

Country Name	the Project for the Construction of the Petra Museum
Jordan	

I. Project Outline

Background	Jordan is not only rich in cultural heritage as tourism resources but also blessed with unique natural landscapes. Tourism accounted for 12.4% of the Gross Domestic Products (GDP) (2010) as a major industry for obtaining foreign currencies. It was also expected to grow as a source of employment opportunities for young people (under 24 years old), who accounted for about half of the unemployed in the country. Petra is one of the proudest World Heritage sites and one of the largest tourist destinations in the country, attracting about 0.63 million of the 8.25 million annual tourists to the country (2012). However, most of the tourists stayed in Petra for a very short period of time due to the lack of tourist attractions and commercial facilities other than the ruins. Therefore, in order for the local community to benefit from the economic effects of tourism, it was necessary to develop an attractive tourist point.					
Objectives of the Project	To strengthen the functions of exhibiting historical and cultural heritages and providing information on the importance of preserving archaeological sites by constructing a museum adjacent to the entrance to the Petra Archaeological Park in Wadi Musa Town, Ma'an Province, thereby contributing to attracting tourists to the area.					
Contents of the Project	<ol style="list-style-type: none"> Project Site: Wadi Musa Town in Ma'an Province (entrance to the Petra Archaeological Park) Japanese side: Facility: Museum (Floor area: Approximately 1,800 m²) (Exhibition room: 902 m², Entrance: 303 m², Administration Division: 270 m², etc.) Equipment: Supplementary facilities and equipment (Projector for interior, lightening set, touch panel, etc.) Jordan side: Cleaning of the site, planting in the site, infrastructure connection, procurement of general furniture, equipment and fittings, etc. 					
Project Period	E/N Date	March 1, 2014 (after amendment: March 11, 2015, September 25, 2016)	Completion Date (ex-ante)	March, 2016	Completion Date (actual)	October 3, 2018
	G/A Date	March 1, 2014 (after amendment: March 26, 2015, September 25, 2016)				
Project Cost	E/N Grant Limit / G/A Grant Limit: 783 million yen (before amendment: 686 million yen) Actual Grant Amount: 777 million yen					
Executing Agency	Petra Development and Tourism Region Authority (PDTRA)					
Contracted Agencies	Main Contractor(s): Kahtan Haddadin & Partners Co Ltd., Nissei Trading Co., Ltd. Main Consultant(s): FreeTime International Inc., Yamashita Sekkei Inc., INTEM Consulting, Inc. Agent: Japan International Cooperation System					

II. Result of the Evaluation

<Special Perspectives Considered in the Ex-Post Evaluation>

- In the ex-ante evaluation, the target year was set as 2019 (three years after the project completion) for verification of the quantitative effects of the project. However, as the project was completed in 2018, the target year was changed to 2022 in the ex-post evaluation, and the achievement in the same year was referred to for verification of the effects.
- In the ex-ante evaluation, the contribution to the increase in the value of the region as a tourist resource was expected as one of the qualitative effects. As it is a result of the strengthened functions of the Petra Museum, it was verified as an impact in the post-evaluation.

1 Relevance/Coherence

[Relevance]

<Consistency with the Development Policy of Jordan at the Time of Ex-Ante Evaluation >

As the "National Strategies for Tourism for 2011-2015" included preservation of archaeological sites and tourism promotion, the project was consistent with the development policy of Jordan at the time of ex-ante evaluation.

<Consistency with the Development Needs of Jordan at the Time of Ex-Ante Evaluation >

In Jordan, the tourism has been a major industry for obtaining foreign currency, and it was expected to grow as a source of employment opportunities for young people. Petra is one of the largest tourist destinations in the country but most of the tourists stayed in Petra for a very short period of time due to the lack of tourist attractions and commercial facilities other than the ruins. The project was consistent with the development needs of Jordan at the time of ex-ante evaluation, which was to develop an attractive tourist point in Petra.

<Appropriateness of Project Design/Approach>

It was planned that the facility would be designed with special attention to barrier-free access in the ex-ante evaluation. The constructed museum is accessible for all the people including wheelchair users with the ramp from the main access road to the entrance of the museum. The floor in the building is flat without gaps, and the accessible bathroom is equipped in the lobby area. Wheelchair users only need support when they open and close the entrance and exit doors. The museum staff has been trained to provide support to persons with disabilities. Thus, the project design/approach was highly appropriate.

<Evaluation Result>

In light of the above, the relevance of the project is ③¹.

¹ ④ : very high, ③ : high, ② : moderately low, ① : low

[Coherence]

<Consistency with Japan’s ODA Policy at the Time of Ex-Ante Evaluation>

In the “Country Assistance Policy for the Hashemite Kingdom of Jordan” (2012), one of the priority areas was “support for self-reliant and sustainable economic growth,” and it included support for promotion of industries with high development potential, such as tourism, which was expected to generate foreign currency revenues. Therefore, the project was consistent with the Japan’s ODA policy to Jordan at the time of ex-ante evaluation.

