m
Additional exhibition facility Hands on History (Kids Kingdom)	-	Additional 700 m <sup>2</sup>			
<b>Dead Sea Parkway Construction</b>			<b>Karak Tourism Development</b>		
<b>Facilities</b>	<b>Facility size and details</b>	<b>Deviation from plans</b>	<b>Facilities</b>	<b>Facility size and details</b>	<b>Deviation from plans</b>
Roads	3.7m (two-lane)	None	Karak Castle		
Road length (new construction)	9.4km	None	Museum (includes repairs to existing facilities)	485 m <sup>2</sup>	None
Road length (repair)	2.2km	None	Paths on castle grounds	Length: 1.35 km Width: 1.8-2.4 m	None
Bridges	(1) 90 m (2) 120 m	None	Tourist trails (repair)	8,900 m <sup>2</sup>	None
Intersections	Two	None	Visitor Center	240 m <sup>2</sup>	None
Roadside facilities (observation points)	2,500 m <sup>2</sup> (two points)	None	Upper Observation Point: • Site area • Building	• 3,672 m <sup>2</sup> • 207 m <sup>2</sup>	None
Other	Road signage, guardrails, etc.	None	Lower Observation Point: • Site area • Building	• 2,418 m <sup>2</sup> • 97 m <sup>2</sup>	None
<b>Historical Old Salt Development</b>					
<b>Facilities</b>	<b>Facility size and details</b>	<b>Deviation from plans</b>			
Museum (repair) Includes Visitor Center	1,242 m <sup>2</sup>	None			
Tourist streets and trails (repairs)	7 km (total of 15 tourist trails)	Nine tourist trails added			
Plazas	3,850 m <sup>2</sup> (four plazas)	None			
Observation points	1,200 m <sup>2</sup> (four points)	Construction suspended for one point (Al-Qalaa)			

Source: Materials from JICA Project appraisal

### 3.4.2 Project Inputs

#### 3.4.2.1 Project Cost

Table 17 shows the planned and actual project costs for the Project. Actual Project costs were lower than planned.

Table 17: Planned and Actual Project Costs

	Main cost		Total project cost
	Japan side	Jordan side	
Planned	7,199 million yen	3,006 million yen	10,205 million yen
Actual	7,165 million yen	2,389 million yen	9,554 million yen (93.6% of the planned amount)

Source: Materials from JICA project appraisal and the Ministry of Planning and International Cooperation

#### 3.4.2.2 Project Period

Table 18 shows the difference between the planned and actual Project period. The Project lasted significantly longer than planned.

Table 18: Planned and Actual Project Period

Planned	Actual
December 1999–May 2006 (78 months)	December 1999–July 2011 (140 months) (180% of the planned period)

Source: JICA internal materials

The following are the main reasons why the Project period was extended.

##### (1) Procurement process delays

- The start of bidding for selecting construction companies was delayed. Pre-qualifications were announced publicly, but none of the bidders satisfied the conditions, thus they were announced publicly a second time for many sub-projects.

##### (2) Construction company changes

- The construction company tasked with the Amman Downtown Tourist Zone sub-project was in a worsening financial situation, thus it became necessary to replace them, and replacing them required time (Amman City Tourism Zone).

##### (3) Unexpected additions to construction

- More construction work than expected was required due to the discovery of buried objects that could not be detected during the design phase (Raghadan Bus Terminal, The Dead Sea Panoramic Complex).
- Retaining walls needed to be added to support weak soil in sloped areas (Dead Sea Parkway).

- An additional fence was required to protect the nature conservation zone (The Dead Sea Panoramic Complex).
- Employers requested design changes and additions (additional construction work for the Hands on History facility at the Jordan National Museum, changes to the tiles used at The Dead Sea Panoramic Complex,<sup>22</sup> addition of target tourist trails in the Historical Old Salt Development)

(4) Displacing existing facilities and tenants and acquiring land

- Time was required to coordinate space to be used at the recipient terminal in the course of transferring the functions of existing bus terminals (Raghadan Bus Terminal).
- Time was required for existing tenants to move out from the museum building (Historical Old Salt Development)

### 3.4.3 Economic Internal Rate of Return (reference values)

At the time of the Project review, the Economic Internal Rate of Return (EIRR) was estimated to be 24.47%. At the time of the ex-post evaluation, it was unclear what Project costs the Jordan side incurred each year and for each Project unit. Thus it was difficult to calculate the internal rate of return.

