An Integrated Participatory Approach in Managing Built Heritage

Case Study Al Salt, Jordan

A dissertation submitted

By:

Montaser A. Hiyari

June 2012

to the Faculty of Spatial Planning of Technical University of Dortmund in fulfilment
of the requirements for the degree of Doctor of Engineering (Dr.-Ing)

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Declaration

I hereby declare that all information in this document has been obtained and presented in accordance with academic rules and ethical conduct. I also declare that, as required by these rules and conduct, I have fully cited and referenced all material and results that are not original to this work.

Montaser Hiyari

Dortmund
June 2012

Acknowledgement

Dedication

to

my family

... Sewar & Qamar

for their supportive patience in the years of preparing this work

yours forever,

Montaser

Abstract

The research treats one of the obstacles related to the management of heritage buildings in the city of Al Salt, Jordan. Many buildings are vacant due to a situation involving co-ownership which prevents achieving a consensus on decisions related to the rehabilitation of the heritage context, and thus impedes the development operations in the city. In parallel, authorities in Al Salt are not used to effectively engaging stakeholders in problem-solving and planning for development initiatives, due to the lack of knowledge of authorities about community participation, and the awareness level of the local community.

The approach of the research relies on community participation through engaging different categories, including authorities, buildings' co-owners, non-governmental organizations, donors, and professionals. The theoretical background investigates literature related to the management of built heritage, community participation, and management of co-ownership, in addition to national and international practices that enrich the research's approach.

Techniques of a high level of participation were used to explore the attitudes of co-owners and authorities toward the obstacle of co-ownership, arrive at a consensus on a solution, and then develop a management plan for a pilot building. The management plan considers international guidelines issued by reputable organizations, and the research uses techniques of interviews, mini-focus groups, a consensus meeting, and a participatory planning workshop. Management of co-ownership has been inducted and found applicable through using cooperative associations and transferring shares of ownership into shares in the association's capital. Multi-purpose cooperatives were proposed to co-owners of the pilot building, and then approved for their appropriateness in solving the co-ownership obstacle.

For the purpose of supporting the proposed association, six representatives of more than one hundred co-owners of the pilot building participated in developing a management plan with other stakeholders. The plan included consensus on the problem's definition, and proposed functions inside the building. It also proposed partners that might be interested in providing necessary fund.

Accordingly, the research has evaluated the participation process and developed a community participation toolkit. The toolkit can be used by authorities and other parties interested in handling participation activities with the local community in general, and co-owners of heritage buildings in specific.

Key words: heritage management, community participation, co-ownership, cooperative associations, toolkit of participation.

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List of Abbreviations

AIUD	:	Amman Institute for Urban Development
ASCDP	:	Al Salt City Development Project
ASCDU	:	Al Salt City Development Unit
CBO	:	Community-Based Organization
GSM	:	Greater Salt Municipality
GTZ	:	Deutsche Gesellschaft für Technische Zusammenarbeit
HOSD	:	Historic Old Salt Development
ICOMOS	:	International Council on Monuments and Sites
ICCROM	:	The International Center for the Study of the Preservation and Restoration of Cultural Property
JBIC	:	Japan Bank for International Cooperation
JICA	:	Japan International Cooperation Agency
LGDP	:	Local Governance Development Program
MoMA	:	Ministry of Municipal Affairs
MoTA	:	Ministry of Tourism and Antiquities
MSPW	:	Municipal Strategic Planning Workshop
NGO	:	Non-Governmental Organization
OECD	:	Organization for Economic Co-operation and Development
RSS	:	Royal Scientific Society
SDC	:	Al Salt Development Corporation
SMEs	:	Small and Medium Enterprises
SoLiDeRe	:	Societe Libanaise pour le Developpment et la Reconstruction de Centre Ville de Beyrouth
UNESCO	:	United Nations-Educational, Scientific and Cultural Organization
USAID	:	United States Agency for International Development
WHC	:	The World Heritage Convention
WHL	:	World Heritage List

Glossary

- Advisory groups/committees: a participation tool in which selected members of expertise in a particular area work to achieve specific objectives. The selection process depends on the government and could be of two possibilities; the first is a completely governmental decision, and the second could result from one of other tools of community participation.
- Authorized panels: a participation tool in which a group of the community is authorized and responsible for decision making on a specific issue. Selection of the members is made or should be approved by the government, which might be a constraint for this tool of community participation.
- Citizens' Jury: see Consensus conference.
- Citizens' panels: a participation tool in which a number of citizens represent a sample of the population. In general, members of the panel are selected in terms of interest, age, gender and region.
- Community participation: the preparation and readiness of involving communities in all decisions and plans of local development issues, and making a large ground of accepting and adopting a wide variety of participation from different individuals, groups, organizations, and all communities that might affect or be affected by any action.
- Concsientisacion: learning to perceive social, political and economic contradictions and to take action against the oppressive elements of reality
- Condominium: a combination of independent three dimensional units and common elements, such as the land, site improvements and recreational amenities.
- Consensus conference: a participation tool in which a group of non-expert citizens question experts on a policy issue and then discusses the issue. Their decision is then published through the mechanism they select. When the conference is open to public, the tool is called "Citizens' Jury".
- Evaluation by stakeholders: a participation tool puts the evaluation of government's projects and policies in the hands of a group of experts beside representatives of the society. Access to data is a necessity in this tool to formulate a comprehensive and fair framework of the evaluation.
- Focus groups: a participation tool through gathering a group of citizens in one place for a period of time. The group is to be selected representing population or specific publics. The government presents information and then interview the group to get reactions and feedbacks. Results of focus groups assist in the decision making process.

- Joint venture: a participation tool in which a formal arrangement with community representatives to plan and implement projects and programs. The fund in this tool is usually based on cooperation between different parties from both the community and the government. This tool is characterized by the high feeling of ownership by groups that contribute with fund and time.
- Life estate ownership: the owner can keep interest in the property during his/her lifetime, but decide the next owner by the life estate or more than one owner together or respectively.
- Management committee: a participation tool in which a committee works with the government under delegated authorities to manage a project or a facility. Members of the committee might be appointed or elected by a group of citizens, or in some cases by the government itself.
- Open hours: a participation tool in which regular opportunities for citizens to meet and talk to decision makers. The time might be specified regularly (weekly, monthly…)
- Open working groups: a participation tool through engaging and operating a broad category of publics in the planning process as partners in deciding and implementing initiatives. Purposes of forming working groups are set by the government, but should include the whole process.
- Ownership: the right for controlling an object or thing, and making use of its benefits within restrictions and limitations stated by related legislations or other regulatory principles.
- Participatory vision and scenario development: a participation tool in which an open working group aims to develop a coherent vision or several scenarios about future development in a specific topic or policy area.
- Referendum: a participation tool in which the full responsibility is given to the community through voting on decisions, and then determining decision of the majority. It can be used on a specific issue with a choice of proposals.
- Sole ownership: having all the rights to a property by a single individual, who generally may do as he/she pleases during the lifetime.
- Surveys and polls: citizens or a sample of citizens answer specific closed or open questions by filling questionnaires or being interviewed. In polls, questionnaires should be pre-tested, and interviewers should be trained.
- Survivorship/ joint tenancy: two owners or more jointly own a property and when a joint owner dies, his or her interest passes to the other joint owners.
- Taskforce teams: a participation tool in which a group of people selected to work with the government to develop a new initiative, or complete an existing project. Governments use this tool to enrich its abilities for the implementation of a specific part of the policy.

- undivided co-ownership/ ownership in common/ tenancy in common: ownership form, in which more than one owner share a property, but each one's interest in the property is undivided; no one of the owners can claim for specific part of the property, but every owner has the right to transfer or donate his/her share or also include in a will.
- Wakf (in Jordan): compulsory co-ownership, in which a co-ownership is made for a specific purpose (such as religious or social) that requires durability of co-ownership without an ability to inherit or include in a will.

An Integrated Participatory Approach
in Managing Built Heritage:
Case Study Al Salt, Jordan

CHAPTER ONE: INTRODUCTION

Outstanding monuments and buildings are increasingly becoming of high importance to governments, in addition to national and international organizations. They are considered a living documentation of events, lifestyle, persons, construction methods and architectural style.

Many reasons stand behind the interest of authorities and communities in the heritage buildings. According to Strip (1983 in Florian Steinberg, 2008), heritage conservation has psychological benefits; these buildings present the community's identity and history, and illustrate the development of the country in different fields supported by physical evidences. They form the countries' pride, honor, and understanding, and also add to the aesthetical value, which has its presence in the heritage legacy. These justifications for conserving heritage sites are of educational importance since they support education with living tools and evidences of how past generations and civilizations settled within the urban area.

Bever (1983) argues that one of the most important reasons for conserving heritage buildings is the economic benefits to the community. He believes that conservation leads to "employment creation, stimulating commerce, and the obvious truism that it costs less to rehabilitate a building than to construct a new one" (in Florian Steinberg, 2008 p.10).

Heritage buildings inside cities have a special consideration in development plans due to their physical or social importance; in many cases, heritage monuments become landmarks in the urban context and may require special surrounding areas to be preserved. In addition, due to their existence inside cities, authorities might rehabilitate and utilize these buildings in providing infrastructure for developing social sectors or economic sectors.

In many cases, heritage buildings require conservation of their structural and architectural elements, which of itself requires the availability of specific skills of those specialized in this work, and also financial resources that provide adequate materials for the process. Besides, the need for specifying functions of the conserved

buildings has become an important issue to sustain these buildings on one hand, and to benefit the local community and authorities on the other.

Some older districts contain privately owned traditional buildings which are vacant. Unfortunately, these buildings could prevent regeneration projects that authorities and communities desire to implement in an urban context. They require more financial resources, especially if they suffer from deterioration in their aesthetical and structural elements.

Due to these reasons and many others, the management of built heritage has become a significant field for many development operations. It supports various sectors, conserves the social tissue, and preserves norms, customs, and the identity of societies. In this we find justification for the regeneration of areas where heritage buildings are dominant.

1.1. The Emergence of Community-Based Management for Built Heritage

UNESCO[1] (2008) sets operational guidelines for management plans related to buildings and sites in the world heritage list. Plans should include the means on how to preserve the property's value, should preferably be participatory, and effectively ensure protection for present and future generations.

In this essence, the legacy of buildings becomes a shared resource for nations, specifically within communities that surround the heritage site. This justifies the community's contribution to the sustainability of this resource in a way that achieves desired benefits historically, economically, psychologically, and in all other related fields (Chohan and Wai Ki, 2005). Therefore, the need for participatory planning legitimizes these plans and fosters the sense of ownership by different categories of the community (Ernest R. Alexander, 1992).

Living heritage buildings in cities' centers are generally surrounded by urban life, and due to their location in the heart of cities and settlements they affect the surrounding communities. Accordingly, participatory heritage management becomes an essential field in cities through the engagement of individuals and groups that might have a stake in the process (Daley and Marsiglia, 2000 and Florian Steinberg, 2008)

Community engagement in the planning for heritage conservation and rehabilitation is not limited to a specific phase of the plan; it extends to cover the entire process when authorities are willing to do. Practices have shown that stakeholders of a community

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[1] United Nations-Educational, Scientific and Cultural Organization

are able to participate in developing a management plan regardless of the level and area of the plan.

In order to achieve an effective participation by the community, it is necessary for authorities to realize the specific purpose of participation, and then plan for participation to define, not manipulate, community needs and aspirations. The plan of participation should define stakeholders in the process in terms of size, role, and representation. Then, authorities have to specify goals of engagement and select appropriate techniques for achieving participation goals consistent with the community culture, norms, and various considerations (OECD[2], 2001).

Principles of heritage management and community participation will be explored through the research and will be applied to a case study that has its own obstacles in both fields. The city of Al Salt in Jordan embraces many heritage buildings that are vacant and require conservation. Ownership of properties in the city is mostly private. Official registration of buildings' ownership gives an incomplete picture, as actual co-owners are generally much more than what is officially registered.

Maher Abu Essamen[3] (2009) points that other cities and heritage sites have similar problems, which prevent the government and municipalities to undertake the responsibility of heritage conservation, through preserving heritage buildings and sites owned by private owners.

Both, Maher Abu Essamen (2009) and Marah Khayyat[4] (2010) consider Al Salt City to represent this obstacle more than others, since its heritage context is located in the city core with a large number of buildings that cannot be found in other cities in Jordan.

1.2.   Degradation of the Built Heritage in Al Salt City, Jordan

"Jordan's Forgotten Urban Jewel" is an interesting description for the city, written by a visitor who was headlining the current situation of Al Salt (Ahmad Humeid, 2006). Humeid's description has been influenced by the richness, uniqueness, but degeneration of heritage buildings which represent and document an important period of Jordan's history between 1850 and 1950A.D. (Al Salt Municipality and Ministry of Tourism, 2006).

To explore reasons behind this degradation, many interviews, were conducted with officials, especially municipal employees. In spite of the recent governmental interest

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[2] OECD stands for Organization for Economic Co-operation and Development

[3] Mayor of Al Salt 1999-2007

[4] Project Manager at Amman Institute for Urban Development

in preserving heritage sites in Al Salt, Lina Abu Salim[5] (2009) has mentioned obstacles remain related to managing heritage buildings in the city center: the financial capabilities of the authorities, the co-ownership of buildings, and the awareness of local community. Besides, some other obstacles are listed including inefficient coordination in some initiatives, and the non-durable efforts by some parties.

By reviewing all development projects in the city center, it can be obviously noticed that few heritage buildings have been included in these projects. According to Abu Salim (2009), lack of funds impedes both the acquisition of buildings by the municipality for conservation, and the giving of conservation support to the owners. Besides, laws prevent the municipality from preservation of buildings without prior approval from the owners.

Despite the current situation of vacant, decrepit heritage buildings, it has been difficult for the municipality to get approvals and consensus from owners. Co-owners, some cases in tens, do not delegate their buildings to the municipality for conservation and management, this due to two main reasons. The first is lack of trust between the two parties; owners worry about their ownership and feel municipal intervention will lead to a municipal compulsory purchase, and the second is scattered ownership of multiple owners; a building might be divided into small shares for a large number of owners.

Indeed, cooperation in this area requires a greater awareness from both the authorities and the co-owners. In one side, the authorities should be aware to the importance of credible communication with co-owners through transparent explanation of projects and initiative, and also should be capable to engage the local community in developing and formulating these initiatives and projects.

In the other side, co-owners require a level of awareness that enhances their interaction with development authorities and their response to initiatives through resolving their own obstacles. Accordingly, they will develop plans for managing heritage buildings considering development projects, and proceed with rehabilitation efforts in collaboration with other parties such as authorities, community organizations, or the private sector.

However, the problem of co-ownership in Al Salt City can be found in some of the most important twenty heritage buildings. In many buildings, most of co-owners of a building own a few meters and yet must approve any regeneration and conservation

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[5] Head of Al Salt City Development Unit (ASCDU) in Greater Salt Municipality

operations in the building, which could impede consensus on decisions due to personal perspectives.

The co-ownership problem of heritage buildings hinders some development projects and initiatives, and creates difficulties in co-owners' consensus on decisions. It contributes to negligence of heritage buildings, and thus the social and economic degradation of the context, especially in case of adjacent groups of buildings.

1.3.   Research Problem

This research will treat the problem of co-ownership in the heritage buildings of Al Salt City. Since solving this problem depends on the efforts of different stakeholders, the research will rely on the participatory approach for addressing details of the issue. Then, it will initiate a solution that assists co-owners and authorities in including heritage buildings in the development projects, and also facilitates using buildings with appropriate functions.

1.3.1. Management of Co-Owned Built Heritage

Conservation of the Al Salt heritage in specific, and of Jordanian cities in general, relies on donations from international agencies such as Japan Bank for International Cooperation (JBIC), World Bank (WB), United States Agency for International Development (USAID) and others.

In addition to the fact that all international donors intervene in governmental buildings but not private buildings (Marah Khayyat, 2009), these external funds are not sufficient in cities which cannot sustain revenues to be allocated for conservation projects. This results in non-durable efforts and initiatives for heritage conservation of buildings and sites.

In some cases, funding can be obtained from investors in tourism sector. However, when considering their projects, investors need a legal base to consider for their investments in order to reserve their rights and specify their responsibilities. In the meantime, regardless the current situation of investment in general, the government rarely owns heritage buildings which attract interested investors to the city. Therefore, owners may be the most logical key for obtaining an investment fund to regenerate buildings.

Since most buildings in the city had been inherited (Lina Abu Salim, 2011), negligence of the buildings by the owners is an extension of the negligence of the ownership itself. Many of the important buildings are still officially owned by people who passed away 20 or 30 years ago.

In other cases, where ownership is still controllable, buildings have also become neglected and degraded. This is explained by Abu Salim (2009), who shares that owners lack management plans for their buildings that specify functions and approaches to finance projects. Instead they usually wait for the municipality to reserve or purchase their buildings.

However, the local community, specifically building's owners, are key for coming to an agreement with the government, municipality, or any other party to conserve and/or use heritage buildings. In addition to other stakeholders, these owners will be the main player considered in the research.

1.3.2. Community participation in heritage regeneration

The central government, Ministry of Municipal Affairs (MoMA), supported the Al Salt municipality for renewal of the city's master plan considering the participatory approach in setting the strategy for master planning. Other developers, such as SIYAHA II project, funded by USAID, implement projects using the participatory approach, too, for specific issues concerning community development like tourism development and Small and Medium Enterprises (SMEs).

The mentioned activities and projects are good examples of initiating engagement of local community in decision making process, but they are all implemented by consultants or consultation companies, and do not resolve consensus decisions of co-owners, which is one of the main obstacles in heritage conservation projects.

According to Mazen Al Khateeb[6] (2010), collective and effective participation of buildings owners has not been witnessed in the development projects. Many projects have been implemented after conducting seminars and workshops to present projects' outlines and strategies; yet, feedback by the local community has not significantly affected plans of the projects.

Randa Hiari[7] (2009) indicated that municipal employees still do not possess required capabilities for preparations preceding the participatory approach; i.e. appropriate and visionary tools, approaches of contacting citizens, mechanisms of facilitating a meeting or workshop, etc.

In other words, despite existence of some development initiatives that consider community participation, the city lacks guidance for community engagement in the decision-making process, especially collaborative decisions for identifying and solving problems, in addition to planning for projects and initiatives. This guidance, when it exists, will assist authorities to reach out the community, select appropriate

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[6] Co-owner of a heritage building in Al Salt City
[7] Head of Landuse Planning Section in Al Salt Municipality

techniques of participation, and guide procedures in conducting participation activities.

Figure (1.1) shows the problem tree of Al Salt heritage buildings according to different problems that were explored and classified during many interviews with concerned municipal employees. The interviewed staff indicated that these problems have been echoed from some of the buildings' owners.

Consequently, the research will investigate and explore potentials for solving related problems in Al Salt City, and other cities in Jordan in a similar situation. This includes but not limited to the following problems:
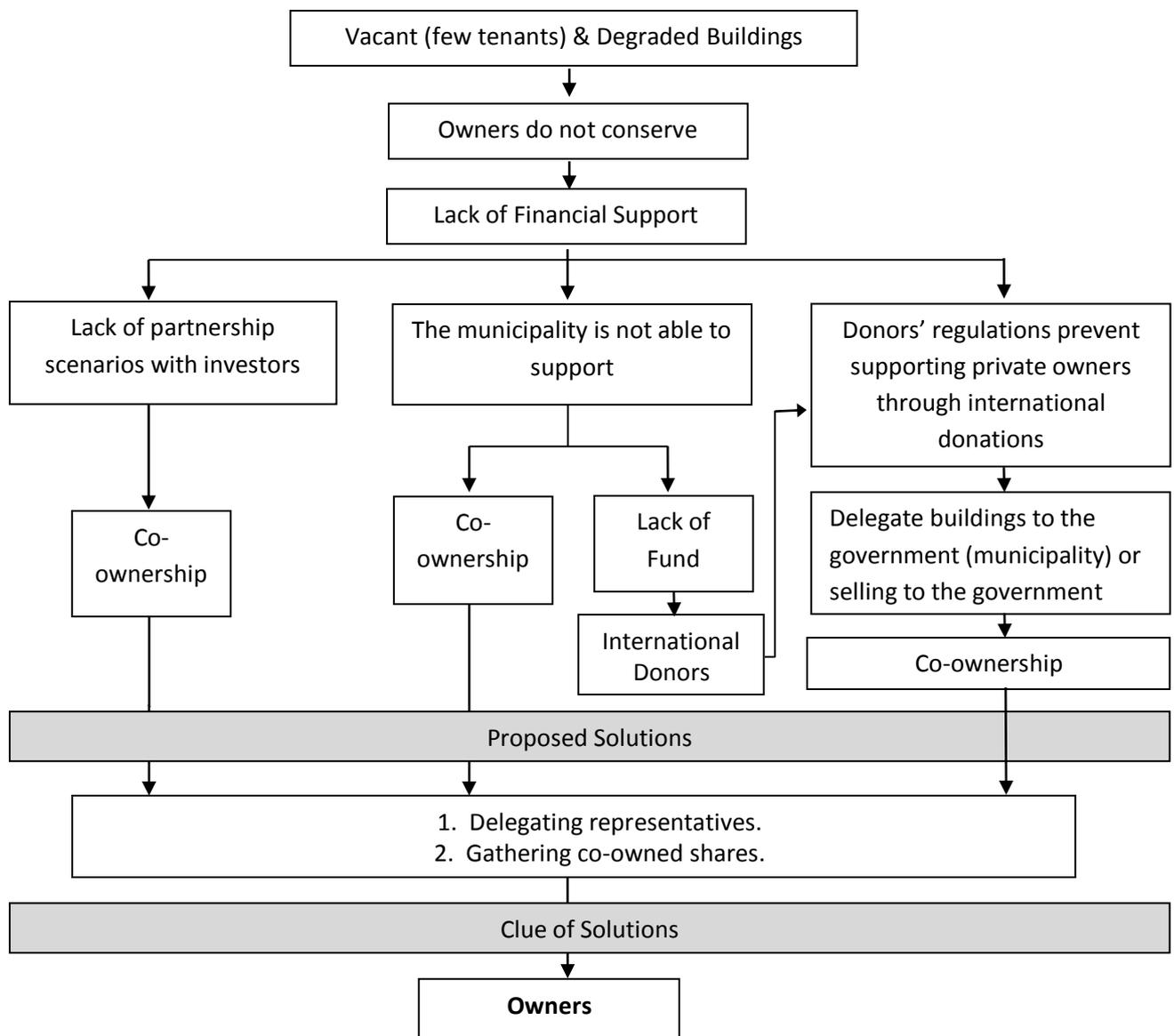
Figure (1.1): Al Salt Heritage Buildings Problem Tree (resulting from interviews with Al Salt officials)
Source: Researcher, 2009

1. Co-ownership of heritage buildings that impedes development projects of the city center and becomes a factor for the absence of public-private or private-private partnership.

2. Lack of a guide to the participatory approach in the city of Al Salt. This guide will assist authorities and interested parties in engaging communities and related stakeholders in the decision making process.

3. Traditional methods in solving heritage management problems through relying on governmental financial capabilities, which are currently unavailable, to purchase private heritage buildings.

4. Low level of community participation that authorities used to apply. Current techniques do not go beyond the consultation level of participation, and thus do not create partnership of decisions and actions, nor community mobilization for the city resources.

1.4. Research Goals

According to the definition of research's problem, this research will participatory investigate methods that will lead to potential solutions for the co-ownership problem in Al Salt City, and will develop guidelines for local community participation approach in decision making for the management of built heritage in the city.

Different phases of applied tools will be reported and then summarized to assist in developing guidelines for a toolkit of community participation in heritage management which is expected to be used in future by central and local governments. It can be also used by any other stakeholder looking to engage local communities in managing the built heritage.

The research, through its methods, has many direct and indirect goals and objectives; they are all aiming to propose solutions for the mentioned problems, and foster the concept of community participation in the decision making process. Research's goals and objectives are listed to be:

1.4.1. Direct Goals

1. Assisting co-owners of heritage buildings, concerned governmental institutions, and the Al Salt municipality in solving co-ownership as one of the obstacles impede the implementation of development initiatives in this city (and other cities as well) through:

a. Investigating of methods that might solve co-ownership obstacles in private heritage buildings management.

b. Initiating new concepts of heritage management, exploring to what extent these concepts are applicable and getting consensus on them.

2. Developing a toolkit for engaging stakeholders in the decision making process for heritage buildings, in order to assist authorities and other stakeholders in considering community participation for developing initiatives and projects related to the privately owned heritage buildings.

3. Developing a participatory management plan for a pilot heritage building in Al Salt City, with an eye towards future activities by concerned authorities and stakeholders.

4. Creating a pilot case, in which local community has the leading role in planning for rehabilitation of heritage buildings.

1.4.2. Indirect Goals

1. Participating in increasing the awareness level of some representatives of the community through

a. Participatorily developing a management plan for the rehabilitation of some heritage buildings in Al Salt city.

b. Getting a consensus on defining some of the problems in the heritage buildings and their causes.

2. Practicing the participatory approach, with the municipal staff and other stakeholders of the local community, so they can handle participatory activities in future.

1.5. Current State of the Research

For the purpose of community participatory approach in managing the built heritage in Al Salt, the research is going to participatorily explore and investigate the obstacle of co-ownership and then move to developing a management plan. The plan should be legitimate by categories of the local community representing owners, authorities, and other stakeholders of the non-governmental organizations.

It is necessary in the early phase of this research to establish a base through identifying available literature that has presented subjects related to community participation, heritage buildings management, and co-ownership of heritage buildings.

Investigating literature about the research's streams has led to pioneer authors, researchers, and organizations in the related fields. Guidelines of heritage management rely on the principles developed by various international organizations such as United Nations-Educational, Scientific and Cultural Organization (UNESCO), International Council on Monuments and Sites (ICOMOS), The International Center for the Study of the Preservation and Restoration of Cultural Property (ICCROM), and the English Heritage.

These organizations issue publications that facilitate authorities' work and guide researchers to the international trends in managing built heritage. They have focused on the necessity of engaging local communities in developing and implementing the management plans. These publications consider buildings' owners as the main stakeholder in initiating projects inside cities that affect or will be affected by these buildings. However, none of the resources indicates for the existence of multiple co-owners for one building.

In community participation, Sherry Arnstein's (1969) ladder of participation is a milestone in the related literature. She identified levels of participation considering the purpose and target groups, in addition to the result of engaging communities in the participation process. Many authors then have enriched the literature of the art by providing specific frameworks, explanations and manuals that consider sequential procedures and tips on preparing, planning, and then implementing the participation.

In addition, Edmund M Burke (1979), Franklyn Lisk (1985), Samuel Paul (1987), John Abbott (1996), Nick Wates (2000), and the Organization for Economic Cooperation and Development (2001) are some of the pioneers whom contributions are considered of high value to the engagement of stakeholders in development-related decisions.

The third field, co-ownership of heritage buildings, is not covered sufficiently in a way that forms a base for this research. Therefore, the research will consider literature of co-ownership for properties in general without specifying to heritage buildings. This subject is of legal considerations on a country-wide level; therefore, the research is going to investigate legislation and conclude an approach for getting consensus on decisions by co-owners of properties.

Legislations and practices of many countries will be explored for this purpose. In Germany, China, some states in the United States of America, Morocco, Egypt, and Jordan there are special considerations and regulations for this type of ownership. They will be explored to form a foundation that this research will adopt and initiate for the pilot case in the city of Al Salt, Jordan.

In Jordan, Rami Daher[8] (2011) indicates for the scarcity of literature in co-ownership of heritage buildings in general, and specifically for the management of private heritage buildings. Therefore, the research relies on many interviews with stakeholders, specifically specialists, authorities, and co-owners, and will consider these interviews the base for formulating a new resource for the subject.

1.6. Scope of the Research

Problems addressed in this research are related to many causes and results that represent by themselves fields to study, and require deep analysis. In the research, focus will be made on the mentioned fields; community participation and heritage management with a special attention to the co-ownership of buildings.

These fields are wide enough to include many streams. The research will consider the community participation approach in issues related to a specific group of the community; these issues are of a high level of impact but does not affects the whole community in the case city. Nevertheless, the approach will be applied using high levels of participation, in which a category of the local community will decide for the process and adopt an initiative to create a pilot case that might be generalized later by authorities.

Additionally, even being beyond the scope of this research, community awareness will be indirectly targeted through this approach; the need for including this field is derived from a previous study by the researcher (2005), which shows that 75% of a sample from Al Salt municipality staff raises the need for community awareness through educating the local community about municipal roles and functions.

It is expected in the research's methodology that gathering local community with municipal staff and other stakeholders assists in educating representatives of the local community about some municipal functions in heritage conservation, and potential fields of intervention. Besides, developing a toolkit of participation will assist authorities and support their capacity for engaging local communities in the decision making process.

Furthermore, heritage management will consider the management of a private heritage building representing the problem of co-ownership. Public (governmental) buildings are not within the scope of the research since authorities can decide their use, though of course engaging related categories of the local community in governmental decisions.

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[8] Principal of TURATH, Architecture and Urban Design Consultants, and a specialist in heritage conservation and management in the Middle East region

Ownership of buildings, in general, will be explored to make use of scenarios that contribute to the development of this research. International experiences in dealing with the co-ownership problem will also be investigated, to make use of practices that are applicable in the research's case. When necessary, the essence of these experiences will be used and then modified according to the context of the city and the general framework in Jordan.

Besides, co-ownership will be explored through legislations to search for possibilities of resolving the co-ownership problem. However, the research is not going to analyze legislations for the purpose of amendments. Legislative factors will be studied to understand the framework, in which the research's case is governed. Moreover, there will be some proposals for related authorities to regulate issues related to the research's problem and case.

Public-Private partnership and Private-Private partnership is expected to have a role in providing necessary funds to rehabilitate heritage buildings and then manage them. Scenarios of partnership are not within this research but the research's problem of heritage buildings management requires proposing channels to investors, and highlighting necessary issues that owners might require when discussing partnership.

Streams that are included in the scope of this research are depicted in Figure (1.2), which presents relations of various topics that will achieve the research's goals. The figure includes four topics that will not receive special focus in the research; these topics are: management of public heritage buildings, proposed amendments to legislation, low-level of participation, and the partnership scenarios between owners and any other party.

1.7.   Research Approach and Framework

This research integrates theories and practice; therefore, its goals will be achieved through a sequential flow of information that employs the empirical approach. This approach has been selected since it understands and responds more appropriately to dynamics of situations such as the research's problem, which had previously not been investigated in the case study context. This justifies relying on interviews in many parts of the research.

Information flow moves basically in three main parts; theoretical background, concept design, and concept analysis. Figure (1.3) represents this flow and assists developing the general framework of this research.