<Collaboration/Coordination with other JICA’s interventions>

The collaboration/coordination between the project and the dispatched JICA advisors on "Cultural Heritage and Tourism Development Advisor" (2013-2015, 2016-2019) was planned at the time of ex-ante evaluation and was implemented, and positive effects were confirmed at the time of ex-post evaluation. Specifically, the advisors supported all the process for opening and promoting the museum, such as exhibits selection, production of real size reconstruction models, captions development, public relation with medias, etc. Also, the advisors trained the museum staff for improving the accessibility and facility management. In addition, the technical cooperation project, “Project for Community-Based Regional Tourism Development in Petra Regions” (2015-2020) was implemented as planned. It supported the museum for its management and development of contents such as short movies, digital signage, leaflets, and guidebooks.

<Cooperation with other institutions/ Coordination with international framework>

Although the cooperation/coordination with the United States Agency for International Development (USAID) was planned at the time of ex-ante evaluation and has been ongoing, any positive effects were not confirmed at the time of ex-post evaluation. The Visitor Center constructed by USAID has been functioning as a ticket center, and efforts for effective utilization of the center has been facilitated by the succeeding “Project for Formulating Tourism Development Master Plan in Petra Region” (2021-2025).

<Evaluation Result>

In light of the above, the coherence of the project is ③.

[Evaluation Result of Relevance/Coherence]

In the light above, the relevance/coherence of the project is ③.

2 Effectiveness/Impact

<Effectiveness>

The project objectives were almost achieved as planned. In 2022, a total of 289 objects were exhibited in a form with explanations regarding dates and historical cultural properties (Indicator 1), consisting of 274 archeological objects and 13 folklore objects. Archeological objects are the property of the Department of Antiquities. Because of the smooth coordination, the Petra Museum has borrowed the objects based on the agreement. On the other hand, folklore objects are the property of the Petra Museum. Besides, 30 objects were in storage, and some other objects were rent to other museums including the Metropolitan Museum in the United States. Such rent objects will be exhibited soon after they return to the Petra Museum. At the time of ex-pot evaluation, the Petra Museum was planning to update the objects list to re-borrow the same objects or add new ones.

As qualitative effects, firstly, the valuable cultural heritages excavated from the Petra site and its surroundings have been properly preserved by the Petra Museum with monitoring their conditions on a daily basis, according to PDTRA. The museum has controlled the temperature and humidity and started using the Integrated Pest Management tool to control pest. Secondly, educational activities and information dissemination have been carried out for local residents and visitors. In 2019, five awareness raising activities on the archaeological objects and heritage were conducted, and a total of 331 participated in the activities, including school students and tour operators. Since 2020, despite of the pandemic of COVID-19, two of the activities have been carried out annually.

As supplemental information, the number of the visitors has not increased as expected but reasonably well. In 2019, there were 26,602 visitors in November and December, but in 2020 and 2021 there were 36,554 and 56,625 visitors, because the museum was open for three and eight months only, respectively.

<Impact>

Several positive impacts have been confirmed. Firstly, according to PDTRA, the museum has contributed to increasing the tourists’ length of stay (2019 statistics) and enriching the tourists’ experience through providing information to help them understand the history of Petra. The museum also has provided interesting explanations for all displayed pieces to explain the story of Nabatea which had flourished in Petra around the second century B.C. Secondly, the local products such as fabrics with stich work, silver accessories, potteries, and bottles have been bought from the local producers and associations and sold at the museum shop. Also, postcards and other products including T-shirts, mugs, pens and brooches printed some artifacts displayed in the museum have been designed jointly by the museum staff and produced by suppliers in Amman. Thus, the product development has contributed to the local economy. Thirdly, the Petra Museum has created employment. Some low-income local residents have been employed on the short-term contract basis. Also related to local employment, the Petra Museum has empowered women by employing six permanent museum staff, five cleaning staff and five part-time staff.

<Evaluation Result>

In light of the above, the effectiveness/impact of the project is ③.

Quantitative Effects

Indicators	Baseline 2013 Baseline Year	Target 2019 3 Years after Completion	Actual 2020 1 Year after Completion	Actual 2021 2 Years after Completion	Actual 2022 3 Years after Completion	Source
Number of cultural properties of Petra that are exhibited in a form with explanations regarding dates and historical cultural properties	0	300	287 (274 archeological objects +13 folklore objects)	289 (276+13)	289 (276+13)	PDTRA.