Although the Project cost was within the plan, the Project period was exceeded, therefore efficiency of the Project is fair.

## 3.5 Sustainability (Rating: ③)

### 3.5.1 Institutional Aspects of Operation and Maintenance

#### (1) Amman Downtown Tourist Zone Improvement

Amman City is responsible for operating and maintaining tourist streets and trails. The Construction Division of the Amman City Operation and Maintenance Bureau has been assigned that task. The Public Works Section of the division is in charge of sub-project target facilities. There are a total of 50 employees, including 10 civil engineers, in the section, thus there is a sufficient system in place for maintaining target facilities. MOTA is responsible for operating and maintaining the Visitor Center. Three MOTA employees and one employee from the Tourist Police Department alternate with each other to operate the Visitor Center, thus there is a sufficient system in place for operating the Visitor Center. MOTA performs the operation and maintenance, including securing its budget, of the Visitor Center as one of the visitor centers at 13 centers in Jordan.

#### (2) Raghadan Bus Terminal

Bus terminal operation and maintenance have been entrusted to Amman City, and the city

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<sup>22</sup> The tile to be used on the floor was changed from stone to ceramic tile. Ceramic is considered appropriate because it is easier to maintain and keep clean in places with heavy foot traffic.



established the Amman Terminal Management Unit to be the organization to oversee the work. The unit currently comprises 120 employees, and they are involved in operating the three bus terminals currently operating in Amman and preparing to operate the Raghadan Bus Terminal. Of the group, 28 employees have been assigned the Raghadan Bus Terminal, and a chief administrator, supervisor and operation manager have been appointed as directors. The unit includes a Maintenance Division with 10 employees who handle electrical, mechanical and construction maintenance at the four terminal facilities within city limits. Raghadan Bus Terminal is not yet operating, but an operation and maintenance system has been prepared.

### (3) Jordan National Museum

Jordan National Museum was established as an independent corporation, and the Financial Management and Administrative Division, Technical Division and Business Development and Communication Division operate under the supervision of the museum director. In the first three months of 2014, the museum newly employed three accountants, two IT experts, one assistant curator and one general affairs worker. The museum is strengthening its workforce for the grand opening (there are 48 employees as of March 2014). The museum also entered an agreement to outsource cleaning, machine maintenance and other general maintenance management work starting in March 2014.

In light of the above, the museum has generally established an operation and maintenance system.

### (4) The Dead Sea Panoramic Complex Construction

MOTA owns the Complex and the museum within the Complex as initially planned, but has entrusted operation to RSCN with its abundant experience with nature conservation activities. RSCN has established a management organization for the Complex that includes a director, a three-person maintenance section, a three-person curator section, cleaning and security. RSCN headquarters in Amman is responsible for accounting and human resources work. Thus, there is a sufficient system for operation and maintenance.

### (5) Dead Sea Parkway Construction

The Maintenance Division within the Ministry of Public Works and Housing is in charge of maintaining this parkway. The division comprises three sections: the Road Maintenance Information Section, the Tender and Supervision Section, and the Roadside Greenery Section. The Tender and Supervision Section uses a system by which private contractors are selected to perform actual maintenance work on the parkway. Thus, a stable system for implementing maintenance work has been established.

### (6) Karak Tourism Development

The following organizations are currently operating facilities in Karak:

- Karak Castle Museum: MOTA (15 employees)
- Visitor Center: MOTA
- Tourist streets: Karak City
- Upper Observation Point: KDC
- Lower Observation Point: KCPC