In the first part, a theoretical background will investigate literature in the related fields and the case city of the research. Thus, it will assist in collecting data that introduce approaches to treat the research's problem. This part will discuss topics related to
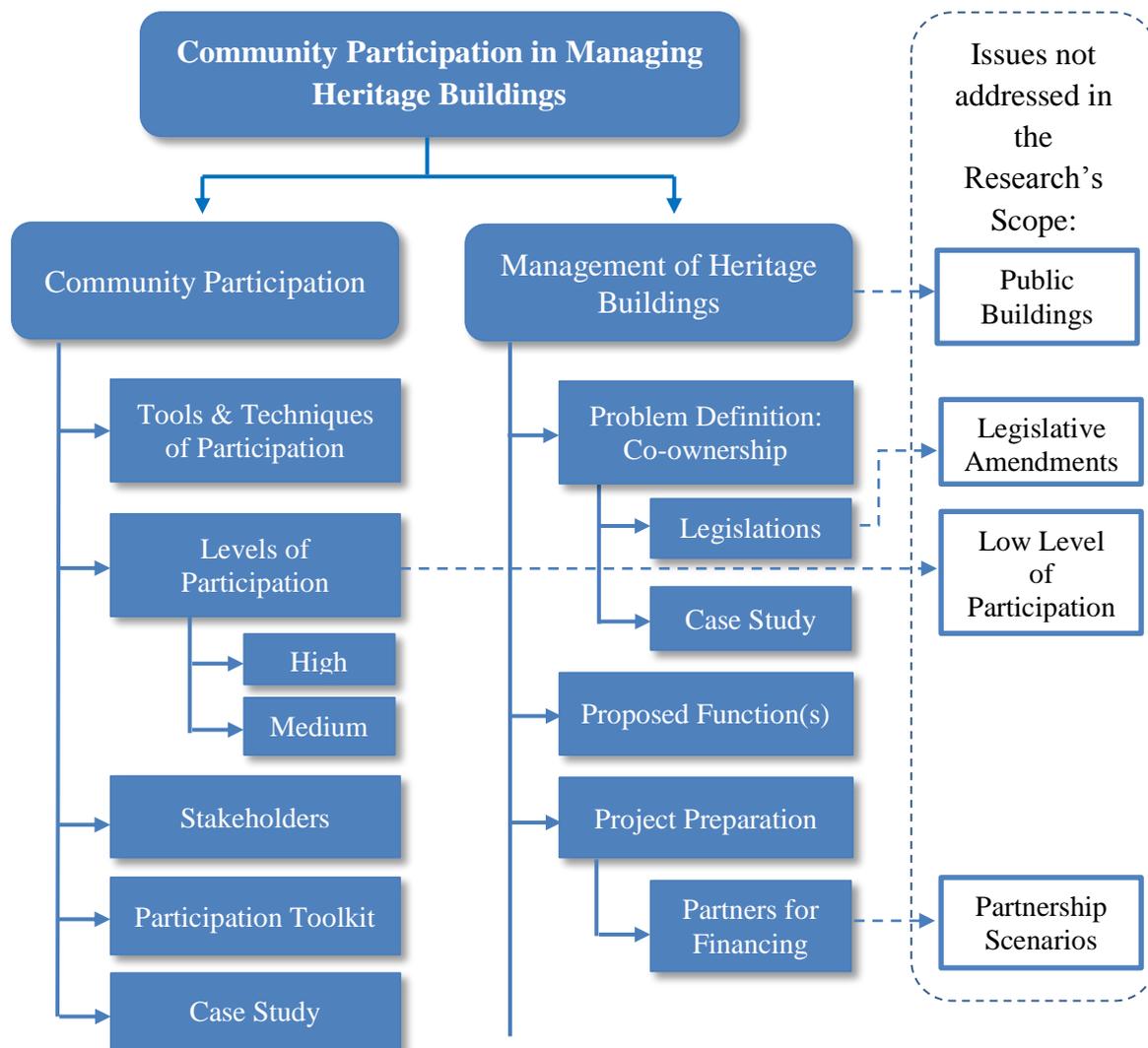
Figure (1.2): Scope of the Research
Source: Researcher, 2012

management and co-ownership of heritage buildings, in addition to community participation, which occupies a major interest. The city case, Al Salt, will also be included, beside some national and international practices that enrich the research.

The second part adopts the theoretical background to design the concept of the research and select appropriate techniques for the city case context. The research's techniques will consider high levels of community participation for two reasons; the first is assisting in understanding situation of the studied context and the pilot case, and the second is testing the research's proposal for solving the co-ownership problem.

The last part of the research utilizes results of the study through extensive analysis, and suggests recommended solutions and actions that can be considered for the research's problem. It includes the results and analysis of the research methodology,

and explores the extent to which this methodology is applicable in the context of heritage buildings.

Analysis will focus on the initiated solution for the problem of co-ownership consistent with the current legislative framework in Jordan. It will also focus on techniques of participation according to their purposes and desired results, in addition to their weaknesses and constraints, if they exist.

Based on the findings of this research, a toolkit of community participation in heritage management will be developed to assist different entities including authorities in engaging various stakeholders in the decision making process, and thus guide towards increasing the level of community participation in the city.

Figure (1.4) depicts the sequence on which this research relies to achieve desired goals and objectives. This sequence considers three parts in the research, and each part includes topics that investigate the research's problems and concepts.
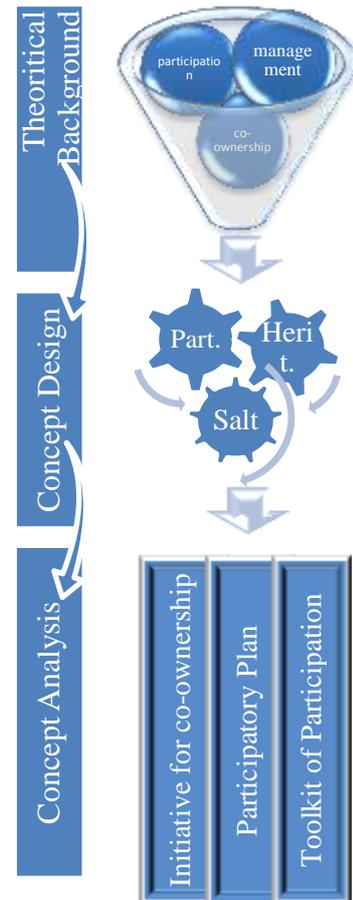
Figure (1.3): Information
            Flow in the Research
Source: Researcher, 2009
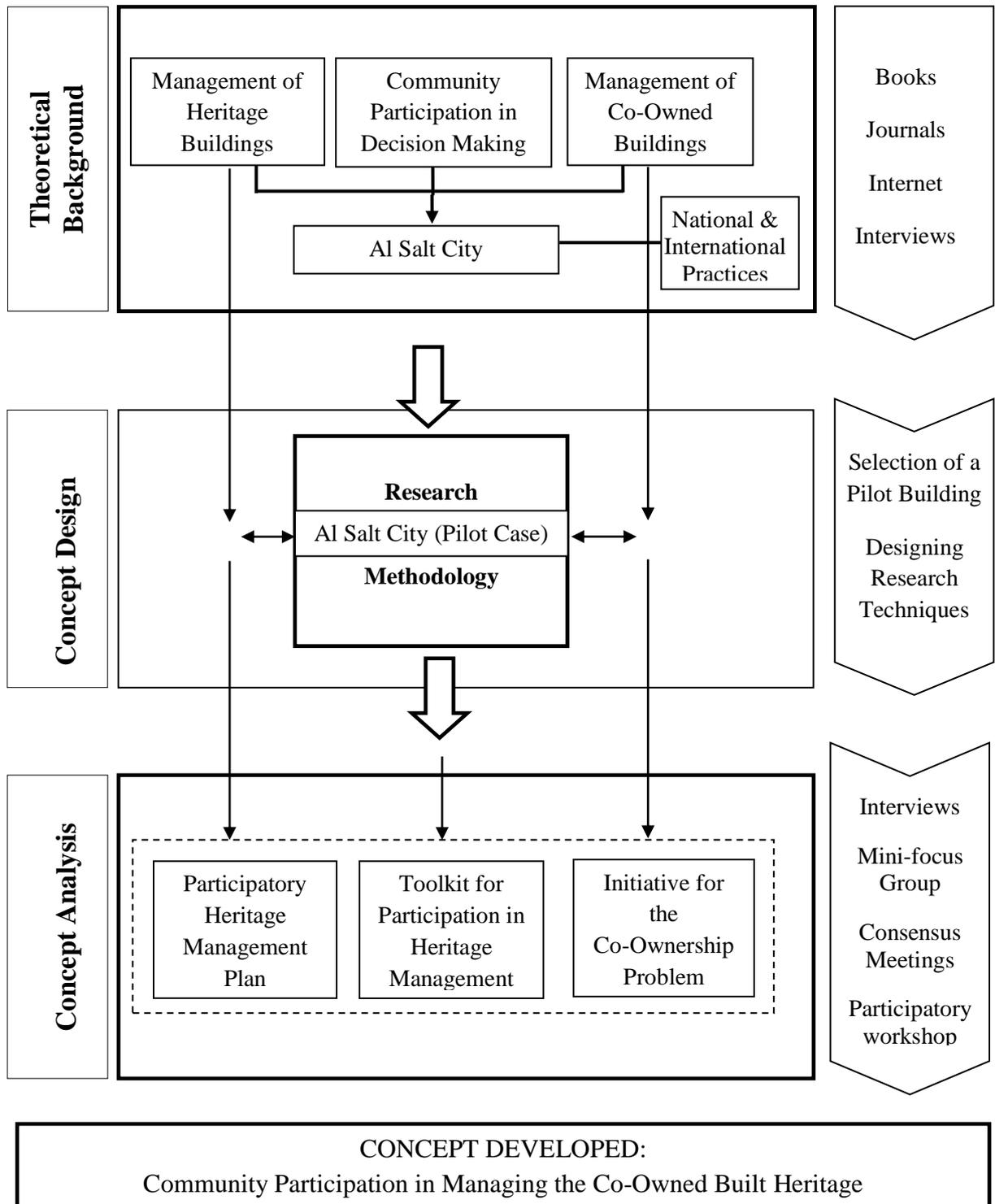
Figure (1.4): Research's Framework
Source: Researcher, 2009.

PART ONE: THEORITICAL BACKGROUND

Introduction to Theoritical Background

Achieving the goals of the research starts with identifying and understanding of the concepts that the research discusses. These concepts have been derived from the title "the participatory approach of managing built heritage;" they consider privately co-owned heritage buildings in the city of Al Salt, Jordan.

This part of the research reflects some literature review that enriches the concept of engaging stakeholders in local community in planning for the management of built heritage in the city. It investigates international trends in the art to adopt for the purpose of this research.

In order to get a better understanding on planning for rehabilitation and reuse of heritage buildings, the first chapter presents heritage management considering guidelines of planning based on the practice of UNESCO and other organizations in this field.

An additional chapter includes a background on community participation through its definition, history, objectives, tools and principles. It aims to assist in developing a practical framework for the research's methodology. It also assists in creating a background for the participation toolkit, which the research aims to develop.

The third chapter explores ownership in general with an emphasis on co-ownership, a topic which represents the problem of this research, and will be the starting point for enabling co-owners to plan for their buildings.
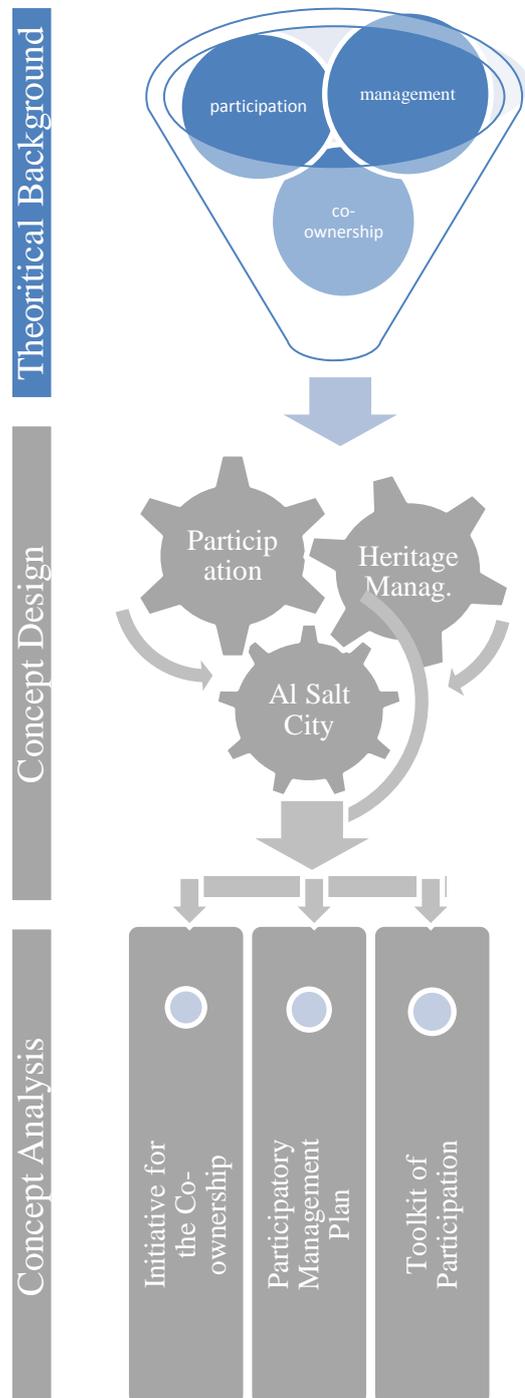
Figure (A): Flow of Information (Part 1)

Source: Researcher, 2009

In this regard, heritage buildings are considered just "buildings" regardless being heritage or non-heritage.

The research makes use of worldwide practices that have found solutions and guidelines for many issues of the research's problem. Three case studies are presented in this segment related to the management of heritage context, co-ownership obstacle, and community participation through participatory workshops.

The theoretical background also contains clarification about the city of Al Salt in the fourth chapter. In addition to the general background of the city, current regeneration projects will be highlighted with the status of community engagement in decision making concerning municipal issues.

CHAPTER TWO: MANAGEMENT OF BUILT HERITAGE

Many national and international agencies, institutions, and organizations have set guidelines of conserving and preserving the built heritage (called also cultural monuments and physical heritage). United Nations Educational, Scientific and Cultural Organization (UNESCO) is considered the higher organization universally that is concerned with cultural heritage in general. UNESCO has other sub-organizations, centers, and committees, besides other standalone entities that support UNESCO's goal related to cultural heritage conservation.

The World Heritage Convention (WHC), held by UNESCO, came into force in 1972. One hundred and eighty-five countries, including Jordan, have agreed to recognize the importance of cultural and natural sites as human heritage. Therefore, recognition of heritage is increasingly becoming one of the essential fields at national and international levels of planning (Birgitta Ringbeck, 2008).

Documents from UNESCO and its sub-organizations have also become the most popular sources for managing heritage sites. In addition, many countries have developed frameworks though their legislations to conserve their heritage, and to control new development processes and projects while maintaining their national identity and sustaining resources of heritage.

Built heritage does not stand alone from the community that lives around it. Heritage conservation and regeneration affects the community, and contributes to its social and economic well-being. Consequently, the management of built heritage must always take into account the entire factors of heritage including communities and stakeholders - such as authorities, owners, tenants - and also the surrounding of any planned area for conservation (ICCROM, 2009).

2.1.   Definition of Built Heritage

The term "Built Heritage" has been mostly used to include a small group of buildings, monuments or sites agreed by experts to have an exceptional value and represent a specific era or generation, especially of antiquity (Collins and Geldart, 2009). According to this conception of built heritage, a definition has been formulated in the last 30-40 years which views buildings in terms of typology and value (ICCROM, 2009). A list of built heritage could include, but not limited to:

- Monuments
- Buildings
- Archeological and other sites
- Urban areas
- Cultural landscapes

In England, the built heritage can be defined as the physical historic built environment, which can include individual buildings or groups of buildings, structures, monuments, installations, or remains. English heritage defines built heritage as being of thirty years old as minimum (EDP, 2009). The definition could also include areas of joint creation of man and nature according to the definition of built heritage in Slovenia (IPCHS, 2009).

Recently, professionals and planners have started questioning if the age is an essential factor in determining the built heritage. This had lead to the term "Recent Heritage" in which buildings or monuments may not be valuable for their age, but for their architectural, historical, cultural or environmental value (Lesley Collins and Robert Geldart, 2009). Indeed, there is sometimes agreement on the values of built heritage, but other times, these values may be different depending on the person or the group of people who define this type of heritage.

In Jordan, legislations started pointing to the importance of valuable buildings and sites through the Law of Cities, Villages and Buildings Planning (No.79 Year 1966), known as the Planning Law, which authorizes municipalities to declare valuable sites of special considerations in terms of land development or use. Activation of this law in preserving heritage buildings requires a legal framework that classifies heritage buildings, introduces for a national register, and then defines levels of protection.

Unfortunately, the practice of this law mainly considered land use change, and so most authorities, including the central government, marginalized built heritage from being of special interest until the issuance of the Law of Protecting Architectural and Urban Heritage (No.5 Year 2005) (Abu Salim, 2009).

In spite of crossing steps toward conserving Jordanian heritage through preventing demolishing of heritage sites, legislation still needs detailed regulations and modification in the Planning Law's contents (Mohammed El-Khalili, 2005) to include sites managements and uses. However, since Jordan's legislation includes another special law for Antiquities, the distinction between heritage sites and historic sites has been based on the age (year of erection) of each site.

Built heritage in Jordan are defined as heritage sites, which, according to Article 2 in the Law of Protecting Architectural and Urban Heritage (No.5 Year 2005), are "any site or building of a traditional value with regards to building typology or related to historically important personality, or national or religious important events, and was constructed after 1750 A.D. This includes the following:

- The heritage building: structures and architectural elements of special characteristics architecturally, or historically or culturally that are related to specific events.

- The urban site: architectural tissue, public spaces and realms, neighborhoods and landscape that represent values on which the culture of residents was built."

2.2. Planning for the Management of Built Heritage

The universal trend in formulating management plans for built heritage meets requirements of UNESCO for managing the World Heritage List (WHL), which is the most comprehensive international instrument developed by the international community for the protection of cultural and natural heritage (Birgitta Ringbeck, 2008).

International guidelines of management plans for heritage sites include goals and measures for the protection, conservation, use and development of heritage sites. In 2008 the German commission for UNESCO published Birgitta Ringbeck's practical guide for management plans for world heritage sites (2008). This guide illustrates operational guidelines for the implementation of the world heritage convention, and presents a detailed framework for managing heritage sites.

In Ringbeck's practical guide, seven main topics are required for inclusion in the management plan; content and objective, heritage attribute, subject of protection (goals and instruments), protected area, management system, sustainable use and resources.

In the case of Al Salt heritage buildings, the need for heritage management is required for regenerating degraded vacant and semi-vacant buildings, which are located in an urban context. Therefore, community participation is needed in the planning for regenerating buildings to reuse them for the benefit of the city of Al Salt and its community.

Despite the fact that Ringbeck's guide was prepared basically for the management of World Heritage List (WHL), which contains already regenerated sites and buildings; it is still applicable on other heritage sites. This research is making use of these guidelines and management principles emphasizing those support heritage buildings' management in Al Salt City.

However, since there is no standard project or project approach for the management of regenerating heritage buildings, the research will make use of stages of the most development schemes that have resulted to fruition and active life (English Heritage et

al, 2010). These stages are shown in Table (2.1) with the key issues that assist in achieving a successful project:

- Problem definition and analysis
- Project initiation
- Concept development
- Project preparation
- Implementation
- Occupation and management.

Due to the time constraints, community participation is going to be experienced in first three stages of the management process. Key issues of other stages will be highlighted for the purpose of integrity and enlarging value of the literature part included in the research.

A. Problem Identification and Analysis

One of the purposes for the vacant buildings rehabilitation plan is to define problems that impede rehabilitation projects. It is necessary to explore the most important problems and linkages between them. Therefore, preparing a problem tree will highly assist in relating problems to causes, and also help in the plan formulation, which includes the obstacles and solutions according to perspectives of plan developers.

Though the problem tree could include 60 – 80 problem causes, it is still valid to use it for a lesser number of problems according to the context and subject of study and analysis. The tree starts with a "starter problem" that stands in the thematic center of the whole problematic context. Then, main causes and effects of this thematic problem are identified and arranged in a logical relation. (Müller, 1996)

B. Project Initiation

One of the major issues in projects initiation is the understanding of the opportunities and constraints of the area in which the building is located. If buildings' owners look for partnership scenarios with other entities such as investors, a common vision between stakeholders should be created. In this case, it is recommended for individual owners who are not experts or professionals to include public sector expertise even the public sector does not have a role in land ownership.

In the case of implementing regeneration by owners themselves, a great value is gained through accessing the right expertise such as the local authorities, specialized consultants, or even similar previous cases. This will be a responsibility for the project team who is formulated in the early phase of the project (English Heritage et al, 2010).

C. Concept Development

1. Heritage attributes (significance and authenticity): It is necessary to understand the heritage site's value, which, according to the World Heritage Convention (1972), can be obviously explained in terms of its significance and its authenticity. Significance of the heritage site is highlighted through exceptional considerations that the site possesses, such as regional, national, political, religious or economic significance (Ringbeck, 2008).

   However, heritage buildings in Jordan, according to Article 2 of the Law of Protecting Architectural and Urban Heritage (2005), should have "special characteristics architecturally, historically or culturally that are related to specific events."

   Authenticity, in the other hand, refers to the truthful and credible conveyance of the historic and cultural significance of the site. It could be shown in different elements of the heritage site through its form, composition, material, function, techniques, and even in its administrative system. Therefore, the heritage site needs to be expressed in a multi-dimensional description taking into account the context and historical layers that the site represents (UNESCO, 2008).

2. Integrity: Another important issue is the integrity of the heritage site; visual and physical integrity of the site affects the overall impression of this site and its dominancy from a distance. It is of high value in terms of significance to include panoramic views in the heritage site. (Ringbeck, 2008)

   The surrounding area has also its impact in developing the project's concept. If the building is located in an area that includes previous regeneration project, the new one should consider requirements of this area and develop the project accordingly. In the case of being the first rehabilitation or regeneration project in the area, responsible local authority is supposed to assist in this phase relying on its development plans and the policy framework (English heritage et al, 2010).

3. Goals and Objectives: Based on the understanding of the building's value, significance, integrity and context, goals and objectives of the project will be determined to serve as the basis for rehabilitation or regeneration procedures.

   Beside the emphasis of UNESCO Recommendation Concerning the Protection, at National Level, of the Cultural and Natural Heritage (1972) on cooperation between authorities and local communal entities, consensus of related stakeholders is very essential in this phase; it will insure successful development of the plan and facilitate implementation by quelling any future potential objection. Moreover,

consensus and consultation gain support for the project and support promotion and marketing in later phases (Ringbeck, 2008).

4. Use: The key to the success in regenerating a heritage building is finding the right use or mix of uses. It is preferable at earliest stage to test potential uses to assess their viability in general, and especially economically, in case of partnership with private developers to create opportunities for their interest. It can be helpful to conduct an informal 'ideas workshop' with a cross-disciplined project team to identify possible concepts for the building's use. This will ensure exploration of different options that are both practical and commercially viable (English heritage et al, 2010).

Sustainability is another factor that is a central political concept for the 21st century (Ringbeck, 2008). It affects determination of the building's use and can be achieved in heritage buildings through space saving, energy saving and also ensuring that building's use does not cause any negative impact on its value, integrity, authenticity, and surroundings (UNESCO, 2008).

5. Site Ownership and Assembly: Identifying ownership of a heritage building plays a vital role in its management system and responsibilities. Beside coordination, monitoring, conflicts management and communication, The Operational Guidelines for the Implementation of the World Heritage Convention (1972) requires illustration for the heritage site's ownership. Moreover, English heritage *et al* (2010), the Government's statutory adviser on the historic environment, focuses on the ownership as one of the key issues for heritage buildings regeneration.

Where a building is not in single ownership, a management assembly could be one of the best solutions to comply with ownership coordination and make consensus upon regeneration decisions through identifying this assembly a channel of communication.

Legislations should be considered in forming the site's management assembly. However, the last solution when co-owners cannot form a management assembly for the building or site is the compulsory purchase by local or central authorities (English Heritage *et al*, 2010).

Ownership of buildings and properties will be presented later clarifying ownership types, and exploring the most appropriate solution that can be used in Jordan, all while considering legislations and principles of ownership transfer.

D. Project Preparation

In preparation for project initiation, a funding strategy is a vital issue that owners and developers should think about. It is becoming rare to utilize one source to finance the project; "fund cocktails" are becoming more the norm. However, it is still cheaper to adopt a heritage building than building a new one unless the adoption includes high level of risk. Where this cocktail of funding is necessary, it becomes important to prepare a realistic program of fund raising strategies to increase the confidence of funding components that may be secured (English Heritage *et al*, 2010).

Development and regeneration of heritage buildings require design sensitivity in relation to the historic fabric and previous uses of the building. Design, also, should meet the regulatory framework of the area. UNESCO (2008) emphasizes creating a living heritage by giving this heritage a function in the life of local community.

Moreover, the integrity of existing and any proposed structures should be sensitively considered, in addition to considerations of criteria and codes for modern buildings such as structural codes, fire codes, and other safety and security codes (Ringbeck, 2008).

Developing an implementation strategy assists in the implementation phase of the project itself. The strategy needs viability in terms of business, finance, repair and heritage considerations. It is important for the implementation strategy to include a clear building assembly strategy, and, if needed, funding strategy and procurement strategy. Besides, it has to meet the town planning strategy, therefore, coordination is required with authorities of heritage conservation and town planning.

E. Implementation

Enhancement of a good quality implementation requires well-considered human resources (consultants and contractors), costs, and times. These likely seem greater than what implementing a new construction requires. To avoid poor quality of implementation, it is necessary to keep in mind:
- Quality-based selection of consultants, contractors, craftsmen, etc.
- Learning from other projects and works elsewhere.
- Formulation of clear specifications and hiring qualified supervision.
- On-site costs (i.e. professional fees), which are higher than those for non-heritage buildings.
- Having adequate contingencies.

F.   Occupation and Management

Occupation of the heritage building is the key for a successful sustainable regeneration. The best use for a building is often the use for which it was originally designed. In some cases, original use is not viable or appropriate at the re-use time. Therefore, occupation plan could be demand-driven more than heritage-use-driven; residential, retail, leisure, hotel, educational, cultural, community and office uses are examples of successful reuse in heritage case studies (English Heritage *et al*, 2010).

Developing a management policy for the regenerated building assists in the control over its use and tenancy, taking into consideration that maintenance and running costs may be higher than for modern buildings. It is recommended, when possible, to choose tenants or occupiers who appreciate responsibility of occupying a heritage building. However, it may be noted that quick repair and maintenance prevent the damage of heritage quality and decrease longer-term problems.

Stage	Key issues
Problem Identification	• Linkage between problems • Relating problems to causes
Project Initiation	• Opportunities and constraints • Formulating common vision • Access to the right expertise
Concept Development	• Heritage attributes • Integrity • Goals and objectives • Use • Ownership
Project Preparation	• Funding strategy • Design development • Implementation strategy
Implementation	• Consultants and contractors • Adequate contingencies
Occupation	• Demand-driven occupation • Quick repairs and maintenance

Table (2.1): Phases of Managing Rehabilitation Projects of Heritage Buildings

Source: Researcher, 2010

Summary

Built heritage is a cultural value for countries and nations. Its value differs from one group to another according to the perspective of each group; some relate the built heritage to a period of time, while others consider its importance stemming from its representation of an event, person, group, or style.

International trends focus on the management of built heritage; therefore, a set of principles has been developed which may differ in the details from one entity to another but generally has the same guidelines. The research considers the management of built heritage according to the principles of English Heritage, which developed guidelines for rehabilitation projects of heritage buildings.

These guidelines consist of a sequence of phases, starting with problem identification then moving to the projects' initiation. Initiating a project includes analyzing the current situation in terms of its opportunities and constraints, which by itself indicate the strengths and weaknesses of the building.

The following phase is that of concept development. In this phase, integrity with the surrounding context is clarified together with significance of the heritage building. Consequently, goals and objectives are defined, as uses are proposed and the most appropriate function is selected. Another element of the concept development is site ownership and assembly.

Guidelines of the management plan include other three phases not included in this research, due to the time limit and their relation to administrative and governmental procedures. These phases are; project preparation, implementation, and occupation and management.

CHAPTER THREE: COMMUNITY PARTICIPATION

Participation of local community stakeholders maximizes value of the management plan itself, and makes use of different perspectives and expertise that the stakeholders possess. In this research, stakeholders' participation enriches the plan development, due to availability of national and international stakeholders in the city of Al Salt.

Community participation is a flexible approach that can be applied to different issues related to the lives of citizens. In this chapter, the research is going to explore community participation as an approach for accessing required perspectives and expertise in developing a management plan for a pilot case in the city of Al Salt. It will present the grassroots of this field in addition to its definition, objectives, levels, techniques and other issues related to community participation.

3.1. Grassroots and History of Community Participation

Prior to the 50s of the last century, planning process was uncomplicated, and community planning was the responsibility of a single organization – the city planning agency or department. The approach to planning was a rational form of analysis that was guided by a goal, proposed to be achieved by alternatives, which were assessed, and then the preferred alternative that met the goal was selected (Edmund M Burke, 1979).

In the second half of the 20th century, numerous changes affected the scope, practice, and objectives of planning in local communities. One of the changes has been the opening up the planning process to citizen involvement. This can be obviously seen in the United Nations' definition for community development in 1955 as "a process designed to create conditions of economic and social progress for the whole community with its active participation" (John Abbot, 1996 p.5).

In 1960s, participation became essential for the legitimacy of structure and local plans, especially in Britain; councils used questionnaires and public meetings to consult local communities. In 1970s, international non-governmental organizations started to urge that self-sufficiency should result from development activities instead of the top-down decisions related to community services (Nici Nelson and Susan Wright, 1997). This does not mean that a technical expert is not essential to the decision making process; development plans including the financial and legal aspects could not be formulated without technical experts.

John Abbott (1996) and Janelle Plummer (2000) pointed to some focal inputs in 1980s, such as the simple distinction made by Moser (1983) between development efforts that considered community participation as a means, and those which saw

participation as an end in itself. This distinction related the participation processes to the results but not to the context.

Participation as a means implies mobilizing people to achieve a desired outcome; it is usually evaluated in terms of the measureable output. On the other hand, participation as an end is evaluated by the degree of power transfer through increasing the control of marginalized groups over resources. However, Moser (1983) pointed out that the important issue of this distinction is the dynamic through which participation as a means has the capacity to develop into participation as an end.

The first conceptual framework for participation was produced by Samuel Paul in 1987. He identified five types of project objectives: cost sharing, efficiency, effectiveness, beneficiary capacity, and empowerment. Moreover, he defined community participation in terms of information sharing, consultation, decision making, and initiating actions. Lastly, Paul identified three instruments of participation: user group, community workers/committees, and field workers (Janelle Plummer, 2000).

A call for participatory development became obvious in the late 1980s and early 1990s. Many questions have been raised by different writers such as Ernest R. Alexander (1992). He asks: "… what entitles planners to plan for others? What are the sources of their legitimacy?" (Ernest R. Alexander, 1992.p.129).

He also points that one of the sources for legitimacy is participation of those who are to be the planning process beneficiaries. According to Nici Nelson and Susan Wright (1997), those beneficiaries were called later by a world bank's report (1994) "stakeholders."

Derived from these concepts, community participation started to be a requirement not only by communities, but also by the planners themselves. Therefore, the end of last century witnessed a rapid revolution of the planning process guided by communities. Since then, literature has shown a richness in community participation-related productions describing transformation in powers caused by effective participation of communities, and the rejection of some institutions to effectively applying high levels of participation.

3.2. Definition: Understanding Participation in the Planning Process.

Many authors defined community participation, also referred to as public participation or popular participation, through different expressions emphasizing a core that can be definitely related to strengthening community role in decision making and implementation.

Nilson and Wright (1997) indicated that, with the best of intentions, participation is used to mean empowering the weakest and poorest categories of the community; whereas for institutions, this could not be the appropriate definition. John Abbott (1996) sees that in the same field of development, partners, according to their roles, could have preferences for specific terms in the definition.

However, Franklyn Lisk (1985) sees that community participation should be understood as the active involvement of people in the making and implementation of decisions at all levels and forms of political and socio-economic activities.

Lisk specifies the involvement in the context of the formal planning process: "the concept relates to the involvement of the broad mass of the population in the choice, execution and evaluation of programs and projects designed to bring about a significant upward movements in levels of living" (Franklyn Lisk, 1985 p.16).

Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), the German Agency for Technical Cooperation, defined participation in its report and used more concepts for participation. It sees participation as "co-determination and power sharing throughout the … program cycle" (GTZ, 1991 p.5 in Nici Nelson and Susan Wright, 1997 p.4). This definition points to the empowerment of local communities through the community participation process.

The prominence of community in all these definitions necessitates a look into the meaning of community as well. One helpful distinction is the difference between 'communities of place' and 'communities of interest'. The former is based on specific localities or territories, and the latter brings together those who have some belief, value or practice held in common, but not who are very separated geographically (Graham and Clark, 2005).

Jeremy Shiffman (2002) has pointed to the operational definition of community participation by Zakuz and Lysack (1998). In spite their discussion of participation in health sector development, many issues were strongly raised regarding organized community participation. They write:

"Community…participation…may be defined as the process by which members of the community… (a) develop the capability to assume greater responsibility for assessing their ... needs and problems; (b) plan and then act to implement their solutions; (c) create and manage organizations in support of these efforts; and (d) evaluate the effects and bring about necessary adjustments in goals and programs on an ongoing basis. Community participation is therefore a strategy that provides people with a sense that they can solve their problems through careful reflection and collective action" (Zakus and Lysack, 1998, p.2 in Jeremy Shiffman, 2002, p.3).

In 2008, The Global Development Research Center (GDRC) indicated that community participation means a readiness of both the government and the citizens to accept responsibilities and perform activities. It also means that the value of each group's contribution is seen, appreciated and used.

However, this research considers the previously mentioned definitions since they emphasize that the individuality of planners' decisions is no longer acceptable. Therefore, community participation is seen as the preparation and readiness to involve communities in all decisions and plans of local development issues, and making a large ground of accepting and adopting a wide variety of participation from different individuals, groups, organizations, and all communities that might affect or be affected by any action. These individuals and groups are required to have an effective role in the formulation, implementation, follow up, and revision of all development processes and decisions.

3.3. Objectives and Critique of Community Participation

The move toward participation-based projects in development opened up the debate about the purpose of community participation. Moser's contribution in 1983 formed the basis for many writers. She divided participation into two categories according to their purpose; participation as a means in one hand, and participation as an end by itself in the other (John Abbott, 1996).

In 1987, Samuel Paul identified a total of five potential objectives for participation-based projects; cost sharing, improving project efficiency, increasing project effectiveness, building beneficiary capacity, and empowerment (of communities). Figure (3.1) shows Paul's concept for the placement of previous objectives in the context of community participation with its intensity (levels) and instruments.

Paul's framework highlighted empowerment as a basic concept in participation. Later, various authors discussed empowerment to be one of the main objectives of communities' engagement in the process. In 1996, John Abbott's perspective has shown conscientisacion as a prerequisite for empowerment.

The term "concsientisacion", as mentioned in Abbott's 1996 (p.19), refers to "learning to perceive social, political and economic contradictions and to take action against the oppressive elements of reality." He supported his concept by Freire's (1972) statement that "every human being ... is capable of looking critically at his world ... Provided with the proper tools ... he can perceive his personal and social reality as well as the contradictions" (John Abbott, 1996 p.19).
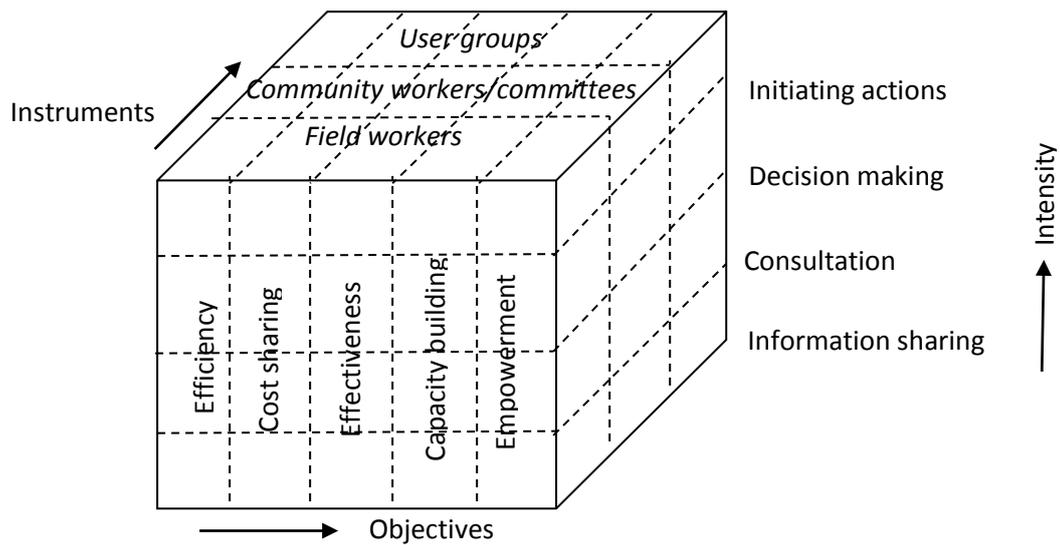
Figure (3.1): Pual's Three Dimensional Matrix of Participation Objectives, Intensity and Instruments.
Source: John Abbott, 1996 p.38

Despite Abbott's focus on conscientisacion as the first phase of empowerment, he stated that empowerment creates conflicts and contradictions between the community and the government. Therefore, he characterized empowerment through the government's role in creating community dynamics and having an effective role of external actors.

Another topic that has become a result of community participation is the capacity building of governments and municipalities. This supports a vital role of municipalities in inter-coordination between all related parties in the development process including local communities (Cullingworth and Caves, 2003).

Nick Wates (2000) explores benefits that could be gained when people are involved in shaping their cities, towns, and villages. The following objectives include some of Wates's contribution, in addition to those concluded by literature:

- Additional resources; which are not limited to financial, but also include human resources and time.

- Consensus upon better decisions; by involving all related actors in the process that could enrich and initiate concepts, or participate in a better formulation of existing decisions.

- Building community (ies) and its capacity; as a result of consensus decisions that create community sense and could be improved to find Community Based Organizations (CBOs) or Non-Governmental Organizations (NGOs).

- Empowerment, of the community in general and marginalized groups in specific; through educating locals and creating conscientisacion that leads to the need of change for a better quality of life.

- Democratic credibility; which is part of the Millennium Development Goals (MDGs) and an indicator of the good governance. It helps authorities to legitimize their decisions.

- Satisfying public demand, if the government is properly responsive to community needs and decisions. Community key-powers will start to highly cooperate with officials, and thus creating better understanding of different parties with their capabilities and limitations.

- Sustainability of projects, which are created and followed-up by the local community. This creates community feeling of belonging to projects, and maintaining them to avoid the need for costly replacement. Besides, Projects will be sustained irrespective officials or institutions change.

On the other side, literature also points to a principal debate about community participation. The scene of participatory approach is not always optimistic; some perspectives believe that this approach slows down the development wheel, by having various opinions even of those who are not aware of development processes, or those who have their own agendas.

From this perspective, participation can also cause the failure of some strategies that were formulated by professional experts. In other words, it is seen a waste of time and cost that is required for engaging local communities in decision making process (OECD[9], 2001).

Some officials stand against this approach, too. It is believed that participation-based projects may have principal conflicts at some points, which impede development process, and widen existing or create cracks between local communities and the government (Nelson and Wright, 1997).

3.4.   Levels of Community Participation in the Decision Making Process.

Moser pointed that up to the 1980s, authors, through the multiple definitions of community participation, spread confusion in recognizing the essence of community participation (Abbott, 1996). They added their own key terms, which, in some cases, gave a completely different meaning.

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[9] Stands for the Organization for Economic Cooperation and Development

The issue of conflicting terminology was partially resolved by Paul in 1987, who, according to Plummer (2000), formulated the conceptual framework of participation through defining objectives, intensity, and instruments of community participation.

Plummer (2000) also highlighted the value of Paul's work since he segregated the intensity; i.e. the degree to which affected people become involved in a project depending on the objectives of this project. Participation intensity in Paul's framework has four levels: information sharing, consultation, decision making, and initiating actions (Figure 3.1).

Abbott (1996) indicated that Paul's options were based on Arnstein's (1969) ladder of participation (Figure 3.2). Sherry Arnstein describes participation in terms of series of community inputs into the decision making process. Each rung of the ladder represents the extent to which citizens have power "in determining the end product" (Sherry Arnstein, 1969 p.217), which could be a project or program.

8	Citizen control	}
7	Delegated power	Citizen power
6	Partnership	
5	Placation	}
4	Consultation	Tokenism
3	Informing	
2	Therapy	}
1	Manipulation	Nonparticipation
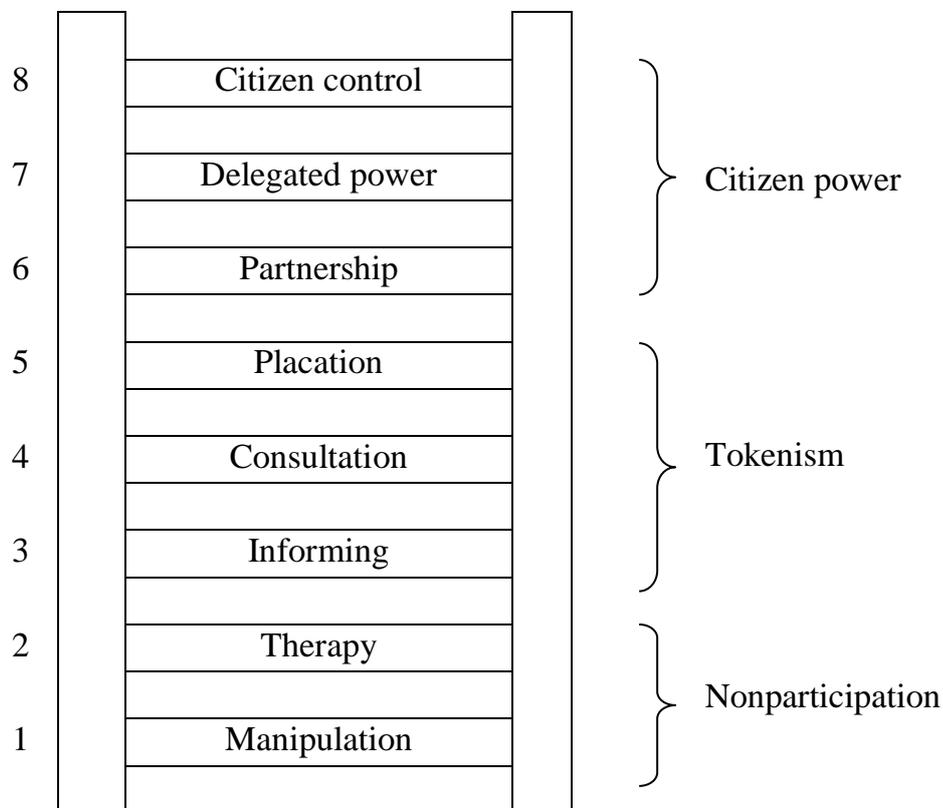
Figure (3.2): Sherry Arnstein's Ladder of Participation.

Source: Sherry Arnstein, 1969 p.217.

Table (3.1) contains levels of participation according to three authors; Paul (1987), Plummer (2000), and Wates (2000). All levels could be placed on or between Arnstein's eight rungs; she indicates that "in the real life there might be 150 rungs with less sharp and pure distinction among them" (Sherry Arnstein, 1969 p.217).

The conclusion of community participation levels in literature according to table (3.1) can be summarized in six levels starting with the lowest up to the highest:

	Paul (1987)	Plummer (2000)	Wates (2000)
Low Level		Manipulation	
	Information Sharing	Information Participation	Information
	Consultation	Consultation participation	Consultation
	Decision Making	Co-operation Participation	Partnership
High Level	Initiating Actions	Mobilisation Participation	
			Self Help

Table (3.1): Levels of Community Participation according to Paul, Plummer, and Wates

Source: Researcher, 2009.

1- Manipulation: community participation in this level is included for non-participation reasons, such as getting free labor, cost recovery, political gain, or meeting donor conditionality. There is no participatory decision making in this level, but it manipulates communities to obtain agreement to interventions or human and financial resources.

2- Information sharing: it is a one-way flow of information, in which authorities initiate, plan, implement and maintain projects and programs. Communities in this level are given controlled information, and decisions are unlikely to be changed; people do not have the opportunity to influence procedures or decisions. Feedback is also not required.

3- Consultation: in which authorities initiate actions and plans with or after community consultation, then implement and maintain actions with the

consultations. Projects' ownership is shared in this level between the two parties in low degrees.

4- Decision making partnership (cooperation): stronger form of shared working and decision making. Authorities and communities jointly initiate, plan, implement, and maintain actions and projects. In this level, communities are engaged in the whole process from the early stages.

5- Initiating actions (mobilization): the community takes the lead in decision making process, and the government responds to community's efforts, or produce facilitations for the community to act its own actions. This level of participation lessens the power and authority of the government, which may participate in resources according to the community needs.

6- Self-help: in which communities take initiatives independent from external institutions (i.e. government). Communities initiate actions, and then design, implement, and maintain projects and programs on their own. This level may or may not challenge existing distribution of wealth and power.

As shown in Figure (3.3), participation may be viewed through a diagram of participation with manipulation at one end and self-help at the other. Depending on participation levels, complexity of conflicts on power may increase between local communities and the government.
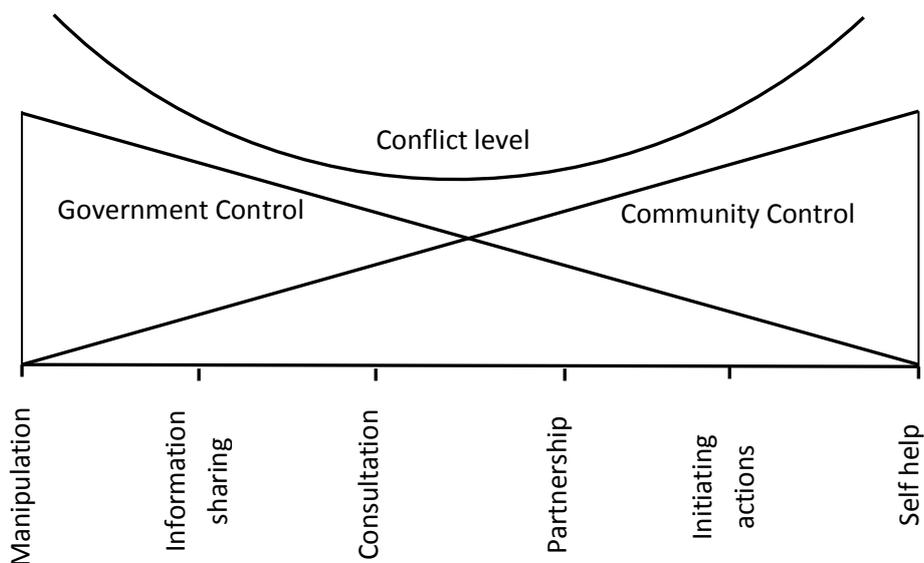
Figure (3.3): Diagram of participation.

Source: Researcher, 2009.

For the purpose of engaging local communities in development processes, manipulation will not be considered in this research. Five levels will stand in the study for the benefit of achieving participation in the management of heritage buildings.

Depending on the scope, effect, and objectives of the development processes and initiatives, levels of participation are to be determined. Therefore, since buildings in the city of Al Salt are privately owned, the participatory approach in this research is willing to consider high levels of participation according to field studies and goals of the research.

3.5.   Tools and Techniques of Community Participation.

Delineating specific tools for the participatory approach has generally not been accepted for the conceptual framework of participation, which is flexible in its nature. But it is still accepted to mention some most appropriate tools for the objective of building consensus framework for development processes and initiatives, which are characterized by having various categories of stakeholders.

Tool selection depends on the situation that the participation entity faces. "Objectives of the process" is the first aspect which affects tool selection by determining whether the objective is to inform citizens or to receive their feedback (consult). Objectives also may require engaging communities in some parts or the whole process. In this case, tools of active participation (partnership, initiating actions, or self-help) will be used.

The second aspect is the public (community) themselves; they may accept one tool but not the other. Besides, their size also affects tool selection. The third is required resources; time, human, technical, and financial resources are needed for community participation, in different amounts. Thus, according to available resources, tools will be selected (OECD, 2001).

Using the participation handbook of the OECD (2001), different tools and techniques of participation are listed according to the level of participation they achieve. In some cases, and according to the aspects clarified before, techniques of participation may be appropriate to more than one level.

a. Information Sharing

When informing citizens, governments use one-way relation tools such as access to official documents, by sending copies of certain documents by mail, or making documents available for citizens. Another one-way relational tool, questions and answers, is considered a useful source of feedback. In addition, governments may employ reports, handbooks, guides, brochures, leaflets and posters, to disseminate

specific information in a manner that is accessible and attractive to their citizens. Events and exhibitions, such as conferences and campaigns, can also be used to bring information to citizens through using and combining other tools including audiovisuals.

Many other tools can also be used in this one-way manner like films, advertising, press releases, information centers, and cooperation with Civil Society Organizations (CSOs). However, for information tools, it is necessary to ensure that information reaches the public with the right messages, in an attractive way.

b. Consultation

The relationship between the government and its citizens is a two-way street. Citizens respond to a government's invitation regarding a specific issue, and come up with suggestions that might be useful for policy makers. Consultation tools necessarily include feedback mechanisms.

Consultation tools include letter boxes and Information Management Software, questioning, listening, periods of comments, and actions. The government may define a period of time for questions, comments or appeals from citizens for a specific planned activity. Supporting techniques could be used in this tool such as a toll-free telephone or service points in some focal points of the city.

Other tools that enhance the two-way information exchange are focus groups, surveys and polls, public hearings, open hours, and citizens' panels. When choosing tools of consultation to receive feedback from citizens, the participation entity should announce consultation for citizens to be able to voice their views.

Procedures of participation should also be selected appropriately, and all citizens must be represented. Use of participants' input in the very beginning phases strengthens the government-citizen relations. This requires tight planning for participation to avoid time consuming delays in policy making.

c. Decision Making Partnership (Cooperation)

At this level, citizens are partners with the government in each aspect of the decision including the development of alternatives and the identification of solutions. Many tools are considered for this level of participation such as open working groups, participatory vision and scenario development, joint venture, taskforce teams, management committees, and advisory groups/committees.

In partnership tools the government should deal with the diverging interests of different groups. Thus, it is necessary to have a successful planning and

management for tool implementation. Legislations are also of high importance to contribute to or, at least, to observe the participation process in order to enhance legal procedures and decisions made by participants.

d. Initiating Actions

Tools of this level help communities to make independent decisions, and use the government as the only or one of the available resources. Citizens might or might not be authorized from the government to decide. Besides, Non-Governmental Organizations (NGOs) could play an effective role in substituting the management and logistical role of governments in conducting and arranging participation activities.

In order to stimulate the local community to initiate actions, many tools could be considered for this purpose. Examples of such tools are consensus conferences, citizens' Juries, authorized panels, referendums, and evaluations by stakeholders.

The responsible party for conducting events related to participation tools should take into consideration balance and fairness in the process to avoid manipulation or negative consequences may result from the dominancy of one party, which may not represent the community desires.

e. Self-Help

At this level a group of the community stands in the planning and management of one of the previous tools regarding a specific issue or general policy of the government or of the context in which they live. Discussions and recommendations are the community's responsibility. This group could be an NGO, a CBO or a group of individuals. The responsible group may benefit from experts or facilitators in implementing the tools.

"Dialogue processes" is a tool that is usually used in early stages of self-help participation. Resulted objectives from the dialogue will be achieved through one or more of tools specified by participants, such as a series of interactive workshops.

3.6.   Selection of Stakeholders

In the participatory approach, it is necessary to address a group from the public that has a direct interest in the issue. This group could be made up of individual citizens or Community-Based Organizations (CBOs) or both. In countries where many official institutions handle sectorial development processes, it is necessary to engage these institutions in the process if they could have a hand or input in the initiated process.

The group from the public is made up of stakeholders; those segments of the community that are affected by or have a "stake" in the decision. Stakeholders include citizens, service providers, consumers (users), CBOs, NGOs, funding sources, etc. (Corder/Thompson & Associates, 2002).

When defining stakeholders, it is important to be specific in the selection criteria and then review their characteristics to enhance their efficiency in the process, and thus their ability to match objectives (OECD, 2001). Balance of participants in terms of backgrounds, gender, entities and individuals assists in balancing output. The goal of a specific activity specifies level of participation.

Selection criteria of participants might be published to add the credibility of the participatory approach. Sometimes it is discovered that a group of interest is not represented. In this case, the unrepresented group should be engaged even in later phases in a way that participants or organizers decide.

One of the most important considerations for participation is the group size. Manageable groups help in stimulating participants to contribute effectively in the process and foster creativity in solutions provision. The optimum size group according to Corder/Thompson & Associates (2002) is between 8 and 20. This number may vary according to the tool used in the process.

Not all stakeholders may want to participate in the same tool. These differences could be related to differences in the time they have, or threats or advantages related to the discussed issue. In addition to a variety of tools, creating different roles in the process can be an effective strategy for involving different stakeholders, who want to have a specific level of involvement. They could be observers, or provide input to a representative, or prove written input.

3.7. Evaluation of Participation Activities

Evaluation means simply to assess the value of a specific action or object. According to Germann, D. et al (1996 p.15,16), Feuerstein (1986) pointed to evaluation in participation as " a way of looking at program activities, human resources, material resources, information, facts and figures in order to monitor progress and effectiveness, consider costs and efficiency, show where changes were needed, and help to plan more effectively for the future." Therefore, it helps the organizer to know the extent an activity was successful.

The judgment on a specific activity through evaluation is concerned with four main dimensions (Port Macquarie-Hastings Council, 2009):

a. Efficiency of the activity in terms of cost-benefit analysis, level of performance, time, and budget.

b. Effectiveness of collected information and the degree of community engagement in the initiative or policy feedback. If the participation process includes facilitation, effectiveness of the facilitators' performance should also be assessed.

c. Appropriateness of the tools used in participation needs to be evaluated in terms of the channels of information delivery and feedback, besides the identification of stakeholders.

d. Impact of participation is to be assessed to explore if better decisions have resulted, trust has been fostered, and the commitment of implementing decisions has been established.

Consequently, findings of the previous four dimensions are listed for any future process or initiative. According to the OECD (2001), many tools are used to evaluate the participation process in order to measure success:

- Informal reviews, through informal contact with CBOs and citizens, and also through open discussions with staff within the government. This tool can be formalized into workshops to deliver systematic information and give better indications on the success of activities.

- Collecting and analyzing quantitative data, such as the amount of complaints and proposals received to be categorized according to fields of services. Later on, the government may establish standard procedures and measurements.

- Participants' surveys and public opinion polls; can reveal information about citizens' views in their contact with the government. It also helps in the evaluation of the success of activities.

Governments usually carry out evaluations by themselves. They can ask independent experts to take evaluation responsibility to obtain more neutral perspectives on governmental activities.

3.8.   Framework of the Community Participation Toolkit

Many entities look to engage communities in the decision making process. The "know how" is usually an obstacle for initiating participation, especially with the scarcity of expertise in some countries or cities. Therefore, it is necessary to have guidance for community participation that includes procedures of community engagement at different levels using various tools.

The purpose of a community participation toolkit is to provide concerned entities with practical guidance to undertake different levels of participation. It outlines the tasks that should be undertaken, and provides appropriate approaches to achieve participation activities. Moreover, the existence of a toolkit ensures the correct understanding of the principles, planning, and implementation of the negotiated policies or issues (United Nations, 2007).

Many parties have developed toolkits for engaging communities in policies and programs. This includes central and local governments, parliaments, donors, development agencies, public and private firms, etc. These toolkits attempt to draw a clear step-by-step approach in different methods and frameworks.

When formulating a toolkit for urban issues, it is necessary to aim at both public and civil society organizations, and also be user-friendly through the ease of use and handling of practical considerations. This research analyzes three toolkits for three different entities: the toolkit for civic engagement in public policies by the United Nations (2007), the guide to community participation (Toolkit) by Port Macquarie-Hastings Council (2009) in Australia, and the participation handbook by the Scottish Parliament (2004).

In general, community participation toolkits are divided into four to five planning phases of a logical sequence for enhancing a successful participation of communities and stakeholders.

1. The Introduction: it starts with an introduction including background, objectives, framework and how to use the toolkit.

2. Selection of Participation Level: determination of the level of a policy or the program's impact helps in the determination of participation level. Different criteria and guides could be developed to ascertain the appropriate required level of participation. Table (3.2) shows how the toolkit may help in the determination of participation level.

Level of impact	Level of participation generally required	Criteria (for determination the level)	Examples

Table (3.2): Determination of the Level of Impact

Source: Port Macquarie-Hastings Council, 2009

3. Selection of Participators: Based on these levels the organization moves to the issue of "whom to engage." Stakeholders' roles are to be specified at this phase of the participatory approach. Some toolkits such as the United Nations Toolkit (2007) create a stakeholders analysis (Table 3.3) to focus on those having special importance, if required.

Stakeholder groups	Interest(s) at stake in relation to project	Effect of project on interest(s)	Importance of stakeholder for success of project	Degree of influence of stakeholder over project

Table (3.3): Stakeholders Analysis Table

Source: United Nations, 2007

4. Selection of Tools of Participation: Selecting the appropriate participation tool(s) is one of the essential issues that a toolkit discusses. Which tools are selected depend on the level of impact, level of participation, number of participants, phase of the project (policy), and thus the desired form of outputs.

A matrix could be developed that presents the tools' appropriateness for various levels of impact and participation. However, this part of the toolkit is controllable according to the purpose of the toolkit itself. Table (3.4) includes a tools matrix that could be used.

Type of participation (level & technique)	Level 1: high impact (general)	Level 2: high impact (local)	Level 3: Lower impact (general)	Level 4: lower impact (local)

Table (3.4): Matrix of Participation Tools

Source: Port Macquarie-Hastings Council, 2009

5. Planning for Participation: Planning and implementation of participation should consider the timing of the activity and its schedule, as it is shown in Table (3.5), in addition to promotion, representation of stakeholders and the budget.

Accomplishment	Activity	Timeframe (day/week/month)							
		1	2	3	x	x	x	x	x

Table (3.5): Work Plan Table

Source: United Nations, 2007

Similarly to any other planning process, resources are to be allocated in this phase considering requirements of a successful implementation. Prediction of participants' reactions to different scenarios could help in deciding the most appropriate approach for achieving the objectives.

6. Evaluation of Participation: this part includes the process evaluation, outcomes of evaluation with their evidences, forming evaluation findings, and lessons learned from the process to benefit future activities. Responsible parties for participation should be neutral in the evaluation to reflect the actual results in this phase. Therefore, it is preferable to formulate indicators or outlines of evaluation criteria before starting the participation activity itself.

Moreover, some toolkits include principles and conditions of success that might be added and recommended to the entities that intend applying participation. Also, references for the participatory approach and techniques will highly support the toolkit and assist organizations in the provision of further information.

In summary, the community participation toolkit guides for "what to do" and "how it can be done." Therefore, the sequence of a toolkit plays a vital role in the success of implementing participation activities. Stakeholders may not be at the same level of importance according to the project's type and the level of its impact, and thus should not be expected to have the same level of participation.

The mentioned sequence of activities will be considered in engaging stakeholders of the research's pilot case, and accordingly, the approach of this participation will be used in developing a toolkit for participation in rehabilitating heritage buildings of the city of Al Salt.

Summary

Engaging local communities in decision making requires the willingness from authorities' side to effectively conduct activities related to educating and involving citizens on the issues of participation. Despite the critique of community participation regarding time and budget consumption, it still legitimizes political and development decisions and increases credibility of works and activities through practicing democracy in community-related issues.

Based on the objectives of participation activities, authorities can determine preferred levels for community engagement. These levels vary from just informing participants to effectively assist them to formulate and implement their own initiatives. Five levels have been identified in this research; each level can be practiced through a group of tools and techniques according to available resources: time, human, technical, and financial resources.

Participatory approach is a continuous process that needs adjustments and adaptations based on the evaluation of practiced activities. Authorities need to evaluate participation in terms of compliance between expected and gained results on one hand, and the participation of various stakeholders on the other. Stakeholders should be selected representing different categories to enhance success of the initiative via a variety of perspectives.

CHAPTER FOUR: MANAGEMENT OF CO-OWNED BUILDINGS

The city of Al Salt, with its complications regarding the ownership of buildings, has led to research on the ownership of buildings. Building ownership is dealt with in literature as legal subject without regard towards the special considerations of heritage buildings. In addition to literature, legislations also generalize definitions and types of ownership to include all properties.

In some cases, such as the German Civil Code (Bürgerliches Gesetzbuch), the term "possession" (in German Language: Besitz) is used to indicate for "ownership." Since both terms are used for the same purpose by legislators, the research also considers "ownership" and possession" having the same meaning, and will use the term "ownership."

All legislations studied in this research give almost the same definition of ownership. The French Civil code has adapted the Roman definition of ownership (dominium[10]) as "the right to use and to dispose of one's object to the extent allowed by law and reason" (Lei Chen, 2007 p.10).

Indeed, many countries grant the right for using and controlling owned objects, but also set limitations for this use. The German Civil Code (Bürgerliches Gesetzbuch) states in Law of Property that ownership (Erwerb des Besitzes : Acquisition of Possession) of a thing "is acquired by obtaining actual control of the thing" (Bürgerliches Gesetzbuch, §854) and allows this control "as long as it is not limited by law and rights of private persons" (Lei Chen, 2007 p.10). Similarly, the Swiss Civil Code considers limitations according to related legislation.

Jordan Civil Law No.43 Year 1976 defines "ownership right" as the "owner's authority to absolute control his owned (thing) and make use of its benefits and products within the (Islamic) religious limitations" (Jordan Civil Law, Article 1018). Limitations of use have been clarified also in Article 1021 of the same law by restricting the right of ownership in case of "causing negative impact on others or violating laws related to public or private benefit."

It is expected that the word "thing" has been used in legislations despite its generality, and this generality might be required in such cases to characterize these legislations with flexibility and comprehensiveness regarding many issues in the citizen's life. However, based on articles of related legislations in the mentioned countries, ownership could be defined as the right for controlling an object or thing, and making

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[10] This word clarifies origins of the word "condominium", which indicates for shared ownership, and will be presented in a later section of this chapter.

use of its benefits within restrictions and limitations stated by related legislation or other regulatory principles.

More details of ownership go beyond its definition; ownership is practiced by people according to legal conditions might differ from a country to another. Besides, ownership can be legally acquired and transferred in one or more of the three ways mentioned by Oregon State Bar (2006, p.75).

The first is through sale, which must have a deed (i.e. contract for land sale), the second is giving ownership away during the lifetime (e.g. gift), in which the old owner (called donor) is not paid for transferring the ownership. The last way is transferring ownership upon death such as inheritance and will (Oregon State Bar, 2006).

Each manner of ownership transfer has its own cases, details, considerations, and treatment of which is beyond the scope of this research, but in general, it is necessary to have a proof of ownership through "a certificate, deed, bill of sale, contract or other document" (Goetting, 2011, p.1).

4.1.   Forms of Ownership

The definition of ownership and the way ownership is acquired is agreed upon by different authors and legislations. Forms of ownership receive different classifications according to the methodology used by each author. Authors are usually affected by legislative inclusion and definition of ownership forms, which differ from one country to another, and sometimes inside the same country.

In the property Code (2007) of China's socialist system, which does not consider ownership of individuals, three types of properties are considered: private property, state property, and collective property. Despite the communist regime, the private property includes residential units.

While the state property includes properties of public service and use besides natural resources, the collective property includes cultivated lands in rural areas, as well as forests, unoccupied lands, and community facilities in rural areas, etc. (Lei Chen, 2007).