3 Efficiency

Although the project cost was within the plan (ratio against the plan: 99%), the project period considerably exceeded the plan (ratio against the plan: 212%). The project period exceeded the plan because of the eligible candidate's declination on three biddings for the selection of the contractor. Finally, the local contractor was selected. Outputs were produced as planned.

In the light above, the efficiency of the project is ②.

4 Sustainability

< Institutional/Organizational Aspect >

The organizational structure of the Petra Museum been sustained as expected, and no structural change was expected at the time of ex-post evaluation. It has been operated by the Museum Unit as single department under the Commissioner of PDTRA. The following staff have been working at the museum: Director, Assistant director, a curator, three assistant curators, two receptionists, eight gallery staff, a person in charge of maintenance, and three security staff. In addition, an IT staff of PDTRA has supported the museum as necessary.

< Technical Aspect >

As all the facility of the museum has been maintained without major problems, the museum staff has sustained sufficient skills for operation and maintenance, according to PDTRA. As long as the current staff works at the museum, it is presumed that there would be no concern in the technical aspect.

< Financial Aspect >

The budget for operation and maintenance of the Petra Museum has been sufficient, as the required budget and supplies have been provided to the museum. No particular concern was confirmed at the time of ex-post evaluation. The budget for the asset conservation and research and exhibition were not allocated from 2019 to 2021.

However, considering the operation and maintenance status and also the decrease in the visitors during the pandemic of COVID-19, it was presumed that there was no particular concern. As of the time of ex-post evaluation, no entrance fee has been collected so as to increase the number of visitors.

< Environmental and Social Aspect >

The Petra Museum has a system to receive complaints and comments from the visitors. As of the time of ex-post evaluation, no issue on the environmental and social aspects by the operation of the museum has been observed and it has not been necessary to take any countermeasures.

< Current Status of Operation and Maintenance >

Most of the facility and equipment have been utilized without problems, except for the following. First, the heavy entrance and exit doors have rubbed the floor since they need to be opened and closed manually each time, and they have required calibration at a frequent interval. PDTRA has been considering several options to improve the situation. Second, the surface of the stone floor tiles have got deteriorated with the use and the internal air conditioning. Third, the interior projectors have been somehow functioning but the yellow shadow has been projected because of the deterioration of the lamps. PDTRA has purchased lamps from the local agent, but the cost was very high. They hoped that they had options of lower running cost.

As maintenance activities, the Petra Museum has cleaned the facility every day. Also, the museum cleaned drainpipes, repaired sealing pf exterior fittings, and cleaned gutters and manholes between 2021 and 2022.

< Evaluation Result >

In light of the above, no problem has been observed in terms of the policy, institutional/organizational, technical, financial, and environmental and social aspects. Therefore, the sustainability of the project effects is ④.

Budget assigned for operation and maintenance of the museum (JOD)

	2019	2020	2021	2022 (as of June)
Personnel expenses	87,125	98,062	145,866	52,970
Exhibition related cost	0	0	0	10,000
Asset conservation and research	0	0	0	0
Energy cost	55,847	85,453	85,272	28,420
Facility and equipment	6,442	3,076	10,184	425

Source: Petra Museum.

5 Summary of the Evaluation

The project almost achieved the project objectives as planned. Archeological objects and folklore objects have been exhibited at the Petra Museum with explanations regarding dates and historical cultural properties as expected, and the valuable cultural heritages excavated from the Petra site and nearby have been properly preserved by the Petra Museum. Regarding sustainability, the Petra Museum has sustained the necessary organizational structure, budget and staff, and most of the facility and equipment have been utilized without problems. With regard to the project efficiency, the project period significantly exceeded the plan due to the bidding failures.

Considering all of the above points, this project is evaluated to be highly satisfactory.

III. Recommendations & Lessons Learned

Recommendations to Executing Agency:

- It was found in the ex-post evaluation that the information desk is not exactly on the path from the main entrance to the gallery, and the Petra Museum has had less opportunity to proactively provide information to encourage visitors to spend even longer time in Petra. Therefore, the Petra Museum is recommended to have another desk in front of the main entrance to provide the brochure and sell the museum guidebook to the visitors. Through this, the sales of the guidebook could be increased, and may contribute to visitors' longer stay in Petra.

Lessons Learned for JICA:

- PDTRA fixed the projector through supplier agent in Jordan, but the cost was very high. They hoped that they had options of lower running cost. The equipment needs to be selected om close consultation with the counterpart.
- Overall, the Petra Museum was designed considering the physical accessibility and it has been accessible by wheelchairs users with support of the museum staff or other people. However, the doors of the main entrance cannot be opened by wheelchair users themselves. Actually, these doors are too heavy for most visitors to open and close. The accessibility check by wheelchair users (and other persons with disabilities) should be done at the designing and construction phase to ensure that the design be really universal.



Meeting with the Museum Curator



Meeting with the Museum Director