The Karak Castle Museum is operated by a director, two curators and personnel for accounting, reception, ticket sales, maintenance, cleaning and security. This organizational setup is sufficient for operating this museum in terms of its facility's scale. Two MOTA employees are in charge of the Visitor Center, which is enough to fulfill the facility's simple functions (distributing pamphlets, serving as a rest area, etc.). The Maintenance Section and Business Section of the Public Works Division of the Karak City government are in charge of maintaining tourist roads. The Maintenance Section is in charge of daily maintenance and minor repairs, and the Business Section is tasked with implementing major repairs. The Division comprises 30 employees and is properly staffed for this maintenance works. KDC has operated the Upper Observation Point since 2011 in accordance with a management outsourcing agreement with Karak City. KDC is an NGO that comprises nine employees, and it has permanently stationed a manager at this facility. This facility does not require special daily maintenance, and out-sourced contractors make any repairs when the facility requires. Given the current state of maintenance, this system is sufficiently functioning. Operation of the Lower Observation Point is outsourced in the same way as the Upper Observation Point. KCPC has been in charge of operation and maintenance since 2012. KCPC is a semi-private organization that mainly maintains historical buildings adjacent to Karak Castle and assists in the sales of handicrafts made by local residents. It comprises seven employees and has assigned one security guard to the observation point. This system is sufficient for maintaining the target facility.

#### (7) Historical Old Salt Development

The following organizations are currently operating facilities in Salt:

- Salt Museum: MOTA (13 employees)
- Visitor Center: MOTA
- Tourist streets, plazas and observation points: Salt City

The Balqa Office of MOTA, which is in charge of Salt City area, operates and maintains the Salt Museum. MOTA has assigned a director, curators and assistant curators (total of two employees) and personnel in charge of information, exhibit management and maintenance, reception, cleaning and security. The Visitor Center is located within the museum and is operated and maintained by the aforementioned employees. The number of employees is generally sufficient given the size of the museum and Visitor Center. It is worth noting that the JICA technical cooperation project currently being implemented is firmly requesting that MOTA increase the number of museum employees or

hire even more qualified employees. If either of these things happens, the organizational system will become even stronger. The Engineering and Services Division within the Salt City government is in charge of maintaining tourist streets, plazas and observation points. The division comprises 30 employees, thus the system is sufficient for maintaining the facilities.

### 3.5.2 Technical Aspects of Operation and Maintenance

#### (1) Amman Downtown Tourist Zone

##### (a) Amman City:

As the target facilities are tourist streets and trails, no particularly advanced maintenance techniques are required. Maintenance of these facilities is some of the most frequent work undertaken by the Construction Division of the Amman City Operation and Maintenance Bureau, and there are no significant challenges with its sustainability in technical terms.

##### (b) MOTA :

MOTA operates 13 visitor centers throughout Jordan, thus no significant challenges in terms of operation and maintenance have been observed.

#### (2) Raghadan Bus Terminal Construction

The technicians in the Maintenance Division of the Amman Terminal Management Unit handle terminal facility maintenance, thus there are no particular technical concerns. Although the other three bus terminals in city limits are not as large as Raghadan Bus Terminal, technicians have accumulated experiences operating them, and relevant personnel continue to accumulate knowledge about bus terminal operation and management through JICA training in Japan and EU Project training. Thus, it can be judged that a certain level of capacity to operate and maintain Raghadan Bus Terminal exists.

#### (3) Construction of the Jordan National Museum

A Maintenance Division exists within the organization of the Jordan National Museum, and the division is staffed with employees who gained a wealth of experience elsewhere. In addition, the museum has already entered an agreement to outsource inspections and maintenance of air conditioning, boilers and other museum facilities, as explained previously. The museum employs four curators, and each of them has experience working at other museums and has published articles outside of Jordan. Thus, the museum basically has sufficient technical skills to run the organizational aspects of operations. The museum has drafted plans to employ multiple people in the first half of 2014 in order to intensify its PR work and tourist marketing to the outside world. The museum has generally maintained a level of sustainability in terms of technical aspects.

#### (4) The Dead Sea Panoramic Complex Construction

Maintenance managers have been assigned to the Complex and its museum, thus there are no particular technical problems. In addition, a curator and an education officer to assist the curator have been assigned to the museum. Also, RSCN has a wealth of experience operating similar facilities, thus sufficient sustainability has been secured in terms of operations.

#### (5) Dead Sea Parkway Construction

The Maintenance Division within the Ministry of Public Works and Housing performs regular maintenance according to the ministry's maintenance manual. Thus, there are no major technical concerns.