Even in this socialist system, allowances have been made for the "commercialization" of state properties through transfer of rights, according to Lee Chen (2007). However, such details will not be clarified in this research due to the different system of ownership in Jordan. Yet the next section will make use of this system to consider the management of co-owned properties.

In the capitalist system of the United States of America, for example, MontGuide of Montana State University describes three forms of ownership in Montana State; sole ownership, tenancy in common (both consider number of owners) and joint tenancy, which considers number of owners as well as restrictions based on lifetime (Goetting, 2011).

Oregon State considers four forms (types) of ownership. Like Montana State, there are forms of sole ownership, ownership in common (another term for tenancy in common), and survivorship estate (another term for joint tenancy). It also adds the form of life estate, in which the owner does not have the freedom to sell or divide the property during his/her lifetime (Oregon State Bar, 2006). However, tenancy in common and joint tenancy have been classified by Goetting (2011, p.2) as forms of co-ownership since they explain ownership of more than one owner.

Generally speaking, legislations consider two factors in defining forms of ownership: number of owners and ownership related to lifetime of the owner. **Sole ownership** involves all the rights to a property being held by a single individual, who may generally do as he/she pleases during his/her lifetime. This form of ownership can be included in a will and be distributed according to the legal inheritance procedures in a specific country (Oregon State Bar, 2006 and Goetting, 2011).

Wills in Jordan consider Islamic principles, which prevent the owner to donate more than one third of the total legacy to person(s) other than heirs. If a will includes one or more of the heirs, then all heirs should approve this will (Jordan Civil Law, Articles 1125-1130).

 Ownership in common (tenancy in common) is a form in which more than one owner share a property, but each one's interest in the property is undivided; no one of the owners can claim for specific part of the property, but every owner has the right to transfer or donate his/her share or include it in a will. After the lifetime of the owner, heirs or recipients of a donation own this share.

This form also is called "undivided co-ownership" by Dupré Bédard Inc. (2007), which differentiates divided co-ownership in the case of physically defining shares in the property. Condominiums[11] are a case in which divided co-ownership applies; owners have a common residential property but also their own defined units for their use and control within this property. The case of condominiums includes undivided

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[11] "The condominium contemplates a combination of independent three dimensional units and common elements, such as the land, site improvements and recreational amenities" (Wendell A. Smith, n.d. p.1).

co-ownership too, when it relates to the public facilities that all owners have the right to use, but cannot make a claim for a specific part of the facility.

Another form that includes more than one owner is **survivorship (joint tenancy)**. In this form, two owners or more jointly own a property and when a joint owner dies, his or her interest passes to the other joint owners. Survivorship is a form usually used by married couples or a family (father and sons/daughters), where a joint owner cannot include a joint owned property in a will; the joint contract has the priority (Goetting, 2011).

The last form, which is **life estate ownership** is used in Oregon State and mentioned by the Oregon State Bar (2006). In this form, the owner can keep interest in the property during his/her lifetime, but decide the next owner by the life estate. Ownership of life estate may also apply to more than one owner respectively through being included in a will; the owner can include ownership during the lifetime of next owner, and also the one after.

In Jordan, legislation considers the general rule is the sole ownership (individual ownership), and then defines other three forms that intersect with some of previously mentioned forms. The three forms are: co-ownership, household ownership, and ownership of floors and apartments (Jordan Civil Law, Articles 1030-1074).

Co-ownership in Jordan legislation has the meaning of ownership (tenancy) in common. The civil law considers owners having equal shares unless there is a proof clarifying shares of each. Survivorship (joint tenancy) is not included in Jordan legislation due to the inheritance principles and limitations of a will, yet the form of household ownership achieves joint control principles.

Owners of at least three-fourths of total shares have the right to decide for the commonly owned property or object. Within two months, they have to officially notify other owners with their decision, who can claim at courts in case of objection (Jordan Civil Law, Article 1035).

Article (1040) of the law indicates that co-owners can split (divide) their shares to identify individual ownership through collective agreement by all owners, or through procedures at a court. In both cases, resulted splitting should comply with other laws (such as the planning law and regulations) and be registered officially in the government's records.

In case of obstacles which prevent splitting, owners can receive benefit from the common ownership by splitting through time or place. For instance, if urban regulations prevent splitting a plot for smaller parcels, owners can agree on non-

official splitting of the property by specifying parts for the use of individual owners, or they also can agree on using it for a period of time by each owner individually. Heirs have the right in this type of use as well as their right in the property itself (Jordan Civil Law, Articles 1054-1059).

A special case of co-ownership in Jordan is that of compulsory co-ownership, in which a co-ownership is made for a specific purpose that requires durability of co-ownership without an ability to inherit or include in a will. This form of co-ownership is called (Wakf).

Wakf is usually made to use a property for charity and religious functions such as a mosque or for social tribal purposes such as a family gathering house (in Arabic, diwan or madafa). In all cases, Wakf should have a management and representative entity, committee, or individual that is appointed by co-owners or the court (Jordan Civil Law, Articles 1233-1248).

Another form of ownership in Jordan is that of household ownership. In this form, all members of a household may agree by writing to establish this form of ownership for a period of time that does not exceed fifteen years. Partners are not allowed to divide ownership before the specified time, nor can any owner sell shares to anybody from outside the household unless receiving prior approval from all owners. In the case of a member's death, the principle of inheritance and will applies to his/her shares (Jordan Civil Law, Articles 1062-1065).

The ownership of floors and apartments is the third form mentioned in Jordan Civil Law (1976, Articles 1066-1074). Similar to the concept of a condominium[12], this form combines co-ownership of the property and its facilities, and specify individual ownership of defined units in the property.

In sum, ownership can be classified in two main categories; individual ownership, in which one owner owns and controls, and co-ownership, in which more than one owner owns the property, and they have to decide consensually on its decisions.

The category of individual ownership includes sole ownership and life estate, while the category of co-ownership includes ownership (tenancy) in common (in Jordan called co-ownership), survivorship (joint tenancy), household ownership, and condominiums, which, in Jordan, is called ownership of floors and apartments.

Table (4.1) summarizes the different forms of ownership based on considerations in defining each form: type of ownership (individual or co-ownership), restrictions of the

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[12] Will be discussed in the next section

owner's life time, and possibility of, inheriting, including in a will, dividing, or splitting, in addition to applicability of these forms in Jordan considering legislation, which is based on Islamic principle.

The case of heritage buildings in the city of Al Salt deals with the ownership (tenancy) in common and co-ownership as referred to Jordan Civil Law (1976). The main reason for being co-owned is inheritance by more than one generation in many cases, which has caused the large number of owners (Lina Abu Salim, 2009).

With the existence of multiple owners that have the control and right of use, management of a co-owned property requires regulating, especially in case of large number of owners, who cannot divide and define their individual ownership and shares.

Type	Ownership Form	To Divide	To Inherit	In a Will	Related to Lifetime	In Jordan
Individual	Sole Ownership	Optional for the owner	Yes	Yes	No	Yes
Individual	Life Estate	No	No	Yes	Yes	No
Co-ownership	Ownership in Common Tenancy in Common Co-ownership (Jordan)	Limitations of shares, area, legislation, etc.	Yes	Yes (in Jordan; less than 33% of the legacy)	No	Yes
Co-ownership	Joint Tenancy Survivorship	No	No	No	Yes	No
Co-ownership	Household Ownership (Jordan)	No	Yes	Yes	No	Yes
Co-ownership	Condominium Ownership of Floors & Apartments (Jordan)	Some parts	Yes	Yes	No	Yes

Table (4.1): Ownership Forms
Source: Researcher, 2011

4.2.   Condominium and the Management of Divided Co-ownership

Literature provides some cases in which co-owners have managed their property by considering all owners participation in decisions, in addition to their participation in financing these decisions. These cases are not consistent with Al Salt heritage buildings, in which co-owners may own small shares in a property of a small area.

The concept of a condominium is the most popular case for managing co-ownership, according to Samuel Sherer[13] (2011). Despite the fact that it requires defining boundaries of every partner's ownership, which is not the case of this research, the management system of a condominium will be studied and analyzed by considering legislations in many countries.

In the condominium "each owner of a fraction has the exclusive ownership of a private portion of the immovable, and has an undivided right of ownership, that is, a share proportionate to the relative value of his fraction, in the common portions of the immovable. The common portions belong to all the co-owners" (Dupré Bédard Inc., 2007 p.1). The common understanding applies condominium to residential use, but Wendell A. Smith (2011) points that it also may apply to commercial uses attached to a residential complex.

An example of the condominium is a residential building, in which apartments (units) are owned by individuals in divided ownership. Public facilities and services of the building, such as security facilities, an entrance lobby, elevators, garbage collection, recreational facilities, etc., are co-owned and the shared responsibility of all the owners. Undivided co-ownership is accomplished through fractional shares, each co-owner has undivided right equals to his share of the divided ownership (C.G. van der Merwe, 2008 and Gaynor and Holl, 2005).

In this form, a regulatory framework is required to define relations of co-owners and include their responsibilities and rights. According to van der Merwe (2008), this lead Johannes Bärmann, one of the fathers of the German Condominium Act (Wohnungseigentumsgesetz, 7[th]ed. 1997), to consider apartment ownership as consisting of three aspects: "(1) individual ownership of an apartment, (2) joint or common ownership of the common parts of the scheme, and (3) membership of an incorporated or an unincorporated management association" (C.G. van der Merwe, 2008 p.14).

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[13] Sam Sherer is an Architect holding Masters in Urban Legislation, and a Legal Consultant for AECOM Ltd. in its Urban Planning Project in Jordan (2010-2012). He also has a good experience in Jordan Legislation through working in different projects between 1984 – 2012

Based on Johannes Bärmann's consideration of the condominium, a management association has been found to be an appropriate approach for managing and controlling co-ownership; membership in the association is linked and restricted to ownership of apartments in the property. Other countries, in addition to Germany, have legislated the necessity of founding such body to regulate maintenance, development, and different related issues to co-owned properties.

In China, the Property Code (2007) states that individual owners compose owners' association responsible for managing and administering buildings and facilities. They all participate in decisions, which are binding on all the apartment owners (Lei Chen, 2007).

Regionally, in Morocco, the Law of Regulating Co-ownership of Built Properties (2002) enforces founding a co-owners union representing co-owners, responsible for maintaining the property itself, and managing common facilities. The law also enforces membership of all co-owners and their participation in decisions related to the property (Articles 13 and 14).

Article (8) of the law obligates co-owners to develop a by-law which should consider purpose of the property. Otherwise, co-owners will use the by-law template issued by related authorities. In both cases, the by-law should include architectural drawings showing individual and common parts of the property (Article 10). Co-owners, in a meeting, will elect or hire a two-year representative (mandatory) and a deputy. The mandatory could be a co-owner or any other individual or firm. Decisions in this regard and any other issue should be taken by the majority of members attending the meeting (Article 19).

Similar to legislation in Morocco, but lesser in details and in enforcement, Jordan Civil Code (1976), in Article (1075), and Egypt Civil Code (1948), in Articles (862-869), do not force but enable co-owners of flats and floors, upon their agreement, to establish a co-owners union that might aim to construct or purchase properties, and distribute shares to the members.

In Egypt, the union might develop a by-law to utilize and manage the co-owned property. Without a by-law, the co-owners union is the authority on co-owned parts of the property through decisions made by the majority of members based on their shares.

Gaynor and Holl (2005) have developed a proposed regulation of sixteen articles for divided co-ownership in Egypt. Upon official registration of co-ownership declaration, their proposal considers co-owners as "a body constitute a legal person, called an association of co-owners, the objects of which are to preserve, maintain and

manage the common property, protect the rights appurtenant to the co-ownership, and to take all measures in the common interest of the co-owners" (Gaynor, Richard M. and Holl, Justin T., 2005 p.24).

In their proposal, they give the co-owners' association responsibilities related to the management of the property. Moreover, the proposal is flexible enough to include activities mentioned by a co-ownership act, and other activities exercised under the laws of Egypt for "legal entities of the same type as the association" (Gaynor, Richard M. and Holl, Justin T., 2005 p.29).

However, the proposed regulation also includes the possibility to terminate the divided co-ownership upon a decision by 75% of co-owners, who have to own at least 90% of the fractional shares. Their decision requires official procedures as well as registration of the divided co-ownership. Liquidation of the association considers rules of Egyptian law regarding the liquidation of legal persons.

As a result, legislation of managing co-ownership in China, Morocco and Egypt have created an official or non-official body that includes all co-owners in its membership. Through this body, decisions can be taken and activities can be managed, considering representation of all co-owners. Previous legislations have dealt with the divided co-ownership, which is different in its form from the undivided co-ownership in the City of Al Salt. However, the similarities between both can be utilized by the creation of a management body that will seek consensus on decisions by all co-owners.

The countries which have been studied create a union or an association that aims to regulate relations of co-owners and provide services for individual units, while in the case of heritage buildings in Al Salt such a union must also aim to use or optimize the current uses and functions in these buildings. This takes into account the multiplicity of owners in regard to the property total area, which causes small fractional shares that do not allow owners to occupy the building by themselves.

4.3. Management of Undivided Co-ownership

As discussed in last section, the condominium consists of two parts owned by co-owners, the first part is a divided co-ownership, in which every individual manages and controls his/her individual shares. The second is an undivided co-ownership, in which all co-owners have fractional shares, and no one can claim the right for individual control upon the co-owned component. The case of undivided co-ownership in a condominium is similar to the undivided co-owned heritage buildings in the city of Al Salt, in which fractional shares belong to many co-owners.

Undivided co-owned parts in the condominium are managed by the co-owners association, in which co-owners are members. The co-owners' association is governed, in some countries, by a by-law that clarifies its membership, management, audit, authorities, responsibilities, and its termination.

The association, however, does not own, control or manage the entire building; its responsibility is restricted to some parts only that are undivided and co-owned. Furthermore, the scope of work of the association is limited that does not allow it to practice activities beyond the management of the co-owned parts or, on the larger scope, construct or purchase buildings to transfer to co-owners.

The research has made use of co-owners association in gathering fractional shares under one management body within a structure of management that allows all co-owners to participate in decision making, conserve their shares, and sometimes use these shares in defining a required majority for a decision.

Though the co-owners association in a condominium does not address properly the research problem, it illustrates that solving the problem through gathering fractional shares and creating a representative management system could be accomplished along the following lines:

1. Including all co-owners in the association membership.

2. Reflecting fractional shares of owners through their membership.

3. Restricting membership to those who are considered a legal persons (officially registered and has the ability to sign agreements, claim, judged, etc.).

4. Utilizing buildings for the benefit of co-owners.

5. Practicing various activities including different types of legal projects.

6. Hiring officers and consultants, and

7. Owning assets.

Since legislation in Jordan does not provide a clear institutional framework for co-ownership, Jordan legislation of associations will be studied to explore available types that satisfy requirements of an official body that gathers co-owners and their fractional shares, in addition to achieving consensus upon decisions related to heritage buildings.

4.4. Associations in Jordan

Two laws in Jordan define two types of associations. Law of Associations (No.51 Year 2008) defines and clarifies conditions of non-profit associations based on voluntary work and charity activities. This type is not allowed to target benefits or achieve any interest of any of its members, or for any one individual. Political goals are not within the scope of this type, either.

For the purpose of co-ownership management, voluntary associations are able to include co-owners as members, and as a legal person, might own assets. But considering the voluntary and non-profit nature of this body, this type of association cannot utilize buildings for the benefit of co-owners, nor reflect fractional shares in co-owners membership. Therefore, voluntary associations do not fulfill the requirements of the co-ownership management, especially those related to preserving fractional shares, and utilizing buildings for the benefit of co-owners.

The other type of association is a cooperative association, which is regulated by the Law of Cooperation (No. 18 Year 1997). This law allows the establishment of co-operative associations and a cooperative union of associations that are considered as legal persons with financial and administrative independence, and thus have the right to own movable and immovable assets as well as a right in signing agreements and contracts (Article 17).

Cooperative associations, according to the law, are civic private associations, managed by their members (Article 19) to achieve goals mentioned in regulations and in the by-law of each association. A union of associations could be created by more than one association into two types; qualitative union that includes associations of similar goals and interest, and regional union, which includes all cooperative associations in one governorate. However, each governorate should not include more than one regional union or qualitative union of similar goals (Article 18).

Based on Law of Cooperation, two types of cooperative associations have been regulated in Jordan through issuance of special regulation for each: Housing Cooperative Associations and Multi-Purpose Cooperative Associations. Hasan Qudah[14] (2010) clarifies that in both cases the association is profitable and relies on specific fractional shares of members, who form the association's general assembly.

The goal of the first type is to support its members for housing purposes through purchase and development of lands. These lands are then transferred to the members

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[14] Al Salt Branch Manager of Jordan Cooperative Corporation

or, if the general assembly so decides, sold in split parcels to non-members. In addition, the association is allowed to practice other activities benefiting its members.

This type of association is governed with conditions to enhance its ability to achieve its goal. According to Qudah (2010), these conditions are issued through instructions of the Jordan Cooperative Corporation. Founding of a Housing Cooperative Association requires availability of a land for housing, according to conditions of the Supreme Planning Council, with more than 100 Donum (1000 m^2), cash money that exceeds 20,000 JoD (23,000 Euro), and at least fifty founders.

A housing association, based on its goals and conditions, does not assist the current situation of heritage buildings in the city of Al Salt. The other type, Multi-Purpose Cooperative Associations, will be studied to explore its appropriateness for handling co-ownership and reserving shares of co-owners.

Similar to housing associations, but different in conditions and goals, Multi-purpose Cooperative Associations rely on fractional shares of its members. It can own buildings, initiate profitable projects, and engage members in its related decisions.

Goals of this type of association might be various, but have to be included in the association's by-law according to Regulation of Cooperative Associations (No.13 Year 1998). Thus, this allows including management of buildings as a main goal. The by-law should also include the association's capital, conditions of membership, financial and administrative provisions, and procedures of termination. Besides, a multi-purpose cooperative association can hire officers and develop special regulations for this purpose (Article 3).

Moreover, heirs of members can keep fractional shares of a dead member, but have to delegate a representative within one year. They also can ask for their inherited shares to be paid by the association. In this case, heirs become non-members of the association (Article 7).

Immovable assets of the association can be sold or mortgaged upon approval of the general assembly, which is formed from all the members. The general assembly has other responsibilities than properties and buildings; approval of the annual budget and financial statement, the election of a management committee and an audit committee, the appointment of a legal financial auditor, and other responsibilities specified by the regulation or determined by the general assembly itself (Article 8).

The Jordan Cooperative Corporation has developed a template of a by-law that can be considered and used by founders of any association of this type. In all cases, the by-law should include capital of the association, value of each share and minimum shares

of each member. Moreover, the corporation asks founders of the association to attach a feasibility study for one or more projects as part of the application for the establishment of the association (Hasan Qudah, 2010).

Within the current situation of associations in Jordan, co-owners of a building can establish a multi-purpose co-operative association that includes all co-owners in its membership. Restricting membership to co-owners is not stated in related legislation, while Qudah (2010) points out that the management committee has the right to approve or disapprove applications by persons look to join the association, decisions of the management committee in this regard might be considered final if stated in the by-law. Hasan Qudah (2010) also added that due to social considerations, associations usually are of interest to the social circle of its members.

Consequently, even multi-purpose cooperative associations have not been specially legislated for managing co-owned heritage buildings, they have been found fulfilling requirements for an association that can manage a heritage building in the city of Al Salt or any other city in Jordan, and initiate projects for the benefit of co-owners as part of its goals.

Additionally, a co-operative association, as a legal person, has the authority to sign agreements for managing or investing the building, and explore channels for investors, who might be partners to the association, in using the building for profit or non-profit purposes. Co-owners, as a general assembly, have to approve specific procedures for delegating the management committee to represent the association. Thus, consensus can be achieved for the association's activities.

4.5. Multi-purpose Co-operative Associations: A Potential Representative Body for Co-owners of Heritage Buildings

This section explores possibilities of maintaining co-owners' fractional shares through founding an association and gathering all shares within a unifying body. The success of using associations to solve the co-ownership problem relies on its ability to officially represent co-owners in any activity related to the building.

Official representation of co-owners (members of the association) can be achieved by two ways, according to Samuel Sherer[15] (2010). The first is procuration, in which a co-owner may authorize the association to control the building and make use of the fractional share in any appropriate way the association decides.

Based on the procuration, authorization could include management, agreements, selling, renovation and rehabilitation, and any other activity related to the building. As

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[15] See footnote (13)

a matter of caution, co-owners may participate through making any of activities related to the building conditional upon decisions of the general assembly (Samuel Sherer, 2010).

While this way seems appropriate for unifying decisions, shares are not inheritable unless the procuration has been related to survivorship of the co-owner. In this scenario, heirs, as individuals or groups, might or might not agree on issuing a new procuration for the association, which makes this way nondurable and uncertain in the future.

The other style of official representation is through the transferring ownership of fractional shares to the association, which will be the only owner for the building, and consequently can control all activities relying on decisions of the general assembly, that is, the original co-owners (Samuel Sherer, 2010). In this case, the transfer of fractional shares' ownership will be considered financial shares in the association, which means co-owners will keep their ownership but in the form of capital shares in the association after being evaluated financially.

Sherer (2010) pointed that estimating value of shares have to be regulated by special instructions issued by the management committee and approved by the general assembly, taking into consideration the required majority for approvals according to each association's by-law.

By transferring shares to the association, the financial shares in the association's capital are inheritable (Regulation of Cooperative Associations, 1998 Article 7) and also can be included in a will. In the other side, co-owners are unable to sell shares of the building since they will not be owners after the ownership transfer, instead, they can sell their shares in the association.

At least ten founders can proceed with this association. Due to the possibility of achieving a consensus by less than ten co-owners, the concept of using a multi-purpose association for heritage buildings is limited in for buildings owned by ten co-owners or more. Appropriateness of the second style in the transfer of co-owners fractional shares to the association will be explored in later chapters through feedback by co-owners in the pilot case.

The current framework of Jordan's multi-purpose cooperative associations does not force co-owners of buildings to establish an association. Despite its importance to the current situation in Jordan's heritage cities, proposing an outline of regulations for undivided co-ownership associations is beyond the scope of this research.

However, unifying co-owners of heritage building in Al Salt and their fractional shares indicates for the possibility of getting consensus and developing a management plan for the pilot case. Co-owners, through their representatives, can engage other heritage management stakeholders in developing a participatory plan, which must consider the context in which the building is located.

Summary

Ownership of properties is as varied as the nature and number of owners. It can be divided into two categories; individual ownership and co-ownership. Each category includes more than one form according to the legislation of each country. In some forms the ownership is limited by the constraints of a life time and is not inheritable.

Generally, individual ownership is divided into the form of sole ownership and the form of life estate. Co-ownership is divided into the forms of ownership in common (co-ownership), joint tenancy and survivorship, household ownership, and the condominium, which is known in Jordan as the ownership of floors and apartments.

In regards to the management approach, the condominium form is the case that benefits the concept of this research in the co-ownership of heritage buildings. Some countries regulate this form in associations formed by co-owners themselves.

Therefore, associations in Jordan have been studied and a possible solution has been found in the multi-purpose cooperative association. This type of association is profitable; the management board can own assets and create partnership with other entities such as the public and private sector.

According to Jordan legislation, ten or more co-owners of a heritage building may found an association, transfer their ownership shares to this association after they have been valuated, and then these will be considered financial shares in the association's capital.

This solution has been found to be applicable theoretically, since it develops a management approach for many heritage buildings that suffer from negligence in the city of Al Salt due to co-ownership, and which may reach in some case to tens of co-owners.

CHAPTER FIVE: INTERNATIONAL AND NATIONAL PRACTICES

Based on the research problem and the current status and obstacles of the city of Al Salt, the research includes, in this chapter, some of the practices that expected to enrich the literature of the research, and facilitate practicing the participatory approach in the heritage context.

These practices cover streams related to heritage management and the community participation approach. The first is the Revitalization of Al-Darb Al-Ahmar District in Cairo by Aga Khan Trust for Culture. This case presents the necessity of community engagement in development projects, specifically those that are implemented with an urban context.

The second case is the Lebanese Company for the Development and Reconstruction of Beirut Central District, a case from the Middle East region and concerned with solving co-ownership problems that affect the development of many heritage buildings. The case presents some concepts on the methods of gathering shares in one entity which can decide for rehabilitation of properties.

The third case is the Jordan Local Governance Development Program, which was implemented in nine municipalities in Jordan and employed the participatory approach with local stakeholders in planning for development. This case is characterized with a clear planning structure for community participation sessions.

5.1.   A Practice for the Management of Heritage Buildings: The Revitalization of Al-Darb Al-Ahmar District in Cairo by Aga Khan Trust for Culture

A management plan for heritage buildings is applicable to heritage sites with one building or more. In Cairo, the capital of Egypt, a phases-based plan was developed to utilize a project by the Aga Khan Trust for Culture (AKTC). AKTC started the project in 1984 through a donation to construct a park in the city.

The site of the park is adjacent to Al-Darb Al-Ahmar District of 1.5 km^2, which had degraded socially and physically. This district includes a homogeneous architectural heritage fabric with conservative tenants socially and culturally (Haysam Nour, 2010), and contains a population of about 100,000 inhabitants, 83% of whom were originally born in the district (Morbidoni and Allegretti, 2010).

Therefore, a decision was taken in 1996 to include Al-Darb Al-Ahmar district in the AKTC project. The first phase of the project ended in 2003, and in January 2004 a new phase started with a survey on the outcomes of the first phase, and accordingly, AKTC with other local partners developed outlines of the second phase.

In addition to Al-Azhar Park construction and Al-Darb Al-Ahmar revitalization, the project has included restoration works for a historic wall known as Ayyoubid wall. Actions for the rehabilitation of the heritage buildings in AL-Darb Al-Ahmar will be covered in this research, considering the plans' aspects, and the extent to which the local community affected these aspects. This project includes more than one building; it enriches the research with approaches to participatory formulation of a heritage management plan.

Figure (5.1): Al-Darb Al-Ahmar District
Source: AKTC, 2005

5.1.1. Background on Al-Darb Al-Ahmar Revitalisation Project

Due to the location of Al-Darb Al-Ahmar project within an urban tissue that includes habitants, buildings, and landscape, elements of the project have been designed into two dimensions; the non-physical that focuses on social and economic aspects, and the physical dimension that deals with built environment of the area.

Figure (5.2): Participatory Discussion with Residents and Shopkeepers on the Improvement of a Commercial Area
Source: AKTC, 2005

Design and initiation of the project was made by engaging various stakeholders; AKTC brought together partner institutions, local NGOs, local businessmen, representatives of the local community, municipal institutions, and people who work and live in the area. A detailed survey was made to investigate socioeconomic needs of the community, and then meetings were held to determine priorities of the local community.

The following priorities of the local community surfaced among many others: training, sanitation, housing rehabilitation, a need for microfinance, rubbish collection, primary health care, and a community center. Accordingly, the project was then outlined responding to these needs.

A. Non-physical Dimension (Investment in Community)

AKTC targeted socioeconomic development and investing in community organizations (Haysam Nour, 2010). Unemployment rate in the area was about 60% in 2003 (Morbidoni and Allegretti, 2010). This high rate justifies the emergence for a training program on different skills. Therefore, AKTC made use of the project to engage unemployed youth of the area in training programs on different skills such carpentry, material conservation, and stone formation, among many other skills.

Another training program was sponsored by businessmen on the fields of computers, mobile phones services, furniture, tourist goods, and office skills. Indeed, training programs could offer over 150 training positions for the local unemployed labor power in the district of Al-Darb Al-Ahmar (AKTC, 2005).

The entrepreneurial spirit of most residents was apparently noticed. Their obstacle had been the means to initiate their projects. Therefore, in 2004 AKTC revised the microcredit program and then prepared a comprehensive operational manual, and which can reach about 400 beneficiaries with a recovery rate of about 99.6% on loans in the years from 2006 to 2010 (Morbidoni and Allegretti, 2010).

Traditional professions such as shoemaking and tourist goods were included at first, and then the program was expanded to include other businesses such as a cafés and dry cleaners. By the end, the program's plan targeted a total microcredit expenditure of more than US$ 1 million per year (AKTC, 2005).

Another response for the community's properties is in the fields of health, education, and sanitation. AKTC operated a health care clinic, particularly serving women and children. In 2004, it enrolled more than 70 women in the adult literacy program. Besides, AKTC assisted authorities and a private contractor to control the solid waste disposal process and manage garbage collection in the area (AKTC, 2005).

Meanwhile, the Aga Khan Trust for Culture set community awareness and self-governance as one of the priorities. It promoted the creation of two local organizations; Al-Darb Al-Ahmar Business Association, and the Family Health Development Center, to be charged with the delivery of community services and the development of business (Morbidoni and Allegretti, 2010 and Haysam Nour, 2010).

In addition, AKTC supported a number of existing local non-governmental organizations, who were seen as key partners in the role of raising community awareness and assisting in channeling resources through the rehabilitation process. Also, some teams have been formed for specific purposes such as integrating resident women in educational and income-generating activities.

Another achievement of AKTC was providing the establishment of Al-Darb Al-Ahmar Community Development Company (DACDC), which is a community managed initiative, relying on a public-private partnership. This company aims to handle physical and environmental improvements according to community needs, and also to intermediate for facilitating these needs by related authorities. Local expertise of residents and businessmen will together be responsible for managing the company (AKTC, 2005).

B. Physical Dimension

This dimension included planning and rehabilitation actions. AKTC could agree with authorities to issue a decision to conserve the area instead of a former decision for demolishing about 30% of the existing buildings. The decision for conserving Al-Darb Al-Ahmar District secured residents and started building trust between authorities and residents (Haysam Nour, 2010). Thus, by 2008, about 285 households were provided with a secure tenure due to the conservation decision for the area.

Intervention in heritage buildings was focused on two categories of buildings: housing buildings and public landmark buildings. The rehabilitation of housing buildings, through direct support of AKTC or the microcredit program, aimed to reach 50 houses per year for four years.

Houses were renovated and then returned to their owners. The question ownership of the houses was not dealt with in the literature, but Morbidoni and Allegretti (2010 p.6) pointed to "a preliminary agreement reached with the residents of the buildings earmarked for rehabilitation."

The second type of buildings which received intervention was public landmark buildings. Three representative buildings were selected by AKTC from 65 registered monuments by the Supreme Council of Antiquities. These buildings are: Umm Al-Sultan Shaaban Mosque, the Khayrbek complex (composed of several associated buildings) to be used as space for training classes in administration, and the former Darb Shoughlan School to be rehabilitated and re-used for the Community Center and AKTC's offices.

Figure (5.3): Khayrbek Complex
Source: AKTC, 2005

By 2008, the project planned to rehabilitate 85 buildings, and improve the living conditions for many households through providing "42 new private bathrooms, 55 new kitchens, additional living space, improving privacy for family members, natural light and ventilation to all habitable spaces, and improved access to safe water supply and sanitation" (Morbidoni and Allegretti, 2010 p.7).

C. Finance of the Project

The total budget of the project in Al-Darb Al-Ahmar District was about $ 3.25 million USD through2008 (Morbidoni and Allegretti, 2010). This budget covered socioeconomic development including the rehabilitation and restoration of houses and monuments.

Financing the project was accomplished through a cocktail fund engaging different national and international interested parties. Partnership with the private sector revived the area and provided training for local residents. Public authorities participated in the project, especially for necessary infrastructure and restoration works. Other important partners, who participated financially in the process through providing grants, were international donors: the Egyptian-Swiss Development Fund, the Ford Foundation, the World Monuments Fund, and AKTC (AKTC, 2005).

5.1.2. Lessons Learned from the Al-Darb Al-Ahmar Revitalisation Project

The Al-Darb Al-Ahmar revitalization project applied principles and guidelines of heritage management planning. Through participatory methods it defined the problem and initiated the project accordingly. Then, together with local stakeholders, AKTC defined functions and professions to occupy buildings according to residents' skills.