During the ex-post evaluation field survey, the External Evaluator noted gabions<sup>23</sup> in locations at high risk of falling rocks and landslides; the parkway is being properly maintained to prevent falling rocks. In practical terms as well, appropriate techniques are being learned and used.

#### (6) Karak Tourism Development

Maintenance personnel in charge of general, daily management have assigned to operate and maintain the Karak Castle Museum. The museum also has a full-time curator who manages exhibits and other museum functions. Compared to other museums, managing this museum does not require special technical skills, thus it is sustainable in technical terms.

The Visitor Center exists primarily to provide space for tourists, thus there are no technical concerns with its operation and maintenance.

The work of maintaining tourist streets requires more frequent attention than most work done by the Karak City Public Works Division, but there are no major challenges with the technical sustainability of the work.

Both the Upper and Lower Observation Points feature common buildings, thus there are no major technical issues in maintaining those facilities. Tenants generally operate restaurants and cafes, thus there are no difficult technical issues. Rather the main issue is constantly looking after tenants, and the fact that a manager has been assigned to the Upper Observation Point shows that this issue has been addressed.

#### (7) Historical Old Salt Development

There are no major technical problems with the operation and maintenance of the Salt Museum or Visitor Center. The minimum number of workers with the required technical skills has been hired, and they are currently capable of operating the facilities. In addition, technical assistance is currently being implemented in areas including museum operation under a JICA technical cooperation project, thus an increase in the number of employees with more advanced technical skills for reinvigorating

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<sup>23</sup> Weaved, cylindrical baskets made of steel wire, etc. and filled with stones.

the museum is expected.<sup>24</sup>

On the other hand, since these are historical buildings, some parts of the maintenance of these facilities require greater care and technical skill than that for normal buildings. Full-time maintenance personnel are not able to perform all repairs, thus some maintenance work is necessary to be outsourced.

Tourist streets, plazas and observation points are general facility infrastructure, thus there are no major technical challenges with the maintenance of those facilities.

### 3.5.3 Financial Aspects of Operation and Maintenance

#### (1) Amman Downtown Tourist Zone Improvement

##### (a) Amman City:

Table 19 shows the actual expenditures made in the maintenance of tourist streets and trails by the Construction Division of the Amman City Operation and Maintenance Bureau as a whole. The table shows that a budget is consistently secured each year. There are probably no significant financial problems with maintenance of target facilities.<sup>25</sup>

Table 19: Spending by the Construction Division of the Amman City Operation and Maintenance Bureau (Unit: JD)

Year	Expenditure
2005	415,898
2006	320,776
2007	896,486
2008	626,021
2009	691,071
2010	700,000
2011	519,575
2012	540,284
2013	568,138

Source: Materials from the Construction Division of the Amman City Operation and Maintenance Bureau

Note: Figures as of November 2013

<sup>24</sup> The following activities are being implemented under the technical cooperation project currently underway:

- Promotion of local resident participation. Specifically, holding the Salt Festival.
- Educating residents and students about preserving history and culture.
- Effectively explaining and displaying museum exhibit items
- Creating a database of historical old folk houses within city limits
- Implementing tourism marketing (devising tourism promotion plans for the future)

<sup>25</sup> The Construction Division for 2013 was 1.2 million JD. In addition, 1.0 million JD has been secured for the 2014 budget (according to materials from the Construction Division of the Amman City Operation and Maintenance Bureau)

(b) MOTA:

Visitor center facility maintenance is covered by the maintenance budget for all 13 visitor centers in Jordan. Given that MOTA has never had to shut down or suspend activities at a center due to the budget, there is a relatively low chance of financial problems having a significant effect on operating and maintaining this facility. Table 20 shows that the budget is decreasing from year to year, but this has not caused any interruption in required maintenance as it is due to the three-year period from 2009 to 2011 being planned as a period for relatively large-scale repairs, and to the gradual decrease in required repair work since then.