It has been very obvious in the project that the local community of the area is the main partner in formulating the project and its guidelines. Their level of participation has been very high from the earliest phases; it reached in some cases the level of mobilization such as the case of prioritizing; sanitation, health, education, etc.

The project considered non-traditional approaches in conserving traditional and historic sites; it secured residents instead of displacing them, and employed residents in conserving physical and non-physical culture. Moreover, requirements of the local community and the area defined the functions to be utilized by the private sector such as traditional tourist goods, cafés, carpentry, etc.

Figure (5.4): An Area in the Heart of the Historic Center in Al-Darb Al-Ahmar District
Source: AKTC, 2005

Al-Darb Al-Ahmar Community Development Company (DACDC) plays a role of mediation between the local

community and authorities. This entity also supports the mobilization level of participation through bridging varying priorities between the stakeholders and authorities for the allocation of efforts and works.

Moreover, the cocktail fund of the project has two main benefits for the project as well as the district in general. Through this fund, the project has been achieved and implemented in all its components of socioeconomic and physical development. It also brings the district to the attention of different international agencies and researchers, and thus facilitates the tourism promotion of the area and leads to further development operations in the district.

Nevertheless, some threats on sustainability have been noticed: according to Haysam Nour (2010), DACDC relies on AKTC financially, and in the role of management as well. It is still not guaranteed that the DACDC will be able to handle its responsibilities after AKTC delivers the project at its final phases.

Another threat is the absence of a contingency plan for the microcredit program. Due to the political situation that witnesses non-secured climate for tourism, it is expected that tourism sector will be affected, and thus many professions will not be able to generate the required income to recover loans. This might affect the resources of the general goal in social development, and create obstacles for the program's sustainability.

5.2. A Practice for Resolving the Co-ownership Obstacle: Lebanese Company for the Development and Reconstruction of Beirut Central District (SoLiDeRe: Societe Libanaise pour le Developpment et la Reconstruction de Centre Ville de Beyrouth).

For about nineteen years, Lebanon witnessed an internal armed conflict that ended by 1989. The country at that time suffered from the destruction of most of its infrastructure and facilities, in addition to socio-economic degradation. Unemployment levels reached more than 35%. Health, education, housing, and security are among other sectors that required massive upgrading.

Beirut, the capital of Lebanon, was the most affected city by that armed conflict. More than 40% of the existing building stocks were totally ruined and the rest required restoration or reconstruction. Such obstacles and many other consequences have impeded development efforts in Beirut.

5.2.1. Background on Beirut Central District Development

Oussama Kabbani (1998) pointed to the problem of extreme fragmentation of properties in the restoration of Beirut. The subjected area for development is about $1km^2$ subdivided into 2133 lots whose 21% of the lots are less than $99m^2$, and 49% are less than $250m^2$.

This means that any development process needs land assembly, which by itself is a very problematic procedure since most of the lots are owned by tens, hundreds and in some cases thousands of people. This also hinders any possible consensus upon single-lot development if owners launch a project by themselves.

However, fragmentation of the properties' ownership seems more complex than the situation of Al Salt heritage buildings. Therefore, this research studies and analyzes the Beirut reconstruction practice, and then makes use of the appropriate solutions that will support problem solving in Al Salt.

Other obstacles that had risen in Beirut and could be found in the city of Al Salt are those related to the complexity resulting from the relationship between tenants and landlords; when rental laws grant the right to tenants against landlords, property owners, generally, cannot terminate the property lease or evacuate their buildings without paying tenants compensations that in some cases require complicated procedures in courts.. Furthermore, some tenants have died, creating problems of lease inheritance.

Considering these constraints, the government was not able to fund redevelopment process by its own. It was expected that loans for developing the area in Beirut would

be required, creating long-term economic problems and could fail due to fragmented ownership, and which may need several years to be controlled.

Another option, the compulsory purchase of properties, was excluded due to two reasons: first, it requires a large amount of capital that is not available; secondly, tenants and landowners would not benefit from the added value of their properties at the long run.

The favored solution to reconstruct and develop the area has been establishing a Real Estate Holding Company. According to Kabbani (1998), one of the articles in the Lebanese laws of the Higher Commission of Urban Planning allowed the establishment of real estate holding companies for the readjustment of areas that already have or will have a new master plan and building code.

Legislations were also modified in an attempt to involve the private sector in the reconstruction of areas, in order to free the government from financing projects. The partnership between landlords, legal tenants and investors was based on exchanging property ownership or tenancy rights for shares in the real estate holding company.

In other words, properties would be owned by the new founded company, which was originally owned by landlords and legal tenants. In the other hand, a maximum of 50% of the company's stock (property) was to be sold, as shares, to investors to raise capital for the project.

This approach allows the provision of required capital in one hand, and enhances a qualified management through engaging private sector as partner in the development process. Besides, it keeps the project running faster than waiting for a governmental capacity and institutional reform.

The post-war government in Lebanon defined the legal framework required for proceeding with actions of establishing the company. The government drafted a law and regulations taking into account the right of Lebanese community in general, and landlords and tenants in specific. According to Oussama Kabbani (1998) The main aspects of SoLiDeRe legislation that enhance community right in the development process include:

- Under no circumstances shall the cash contribution (by investors) exceed the contribution of landlords and tenants (real estate properties). This is meant to ensure that a maximum of fifty-fifty partnership can occur between original property owners and investors.

- Priorities of subscription in the cash component of the capital will be as follows; property owners and legal right holders, Lebanese nationals and Lebanese

companies, the Lebanese state and its institutions, and then Arab nationals and Arab institutions.

- No shareholder, whether a person or entity, may directly or indirectly own more than 10% of the capital.

- At least two thirds of the members of the Board of Directors have to be Lebanese nationals. Former landowners and tenants have to be represented with a number of representatives equal to the percentage of their contribution in the capital of the company.

- Land and legal right holders (former landlords and tenants) can use their shares in the capital to pay for property acquisition once the redevelopment is completed and properties go back with sale. This means that stock shares can be re-transferred to their origins, land or property.

The economic feasibility study of the project showed that the total cash required for SoLiDeRe was US$ 650 million to cover the costs of infrastructure, restoring the existing buildings and constructing new ones with necessary landscapes.

Therefore, the company floated a number of shares for investors that cover required cash. SoLiDeRe was able to raise US$ 900 million, that is, US$ 250 million more than it required. Additional cash was returned to investors in a way that kept the priorities of subscription (Oussama Kabbani, 1998).

Figure (5.5) Photos of Beirut Central District Before and After the Reconstruction
Source: Stephen Zacks, 2006

The management and financial procedures of the establishment were among many of the responsibilities of the Board of Founders. The board was formed by thirteen members representing the government (one member), property right owners (six members) and cash investors (five members).

The detailed master plan for Beirut Central District was approved by the Council of Ministers in February 1994, and consists of mixed land use: offices, commercial uses, governmental and cultural facilities, hotel and residential areas form a built up area of 4.4 km^2. The first Board of Directors was elected in May 1994 and thus the project was moved to the phase of implementation, which was officially launched in September 1994 (Oussama Kabbani, 1998).

In practice, SoLiDeRe has not been a positive experience for everybody, as it should be; literature also includes critiques for this practice based on planning and post-occupancy findings. Robert Saliba (1997) and Rami F. Daher (2006) indicate that the development strategy of the area lacks integrating the city center to its surrounding context.

Through establishing a holding company with private technical capabilities of the investors, the area moved to more liberal and capitalist initiatives. According to Saliba (1997), two planning systems segregated the city; the corporation system of SoLiDeRe and the traditional planning system in the remaining districts of Beirut.

Development of the area considered global images for promotional purposes. This image has affected authenticity of the place and its buildings as well. Besides, it caused high inflation of land prices, which upon first impression seems to be for the benefit of original owners, but in the end is affordable for capital investments only (Rami F. Daher, 2005).

In fact, despite developers working for the benefit of the community, specifically owners, SoLiDeRe Company pressured owners who retained their buildings to a high level of standards for preservation within tight time limits, irrespective of their financial capabilities. This pressure caused a major social change in the area when owners started to sell their properties to the investment companies and individuals (Robert Saliba. 1997).

Generally speaking, the main concept that serves as a take-away from SoLiDeRe is that of gathering scattered landlords and tenants in one entity, which is then able to plan and manage reconstruction of a degraded area, and attract local capitals and investors.

5.2.2. Lessons Learned from Beirut Central District Development

The case of Beirut Central District Development has shown that multiple owners can be gathered in one entity, which could look for partnering the private sector for the regeneration of buildings as well as degraded urban contexts. Owners, with governmental support, could regenerate contents of about 1 km^2 with all its buildings, infrastructure, services and other physical, social and economic elements.

Creating a gathering entity for owners could be applicable in the city of Al Salt. It would need to comply with Jordanian legislation which permits the establishment of many types of companies including real estate. However, owners may decide whether they can or cannot afford the demands of creating a company with all its financial, legal and procedural requirements.

Another solution that assists in solving the problem of co-ownership is cooperative associations. This type of association is for profit, not charity; members of the association can own shares and look for investments through partnership scenarios or through self-investments by the association.

A cooperative association seems more appropriate for the case of Al Salt buildings. Similar to SoLiDeRe procedure in ownership valuation and transfer to capital investment, an association can be established and have co-owners as members.

In contrast to SoLiDeRe, owners of heritage buildings will not have partners in decisions related to their properties. That is, the uses of heritage buildings are determined by owners themselves according to the municipal land use decisions, which are applied to the entire city center without segregating parts of the integral context.

The establishment of a cooperative association for heritage buildings in Al Salt preserves the ownership of buildings, and allows owners to partner with investors as equal parties having responsibilities and duties. Extension of the idea of cooperative association from one building to others creates gradual development in the city and enhances the right of the local community to decide for social and economic improvements.

A special Regulation of Cooperative Associations (No. 13 Year 1998) was issued by the government of Jordan (Ministry of Social Development, 2010). According to the by-law of cooperative associations, a minimum number of 10 persons can apply for founding an association. Purpose of the establishment should be specified, and signatures of the founders are necessary to be shown to the governmental responsible institution, Jordan Cooperative Corporation.

Three representatives may proceed with the application and represent founders in all necessary procedures. The by-law specifies conditions for accepting the application and approving this establishment; these conditions include but are not limited to the formulation of regulations that judge the association's activities.

In the city of Al Salt, selecting a pioneer area that could have a smaller number of landlords will facilitate a communal, not necessary political, initiative for gathering property rights in an entity. This aids in solving the obstacle of fragmented ownership, and avoids increasing this fragmentation through ownership inheritance in the long run.

The research will initiate the concept of creating an association within available legislations, which allows for investment in properties, and is characterized with flexibility to look for partnership with potential prospective investors.

5.3. A Practice of Participatory Planning: Jordan Local Governance Development Program

The Jordan Local Governance Development Program (LGDP) was designed to empower the local governments and enhance citizens' participation in local level decision making in nine selected municipalities throughout Jordan for the years 2007 and 2009.

The program was funded by the Millennium Challenge Corporation (MCC), and administered by the United States Agency for International Development (USAID). The program aimed to directly assist the Government of Jordan in enhancing citizen participation and assuring transparency.

5.3.1. Background on Planning Workshops of Jordan Local Governance Development Program

Municipal Strategic Planning Workshops (MSPWs) were organized and implemented in the nine selected municipalities based on Advanced Participation Methods, which focus on providing an environment for participants to interact and reach a shared vision and shared objectives.

According to Natasha Shawarib[16] (2009), a two-day workshop of intensive collaborative work provided an opportunity to achieve tangible results, which formed the planning basis in the municipality. Each individual was given the chance to have his/her input heard and to work with representatives of all sectors of the society.

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[16] The former Deputy Chief of Party of Local Governance Development Program

The workshop was demand-driven; more than 50 participants, balanced in terms of gender and age, were the source of information, they were also involved in identifying priorities and developing a plan of action. Focus was on specific strategies for action but not on wish lists and desires. Moreover, discussion among working groups opened effective communication channels between representatives of different sectors of the local community (LGDP, 2007).

Gary Forbes[17] proposed a general structure for participatory workshops. The hierarchy of the structure (sessions) is as follows: introduction and objectives of the workshop, current situation analysis, visioning (for the year 2015), action planning for next two years, project/activity proposals, prioritizing projects through voting, and then electing a project oversight committee (Natasha Shawarib, 2009 and LGDP, 2007).

The guarantee for collective participation of individuals and groups in the workshop was through its methodology; teamwork that spontaneously discusses individual inputs, gets consensus by small groups, and then presents for approvals by all participants.

The method used for the sessions' management and participation is based on five steps: asking a focus question, brainstorming, compiling similar responses into clusters, selecting expressive words for each cluster, and selection of a title for each cluster.

As a result, engaged participants of individuals and entities had the feeling of ownership for every part in this participatory plan. According to workshop report developed by Local Governance Development Program (2007) for Al Fuheis Town; sessions of the workshop contains various components of the plan as follows:

Current Analysis Session
Participants assessed current situation in terms of behavioral pattern, important accomplishments, strengths, challenges and difficulties. To enhance effective discussion, participants were distributed in four discussion groups according to sectorial subjects. During these discussions, each group analyzed their assigned focal subject.

Visioning Session
After completion of the Current Analysis Session, participants moved on to develop a vision for their area considering 2015 as the target year. This session aims to provide

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[17] Master Trainer in Advanced Participatory Methods, and a founding member and former Chairman of the Association of International Facilitators

participants with an opportunity to develop a bundle of common visions for different sectors.

Sectorial visions rely on the current situation assessment developed by participants in the previous session. Building on the assessment, participants will maintain a dialogue exchanging ideas and viewpoints to gain a common understanding.

Action Planning Session for Next Two Years
The aim of this session is to shift focus from long-term visioning and analysis to form the basis of an implementation plan, which means making first steps to achieve the long-term vision.

This session directed participating stakeholders to think about specific actions, taking into consideration local strengths, available resources, and success achieved to-date within the municipality, as well as how to mitigate potential challenges.

Project/Activity Proposal Session
Outcomes of the Action Planning Session were then used as a basis to build the initial framework for proposals of projects and activities for potential implementation within the area. Participants distributed themselves into groups based on interest in each action category and then proposed activities and projects accordingly.

Prioritizing projects
After documenting and presenting the proposed projects by participating groups, the facilitator instructed participants to vote on projects according to their priorities.

Project Oversight Committees
Following completion of proposed project prioritization, the participants selected members of a follow-up committee to oversee implementation of projects. This ensured commitment and active involvement of the municipality and local community and increased the sense of responsibility and ownership of projects.

The Project Oversight Committees included representatives from all major sectors of society: municipal employees, the Municipal Council, private sector entities, and local community members. According to LGDP (2007), number of the members was between 8-12 members.

However, using the participatory planning for Fuheis assisted LGDP and the local community of Fuheis to develop the first development plan for their town. Field visits by the researcher (2009) to Fuheis town had shown that about 7 out of 9 resulted projects were already implemented or being implemented. The municipality received the necessary support by the community after they had agreed upon their priorities.

In addition to the town of Fuheis, LGDP could achieve consensus in 8 Jordanian municipalities upon development priorities using the participatory workshops that included representatives of different sectors and categories of the community.

5.3.2. Lessons Learned from the Participatory Planning Workshops of Local Governance Development Program

The case of community planning through the participatory approach in Jordan has shown how planning for participation sessions may achieve the desired results from the participatory planning process. Consensus can be gained through engaging individuals and groups in workshops, and also through presenting their contribution in the plan itself.

Short and long term benefits could be achieved through the formulation of a common vision and the developing shared plans, activities, and responsibilities. Representation of different categories and sectors of the community, in addition to the gender and age balance, that the project emphasized, legitimized workshops and enhanced comprehensive input to the plan.

The sense of ownership toward the plan and its activities stimulates participants to implement or, in some cases, encourage the implementation of activities collaboratively and sustain achievements they have made through the project. Besides, the community's voice guides local authorities to produce services according to community's priorities, and thus increase credibility and transparency of the work of local authorities.

Community management for resulted projects achieves a two-fold benefit: the education of locals through the practice of the management skills required for local development projects, and the provision of capable employees for the local authorities.

Sessions of LGDP participatory planning can be applied in Al Salt developing a participatory plan for the heritage zone, but this research will consider this approach for developing a management plan for one or more of the heritage buildings considering components of the plan explained in Chapter Two.

The research will make use of LGDP practice in relating components of the plan to sessions and then using the approach of individual participation in groups, finally arriving to a consensus of the participants. Similar to the research, LGDP's plan initiated projects and developed concepts that include action planning (objectives), use (project or activity) and the management assembly (project oversight committee).

Summary

Three international and national case studies were presented in this chapter to include the main streams that this research covers. The first case presented the revitalization project of Al-Darb Al-Ahmar District in Cairo, and the legitimacy of activities when derived from the local community itself, in addition to the achievements made through participation of all stakeholders in the process.

In the second case; the holding company for development and reconstruction of Beirut (SoLiDeRe) presents a new practice of transferring fractional shares of buildings into financial contributions in a unifying entity. This case has critiques related to the changing identity of the developed area, and the social and economic structure of the community. This critique will be avoided in the pilot case of this research through proposing a cooperative association that is managed by owners themselves who solely have the right to decide.

The third practice, Local Governance Development Program (LGDP), developed a participatory plan through engaging different stakeholders in the town of Fuheis. This case enriches the research by a practical approach that was applied in Jordan. Contributions of participating individuals and entities were also enhanced through community consensus on outputs.

The design of the planning workshops of LGDP considers a similar sequence in the management plans of heritage buildings. Therefore, the research will make use of LGDP design, and might modify it to adopt for the current situation of the pilot case.

CHAPTER SIX: RESEARCH CASE: AL SALT CITY, JORDAN

This research experiences the integration between the participatory approach and the management of built heritage. A selected case study has taken place in Al Salt City, Jordan, to engage stakeholders in decision making for managing the rehabilitation of heritage buildings. This chapter presents the characteristics of the city and the issues required for understanding the Al Salt situation in general to assist achieving the research's concept in community participation for the development of a management plan for heritage buildings.

6.1. Background

Al Salt City lays 20 kilometers to the east of the Jordan Valley at an altitude of 850m. It has traditionally been a trading and market center serving the east bank of the valley, with links to Nablus, Jerusalem, and the Mediterranean to the west and Damascus to the north. It is now the administrative center of the Balqa Governorate, only 30 kilometers north-west of Amman, the capital of the Hashemite Kingdom of Jordan (SDC, 1990).

Figure (6.1): Map of Jordan. Source: www.jordan-travel-guide.de, 2010

The revival of Al Salt started in 1866 when the governor of Damascus re-established order; a new population moved to the city, particularly the merchants from Nablus in the west bank of Jordan River, to extend their trading base across Jordan. The city expanded round the slopes of its hills with more sophisticated buildings of an urban character (SDC, 1990).

The boom continued into the early 20th century, which made Al Salt the first capital for the Hashemite rule. But with the transition of the capital to Amman in 1921, the trade importance of the city began to decline. The trade links of Al Salt were further disrupted in 1948 and 1967 (the years of the hard Arab-Israeli conflict).

The image of Al Salt nowadays is characterized by the local yellow-stone houses clustered on the slopes of three main hills, a unity and historic significance dating from the city's "Golden Age" in the last decades of the 19th century and early 20th century, and the center's survival as a traditional market-town.

These characteristics, represented in figures (6.2) and (6.3) create the mixture of heritage, charm and tourism potential which is of great value to Jordan (GSM, 2004). Therefore, Al Salt is considered unique in Jordan and probably in the whole of the near east (SDC, 1990).

Being the former capital of Jordan gives Al Salt a special facility to formulate its unique identity through its norms, commerce, lifestyle, streets and buildings. This identity is still noticeable in the existence of the traditional urban life in the old city. A heritage context that embraces more than 700 yellow (golden) stone buildings gives the residents a sense of pride and the desire to conserve the legacy of previous generations (Abu Salim, 2009).

Figure (6.2): Khader area / Al Salt.
Source: Researcher, 2009

In the late 1970s and early 1980s, a modernity movement affected the urban tissue, and brought many modern concrete buildings that steeply penetrated and clustered on the main three hills in the city (DAR, 1981). Despite this modernity movement, many important heritage buildings still stand and function, such as the Al Salt school, the Toukan building (archeological museum), the Qaqish building, the English hospital, Latin church, the small mosque, the Abu Jaber building (traditional museum), and others.

Figure (6.3): Khayyatin (Tailors) Street.
Source: Researcher, 2009

In the other hand, the modernity movement caused removal of other buildings, such as the old Saraya that used to be the political and administrative center for the city during the Ottoman rule. New buildings were erected in the Saraya's location in mid 1970s, and then demolished in 2007 as a type of intervention by the municipality to purify the old city identity[18].

However, the most important heritage buildings in the city have been owned by famous and business families, who moved to the capital, Amman, or even to other

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[18] According to the information presented in Al Salt Traditional Museum, 2011

countries, and left their buildings behind. Consequently, these valuable buildings have begun to degrade and nowadays many of them are vacant or occupied by low-income people and foreign workers that are not able to repair them (Maher Abu Essamen, 2009).

Nowadays, Al Salt City suffers from many issues that create obstacles and constraints impeding the development of the urban context in general, and specifically the heritage tissue. Solutions of major obstacles rely on more than one player in the city, which calls for the participation of stakeholders in deciding for the required solutions.

This research focuses on obstacles related to owners of heritage buildings, and their participation in managing the built heritage of Al Salt, especially for those buildings which require rehabilitation and reuse. Al Salt problems concerning this subject are considered by the research problem; they have been explained in the first chapter.

6.2.   Regeneration Efforts in Al Salt City

In late 1980s and early 1990s local entities and authorities in Al Salt started recognizing the necessity of conserving heritage assets and sites through cooperation with international agencies. The first project of heritage conservation was funded by the United States Agency for International Development (USAID) in 1990. The project renovated pavement and facades of the most traditional street (Al Hammam Street) in the city.

Different initiatives were then launched by some owners to renovate their buildings, but these efforts were still too limited compared with the huge number of buildings the city possesses. This was due to the need for financial capabilities for renovation, and also caused by the scarcity of accessible professional craftsmen on the local level. Therefore, conservation and rehabilitation projects, in general, have been implemented through governmental entities such as the municipality or one of the ministries, and they are mostly funded by international donors or the central government.

Recently, the Greater Salt Municipality (GSM) with other agencies initiated large-scale urban regeneration projects with a cost exceeding US$ 20 million. The main two projects intersect in Al-Ain Plaza (in Arabic: Sahat Al-Ain), which is the old political center of the historic city. The first project is called the Historic Old Salt Development (HOSD) Project, which was implemented between 2004 and 2007, and funded by the Japan Bank for International Cooperation (JBIC) for a total cost of US$ 6 million. The second is the 3rd Tourism Sector Development Project (2007-2012) funded by the World bank (WB) and the Royal Court (RC) of Jordan for a total cost of about US$ 14 million (GSM, 2006).

The Historic Old Salt Development (HOSD) Project contains of four main elements; the first is rehabilitating Abu Jaber building, which is four floors with about 800m^2, to be a museum for the traditional life of Al Salt. It documents the life after 1850 A.D. The second element is plazas' rehabilitation to encourage more social interaction between citizens of the city and to create urban spaces that accommodate tourists and visitors.

The third element of the HOSD Project is pavement and lighting of some streets, pathways, and stairs that have been considered important in the old district. The fourth element is creating lookouts on the tops of surrounding hills. Rami F. Daher (2006 and 2011), the Jordanian specialist in heritage preservation, considers this project – except Abu Jaber Building- as a decorative cosmetic for the city since it does not create or propose functions for the many available historically rich buildings in Al Salt.

The 3rd Tourism Sector Development Project focuses more intervention on the heritage context of the old city. It contains different physical and legal components. The project began in 2007; Ministry of Tourism and Antiquities (MoTA) together with the municipality and the Royal Court demolished three large concrete-buildings which were previously hiding three of the most important heritage complexes of the city[19].

In the project, MoTA, through contractors, cleaned facades and structurally supported the three heritage buildings in the action area. Further intervention in the three heritage buildings delayed the project since they are private buildings owned by tens of co-owners. However, most of these buildings are vacant; they face neglect, deterioration, and decay after their private owners immigrated elsewhere. This causes an obstacle for developing a plan of functions for these buildings.

In the location of the demolished buildings, the project enlarged the adjacent main plaza (Al-Ain Plaza) in the old city and created new landscapes that stamped out the modernity and homogenized with the heritage context. Another action that took place in the project was the rehabilitation of the Grand Mosque in the same area and the cladding of its white concrete façades with the yellow stone.

Management aspects of the project are being developed through the 3rd Tourism Sector Development Project regarding many issues such as transportation, infrastructure, parking areas, pedestrian zones, sewage system, drainage system,

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[19] According to a classification made by Royal Scientific Society

buildings regulations for the old area, and capacity building through supporting the established Site Management Unit in the municipality.

However, the multiplicity of development projects in Al Salt heritage context is obvious in the action areas of these projects. Together, the city with the central government are looking for more funds for other projects to include more areas and improve the heritage zone, which encompasses an area of about 3 km^2 with a high concentration in the city center within the area of 1 km^2 (Lina Abu Salim, 2009).

6.3.   Management of Heritage Buildings in Al Salt City

Many donors have funded projects in Al Salt City. Their projects participated in raising awareness among buildings owners to renovate and rehabilitate their buildings. A few cases have been initiated by private individual owners to rehabilitate their buildings for public use.

These owners usually have the financial ability to intervene in their buildings; besides, these buildings are owned by few co-owners, who are usually closely related. Despite the efforts of these private individuals, the renovations of these buildings have not affected their surroundings by stimulating other owners towards rehabilitation (Lina Abu Salim, 2009).

Moreover, neither authorities nor other stakeholders have had a role in formulating initiated projects by private owners, due to considerations by owners and authorities that these buildings are private properties and owners have the right to decide the function, satisfying land use plans.

Another reason for the absence of engaging stakeholders could be the lack of a plan that participatorily defines functions for these buildings, or at least sets a list of proposed uses required in the city. Development of such a plan is the responsibility of local and central authorities, in collaboration with donors and other stakeholders.

Maher Abu Essamen (2009) has proposed a reason behind difficulties of including privately owned heritage buildings by governmental or non-governmental projects. He thinks that the obstacle begins with getting consensus by co-owners on collaboration with development entities.

Co-ownership of the most important heritage buildings has reached in many cases to tens of owners. The co-ownership problem could be generalized to many cities in Jordan, and many buildings in Al Salt. Despite the increasing number of co-owners in the future, legislation has not, yet, treated this problem or guided co-owners of buildings to specific solutions (Abu Essamen, 2009 and Marah Khayyat, 2009).

In Al Salt City, there exist some model cases for rehabilitation of heritage buildings by individual co-owners; the main four are: Qaqish, Muasher, Khalili and Al-Basheer heritage buildings. In these cases, the city (municipality) has not been consulted nor engaged in the process of developing the rehabilitation plan (Lina Abu Salim, 2009).

Qaqish Building (Figure 6.4) is adjacent to Al Salt city center. It was erected in three phases satisfying requirements of the extended family that used to characterize Al Salt society. Its erection began in 1864 A.D., and some historical findings indicate that the building might be dated back to the 17th century.

Figure (6.4):
Qaqish Building (Internal View)
Source: Researcher, 2006

The building is currently owned by only two co-owners, who live outside the city. In 1989, the co-owners intended to rehabilitate their building to use as a family gathering house (diwan). They attempted through the design to conserve its structural and architectural value.

However, after completion of the rehabilitation works, the building was used for a restaurant and café, which was not, at that time, a successful idea inside a conservative residential context, according to Lina Abu Salim (2009). Therefore, Qaqish Heritage Building has been unoccupied for about fifteen years, until co-owners and the municipality have agreed in 2005 to use the building for a municipal function related to Al Salt City Development Project (GSM, 2006).

Another rehabilitated building is of the Muasher family. It is located in the city center and considered one of the most valuable buildings due to its architectural elements and a unique façade (GSM, 2005), as shown in Figure 6.5. The building was constructed between 1875 and 1899 in two floors.

The first floor consists of three rooms which were used for commercial purposes, while the second floor is a flat that was used as a residence, then for commercial purposes before

Figure (6.5): Muasher Building
(Main Façade).
Source: Researcher, 2010

the building being rehabilitated by its co-owners (Abu Salim, 2009).

Rehabilitation of the building started in 2007, and in the next year co-owners created a new function in the building, which is a museum for currency in Jordan, according to Abu Salim (2009). The building also includes a lecture room, which can be used for seminars or meetings after getting approval from its co-owners.

Renovation works were done by a local non-governmental entity that has experience in renovating heritage buildings in Al Salt City. However, there has not been a clear management structure for the building, yet.

Other privately co-owned buildings have also been rehabilitated for social purposes. Al-Khalili Building (1875 A.D.) had been used for commercial purposes as a wheat mill before the invention of a modern replacement. In 1999, the co-owners decided to rehabilitate the building for a social use; a gathering house (diwan) of Al-Khalil Family (GSM, 2005).

In the fourth building, the Al-Basheer Heritage Building from the late 19th century, has kept its function as a commercial building. The six co-owners of the building decided to rehabilitate their property to use for a café. Despite being a social function located within the city center, the co-owners have not engaged the municipality in their work. The authorities' absence in this project and others is due to the financial ability of owners to fund their projects, in addition to absence of municipal plans for functions inside the city center.

Other cases have witnessed rehabilitation of governmental buildings or governmental purchase of heritage buildings for the purpose of rehabilitation. Al Salt Secondary School (Figure 6.6) is the first high school in Jordan, established in 1919. In 1925, the school had moved to the current building, which had included one floor of 20 rooms, before a second floor was added in 1956 with additional 11 rooms.

Between 1996 and 1999, the building was renovated, and new buildings were added considering the architectural life style and materials of the building. Being a school characterizes the identity of the building. The government

Figure (6.6): Al Salt Secondary School.
Source: Researcher, 2010

considers the typical management structure of schools for managing the building; maintenance is not within this structure.

Neither the government nor local community would approve of changing the function of this building, according to Lina Abu Salim (2010). The majority of men in the city finished their high school as students in this building and insists on keeping its function for future generations.

Another public building is the Tokan Heritage Building (Figure 6.7), which contains of two floors; the first was erected between 1900-1905A.D., and the second between 1910 and 1915 A.D. It is located in the city center and had been originally used as a residence, then was leased to the government to use as a school.

Figure (6.7): Tokan Building (Al Salt Archeological Museum).
Source: Researcher, 2010

In eighties of the 20th century the building became vacant, which enabled the Al Salt Development Corporation (SDC) to purchase the building from its co-owners, and include its renovation in a USAID funded project in the City. In 1989, the SCD then transferred ownership of the building to the municipality, who decided to lease it to the Department of Antiquities for the founding of the city archeological museum.

The Al Salt Archeological Museum is still occupying the building. Recently, in 2005, the municipality in collaboration with the Hashemite University renovated the

Figure (6.8): Abu Jaber Building (Al Salt Traditional Museum).
Source: Researcher, 2010

building, and upgraded its exhibiting techniques from a fund available by the embassy of Holland.

The most recent renovation work on a governmental building was for Abu Jaber Heritage Building (Figure 6.8), which has become a museum for Al Salt traditional life after its official opening in 2010. The building used to be owned by the Abu Jaber family, who constructed the three-floor building between 1892 and 1905.

The building had been used for residential purposes, before some parts were used commercially in the late 1970s after co-owners moved to Amman and outside Jordan. In 2002, the government, through Ministry of Tourism and Antiquities, decided to apportion the compulsory purchase of the building and to include in a grant from the government of Japan. In order to satisfy a request from Japan government, the government of Jordan decided to engage the local community; individuals and entities, in gathering a collection to be exhibited in the museum.