Table 20: Visitor Center Maintenance Budget and Actual Expenditures (Unit: JD)

Year	Budget (JD)	Expenditures
2009	300,000	198,737
2010	300,000	299,620
2011	300,000	126,618
2012	200,000	49,495
2013	100,000	66,515

Source: MOTA

(2) Raghadan Bus Terminal Construction

Table 21 shows actual expenditures for 2012. These are the total expenditures of the Amman Terminal Management Unit, not only those for the Raghadan Bus Terminal. The unit has shown the intention to allocate the required budget for Raghadan Bus Terminal in the course of launching it.

Table 21: Amman City Bus Terminal Expenditures (Unit: JD)

Year	Personnel	Operation	Maintenance	Total
2012	653,400	12,000	6,240	671,640

Source: Amman City

(3) Construction of the Jordan National Museum

Table 22 shows expenditures for the operation and maintenance of the Jordan National Museum. The museum's budget is allocated directly from the Ministry of Finance. The ministry increased the museum's budget to coincide with its soft opening in 2013, and approved a further increase to 1 million JD for 2014. Given that the museum estimated a required budget of 980,000 JD for the upcoming grand opening, the budget required to continue to operate the museum has been secured.

Table 22: Jordan National Museum Expenditures

(Unit: JD)

Year	Budget	Expenditures				
		Personnel	Operation	Maintenance	Insurance, tax, other	Total
2008	400,000	320,000	50,000	0	20,000	390,000
2009	600,000	402,000	68,000	0	40,000	510,000
2010	590,000	382,000	147,000	0	70,000	599,000
2011	999,000	395,000	205,000	0	65,000	665,000
2012	569,500	352,500	53,600	4,500	14,400	425,000
2013	820,000	428,700	166,300	10,000	10,000	615,000
2014	1,000,000	-	-	-	-	-

Source: Jordan National Museum

Note: As the museum was under construction and within the defect liability period until 2011, no repairs were necessary and thus there was no budget for maintenance.

#### (4) The Dead Sea Panoramic Complex Construction

Tables 23 and 24 show income and expenditures for the operation and maintenance of the Complex and museum. The facility began to turn into the black from admission fees as well as rent income from restaurants and shops in 2009, and is profitable as a business.

Table 23: The Dead Sea Panoramic Complex Income

(Unit: JD)

Year	Admission fees	Restaurant	Rental space	Total
2006	1,122	5,000	0	6,122
2007	12,369	29,785	0	42,154
2008	33,550	34,305	0	67,855
2009	60,351	55,147	0	115,498
2010	70,883	64,605	1,583	137,071
2011	53,343	60,981	6,190	120,514
2012	59,976	58,802	6,166	124,944
2013	59,000	60,000	9,000	128,000

Source: RSCN

Note: Figures as of November 2013

Table 24: The Dead Sea Panoramic Complex Expenditures (Unit: JD)

Year	Personnel	Operation	Maintenance	Total
2006	26,121	25,374	11,627	63,122
2007	81,233	22,041	20,668	123,942
2008	90,010	35,051	27,089	152,150
2009	63,167	31,629	19,716	114,512
2010	60,723	51,898	19,837	132,458
2011	65,736	30,615	19,353	115,704
2012	61,256	34,549	19,511	115,316
2013	50,000	30,000	20,000	100,000

Source: RSCN

Note: Figures as of November 2013

#### (5) Dead Sea Parkway Construction

Table 25 shows the budget allotted to the Maintenance Division within the Ministry of Public Works and Housing. Private contractors selected through tenders for each defined zone perform road maintenance, and the parkway is a part of the areas assigned to private contractors (expenditures for the parkway proportional to its length are about 20,000 JD). As all of the parkway is within these defined zones, a maintenance budget has been secured.

Table 25: Budget of Housing Maintenance Division, Ministry of Public Works (Unit: 1,000 JD)

Year	Budget
2009	45,043
2010	13,500
2011	11,208
2012	11,700
2013	33,250

Source: Ministry of Public Works and Housing

#### (6) Karak Tourism Development

The Karak Castle Museum and Visitor Center are operated and maintained by MOTA's budget. Details about their operation expenses are unclear, but according to the MOTA Karak Office, which is the executing agency, they have always maintained the workforce required to operate the facilities. The External Evaluator also visually checked and found no major damage to facilities or neglected areas that required repair. Thus, the facilities are facing no major financial concerns.



Table 26: Karak Castle Museum Expenditures

(Unit: JD)

Year	Personnel	Operation	Maintenance	Total
2011	78,720	N/A	2,600	81,320
2012	83,500	N/A	3,400	86,900
2013	85,000	N/A	3,800	88,800

Source: MOTA Karak Office

Note: Operation expenses are managed by MOTA Headquarters.

Maintenance of tourist streets is covered by the Karak City Public Works Division budget, which allocates 40,000 JD to maintain streets within city limits. This is double the 20,000 JD budgeted for 2011 and serves as a proof that the city places importance on maintaining streets. There are no major financial problems.

Almost the entire KDC budget for operating and maintaining the Upper Observation Point is provided through donations. The amount fluctuates from year to year, but KDC has secured between 50,000 and 300,000 JD each year. An observation point is not a facility that generates huge maintenance expenses each year, thus there generally appears to be a sufficient budget for operation and maintenance. The table below shows actual income and expenditures for KDC overall for the 2013 fiscal year.

Table 27: KDC Overall Income and Expenditures for 2013

(Unit: JD)

Income				Expenses			
Donations	Dividends and interest	Other	Total	Personnel and operation	Observation point	Project expenditures	Total
201,073	8,910	3,175	213,158	43,716	9,176	29,345	82,237

Source: KDC

KCPC's budget for operating and maintaining the Lower Observation Point is around 22,000 JD and is provided by rental income from buildings managed by KCPC. It is a smaller budget than KDC's, but as a semi-private organization, KCPC's personnel expenses are paid by the company that actually employs the employees (MOTA and private companies), thus the budget can generally be used to cover the expenses for most activities and for maintenance. As with the Upper Observation Point, the Lower Observation Point does not generate huge maintenance expenses each year, thus there are no major financial concerns.

#### (7) Historical Old Salt Development

Table 28 shows that the Salt Museum and Visitor Center are operated and maintained by MOTA's budget. Generally, a consistent budget has been secured, thus there are currently no major budgetary restrictions against operating and maintaining the facilities. It is worth noting that the budget

increased in 2013 due to the purchase of office furniture and other supplies in the course of beginning the technical cooperation project that is currently being implemented. Approximately 130,000 JD has been secured for the 2014 budget, thus the level of the entire budget has been raised.

Table 28: Salt Museum Expenditures (Unit: JD)

Year	Budget	Expenditures			
		Personnel	Operation	Maintenance	Total
2009	60,000	40,000	20,000	0	60,000
2010	60,000	40,000	20,000	0	60,000
2011	90,000	62,000	20,000	6,680	88,680
2012	80,000	62,000	20,000	3,000	85,000
2013	162,000	62,000	20,000	43,000	125,000

Source: MOTA Balqa Office

Table 29 shows the actual expenditures allocated to the maintenance of target tourist streets, plazas and observation points by the Salt City Engineering and Services Division, which is in charge of the maintenance. Expenditures increase whenever major repairs are required, thus fluctuation from year to year is observed. However, the tourist streets and observation points improved under this sub-project are critical facilities for promoting tourism in Salt in the future, and the city has announced that the maintenance of these facilities is a high priority.

In 2013 the As Salt Development Projects Unit (ASCD)<sup>26</sup>, a special unit tasked with promoting tourism and preserving scenery in Salt, started to provide a budget for maintaining tourism infrastructure within city limits. This indicates a major financial contribution to the maintenance of target facilities of the Project (ASCD spent 120,635 JD in 2013 in addition to the City's expenditures shown on the table below).

In light of the above, the required maintenance budget is secured.

<sup>26</sup> A special unit established for the purpose of proposing Salt as a world heritage. ASCD comprises 11 employees. Its budget for activities comes from the World Bank's Cultural Heritage, Tourism and Urban Development Project, the royal family, donations, etc.

Table 29: Salt City Engineering and Services Division Expenditures (Unit: JD)

Year	Expenditures
2006	24,501
2007	55,362
2008	27,806
2009	43,279
2010	92,438
2011	14,341
2012	16,054
2013	22,945

Source: Salt City Engineering and Services Division

Note: Figures as of the end of November 2013

### 3.5.4 Current Status of Operation and Maintenance

#### (1) Amman Downtown Tourist Zone

Target facilities are being properly operated and maintained. The facilities have not required particularly major repairs to this point.