It is obvious from the cases of the Tokan Building and the Abu Jaber Building that governmental projects usually consider large buildings or functions, while private buildings are used for simpler functions inside smaller buildings, but this does not affect the quality of renovation works for governmental or private buildings.

In all cases, owners and co-owners of buildings decide individually about the functions that will occupy their buildings even they affect the city in general. More or less, authorities in Al Salt have not yet engaged individual stakeholders in planning for buildings' rehabilitation.

Al Salt City has never experienced high levels of participation, in which a partnership between authorities and the local community takes place, or the community mobilizes authorities and participates in the initiating, implementing, and managing of projects.

Owners of heritage buildings are the main target group of the local community to create uses inside their buildings. The existence of multiple co-owners for heritage buildings is a dominant obstacle against reaching and engaging this group in the development projects and rehabilitation initiatives.

Co-owners, on the other hand, might also have obstacles in getting official consensus and representation in municipal activities and initiatives, especially for buildings that are co-owned by tens of persons. Unifying co-owners and shares will assist in engaging co-owners in planning for the management of their own buildings, at least.

6.4. Community Participation in Al Salt City

Until the beginning of the current century, community participation in the decision making process was accomplished through traditional forms such as elections and informal (social) meetings. A few public formal forums were held in the city by civil organizations and associations.

In the years after 2000, Non-Governmental Organizations (NGOs) and Community-Based Organizations (CBOs) in the city started to play a role in different issues related to the social and political life; they have organized public and private meetings with

some officials. Despite being organized by specific entities of the local community, these meetings are graded in the information sharing level or consultation.

Governmental and local institutions (i.e. MoTA and GSM) started also using participation in their activities according to a pre-specified level of participation with pre-determined objectives. However, these initiatives could be ranked also in the consultation level of participation rungs since their input is not necessarily to be considered by decision makers.

Surveys also took place as part of engaging the Al Salt community in the evaluation of municipal services. The most reliable survey is that which was implemented through the international fund by the American International Republican Institute (IRI) in 2005. Main municipal services were evaluated by a sample of 500 residents in Al Salt. Results of the survey were publicized but also did not create any obligation to adjust services according to this feedback (Maher Abu Essamen, 2009).

Recent years have witnessed more attempts to engage communities in the decisions related to urban planning. Historic Old Salt Development project (JBIC fund) established a task force team for the project. This team was formed by representatives of official entities, especially the Greater Salt Municipality (GSM), Ministry of Tourism & Antiquities (MoTA) and Directorate of Tourism in the city.

Associations and individuals of the community are still not represented in the current management system of the HOSD project, except some historians that participate in some activities to provide the project with historic information required for the Al Salt Traditional Museum in the Abu Jaber Building.

 It has become protocol for projects to present their components to the local community during the celebration of the project's launch. These components are determined and approved by official entities, who might consider community feedback to develop or review a plan. In many projects such as those funded by JICA and the World Bank, the central government considers that the municipality represents local community of the city in the decision making process (Maher Abu Essamen, 2009).

However, in 2008, two projects were launched in Al Salt relying on the participatory approach in formulating their components (Lina Abu Salim, 2009). The first is the Landuse Project, which aims to develop a master plan considering stakeholders' vision of the city's growth until 2030.

The central government, represented by Ministry of Municipal Affairs (MoMA), launched this project for Greater Salt Municipality and four other cities, and

contracted the Amman Institute for Urban Development (AIUD) to prepare the required master plan for the Al Salt area.

A comprehensive background about the project was made through interviewing the project manager from AIUD, Marah Khayyat. Khayyat (2009), who explained that the planning process taken by the AIUD was based on the involvement of the local communities and encouraging public participation. The participatory approach was considered in building the vision for Al Salt, and involving local community in exploring various obstacles facing the development process.

The expected results of the Master Plan in the long run are supposed to consider the vision and aspirations of the Al Salt community; they will result from consultations that involve many stakeholders, and reflect the citizens' needs and expectations. The contribution of the community was already enhanced through the participation of residents, shopkeepers, children, households, housewives, and businessmen.

The project conducted two main participatory workshops in 2008 with the local community, preceded by a special workshop for municipal employees. The municipal employees' workshop aimed to educate employees about the skills of facilitation and organization of such events. These community workshops satisfied the project's goals since resulted in a vision and outline goals for the plan.

The community workshops also helped to define constraints and opportunities for some domains resulted by these workshops, such as tourism, commerce, agriculture, etc. Then, an advisory committee was formed of 27 members (including two women) representing mainly official entities, some CBOs, and some associations. All members of the committee were more than 45 years old.

The second project that relies on community participation is called SIYAHA (an Arabic word meaning tourism) funded by the United States Agency for International Development (USAID) and implemented through cooperation with the Ministry of Tourism and Antiquities (MoTA).

The project's goal is to create a module in Al Salt for a tourist pathway that could be generalized later to other cities in Jordan. Selecting Al Salt City was based on the potentials that the city possesses and also on the existence of other tourism development projects.

The Field Study Report (2009) of the project and an interview with Sameerah Majali (2009), the field manager of the project, have identified the project's methodology using the participatory approach in assessing needs of tourism development. The

project team was trained for the approach by focusing on a practical application of the tools, and also the design methods of field work.

The team developed a five-day plan aiming to engage local community with current situation assessment and exploration of tourism sector in Al Salt. In the five-day field work, a general impression of the city was gained through observations and some interviews with officials, citizens, community leaders and shop owners. More than 30 households were also included in the visits to investigate their attitude toward the tourism sector and its expected results in developing the local economy.

A focus group meeting was held with representatives of investors, associations, governmental institutions, community leaders, and small business enterprises. Together with representatives, SIYAHA has identified challenges in the tourism sector development and recommendations for developing the sector. The project also could highlight available tourism-related skills and human resources in Al Salt.

For the purpose of creating a successful tourism pathway, the project proposes various uses for different buildings adjacent to the path such as restaurants, traditional exhibitions, etc. The reuse of these vacant buildings relies basically on owners, who should have, in the case of co-ownership, a consensus upon proposed uses and future management of the building.

Generally speaking, the city includes more than 40 community associations and corporations. They have different fields which cover most of social, economic, cultural aspects in the community life, including heritage conservation.Due to lack of financial resources, activities of these entities are limited to conducting awareness lectures or, in the best cases, implementing some activities related to the culture and traditional life of the community. Their participation in initiating concepts to solve heritage problems is limited since they are volunteer-based and lack necessary human and financial resources (Maher Abu Essamen, 2009).

Summary

Al Salt City is the richest city of heritage buildings in Jordan; it embraces more than 700 buildings within an area of about 3km^2. Authorities in the city have launched many initiatives to conserve this area mainly through maintenance of outdoor elements, and some buildings for public uses.

Unfortunately, private buildings' owners, in general, are not able to conserve their properties and create appropriate functions inside due to financial constraints. Few owners can renovate their buildings and succeed in creating durable functions.

Besides, despite the existence of more than 40 community-based organizations, in addition to the buildings' owners, participation in development and conservation projects has witnessed limited engagement at the levels of information sharing and consultation.

Conclusion of Part One: Theoretical Background

The theoritical background of the research presented and discussed the main subjects which guide the research's goals and objectives. Different types of ownership and their management lead to the practical method of managing the fragmented shares of co-ownership.

The management of a condominium has guided the formation of associations in which co-owners are members. Considering current legislation in Jordan, founding a cooperative association could be an appropriate solution for co-ownership through gathering fractional shares and their owners in one entity.

A management committee of the association, representing all co-owners, will be responsible for implementing decisions made by co-owners themselves according to a legal framework governing the association's works and activities. A similar case of gathering scattered shares in the city center of Beirut presented a potential approach for transferring ownership shares of a property into financial shares of an official entity.

The management committee will also develop a management plan for the heritage building, for which the association has been founded. Guidelines of management plans were presented using international trends for this purpose.

Co-owners, generally, lack required qualifications and knowledge for developing plans for their buildings. Therefore the research considers community participation approach in planning for heritage buildings; it presented a national practice that engaged stakeholders of the local community in developing a participatory plan.

PART TWO: RESEARCH DESIGN

Introduction to Research Design

The first part of the research outlined the main themes that the research discusses. It included an explanation about co-ownership of properties in general, and the approaches for managing these properties. It also discussed developing a management plan for heritage buildings and techniques of participation, which allow the local community, together with authorities, to identify problems and, with co-owners, develop a management plan.

This part moderates and directs the research to achieve its goals and objectives. It reflects theories of the research on the practical techniques of participation, investigating their appropriateness in initiating the research's concept in managing the co-owned built heritage.

The outlines presented in the theoretical background will be practiced on a pilot case in Al Salt City. According to the background of Al Salt City in Chapter Five, the research design will develop criteria for selecting a pilot case. This case has to represent heritage buildings of Al Salt, and embody the research's problem of co-ownership

The design of the research will use participation techniques included in Chapter Three based on the factors of objectives, sequence of procedures, and stakeholders. The design will also use the case of LGDP participatory planning in designing a planning workshop for the heritage pilot case of Al Salt City.
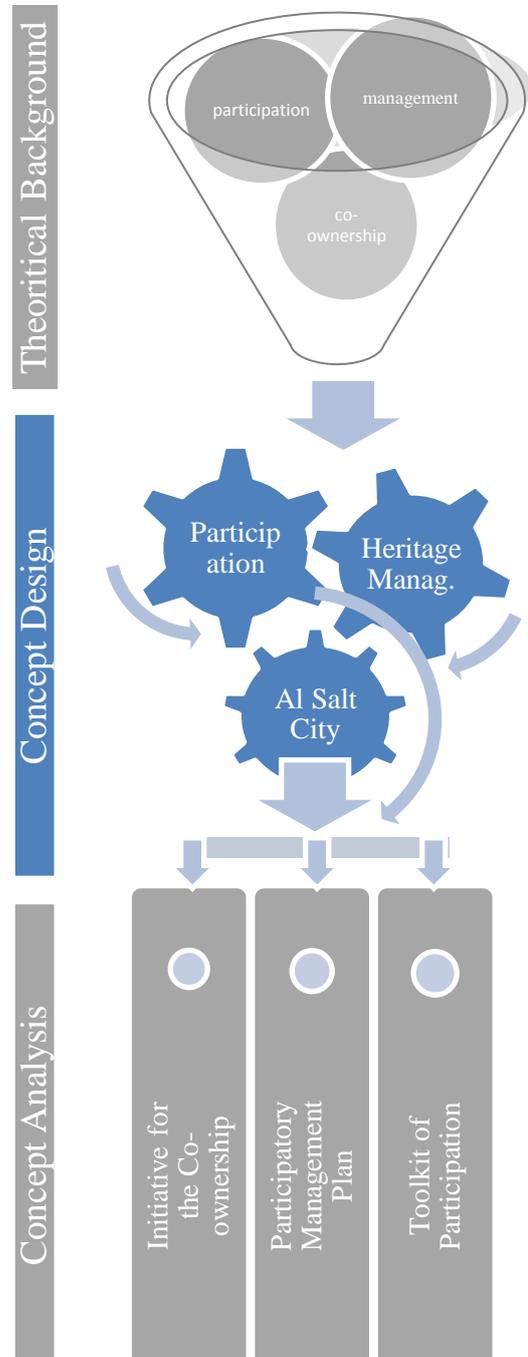
Figure (B): Flow of Information (Part 2)

Source: Researcher, 2009

Research design has attempted to consider theoretical, physical, and social factors in the context of a pilot case. Accordingly, results will appear representing assessment of the design in the form of practical results, as will be shown in the next part, results and analysis.

Two chapters form this part and consider two main streams. The first stream is identifying and analyzing heritage buildings in the city, and thus leading to defining a pilot case for the research. The city includes more than 700 heritage buildings; therefore, the selection process of the pilot case will consider developing criteria for the selection.

The second stream in this part includes methods and techniques that are expected to achieve the research's goals and objectives in the context of the case study, to develop a participatory management plan, and guide the formulation of the participation toolkit for managing co-owned heritage buildings.

CHAPTER SEVEN: PILOT CASE OF THE RESEARCH

Information in the first part of this research requires a suitable environment that obviously has the problem of co-ownership for one or more heritage buildings, and also has a livable surroundings with stimulation for rehabilitation of the building itself.

In this chapter, special criteria will be developed for the selection of a pilot case. Then, analysis of this case will take place to understand its context and potential, including its history, area, value, and the surrounding tissue with its stakeholders. Understanding the pilot case assists in designing techniques of participation that will be presented in the next chapter.

In addition, co-ownership in the pilot case is an important issue in the participation process. It will be explored and analyzed to get a better visualization of the attitudes of co-owners as the main stakeholder, who will play a vital role in the research, and participate, in most, or all, of the techniques.

7.1.   Selection of Pilot Buildings

The selection of pilot buildings requires, according to the research's goals and objectives, stakeholders with a stimulating environment for the rehabilitation of buildings. An area with high potential for rehabilitation encourages owners to look for approaches that assist in gathering fragmented shares of a heritage building, and then developing a plan for the purpose of the building's rehabilitation and reuse.

Therefore, the research relies on many principles in specifying the area that could contain the pilot building. These principles will be discussed in details and applied to Al Salt City. The pilot case is expected to satisfy the following:

- Located in the heritage zone/old city.

- Important heritage buildings in Al Salt City; valuable buildings in terms of architectural style and other values that characterize the building.

- Existence of a development project (initiative) to stimulate buildings' co-owners for the rehabilitation of their buildings.

- Privately co-owned heritage buildings.

- Multiplicity of stakeholders: co-owners, government, municipality, donors, etc.

A. Al Salt Heritage Zone

One of the main studies that this research, as well as the municipality, considers for defining the heritage core of Al Salt is entitled "Salt: A Plan For Action." This study was prepared by the Royal Scientific Society (RSS) in 1990 for the purpose of preserving and developing the city center to stimulate economic activities, and maintain the historic character of the city (RSS, 1990). The study is a main reference for researchers and professionals, according to Lina Abu Salim (2009).

RSS clarifies the growth of the city in five phases (Figure 7.1). It considers the period (1870-1950) as the Golden Era of the city; when settlements expanded to the current city center after establishing the governorate in 1866. In this period, characteristics of the city became completely different from the traditional village style that characterized the pre-1870 period (RSS, 1990).
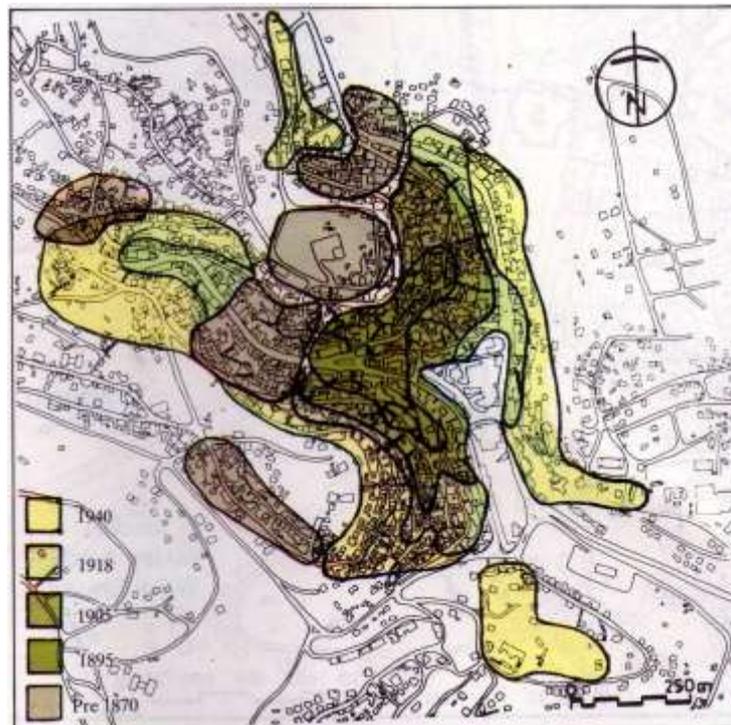
Figure (7.1): Expansion and Growth of the Old City.

Source: RSS, 1990

The pilot case of the research will be selected from buildings of the Golden Era (1870-1950), and located in the heritage core. Based on defining areas that consider historic growth and part of the old city, RSS (1990) selected its implementation area (Figure 7.2) for its purpose. This area is the current city core that contains most of the important institutional, commercial and residential heritage buildings.
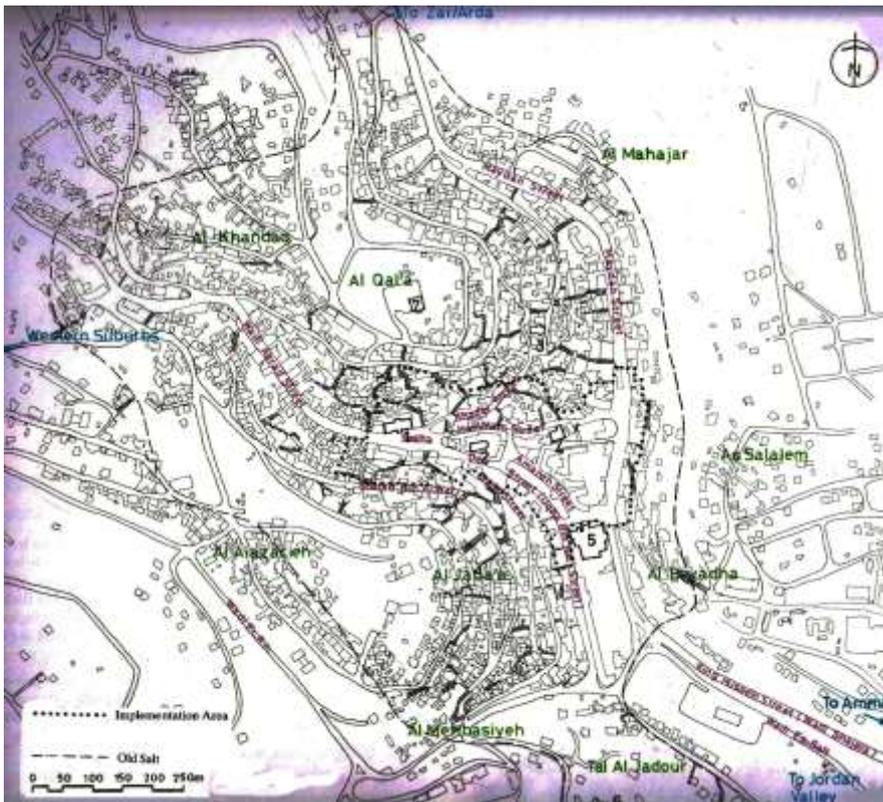
Figure (7.2): Heritage Zone of Al Salt City (Implementation Area of RSS Study).

Source: RSS, 1990

B. Important Heritage Buildings in Al Salt City.

The Royal Scientific Society study (1990) has found that Al Salt City embraces 657 identifiable heritage buildings within the old city, which contains the city center and its surroundings. In the heritage core, which is called by RSS the implementation area, 147 heritage buildings are located and vary in their importance as individual buildings, or in regard to their value for urban tissue in the heritage core.

Based on surveys and analysis made by the Royal Scientific Society, heritage buildings in Al Salt City have been classified into five grades considering five factors; architectural quality, historic interest, townscape value, condition and age (RSS, 1990).

The research will consider the most important heritage buildings that are classified in Grade 1, which according to RSS, includes "buildings of major individual importance to the architecture, history and cultural heritage of both Jordan and Slat" (RSS, 1990 p. 2.9). Figure (7.3) shows heritage buildings of Grade 1 located in the city core, according to the RSS classification.

Grade I
Grade II
Grade III
Grade IV

The most important buildings in the Implementation Area are:

Institutional Buildings:

1 - **The Latin Complex, Deir Street:**
The Old Convent (1871) of historic interest and the fine Church (1890) and courtyard.

2 - **The English Complex, Saaha Area:**
The Old Mission buildings (1873), the Hospital (1882-1923) and the Church (1926), set in their courtyards on different levels, form an important townscape element.

3 - **The Small Mosque, Hammam Street:**
The main mosque and minaret (1906) are good period examples.

4 - **Old Church / School, Maydan Street:**
A small but interesting Liwan type building.

Merchant Houses:

5 - **Abu Jaber Building, Saaha Area:**
Magnificant and largest merchant house (1892-1906), sumptuous interiors, association with King Abdullah.

6 - **Toukan Building, Hammam Street:**
Excellent facade and good interior.

7 - **Muhiyar Building, Hammam Street:**
Good exterior and interiors.

8 - **Mouasher Building, Deir Street:**
Fine decorated facade.

Residential Buildings:

9 - **Sukkar, Saaha Area:**
Four storey complex, fine exterior and interiors.

10 - **Toukan, Maydan Street:**
Magnificant villa, with good interiors.

11 - **Sakit Group, Saaha Area:**
Interesting group of buildings.

12 - **Khatib, Saaha Area:**
Good exterior and interior, including Peasant House.

13 - **Muhiyar, Hammam Street:**
Interesting individual type, tiled roof house with garden.

14 - **Nabulsi, Rummanat Stairway:**
Good type example of small house.

15 - **Qaqish, Yamamah Stairway, Khader Area:**
Peasant era house with interesting details of windows, recent

16 - **'Peasant' House, Saaha Area:**
Good example with courtyard in open setting.

Commercial and Special Uses Builings:

17 - **The Daoud Triangle, Saaha Area:**
The triangle and adjacent Souk buildings (1881).

18 - **The Nabulsi Building, Khader Street:**
Mill and Residence, good interiors.

19 - **The Rummanat Bakery, Rummanat Stairway:**
Only example of Bakery, but poor condition.

Figure (7.3): Heritage Buildings in Al Salt Heritage Core and Names of Grade 1 Buildings.

Source: RSS, 1990

C. Development Projects in Al Salt City.

The main two projects in the city are the 3rd Tourism Development project (World Bank) and the implemented project of Historic Old Salt Development project (HOSD) by JBIC and JICA. In spite a focus on governmental properties, the projects have added value to areas they cover, and also created additional potential for surrounding private buildings. A similar option will be sought for the pilot area by selecting the most important buildings that would be affected by projects' implementation.

The current project by the World Bank intersects with the HOSD (JICA) Project in the city core, specifically in the Al Ain Plaza (Sahat Al-Ain) as shown in Figure (7.4). Many heritage buildings of Grade 1 surround the plaza and have great potentials of rehabilitation and re-use.
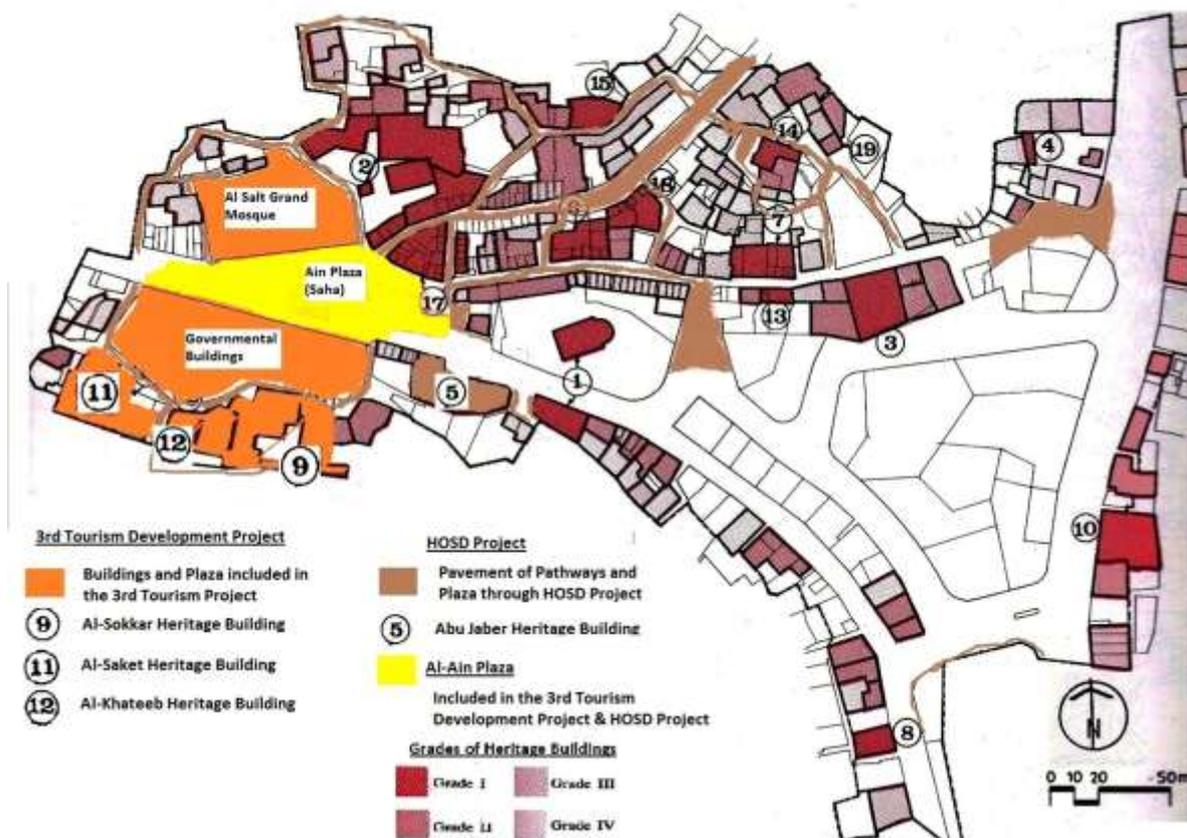
Figure (7.4): Development Projects in the Heritage Core of Al Salt City.

Source: RSS, 1990 and Researcher, 2010

Through the HOSD Project, the Abu Jaber Heritage Building, which is a governmental property, was rehabilitated. Besides, the Grand Mosque (Figure 7.5) has been included also in the 3rd Tourism Project through renovating its façades with the traditional yellow stone that characterizes the city of Al Salt.

Additionally, three privately co-owned heritage buildings have been included in the 3rd Tourism Development Project: the Al-Sokkar Building, the Al-Khateeb Building, and the Al-Saket Building. Intervention in these buildings included renovation of façades and, when necessary, of structural support. Maintenance also has been included for external openings: gates, doors and windows.

Another project, the SIYAHA Project, which is funded by USAID and aims to identify tourist route for Al Salt visitors, has included the area of Al-Ain Plaza and its surroundings as one of the major landmarks in the city.

The existence of the SIYAHA Project and its objectives of creating tourism services and infrastructure assist to a high degree in developing proposals for the use of heritage buildings, and could help in attracting investors for the partnership with co-owners in implementing beneficiary projects.

Figure (7.5): Grand Mosque of Al Salt City.

Source: Researcher, 2010

Including this area in three donated development projects focuses attention on the area and its future; this is especially true of the private heritage buildings. It also supports this research through the availability of many private, governmental, international, and community stakeholders who will be discussed later. The three heritage buildings located in this area will be analyzed to explore their appropriateness according to the required characteristics of the pilot case in this research.

D. Privately Co-owned Heritage Buildings

In order to explore ownership of the three heritage buildings, the Al Salt Municipality was contacted. Available registration documents of the buildings show obvious proof of co-ownership. They are all privately co-owned by various numbers of co-owners.

The Al Sokkar Building is currently owned by ten co-owners, who are still alive. They inherited the property from one owner, and therefore they are blood relatives. The

registration shows that current co-owners officially recorded their inherited shares in the official ownership registration/Department of Lands and Surveys.

The Al-Khateeb Building registration document (issued in 2009) shows 13 co-owners of the building, but the last update of the current document was made about 40 years ago (1960s) according to Lina Abu Salim (2010). There is no specific number for the current co-owners, though the age of last update indicates for a multiplicity of co-owners that may reach many tens. The registration document of the third building, Al-Saket, is similar to the last update of the Al-Khateeb Building. The number of co-owners (21) dates back to 1960s, which indicates a larger number of heirs could exist without official registration.

In sum, the three buildings are privately co-owned with a number of co-owners, which satisfies the required number for founding a cooperative association according to Jordan Regulation of Cooperative Associations No. 13 Year 1998.

E. Multiplicity of Stakeholders

Due to the variety of projects, donors and contractors, beside the co-owned private buildings, many stakeholders are expected to have a role in the planning process for the heritage buildings surrounding Al-Ain Plaza. Stakeholders will be considered for the planning process, the rehabilitation of buildings, and the proposal of uses that support current initiatives in the city, as well as assisting co-owners themselves.

Since the participatory approach considered in the research relies on effective participation and input from all parties that have a stake in the area, stakeholders are being defined based on their role in the city in general, their area in specific, and their involvement in planning for heritage buildings' management. The list of stakeholders tentatively includes:

- Owners of the pilot buildings.
- Greater Al Salt Municipality.
- Ministry of Tourism and Antiquities.
- International-donated projects; SIYAHA, 3rd Tourism Development Project and the HOSD (JICA) project.
- Non-Governmental Organizations and Community-Based Organizations.
- Professionals in the field of heritage buildings management.

Therefore, the three heritage buildings of Al-Sokkar, Al-Khateeb and Al-Saket will be explored for the possibility of applying the participatory approach in solving the co-ownership obstacle, and planning for the management of privately co-owned heritage buildings.

7.2. A Pilot Case Defined

The Al-Sokkar, Al-Khateeb and Al-Saket Buildings, shown as buildings complex in Figure (7.6), are located in Al-Ain Plaza area, and have many lookouts to the city center. Therefore, they are surrounded by urban regeneration and tourism development projects. Moreover, in 2007 the 3rd Tourism Development Project restored the view of these buildings to the main plaza by demolishing three huge modern buildings dating back to 1970s (Figure 7.7 and Figure 7.8). Al-Ain Plaza has been extended to serve pedestrians and to prepare a tourist area that interrelates the commercial traditional center and the heritage buildings by providing appropriate furniture, access, and pathways.

The project renovated facades, and structurally supported pilot buildings using professional techniques that sustain original stones and repair facades when necessary (Figure 7.9). An existing smaller plaza that serves pilot buildings allows visitors to explore the aesthetics of traditional architecture that buildings represent.

Complex of heritage buildings
(Al-Sokkar, Al-Khatib and Al-Saket)

Al-Ain Plaza

Figure (7.6): Al-Ain Plaza and its Relation to Heritage Buildings of the Pilot Area (taken from the north east)

Source: Researcher, 2006

Structurally, the 3rd Tourism Development Project considers both the buildings of Al-Sokkar and Al-Khateeb more stable and durable than the Al-Saket Building. According to the field visit and Lina Abu Salim (2010), and due to the structural deterioration of Al-Saket Building, the intervention of the 3rd Tourism Development Project did not fully succeed in preserving and supporting the building to make it as structurally as durable as the buildings of Al-Sokkar and Al-Khateeb.

Figure (7.7): Pilot Buildings before the Removal of Modern Buildings

Source: GSM, 2007

Figure (7.8): Pilot Buildings of the Research after being Revealed (taken from the north)

Source: GSM, 2007

Al-Sokkar Building

Al-Khateeb Building

Figure (7.9): The Al-Sokkar and Al-Khateeb Buildings (taken from the north)

Source: Researcher, 2010

Moreover, the Al-Khatib and Al-Sokkar buildings are adjacent and look like one heritage complex (Figure 7.10); besides, they are both vacant buildings. At this point, the research primarily considers the two buildings to be the pilot case in order to maximize benefits of the participatory approach considered for managing buildings.
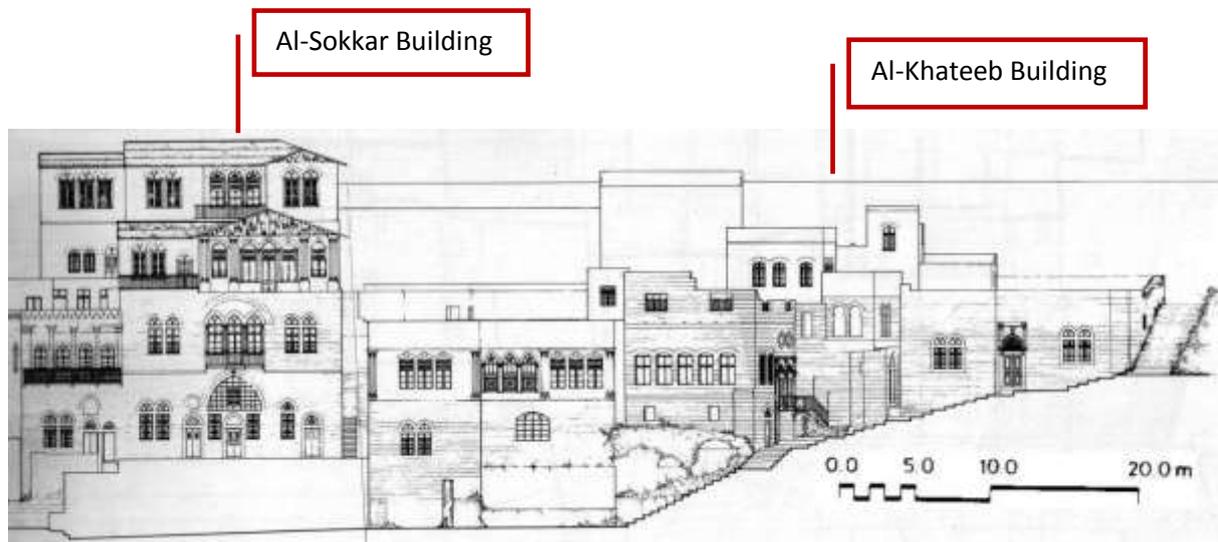
Figure (7.10): Front (North) Elevation of the Al-Sokkar and Al-Khateeb Buildings.

Source: RSS, 1990

Many interviews were conducted for the purpose considering perspectives of authorities and co-owners. Lina Abu Salim (2010), Head of ASCDU, has indicated an obstacle that might rise in the case of including more than one building in the research. Owners of each building often prefer not to participate with other buildings unless they keep their benefits and shares in one side, and solve their own co-ownership obstacles before partnering other co-owners in any other building.

For the Al-Sokkar Building, there are, currently, ten owners. They are the officially registered heirs of the only former owner. Including them in the research is applicable since their number is limited, and their building is integrated with the Al-Khatib Building.

However, the existence of ten owners does not fully represent the co-ownership problem in the city. Moreover, their representation for participation and cooperation with other buildings, individuals, or firms is still easily achievable if they are willing.

In contrast, the Al-Khateeb Building is owned by tens of co-owners, considering the last updated ownership document (1960s). The building, through the complexity of non-registered co-owners, represents the obstacle of co-ownership that the research studies.

Including more than one building in the research has been explored by interviews with co-owners of the Al-Khateeb Building, and then co-owners of the Al-Sokkar Building. Practically, the attitudes of Al-Khateeb Building's co-owners towards cooperating with other buildings, will decide the possibility for including co-owners of the Al-Sokkar Building in the participatory planning process.

Interviews were conducted with six representatives. The selection of interviewed co-owners considered ownership and shares analysis (section 7.3.2). However, the interviewed co-owners indicated for a number of 104 current co-owners that have inherited the building in the last 40 years.

The six interviewed co-owners have shown that co-owners of the Al-Khateeb Building are not interested, currently, to cooperate or participate with owners of other buildings. The large number of co-owners (104) decreases their confidence in creating a successful cooperation, especially since they do not have plans to rehabilitate the building. Besides, their priority is to find an approach of getting consensus on how to use the building, despite the large number of co-owners.

Therefore, this research will consider the Al-Khateeb Building the only heritage building as a subject for community participation in managing built heritage. The building, currently, is one of the most complicated cases in the city for getting co-owners consensus, and then cooperating with related stakeholders.

7.3. The Al-Khateeb Heritage Building: The Research's Pilot Case

In order to have a better understanding of the pilot case, a field study took place to explore the potentials of the building and its physical characteristics. The field study considered the official parcel plan, in addition to description of surroundings and the building itself: its history, materials and spaces.

7.3.1 Description of the Al-Khateeb Building

The building is located in the heritage context of the city center, near the main plaza of the city (Sahat Al-Ain). It is surrounded by other heritage buildings, which together form the largest heritage complex in the City of Al Salt. The building is currently vacant, suffering from degradation, which threatens its existence unless it receives necessary attention and reuse in a way that supports its heritage value.

Official documents, obtained by the Department of Lands and Survey (DLS, 2010) show that the building is located on parcel No. 63 Neighborhood No. 15 (Al-Saraya) in Block No. 67 (Al-Balad), with the parcel's area of 489,3m^2. Usually, the ownership document includes area of the building but not the built-up area.

The Al-Khateeb Building was constructed using traditional methods and the local yellow stone of the city. It consists of two floors (Figure 7.11); the ground floor occupies the entire area of the parcel, while the second occupies half of the area. Hence, the built up area of the building is about 700 m^2. Erection of the building had served the social extended family that generally used to characterize the society of Jordan. It was built in three phases, 1860, 1880, and 1925 respectively (RSS, 1990).

Figure (7.11): Side-back of the Al-Khateeb Building (shows two floors)
Source: Researcher, 2010

Three pedestrian pathways surround the Al-Khateeb Building; one of them serves two gates in the front facade at the ground level, another pathway serves a third smaller entrance in the back facade that serves the upper floor (second level). The main entrance of the building (Figure 7.12) at the lower floor (first level) opens to an open sky-light court (Figure 7.13) that contains stairway remains, used to link the two floors.

The intermediate courtyard is surrounded by five rooms and extends for a ceiled space. These rooms represent the traditional construction style in the city (cross vaults), and are connected visually through their indoor openings that look directly to the courtyard (Figure 7.13). The two floors are connected by an internal staircase in the north-east side of the building. In addition, there is a possibility to reconstruct the old stairs in the courtyard to support circulation between the two floors.

Figure (7.12): Front (North) Façade of the Al-Khateeb Building (Left: main gate)
Source: Researcher, 2010

Figure (7.13): Open-sky-light Court of the Al-Khateeb Building
Source: Researcher, 2010

The upper floor (second level) contains six rooms, some of which have been separated by modern-block partitions to create two housing units that used to be leased for tenants. Removal of all or some of these partitions provides flexibility for rehabilitation operations. Appendix (4-A) contains more documentation for the Al-Khateeb Building and its surroundings, including parcel plan, photos, and plans for the building's floors.

In spite of renovation works by the 3rd Tourism Project, the interior of the building was not included, and still needs renovation that should take place before any future reuse, considering that structural support is not currently required.

7.3.2 Ownership of the Al-Khateeb Building

Through analyzing the ownership register of the Al-Khateeb Building, a co-ownership problem can obviously be noticed, which satisfies the purpose of the research in engaging local communities, specifically building owners, in planning for their properties.

During the research timeframe, some inheritors have officially started transferring ownership to their names in the official ownership register. Currently, and according to the official register in DLS[20] (2011), the total number of registered owners has become 27 co-owners (records).

Due to inheritance principles in Jordan, and kinship relations, another family has started inheriting some shares of the building (the Azab Family). Despite the small share of this family (4.69%), their inherited share enhances their right to participate in proposals for unifying shares and the building's rehabilitation.

Interviews and analysis of the ownership document have shown that four main families own the majority of the building at present. Other two minor families have also shares in the building. Table (7.1) shows families which co-own the building, and their representatives, in addition to area owned, percentage of area, official records (registered owners), and current estimated number of owners.

None of the owners can claim to have an official representation for the shares shown in the table, since number of current co-owners cannot be specifically determined before updating the official ownership register. Therefore, the estimated number shown in the table was obtained from representatives and will be considered for this research.

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[20] Department of Lands and Survey

Family Number	Representative	Area (m^2)	(%)of the total area	Records in the register	Owners (estimated)
1	Farouk Khateeb	146.803	30.00	10	20
2	Monzer/Mazen Khateeb	140.174	28.64	10	9
3	Basem Khatib	97.89	20.00	3	11
4	Moh'd Khatib	68.425	13.98	2	34
5	Dr. Osama Azab	22.939	4.69	1	20
6	Dr. Bassam Khatib	13.165	2.69	1	10
Total		489.3	100	27	104

Table (7.1): Shares of the Al-Khateeb Building's Co-owners

Source: Researcher, 2010.

Summary

This chapter of the research specified a pilot area that has intensive urban development initiatives and includes various stakeholders. This area is considered a focal spot in the city, and the center of much activity. It includes multiple heritage buildings that suffer from degradation and negligence, which also satisfy requirements of the research.

Among many other issues, the selection of the pilot building has relied on the multiplicity of co-owners, which represents the research's problem, and allows for practicing participation techniques, and engaging different stakeholders in proposing an initiative for managing this co-owned heritage building, and developing a management plan.

CHAPTER EIGHT: RESEARCH METHODOLOGY

Techniques of participation are as varied as the stakeholders themselves, and depend on expected results, goals, and objectives that the process looks to achieve through this engagement. In the research's case, a high level of community participation is expected to take place since the research's problem tree has presented private co-owners of heritage buildings a clue for solving obstacles related to heritage buildings' rehabilitation.

Information will be gathered from different parties to understand the environment of Al Salt City regarding to stakeholders' involvement in heritage rehabilitation, and the co-ownership problem of heritage buildings, specifically the Al-Khateeb Building.

Gathered information about stakeholders in the field of heritage management and rehabilitation will lead to listing potential stakeholders of the process, and then the analyzing their interests, as well as the expected added value of their engagement. This analysis classifies stakeholders according to their role in each phase of the method according to the stakeholders' analysis format used by the United Nations (Table 3.3).

8.1. Stakeholders Definition and Analysis

Many entities and individuals may have a stake in the initiated concepts of this research. Co-owners, are the main stakeholders in the process due to their crucial role in initiating a solution for the co-ownership of their building. In addition, other governmental and civil entities are expected to provide valuable input to the subjects of the research.

The Al Salt municipality is the main source of information for this phase. Documentation of buildings and registers of ownership are available in the municipality, which supports this research and its expected results. The municipality is expected to be the main end user of the resulted toolkit that guides interested entities to consider the participatory approach in its activities. Specifically, Al Salt City Development Unit (ASCDU) is the main interested body within the organizational structure of Al Salt Municipality.

ASCDU is responsible for heritage conservation in the city and has the necessary information required for the research. This unit works in facilitating various development projects, and is located in one of the heritage buildings[21] in the city center.

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[21] Qaqish Heritage Building (Figure 6.4)

Also, ASCDU is the management unit of the Al Salt City Development Project (ASCDP), which is, through its steering committee, the political and financial support for municipal plans in regenerating the city center and rehabilitation of heritage buildings. This means that ASCDU represents two main stakeholders: the municipality on one hand, and the major project in the city (ASCDP) on the other.

Other stakeholders also have a witnessed role in same fields. The Ministry of Tourism and Antiquities (MoTA) facilitates and manages different projects of heritage revivalism that are funded by international donors. MoTA has a directorate in the city to follow up projects and improve the tourism sector.

Since there are currently two development projects being implemented in Al Salt, in addition to a third project that had been implemented in 2006, international donors (JICA and USAID) for these projects are expected to assist in providing owners and different parties with potential uses that sustain the goals of their projects on one side, and help the city in initiating functions in heritage buildings, on the other.

One of the interested Non-Governmental Organizations (NGOs) in the conservation of cultural heritage in the city is the Al Salt Development Corporation (SDC), which is a nonprofit corporation. Goals of SDC include assisting the municipality to achieve its objectives through technical and logistical support. Also, it aims to collaborate with the municipality and other parties to conserve cultural and historic heritage in the city (SDC, n.d. p.2).

Moreover, SDC is seen as the main NGO that is interested in different cultural and political issues in the city. It is considered the hub of many players in the city, including other NGOs, and the channel for donors to reach out to the local community (Lina Abu Salim, 2010).

According to Leeda Khlefat[22] (2010), many donors have worked in the city's development projects through SDC since 1989. Surprisingly, Khlefat (2010) indicated that the scope and approach of the present research are not within the interest of SDC. She considers the research does not support their current project, and does not benefit SDC's activities at the short run. Lack of interest of SDC in the research's subject raises the issue of awareness of a key stakeholder in the city, and the opportunities that can be interrelated to maximize benefits of initiatives.

However, another interested NGO is the Al Salt Charity Association. It works for different fields, including small and medium enterprises for heritage professions and handicrafts. According to the ASCDU head, Lina Abu Salim (2010), the Al Salt

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[22] The Executive Manager of Al Salt Development Corporation (SDC)

Charity Association can enrich the research's concept through potentially using the building, or proposing appropriate functions to co-owners.

One of the professional stakeholders in the city is the Jordan Engineers Association (JEA), which participates in different activities of heritage management representing local expertise of the city. The association conducted an international conference on the management of heritage sites and buildings that, through JEA, may assist co-owners in developing the appropriate plan for their building.

As a result of different participation techniques, a management plan will be developed through a planning participatory workshop. The workshop requires sponsorship that provides the venue and aid tools, in addition to covering the expenses resulting from conducting the workshop itself. The sponsor is expected to have a level of understanding for the importance of this research and its contribution to the regeneration efforts in the city in specific, and Jordan in general.

ASCDP through its early concepts (ASCDP, 2005) proposed the rehabilitation of many heritage buildings, including the research's pilot case (the Al-Khateeb Building). These ideas were stalled by the obstacle of co-ownership, which is studied by this research, and then ASCDP adjusted its plans to exclude these privately owned heritage buildings. Therefore, ASCDP is a potential sponsor for activities related to this research.

Table (8.1) delineates the main stakeholders in the city related to the research's problem. It presents their interest in the problem, the methods of the research, and the potential impact of the project to their field of interest. Additionally, it is important to note that listed stakeholders affect the research in different degrees.

By analyzing stakeholders' interests, effect, and importance, they will be invited to take part in appropriate participation techniques according to the level of their impact, and consequently, their level of participation. The research will use more than one technique with some stakeholders, especially co-owners, the municipality, and MoTA.

Stakeholder groups	Interest(s) at stake in relation to project	Effect of project on interest(s)	Importance of stakeholder for success of project	Degree of influence of stakeholder over project
Municipality	- Concerned entity in the city - Local responsible entity for development and regeneration - Facilitator of funds - Promoter the case	- Creates a model in the city - Initiates other similar projects - Fosters trust with citizens - Benefits as a main user of the toolkit	- Providing data - Communication with other stakeholders - Consultations during the project - Recommending appropriate proposals (use)	(High) - Helps in success - Stimulates for follow-up - Applies to other buildings
Co-owners	- Main theme (solving the co-ownership problem)	- Creates new formations - Creates new attitudes - Is the official representation and delegation - Has an opportunity for building's revival and rehabilitation - Gains feelings of ownership and use	- Main actor (gathering of co-owners) - Their response leads to progress and success - Providing data - Proposing projects (use) - Developing plan (s) - Initiating and following up the project - Their attitudes guide results	(High) - Initiates and implements the project
MoTA	- Interested national entity (central government) - Responsible for heritage conservation - Facilitator in funding rehabilitation - Responsible for promoting the case	- Generalizes the case in other cities - Receives the expected potential of the building and its area to be included in future projects	- Providing data about development projects	(Medium) - Leads to potential channels

Stakeholder groups	Interest(s) at stake in relation to project	Effect of project on interest(s)	Importance of stakeholder for success of project	Degree of influence of stakeholder over project
Donors	- Funder regeneration projects - Expertise in projects proposals - Expertise in expected obstacles	- Promotes with other donors (perhaps)	- Integration of projects. - Determining community needs based on their studies	(Medium) - Stimulates owners
Al Salt Charity Association (NGO)	- Potential user of the building - The association has an interest in heritage conservation	- Increases interest in heritage conservation - Proposes a heritage building for heritage functions.	- Proposing functions for the building	(Low) - Potentially will use the building
Al Salt City Development Project (ASCDP)	- Interested in Al Salt Heritage buildings and site in general. - ASCDP is the political umbrella for international donated projects and other development projects. - Experienced in outreaching buildings' owners.	- Assists in outreaching owners. - Gathers scattered co-ownership of heritage buildings.	- Political support for the research. - Venue for the workshop. - Fund workshop-related activities.	(High) - Builds on previous experience. - Sponsors the planning workshop.

Table (8.1): Stakeholders Analysis

Source: Researcher, 2010

8.2. Research Techniques of Participation

Levels of community participation in the research will move within levels of citizens' power that were described by Sherry Arnstein (1969). Owners, a main stakeholder, are going to make decisions, initiate actions, and then mobilize other stakeholders through partnership and dialogue (see section 3.4).

The required techniques of participation aim to achieve specific targets through a series of sequential phases:

1. Get feedback form related authorities and the building's owners on the research's proposal for managing privately co-owned heritage buildings and define a solution for the co-ownership

2. Engage all co-owners and get consensus on the resulted solution

3. Set detailed guidelines for the solution of co-ownership

4. Participatorily assist co-owners in planning for their building utilizing the existing initiatives of heritage rehabilitation in the city

Appropriate outreach to stakeholders depends on selecting the appropriate technique that considers required results and information to be obtained. Techniques of community participation in the process depend also on the level of importance of stakeholders themselves, according to the stakeholders' analysis.

Therefore, based on the above targets, the research methodology consists of the following techniques that are expected to satisfy the aforementioned phases:

1. Interviews with stakeholders of high impact on the research and its problem

2. Mini Focus groups with representatives of building' co-owners

3. A consensus meeting (meeting by invitation) with co-owners

4. A participatory workshop

These techniques have been also described by Paul (1987), Plummer (2000), and Wates (2000). They all agreed on these techniques to locate within the high level of community participation. Consequently, the research works closely with co-owners and their requirements to initiate a solution for the co-ownership obstacle on one side, and develop a plan for managing their building on the other.

Co-owners, the decision makers in this process, will have part in all participation techniques of the research. The Al Salt municipality with the city development project

(ASCDP) and MoTA will have roles in more than one technique according to the expected results and based on the owners' decisions.

Table (8.2) clarifies participation techniques of the research and involved stakeholders. It also presents research's goals that will be achieved through practicing these techniques in the pilot case.

No.	Technique	Stakeholder(s)	Research's Goal
1	Interviews	Municipality, MoTA, Owners	Initiating solution for the co-ownership problem
2	Mini Focus Group I	Representatives of co-owners	
3	Consensus Meeting	Co-owners of pilot buildings	
4	Mini Focus Group II	Board of representatives	
5	Specialist Interview (Workshop design)	- Board of Representatives. - Specialist in participatory workshops	Developing a participatory management plan
	Participatory Planning Workshop	Co-owners, municipality, ASCDP, MoTA, Donors, NGOs.	

Table (8.2): Research's Techniques and Stakeholders

Source: Researcher, 2010

This section explains the details about research techniques and the way of employing them to achieve the research's goals and objectives.

8.2.1. Interviews

Interviews with representatives of stakeholders will take place to enrich understanding of the pilot area and building, as well as explore stakeholders' attitudes and potentials for the management of heritage buildings in general.

The research employs personal interviews, which require "a person known as the interviewer asking questions generally in a face-to-face contact to other person or persons" (C.R. Kothari, 2004 p.97), as a source of information related to the subject. The interviewer in this research is the researcher himself.

Interviews will take a semi-structured form, with a fairly open framework that allows for focused, conversational, two-way communication (FAO, 1990). Since this technique could affect decisions in the formulation of later research's phases but not

decide by itself, it is ranked at the consultation level of participation levels, and may be ranked at the level of decision making partnership according to its results.

In spite of making previous general interviews with some, following key list of stakeholders will be interviewed representatively:

- Greater Salt Municipality. Interviews aim to explain details of the research's methodology, explore planned initiatives for co-ownership of heritage buildings, if they exist, and evaluate authorities' response towards the proposed solution for co-ownership and gathering co-owners in one entity.

  In addition, stakeholders will be reviewed with the municipality to enhance participation of all related parties in the process. Moreover, possible assistance will also be discussed to enable and encourage buildings' owners to solve buildings co-ownership and formulate their own plan for the management of their buildings' rehabilitation.

- Ministry of Tourism and Antiquities (MoTA). The interviewed representative of the ministry should have a complete understanding of the development projects in the city as well as the co-ownership problem. Therefore, this representative is expected to come from a high management level of MoTA technical staff.

  The interview aims to discuss co-ownership problem, and plans of projects that co-owners might consider for rehabilitation of their building. Besides this, the stakeholders list will be revised with MoTA to finally consider stakeholders engaged in the process of this research.

- The building's owners. According to groups of owners per the analyzing of the ownership document of the Al-Khateeb Building, a key list of six representatives will be interviewed according to Table (7.1).

  Owners will be interviewed to explore main obstacles that impede reusing their building and any future plans or visions concerning the pilot building they own. Outlines of the problem tree (figure 1.1) will be discussed with representative explaining that their participation has become an essential part of the development processes in the city in general, and for their building in specific.

  Unless co-owners initiate a solution for the obstacle of co-ownership, the solution of gathering co-owned shares in Beirut practice (section 5.2) will be highlighted in the interview through founding a cooperative association by co-owners. Feedback from owners regarding any solution will be included in the following technique, the mini-focus group.

Generally speaking, interviews aim to gather information, consult and get feedback on the cooperative association's initiative. It also introduces other techniques that will include all stakeholders and develop the participatory plan for the pilot heritage building.

8.2.2. First Mini Focus Group

According to results of interviews, specifically with co-owners, proposed initiatives for solving co-ownership problem will be explored to know the extent these initiatives are accepted by owners. Exploration of initial concepts can be achieved by conducting focus groups according to Elliott et al. (2005).

"Focus groups" is a technique of group discussion focuses on a particular predetermined issue, and relies on open-ended questions or topics (Payne and Payne, 2004). Selection of participants in this technique is "purposive sampling" as indicated by Barbour and Schostak (2005, p.43).

Therefore, the purposive sample (representatives of co-owners) will discuss the most appropriate solution of co-ownership that might get consensus of co-owners. The level of participation in this technique locates between levels of consultation and decision making (see section 3.4).

Six participants are expected to play a role in the technique. This number of participants is considered within "the ideal size of a focus group for most non-commercial topics"; which is from five to eight participants (Krueger and Casey, 2009.p.67). When number of participants is from four to six, then the technique is called a mini focus group (Krueger and Casey, 2009).

Participants in the focus group will be invited orally at least one week in advance. Venue of this technique will be selected by the group itself. Besides, schedule of the event will be prepared in advance and be part of the invitation. The schedule will contain:

1. A summary of interviews regarding the subject of co-ownership

2. Proposed solutions to the problem of co-ownership including founding an association by co-owners

3. Selecting the most appropriate solution

4. Planning for the following technique of a consensus meeting with all the owners

Accordingly, the results of the first mini focus group will direct the consensus meeting that will follow this technique.

8.2.3. Owners Consensus Meeting

Since the purpose of this research is to ascertain one or more of participatory solutions for the problem of co-ownership, a consensus meeting will take place to be attended by if not all, a majority of, the owners.

Participants will be invited orally at least one week before the meeting. In order to create the sense of ownership for initiatives, a group of co-owners (key co-owners) will be engaged in the preparatory activities of this technique. This includes invitations, in addition to developing the meeting's schedule through the previous technique of mini-focus group.

Moreover, one or more of the co-owners will have a role in presenting proposed solutions and the preferred initiative, and then, together with the researcher, will be responsible for the facilitation of discussion according to the agenda.

However, main points that are expected to be discussed during the consensus meeting include:

1. General background about the research and introduction to the meeting.

2. Explanation of detailed concepts by representatives.

3. Open discussion and consensus.

4. Selecting/electing a representative committee for the building, to handle the responsibility of implementing recommendations resulted from the meeting.

According to the technique's goal, and since results will be recommended and implemented by co-owners themselves, the level of participation at this phase locates between the level of decision making and the level of self-help (see section 3.4).

8.2.4. Second Mini Focus Group

As discussed in section 8.2.2, the technique of mini focus groups should have a specific purpose and predetermined schedule. This technique discusses recommendations of the consensus meeting through guidelines of the solution preferred by participants of the consensus meeting. It also plans for the next technique, the participatory workshop.

Participants in this mini focus group are the representatives selected from the consensus meeting. The venue of the technique will be determined by participants, and oral invitations will be used at least one week before its date.

This technique of mini focus groups locates in two levels of participation: the level of consultation for the workshop's agenda and preparations, and the level of decision making related to the co-ownership solution agreed by co-owners.

8.2.5. Participatory Workshop

Conducting a workshop for stakeholders of the pilot area is located in the level of initiating actions (mobilization), in which the community decides, and the government responds to community's efforts, or produces facilitations for the community to implement its own actions (section 3.4).

This workshop will be planned according to the results of the second mini focus group. On week prior to the workshop, written invitations will be delivered to the target participants (stakeholders) with information about the workshop's purpose, location, date, and time. The researcher is responsible for main facilitation since he is a certified facilitator in advanced participatory methods.[23]

A one-day workshop aims to develop a rehabilitation management plan for the pilot case according to the planning process discussed in Chapter Two and shown in Table (2.1). The plan will include problem definition and analysis, project initiation, and concept development. Participants will be divided into groups, in which a variety of specialties will be considered in addition to considerations of gender and age.

The workshop should have a design that satisfies requirements of different stakeholders, especially the owners and the Al Salt Municipality. Consequently, the workshop will be designed by the researcher, and then presented to a specialist, who will change, modify, and approve the final design of that workshop.

In addition, the schedule of the workshop will rely on the outlines of management plans and the practice of Jordan Local Governance Development Program (section 5.3) to include:

- Introduction and Ice-breaking.

- Problem definition. The problem tree (Figure 1.1) will be included in this discussion since it was presented to and discussed by the sample of interviews. Consensus will be sought on defining problems of the heritage buildings in Al Salt City.

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[23] A certificate was obtained in 2007 after participating in the Training of Trainers on Advanced Participatory Method by ARD, Inc. under JLGDP-USAID Program. Then has facilitated and participated in the facilitation of many national and international workshops.

- Project initiation. Groups are going to develop an analysis for the current situation of the pilot case, including values, strengths, weaknesses, obstacles, and opportunities. The resulting lists will be presented to participants and then discussed for a consensus.

- Concept development. This part includes developing goals for the pilot case, proposing uses, and prioritizing these uses. Groups will propose goals based on the current situation analysis. Accordingly, each group will be asked to propose one function or more of re-use projects, and then participatorily will prioritize projects through the voting of participants.

- Project preparation. A draft of work plan will result from this part, using an adopted format suitable for results of the workshop.

Results of previous sessions form the contents of a participatory plan for the pilot case development and rehabilitation. Despite the plan is part of the research, its intellectual property is for the participants who develop its contents participatorily.

A toolkit of community participation in the management of built heritage can then be developed based on the practice of previous techniques utilizing the general framework of toolkits (section 3.8).

8.3.   Planning For Participation

In order to develop a plan for the participatory process in this research, it is necessary to create a list of activities that are going to take place. Listing activities relies on the actions required to achieve the research's objectives of initiating a solutions for the co-ownership problem in heritage buildings, and developing a participatory management plan for the pilot case.

Gathering information related to owners and the pilot building facilitates discussions through the techniques, and provides a better understanding of co-ownership dynamics. A continuous activity for gathering information will take place throughout the process.

Activities are listed first regardless its relation to objectives, but later, the plan of participation will clarify activities according to the engaged stakeholders and objectives they achieve. A sequence of activities and their purposes are presented in Appendix (2). The plan will be developed considering the United Nations (2007) work plan template (Table 3.5) and the time frame of the research itself.

Table (8.3) presents the participation plan of techniques considered by the research, and will be considered for later stages in engaging stakeholders in the process.

Goal/ Accomplishment	Activity/Technique	Timeframe (month)								
		1	2	3	4	5	6	7	8	9
Initiating solution for the co-ownership problem	Field survey	x	x					x		x
	Interviews	x	x	x		x		x		x
	Mini focus group I				x					
	Consensus meeting					x				
	Mini focus group II						x			
Developing a participatory management plan	Workshop design						x		x	
	Participatory planning workshop								x	x

Table (8.3): Participation Plan of the Research

Source: Researcher, 2010

Conclusion of Part Two: Research Design

The research's case city includes more than 700 heritage buildings that represent the Golden Age of 1850-1930 and generally suffer from degradation. Co-ownership, among many other reasons, causes this degradation, and been discussed in the research.

The selection of a pilot case in the research considered criteria with principles of location in the heritage zone/old city, the value of the building, the existence of development projects (initiative) to stimulate buildings' co-owners for rehabilitation, private ownership, and the multiplicity of stakeholders that have an interest in the building.

Accordingly, the Al-Khateeb Building has been selected to apply the research's techniques of participation with different stakeholders who were defined and analyzed. Analysis of stakeholders and goals of the research have lead to specifying techniques that locate in the high level of participation.

Moreover, techniques of participation in the research include interviews, mini focus groups, a consensus meeting, and a participatory planning workshop. These techniques involve stakeholders at different levels according to their role, their input to the participation process, and their impact on the research itself.

Planning for participation has defined activities that will take place according to techniques themselves, as well as their purposes and contribution to the achievement of the research's goals. A time of ten months has been given to the plan, and the activities were distributed accordingly.

PART THREE: RESEARCH CONCEPT

Introduction to Research Concept

In the last chapter treating the Research Design, participation techniques were specified according to the definition of stakeholders and the selection of the pilot case with its context, including potentials for development and efforts of urban rehabilitation of some heritage sites. According to the research's methodology, techniques were applied investigating their appropriateness with relevant stakeholders as well as the pilot case.

This last part will treat the research's concept, relying on the presentation and analysis of the results of the techniques, and concluding on the efficiency of the research's proposal in managing a privately co-owned heritage building, which is co-owned by more than one hundred co-owners.

Despite the fact that the participation techniques of the research have been practiced successfully, some factors affected the practice of these techniques. These factors are related to social beliefs and norms such as gender sensitivity and issues of relatives and kinship.

Even so, the findings of the research present issues that have role in the participation techniques, and can be considered in future practices. These findings assist in developing a toolkit for participation to engage co-owners in managing their co-ownership problems, and developing a plan for their buildings.

The research's concept consists of three chapters; the first presents results of techniques, and analyzes these results
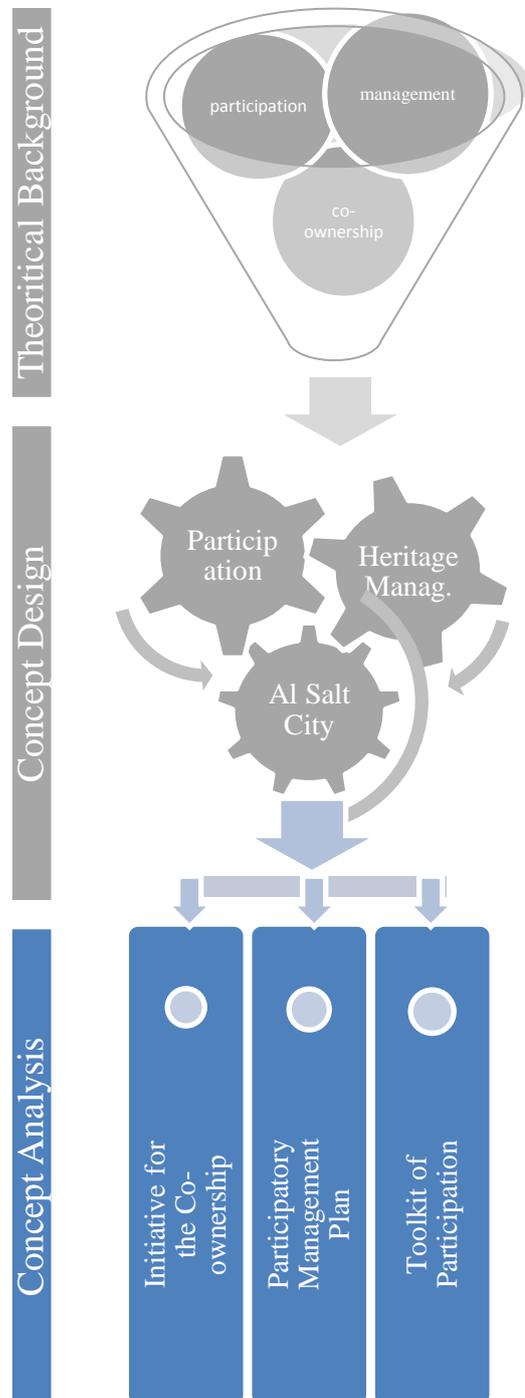
Figure (C): Flow of Information (Part 3)

Source: Researcher, 2009

according to two fields: the field of participatory management of heritage buildings, and the field of participation techniques within the context of the pilot case in the city of Al Salt.