#### (2) Raghadan Bus Terminal

Bus terminal operation has not yet begun, but terminal facilities are being properly maintained.

#### (3) Jordan National Museum

The Jordan National Museum has completed its soft opening but has not yet reached the grand opening of the entire facility. However, the facilities themselves are being properly maintained. Cracks in external walls necessitated repairs in 2012, but since the defect liability period was still effective, the construction company completed repairs.

#### (4) The Dead Sea Panoramic Complex

Facilities are operating effectively, and no major maintenance problems have been observed. Some external wall tiles came off, but since the defect liability period was still effective, the construction company completed repairs.

#### (5) Dead Sea Parkway

Facilities are operating effectively, and no major maintenance problems have been observed.

#### (6) Karak Tourism Development

The museum and tourist streets have been properly maintained thus far.<sup>27</sup> As explained previously,

<sup>27</sup> As of March 2014, cracks in the museum's external walls have been discovered, and repair work has been planned. The scale of the repair work has not been determined yet.

the Lower Observation Point facilities suffered damage during the time maintenance efforts were essentially abandoned, but in 2013 it was repaired with a budget of around 22,000 JD (around 3.2 million yen) from MOTA.

In addition, as an organization in charge of management of the Upper Observation Point, KDC has added various facilities and equipment. One example is the walls and roof were added to the stone-steps open space on the observation point property, which created an improved, concert hall-like facility. Now it is possible to add Liquid Crystal Display screens and lighting so the space can be used as a theater. KDC has also added vegetation to the property, and that space can be turned into a cafe in the summertime. They continue to take the initiative to make these kinds of improvements to the Upper Observation Point. There have been no repairs to damage to the facilities thus far.

#### (7) Historical Old Salt Development

Facilities are operating effectively, and no major maintenance problems have been observed. A new trail tour (walking tour around town) route will be added under the JICA technical cooperation project. This tour route is expected to lead to increased use of target tourist trails.

In light of the above, no major problems have been observed in the institutional, technical and financial aspects of the operation and maintenance system, therefore the sustainability of the project effect is high.

## **4. Conclusion, Lessons Learned and Recommendations**

### **4.1 Conclusion**

The objective of this Project was to increase the number of tourists and foreign currency revenue by developing tourism infrastructure in the capital city of Amman and tourist attractions in the surrounding area, thereby contributing to the promotion of the tourism industry. This objective was relevant to development policy of both Japan and the Hashemite Kingdom of Jordan (hereinafter called Jordan) as well as to the development needs of Jordan both at the time of the Project appraisal and the ex-post evaluation, therefore its relevance is high.

However, at the time of ex-post evaluation, three years after the completion of the Project, two of the seven sub-projects are not fully operational yet. In addition, due to unforeseen events such as the political instability of the region since the Arab Spring, the latest statistics show that numbers of tourists have not reached initial targets. While expanding educational opportunities through museums and intensifying nature conservation activities around the Dead Sea have had positive impacts, the anticipated level of impact on increasing the length of tourists' stays has yet to materialize. In light of the above, the effectiveness and impact of the Project are low.

Although the Project cost was within the plan, the Project period significantly exceeded the initial plan, therefore the efficiency of the Project is fair.

Each agency in charge of a sub-project is continuing to maintain and improve systems for operation and maintenance. In addition, most target facilities are buildings cared for on a daily basis by the agencies in charge and have not given rise to any particular technical concerns. Most of the required budget for maintenance has been secured. In light of the above, the sustainability can be evaluated as high.

In light of the above, the Project is evaluated to be unsatisfactory.

### **4.2 Recommendations**

#### **4.1.1 Recommendations to the Executing Agency**

- The facilities at Raghadan Bus Terminal and the Jordan National Museum are not being used to their fullest and need to become fully operational as soon as possible. The External Evaluator confirmed that an implementation plan for the Raghadan Bus Terminal is currently being drafted, but earnest efforts are necessary in the near future for tasks such as bidding for tenants for shops and other facilities. The Bus Terminal Management Unit needs to consistently implement these plans in the near future.

The Jordan National Museum needs to have its grand opening once a theme has been determined for the Modern Jordan space (exhibit theme details are still under consideration as of March 2014) and the required exhibit items procured as soon as possible. While this is happening, PR activities must be implemented proactively to increase the currently low number of visitors to the museum even when accounting for the fact that the entire facility is not yet open.

- The facilities of the Lower Observation Point in Karak need to continue to be used more effectively. KCPC, the organization responsible for operating the Lower Observation Point, pledged to progress on to the bidding stage, and KCPC needs to consistently press forward with the bidding work and use the facilities more effectively<sup>28</sup>.
- Promotion activities to the outside world from the target areas in all sub-projects, including Karak and Salt in particular, need to be made more active. MOTA, city governments and prominent NGOs in each area need to collaborate with the Jordan Tourism Board to implement effective, efficient promotion activities.
- City governments need to begin working on building parking areas, securing space for roads of appropriate widths and dealing with one-way traffic restrictions as prerequisite conditions in order to attract tourists to their cities. Among particularly urgent requirements is the consideration of concurrent use of large buses and minibuses.

#### 4.2.2 Recommendations to JICA

None.

#### 4.3 Lessons Learned

- Effectiveness of Project Management Unit implementing systems
 

The Government of Jordan established a Project Management Unit to be in charge of overall project implementation. This Project comprised multiple sub-projects, thus it was highly effective in terms of project implementation to have a single liaison for various negotiation and coordination and to have a system with clearly defined responsibilities. Conversely, with this type of temporary organizational system, information about project history and data run the risk of disappearing once the Project is over. Thus, when using such a temporary organization to implement a project, it is important for borrowers and executing agencies to rigorously manage and organize information. Specifically, when such an organization is established, the Japan side and the counterpart's government need to come to an agreement on designating a person in charge of information management and ensuring that updated information and history can be displayed internally and externally at any time, including after project completion.
- Setting target numbers of tourists
 

Target numbers of tourists as quantitative effects of the Project were set rather high, and accordingly affected the rating of the "Effectiveness" of the evaluation. There were no major

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<sup>28</sup> According to information from Jordanian authorities as of September 2014, the operation and maintenance of the point is under tendering process.

problems with the basic approach to setting targets or the process used to calculate them. However, one of the variables on which the calculations were based, the appeal of each tourist attraction, was set high and resulted in targets that were rather high. Appeal was determined based on questionnaire surveys, but a more multifaceted analysis and investigation of appeal, such as incorporating more analytical information and the unique opinions of the study team during the planning stage, were probably required.

It is highly likely that target numbers of tourists will be continuously used as representative indicators showing quantitative effects for tourism sector projects. Given that many factors can influence the projection of the number of tourists, it is important to set targets carefully and from a variety of viewpoints after considering a wide range of risks. It is also important to set targets after confirming whether underlying information is all obtainable or not.

- Importance of tourism promotion

One factor that affected the materialization of Project effects was the lack of effective tourism promotion activities. Conclusive effects of a tourism infrastructure development project can be expected only after a series of processes including tourism promotion activities complete. Thus, effective tourism promotions are extremely important. During the Project appraisal, it is important to confirm whether effective promotion activities had been implemented by the counterpart organizations or not. If there were no detailed plan or past promotional activities, development of promotional plan is necessary, which contributes to ensuring effectiveness of the Project.

### Comparison of the Original and Actual Scope of the Project

Item	Original	Actual
1. Project Outputs	See Table 16	See Table 16
2 Project Period	December 1999–May 2006 (78 months)	December 1999–July 2011 (140 months)
3. Project Cost		
Amount paid in Foreign currency	4,824 million yen	Unknown
Amount paid in Local currency	5,381 million yen (Local currency) 31 million JD	Unknown (Local currency) Unknown
Total	10,205 million yen	9,554 million yen
Japanese ODA loan portion	7,199 million yen	7,165 million yen
Exchange rate	1 JD = 170.85 yen (in November 1997)	1 JD = 146.12 JPY (Average from December 1999 ~ July 2011)