The second chapter presents findings of the research, including the development of a participation toolkit, which relies on the participation process used in the research. The third chapter includes conclusions and recommendations that resulted from the research, and presents a perspective on the future of heritage buildings using the research's findings and conclusions.

CHAPTER NINE: RESULTS AND ANALYSIS OF COMMUNITY PARTICIPATION IN MANAGING BUILT HERITAGE

The research's initiative in founding a cooperative association for co-owners has been explored with related stakeholders, especially the co-owners themselves. Besides, a participatory management plan has been developed through engaging various stakeholders that represent different fields and interests in the context of heritage buildings and sites.

Analysis of the results also includes the participation techniques. The analysis includes a measure of the appropriateness of methods for the stakeholders; considering the role of their attitudes, norms, and expectations in accomplishing the purposes of these methods. Evaluation of the process takes place and assists in realizing the strengths and weaknesses that have their impact on the process in general.

This chapter considers the research's design for the pilot case and the techniques of participation used, introducing the findings discussed in the next chapter. The results of research's techniques will be considered in developing the toolkit of participation, which is one of the research's goals.

9.1. Participatory Management of the Pilot Co-owned Heritage Building

Emphasizing results of previous interviews, Lina Abu Salim (2010) indicated that currently there are no governmental plans dealing with the problem of co-ownership, even though it impedes development projects in the city. What is more, current international donated projects in Al Salt are in the implementation phase, and MoTA does not plan for more projects in the city, according to Khayyat (2010). This means that stimulation for owners to initiate solutions for the research's problem will not be through the international donated projects.

9.1.1. Co-owners' Understanding of the Management of Heritage Buildings

Semi-structured interviews (Appendix 1) were conducted with owners of the Al-Khatib Building based on their shares. The interview was designed to cover issues related to participation, ownership, plans for building's rehabilitation, channels to investors, and potential solutions for the co-ownership.

Interviews started with two co-owners, individually, based on their experience in the field of properties management[24]. Their field is expected to assist initiating the

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[24] Co-owners' backgrounds are as follows: two co-owners are specialists in properties and housing cooperative associations, one is a Doctor, while others are retired; one of them is a former Secretary General for Ministry of Municipal Affairs.

solution for co-ownership. Besides, they represent the largest shares with about 58% of the total area.

In interviewing owners, the interviews moved from general questions to more specific. Interviews were divided into four parts starting from the introduction, then the co-owners' understanding of the rehabilitation of their building, followed by the co-owners' attitudes towards cooperation and partnership, finally leading to the fourth part of proposing solutions for the co-ownership obstacle.

Part One: Introduction

1. Participation of owners in development projects

   Interviews have shown that one co-owner had been invited by authorities to participate in events related to development projects in the city. Generally, according to Mazen Al Khateeb (2010), the government articulates concepts and possesses the responsibility among all activities of any initiative or project.

   Other representatives pointed that the government usually plans and implements projects, while the community is not aware yet to participate in this process. This means that the local communities lack the necessary awareness of their role in development operations, and the extent that their knowledge and skills might be supportive to the success and sustainability of plans.

2. Value of the building

   Representatives are aware of the value and importance of their building, and so believe in its priority for conservation and re-use. Besides its physical and financial value, there is also a great social value in the building. They would like to transfer their feelings of appreciation for the next generation, and sustain parts of their past for the future.

   Another factor that raises the value of the building and its context in general is its political worth through its adjacent location to the old Saray[25] that had been demolished early seventies of the last century. Dr. Osama Azab (2010) points that the old context of the Building represents the late Ottoman and neo-Arabian ages of the city.

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[25] Saray; is the building used to represent Turkish government during the Ottoman period in the region. The building was used by the Turkish governor in the city. Al Salt Saray was demolished early 1970s by the Government of Jordan to erect modern buildings (field visit to Historic Old Salt Museum, 2010).

3. Expected role of the government

Representatives, in general, do not rely on the government in conserving their building. They realize the financial problems that the government faces. However, co-owners have shown the applicability of partnership with the government or private sector to conserve their building.

Though owners have the feeling of ownership, they must obey municipal decisions restricting the use of heritage buildings. In some cases, municipal decisions have lead owners to sell their properties in the case of individual ownership. Therefore, while co-ownership is an obstacle against development projects in the city, interviews have guided to an advantage in preventing co-owners from selling their shares, and thus assisted in preserving the identity of buildings' ownership.

Part Two: Rehabilitation of the Building

4. Vision/plan for building's management and rehabilitation

Some of the owners proposed the use of gathering house "in Arabic *diwan or madafa*" for the extended family. Other uses were also suggested by representatives such as a motel. Since the city lacks tourism services, a partnership with investors could be a successful project, according to co-owners. Besides, the Governorate University (Balqa University) had shown an interest in rehabilitating and using the building for traditional Islamic arts and handicrafts.

It is obvious that the interviewed representatives have not discussed functions for the building with all the other co-owners. However, the representatives are open to any proposal from any private or public entity to rehabilitate and use the building. Large private entities like banks may have an interest, one day, in the building due to its location and area.

5. Obstacles against rehabilitation

Similar to the research definition of the problem, all representatives have agreed that the financial obstacle prevents rehabilitation of heritage buildings in general. The financial abilities of the co-owners vary, but generally speaking, most of them are not able to fund the revitalization of their building.

Another obstacle that representatives have mentioned is the existence of multiple inheritors that may extend to other families, which causes difficulties in approving the way that the Al-Khateeb Building can be rehabilitated.

Part Three: Attitudes Towards Cooperation and Partnerships

6. Cooperation of co-owners to rehabilitate their asset

Some owners have large shares in the building but cannot financially contribute to the rehabilitation fund according to their share. Therefore, some representatives proposed the idea of establishing a family-fund box that allows all members of the family; even those do not have shares in the building, to donate for rehabilitation.

This idea may assist in conserving the building structurally and architecturally, but it does not solve the decision making obstacle through the existence of multiple co-owners with different shares; especially in the future when co-owners' numbers increase. However, co-owners are uncertain about the applicability of the fund-box concept especially by members of the family who do not have shares in the building, and also those have not financial ability to take equal part as others.

7. Cooperation with entities

Investors and public entities are considered the preferred solution if cooperation will take place, according to the representatives. Some representatives differentiate between cooperation with public entities or private entities. For public entities, use of the building may be granted for a specific time, short or long, according to the estimated cost of rehabilitation.

In case of a private entity (i.e. company, bank, etc.), conditions may go beyond the function and time to include other financial and legal conditions. They look to create a fund that enables the Al-Khateeb family to utilize the partnership in proposing initiatives for the benefit of the family. In all cases, representatives realize that the existing co-ownership prevents deciding on such issues.

Part Four: Proposing Solutions for the Ownership Obstacle

8. Trends to solve the co-ownership obstacle

In spite of realizing the co-ownership obstacle, owners have not proposed ideas or solutions that help in using the building through official channels, or getting an official sustained delegation by co-owners to specific representatives.

They believe that after few decades owners will be in hundreds, and city development opportunities will increase as well. Therefore, it is necessary, according to representatives, to assist future generations in keeping the ownership and having an effective sustained management system.

9. Background of cooperative associations and the possibility to solve co-ownership in the long run

Since representatives and other stakeholders have not presented ideas to solve the co-ownership problem, interviews have discussed the concept of cooperative associations. Establishing a cooperative association (similar to the Beirut concept) is believed, at this phase of interviews, to be a good sustainable solution for the building. Basem Al-Khateeb (2010) considers initiating the concept of a cooperative association will create a pilot case in Jordan that may encourage rehabilitation of many heritage buildings in other cities.

The co-owners understand that linking shares in the association according with shares in the building institutionalizes the social and official ownership of the building and officially delegates decisions related to the building to few elected persons.

9.1.2. Cooperative Associations for Managing Co-owned Heritage Buildings

In the first mini focus group, participants have shown awareness to the concept of cooperative association within the current co-ownership situation. Then, in the technique of a consensus meeting including all co-owners, a consensus has been achieved on the concept due to its role in solving the co-ownership problem and preserving ownership of the building.

Since the building symbolizes the Al-Khateeb family in general, even family members who do not have shares in the building may be included in the association. In this case, financial shares in the association can be open to all members of the family and not restricted to the building's co-owners.

Similar to SoLiDeRe practice (section 5.2); one of the worries among attendees is the dominancy of some individuals on decisions related to the property. This worry might be solved through an article in the cooperative association's by-law, which can consider the election of the management committee by all members equally regardless their shares.

Detailed decisions, related to the building and the association, have been delegated to a new list of five representatives representing all groups of co-owners. Members of this list form the Preparatory Committee[26] (according to Regulation No. 13 Year 1998) of the association to proceed with its foundation through official procedures.

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[26] The preparatory committee is a requisite for founding a cooperative association according to Jordan By-Law of cooperative associations. Its main responsibility is to proceed with applications and provide necessary documents.

The Preparatory Committee has the authority, according to the consensus meeting, to develop a By-Law for the cooperative association, taking into consideration the need for flexibility to include other family members that do not have shares in the building, and the need to put at an advantage the original owners of the building or any other buildings that will be transferred to the cooperative association in future.

The Preparatory Committee members, in the second mini focus group, considered shares in the building as contributions to the association's capital. The association, in this case will include the property mainly, but also requires cash contribution for the running cost and other costs related to the building, or any other project that the association may initiate.

The committee decided on the necessity of a financial contribution of members (owners); every member has to contribute with a minimum amount of cash that will increase his/her total shares in the association, and assists the association in launching its activities.

A consensus has been reached to include all interested members of the family, and to consider each member as equal in decisions (voting) regardless of their shares in the building or financial contribution in the association. This decision expands the association as well as the feeling of ownership by all family members. In addition, the management board of the Association has to be elected every two years through direct election by all members, with a maximum of two rotating periods for the Chairman of the Management Board.

Based on the consensus upon shares, membership, and management, the Preparatory Committee revised the proposed template that was developed by Jordan Cooperative Corporation (Appendix 7), and then decided to amend the draft by-law to include:

1. Period of the Management Board, and number of rotating periods for the Chairman (i.e. runs for two rotating periods only, but can run for separated periods, discontinuously).

2. Minimum shares of subscribers (in cash money) to get the membership, considering number of subscribers and the expected required cash money for the association.

3. Any member can transfer his/her shares in a property for the benefit of the association after getting approval from the Management Board. In this case:

   a. An agreement or memorandum of understanding will be signed by the two parties.

b. The property has to be evaluated by the management board, or by another committee formed for this purpose according to special instructions issued by the Management Board and approved by the general assembly.

c. The member may ask for valuation of the property by an external committee or individual. In this case, the association and the member will agree on the evaluator and they must equally share expenses. If one of the parties terminates the agreement he will pay all expenses.

d. Shares of the member in the property will be evaluated based on the evaluation of the property itself.

e. Official procedures then take place for the ownership transfer.

f. Fees and expenses of ownership transfer are carried out by the association.

g. Value of the transferred ownership will be added to shares of the member in the association.

4. If the association desires to sell all or part of a property that was originally transferred by one of its members, the association must inform this member in case he desires to re-own his shares of the property. If more than one member had transferred shares of the same property, these members may agree on one or more of them to buy, or the association may sell the property to the offer of the highest price, or according to a criteria considered by instructions.

5. The Management Board has the authority to issue special instructions regulating its work for the benefit of the association. These instructions must be approved by a majority of the general assembly of the association.

6. The Management Board has the authority to sign agreements with other entities or individuals according to special instructions issued for this purpose, or according to approval of the majority of the general assembly.

As presented by guidelines of the association's by-law, a multi-purpose cooperative association can be an appropriate solution to co-ownership of heritage buildings. The concept of cooperative associations can be applied on other buildings in Jordan since they obey to the same legislative framework.

Although legislation in Jordan does not clarify using this type of associations for the heritage buildings, it does not restrict membership to a specific family. On the other hand, it allows non-owners of a building to apply for membership, but authorizes the management board to accept or refuse any of these applications.

Through a founded cooperative association, co-owners of a heritage building might look for channels of partnership with other public or private entities. The partner is not required to be part of the association; agreements may be made between the two parties to include articles clarifying authorities, rights, and responsibilities of both parties regarding the use, cost, and management of the building.

9.1.3. The Participatory Management Plan of the Al-Khateeb Building

Due to the absence of the co-owners' vision to manage their building, after setting the guidelines of the cooperative association for the Al-Khateeb Building, a one-day participatory workshop would be an appropriate method for gathering the different perspectives of the different backgrounds and interests of the stakeholders. Beyond the research's objective of conducting the technique of a participatory workshop, the Preparatory Committee of the association defined their requirements from this workshop.

The main goal of the workshop, according to the owners, is to guide the association toward rehabilitation, within emphasis on fund raising and possibilities for partnership. It is expected that the participants of the workshop might assist in proposing uses, and accordingly assist in proposing potential partners or donors. At the same time, the Preparatory Committee, who represents co-owners, asked for flexibility in the timeframe of the plan.

Despite the essentiality of the timeframe in planning, the research will skip the timeframe in developing the plan, but all other elements will remain as they have been planned. Consequently, the workshop will be designed considering the expectations of owners, on one hand, and attempting to make optimal use of the participating stakeholders on the other. However, objectives of the workshop have been participatorily listed based on the research's objectives and co-owners' needs as follow:

1. Identify problems of building rehabilitation in Al Salt City.

2. Explore potentials of the Al-Khateeb building.

3. Initiate proposed projects/uses for the Al-Khateeb building.

4. Assist owners of the Al-Khateeb Building in listing entities interested in funding the project, or in creating a partnership with the owners (association).

A list of interested stakeholders was prepared according to their interest in the subjects related to the workshop. The stakeholders represent different categories of the community: Non-Governmental Organizations (NGOs), specialists, academics,

donors, development projects, central government, local government, and owners of the pilot case.

According to categories of stakeholders, institutions and firms were listed, as shown in Table (9.1), engaging the most interested representation in the workshop objectives. Some stakeholders represent more than one category in the local community.

No.	Institution/Firm	Category
1	JICA (Japan International Cooperation Agency)	Donor Agency
2	SIYAHA II Project (USAID funded project)	Donor Agency
3	3rd Tourism Project	Development Project
4	ASCDU/ASCDP	Development Project
5	Al Ahliyya Amman University	Academics/Specialists
6	Jordan Engineers Association	Specialists/ NGO
7	Al Salt Charity Association	NGO
8	Ministry of Tourism and Antiquities	Central Government
9	Al Salt Municipality	Local Government
10	Owners/ Representatives of the Al-Khateeb Building	Owners

Table (9.1): Stakeholders Interested in the Planning Workshop

Source: Researcher, 2011

Relying on the objectives of the workshop, the researcher developed its design. Contents of the workshop apply principles of Built Heritage Management (section 2.2), which include the principles of UNESCO and English Heritage et al.

A draft design was developed for three sessions; the first introduces the research, and achieves the first objective in defining problems of the city. The second explores potentials of the pilot building, while the last session includes proposing uses for the building and potential partners/donors for the rehabilitation process.

Natasha Shawarib, a specialist in the design and facilitation of workshops, had reviewed this design and approved its contents, sequence, and sessions. Appendix (3) presents design of the workshop and links sessions to objectives they achieve. Fifteen participants attended the workshop, of which 6 females and 9 males, representing most of the invited stakeholders according to Table (9.2).

No	Institution/Firm	Female	Male	Category
1	Al Salt Charity Association	1	0	NGO
2	Jordan Engineers Association	0	1	Specialists/ NGO
3	Amman Private University	0	0	Academics/Specialists
4	JICA (Japan International Cooperation Agency)	1	1	Donor
5	SIYAHA II project (USAID funded project)	0	0	Donor
6	3rd Tourism Project	2	0	Development Projects
7	ASCDU/ASCDP	1	1	Development Projects
8	Ministry of Tourism and Antiquities	1	1	Central Government
9	Al Salt Municipality	0	2	Local Government
10	Owners/ Representatives of the Al-Khateeb Building	0	3	Owners
Total		**6**	**9**	**15 participants**

Table (9.2): Participants of the Planning Workshop

Source: Researcher, 2011

In the first session, the problem tree (Figure 1.1) summarized different obstacles related to various stakeholders in the city, and was discussed by attendees then received their approval. According to the participants, the problem tree is characterized by a sequential analysis of the city's problems.

An understanding of the pilot building was brought about by presenting the building to participants, clarifying its relationship to the surroundings and to the co-ownership problem. Accordingly, the project initiation was developed participatorily through analyzing the building. The analysis includes understanding the values, strengths, weaknesses, opportunities, and constraints of the project. The results of analyzing the building's potentials by participants are shown in Figure (9.1).

The values of the pilot building were listed considering the different unique aspects of the building including:

1. Heritage value (architectural and construction style, and date of erection).

2. Construction materials.

3. Function: the building had been used as the second private school in Jordan.

4. History: one of the early erected heritage buildings in the city.

5. Political value: location of the building in the old political area (near the old Saray).

Figure (9.1) Participants Input in Analyzing Potentials of the Al-Khateeb Building
Source: Researcher, 2011

Due to their importance, some values have also been presented in other parts of the analysis as listed in Table (9.3). The input of the participants in the analysis shows their understanding of the building as well as its context. The issues raised in the analysis focus on the heritage value reflected by construction and architectural style. This value is expected to influence the proposed functions of the building.

Co-owners and other entities in the city were willing to keep their roles in this analysis through a successful dialogue between different stakeholders. However, there are constraints which are expected to be considered in next components of the plan.

Strengths	Weaknesses	Opportunities	Constraints
Heritage Value	Transportation & Traffic	Two universities in the city	Area of the building is not appropriate for large investments
Location	Lack of tourism infrastructure in the city	International donated projects	Unavailability of parking areas
Structure	The context still not attractive for investment	Owners willingness	Additional construction is not allowed
Flexible in Usage	Weak marketing of the city	Heritage conservation Law	Some parts of the building require healthy treatments
		Location of the building	
		Willing management and community in the city	

Table (9.3): Analysis of the Al-Khateeb Building's Potentials

Source: Participants of the Planning Workshop, 2011

Participating groups developed concepts for rehabilitation through proposing goals for the building's function. According to participatory input by all participants, proposed goals for using the building are as follows:

1. Community Development
   a. Participation in the regeneration of Al Salt City Centre.
   b. Creation of job opportunities for the local community.
   c. Re-enforcement of handicrafts in the city.
2. Tourism
   a. Contribution to development of Tourism sector in the city.
   b. Enhancement of the building as a tourism landmark.
3. Renovation
   a. Revival of renovation culture in the city.
   b. Revival of renovation skills in the city.
   c. Stimulation of owners of surrounding buildings for rehabilitation and renovation efforts.
   d. Creation of a module (pilot case) for renovation techniques.
4. Authenticity: Use of the building (or part of the building) by the Al-Khateeb family

Figure (9.2) shows the proposed goals for using Al-Khateeb Building as formulated in the workshop.

The goals proposed by participants obviously reflect the previous analysis. These goals consider the heritage value of the building as well as the flexibility of the building for many functions. It is also obvious that the participants have started thinking about creating a culture of regeneration through the group of goals under Renovation.

Figure (9.2): Proposed Goals for
    Using the Al-Khateeb Building.
Source: Researcher, 2011

Benefit of the community has also its presence whether by utilizing current regeneration projects or through creating job opportunities, and supporting a sector of traditional handicrafts. This diversity of goals resulted from the diversity of participants' backgrounds and interests.

Different potential uses have been proposed and discussed. Considering repetition of uses by groups, five uses were proposed to achieve one or more of the goals. Participants discussed applicability of these uses in the building, and then considered them for prioritizing.

Prioritizing potential uses, through voting, listed three main uses that received consensus by participants, and will be considered by co-owners, respectively. Proposed uses and their prioritizing through voting are shown in Table (9.4).

Number	Use	Votes
1	Mixed use for tourism (cultural, social, and tourism)	13
2	Center for tourism traditional industries (handicrafts)	12
3	Renovation Academy	7
4	Restaurant	No consensus
5	Traditional style hotel (hostel)	No consensus

Table (9.4): Prioritized Proposed Uses of the Al-Khateeb Building.

Source: Participants of the Planning Workshop, 2011

The program of the first proposed use, which received the consensus above the others, was clarified by the related group to include a mixture of uses such as, but not limited to:

1. A special area for Al-Khateeb Family use.
2. Cafe (for locals and tourists) that might serve for quick meals and snacks.
3. Permanent or temporary exhibition for traditional handicrafts.
4. Two guest rooms to serve 4-6 guests (Bed & Breakfast)

These uses satisfy the previously proposed goals and analysis of the building. This can be recognized as a generally similar way of thinking for participants, despite their diverse backgrounds. Proposed uses also support regeneration efforts in the city in reviving heritage, and fostering a culture of heritage conservation.

A cocktail fund has been considered in listing potential partners. Through a discussion including all participants, a list of potential partners in funding rehabilitation of the building was developed, to include all expected and interested firms: NGOs, Donors and the Central Government. Table (9.5) presents potential partners/donors for the prioritized projects.

The management assembly of the heritage building, according to UNESCO guidelines, is the Management Board of the cooperative association. It is also considered the follow-up committee of the plan. According to the participants, the association may ask the municipality or any related stakeholder for necessary expertise during phases of rehabilitation or for communicating channels of partnership/donation for the building.

The workshop achieved its objectives in defining the problems of heritage buildings rehabilitation in Al Salt City, as well as developing a participatory management plan

for the pilot case. Besides, it assisted owners of the Al-Khateeb Building to better imagine uses for their building.

No.	Proposed use	Potential partners
1	Mixed use for tourism (cultural, social, and tourism)	• Association of Tourism Restaurants' owners • Association of Investors • Ministry of Planning & International Cooperation • Ministry of Tourism/Directorate of Tourism • Historic Old Salt Museum • SIYAHA II Project (USAID fund)
2	Center for tourism traditional industries (handicrafts)	• Jordan River Foundation • Bani Hamida Project • Bait Al-Bawadi • Foundation of Handicrafts Training • Nashmiyat Al-Balqa Association
3	Renovation Academy	• Amman Private University • Balqa Applied University • Jordan Engineers Association • SIYAHA II Project (USAID fund)

Table (9.5): Potential Partners for the Al-Khateeb Family (Association)

Source: Participants of the Planning Workshop, 2011

9.2. Participation Techniques in the Context of the Pilot Co-owned Heritage Building

Techniques used in this research were based on many factors, including their appropriateness to achieve the required purpose of each, in addition to number and interests of engaged stakeholders. These techniques have achieved their purposes in the management of co-owned heritage buildings.

This section presents an analysis of the techniques practiced, and the main issues that might be useful in any future activity within the same context. It also presents the techniques' contribution to the development of a participation toolkit. The analysis includes highlights on factors affecting the selection of techniques such as the number of participants, the purpose of the technique, and the engaged stakeholders.

9.2.1. Interviews

Interviews took place in this research with the technique of semi-structured interviews (Appendix 1), in which a structure of an interview is prepared to get information related to the pilot case and related to available information about development projects that may provide potential opportunities for heritage buildings.

According to the participation plan, many interviews were planned to be conducted with authorities (Al Salt Municipality, Ministry of Tourism and Antiquities) and co-owners. The purpose for meeting each stakeholder differs.

Regarding interviews with co-owners, six representatives had been contacted and interviewed individually. The response to the research differs between contacted co-owners. Co-owners representing large shares responded more enthusiastically to the research. In sum, the research's interviews required 45-60 minutes, gathering necessary information and initiating the concept of cooperative associations that represent co-owners individually.

The representatives pointed that researchers usually gather information about the building for theoretical purposes without contributing to practical issues of interest to the co-owners themselves. The representatives have shown more interest in the research and paid more attention for the initiative of cooperatives in solving the co-ownership obstacle. Generally, they expect that researchers should handle practical initiatives for obstacles, which builds more credibility for their theories and their role in the people's lives.

Other techniques of participation can also be used in this case, but interviews allow more flexible discussion about problems, and better clarification for the concept considering different backgrounds of the representing co-owners. For a larger number of representatives, questionnaires, focus-groups or meetings (by invitation) could be considered to investigate problems and develop ideas for the solutions. In this case, personal behavioral response and reaction will not be read as in interviews.

9.2.2. Mini Focus Groups

Oral invitations for the mini-focus group were presented one week before its date via phone calls which clarified its goals. Two representatives did not attend the focus-group. Despite the importance of attendance by all representatives, the two absent representatives are those representing least shares of the building. It is expected that minor shares decreases the sense of ownership, and consequently, their interest in the research.

However, community representatives have more flexible dialogue with non-officials more than official entities. Private owners, according to representatives, are usually suspicious about procedures of official entities to include their buildings in any governmental project or initiative.

In the technique of the mini focus group, practical results were achieved in initiating the research's concept and planning for activities such as the consensus meeting and the planning workshop. The mini focus group required about two hours to achieve its purpose.

Four to six attendees participated in this technique of the research. Mini focus groups could also be applied to a number that does not exceed eight participants. In case of activities requiring similar time but larger number of participants (up to 15), focus group works instead of the mini focus group. When the required time is longer, and number of participants is larger, a participatory workshop might take place instead.

In all cases, this technique should be designed carefully specifying its purpose, time, and number of participants. The design should also relate to objectives in the agenda, and have an effective facilitation that enhances the input of all participants within the given time.

9.2.3. Owners Consensus Meeting

Invitations to the meeting were made by the representing co-owners using phone calls seven days before the meeting. Each female co-owner delegated one male co-owner whom she trusts. All co-owners were also informed to delegate others in case of their absence. Representation of absent owners was accepted orally due to social factors in this regard.

Twenty-four inheritors attended the meeting representing all co-owners from Al-Khateeb family. Another family that has shares in the building (Azab family) was not represented in the meeting. The reason behind their absence is their small share of less than 5% of the building. Therefore, they do not have the same sense of ownership.

Within the social context of the pilot case, the family of larger shares (Al-Khateeb family) has the right to decide for the building. Absence of the family with small shares allows the majority to plan and make their own decision, which will get approval of the rest even restricting the use for social purposes of the major family (Dr. Osama Azab, 2011).

Women form about 46% of the co-owners, but own less than 30% of the area due to the inheritance system in Jordan, which relies on Islamic principles. Generally speaking, due to social restrictions, females do not represent males or attend meetings

with a large number of participants. This justifies the existence of males representing the 104 co-owners of Al-Khateeb Building, of whom 56 male and 48 female.

Consequently, social factors have affected the process on two sides; the first is a negative impact through a non-balanced gender representation of co-owners, and absence of about 5% of the building's shares. The other side is a positive impact that enhances approval on decisions made by the majority of shareholders; Al-Khateeb Family.

Participating co-owners consider initiated concepts from non-owners, especially a researcher, could be more accepted than those initiated by co-owners themselves; they will not be suspicious about personal hidden benefits behind the concept. Therefore, the researcher had the introductory role of the meeting to present the detailed reasons behind the consensus meeting.

Engaging a co-owner in the facilitation process stimulated and encouraged other co-owners to effectively participate in the discussion, and created a positive belief in the benefits of the proposal since the facilitating co-owner is also affected by the decision.

Clarifying initiatives, using a similar practice, results in a better understanding, especially when the initiative is related to co-ownership and financial shares. The case of SoLiDeRe was used as an example, focusing on financial valuation, and gathering all shares (values) within one entity that can officially be managed by a small elected group.

The consensus meeting was found to be appropriate for a number of participants that exceeds twenty persons. It was used to get consensus on decisions by engaging the most interested stakeholders (co-owners) in the research's initiative. A time of ninety minutes was enough to cover the pre-determined issues in the meeting's agenda.

9.2.4. The Participatory Planning Workshop

Developing a participatory management plan for the pilot case required conducting a planning workshop. The venue, expenses, and logistics of the workshop required sponsorship of an entity with an interest in the workshop's purpose, in addition to being a familiar one to other stakeholders. Unit of Al-Salt City Development Projects (ASCDU) hosted the workshop and provided sponsorship by Al Salt City Development Project (ASCDP).

Participating stakeholders have been defined according to the stakeholders' analysis that preceded practicing the participation techniques. In addition, other stakeholders were added to the list of invitees due to the belief of their potential input to the workshop. Collaboration with one or more of the stakeholders (such as the municipality) assisted in listing invitees.

Although developing list of participants affects the development of the design and the method of the workshop itself, a variety of backgrounds leads to adopting the design and methods of the workshop considering their interests. It also enriches expected results to satisfy different fields related to the management of heritage buildings.

Despite advantages of stakeholders' variation, the workshop design should be developed carefully avoiding deep technical aspects that may marginalize some interests, but at the same time keeping main concepts simplified and understood by the entire participating group.

Invitees received their invitations via fax, email, and phone calls, as appropriate, ten days before the workshop. They were asked to confirm their attendance before at least two days of the workshop's day. The selection of the tool of invitation relies on the stakeholder themselves. For workshops with a large number of participants such as open workshops, invitations could be extended through media, flyers, brochures, etc.

Some workshops may require a longer time than one day according to their purpose and design. In this case, more than one facilitator might lead in different sessions. Besides, co-facilitators might be required according to the number of participants.

In some cases, participants from the local community misunderstand some parts of the workshop, especially when they are enthusiastic to propose specific uses, therefore the facilitator is responsible for clarifying the purpose of each session and, if necessary, presenting examples. However, consensus of participants was achieved by: presenting cards listing contentious topics to all participants, and then having discussions before the decision making by the participants.

All activities of the workshop were documented through videotaping, voice recording and photography. Moreover, within one week of conducting the workshop, a report of results (Appendix 4) was prepared and provided to the owners and ASCDU, which is responsible to deliver appropriate documentation to related stakeholders.

As a result of the activity, the workshop has contributed in achieving the research approach of experiencing techniques of participation for developing a management plan. Beside the previous techniques, it assists developing a toolkit that can be used later by different stakeholders interested in the management of co-owned heritage buildings.

9.3. Evaluation of Participation Techniques in the Research

Four techniques of participation have been used in this research, and they varied in their participation levels according to participation goals and required results. They have produced an approach to deal with the research problem in co-ownership of heritage buildings, and provided better understanding for participation of the local community in decisions related to the management of heritage buildings.

It is still necessary to evaluate the practice of these techniques in Al Salt City context, to enhance their validity in future practices that might be carried out by related firms, institutions, associations, corporations, or any other interested parties.

The evaluation will consider literature in section (3.6) to assess the dimensions of efficiency, effectiveness, appropriateness, and their impact on the research problem, as well as the community. The research in this section relies on qualitative data through feedback of participants, and personal judgment regarding outcomes of these activities. The evaluation will take into account human resources, material resources, information, and facts.

A. Efficiency

The efficiency of the participation techniques will consider three main aspects of evaluation: time given for activities, performance of the activities, and cost against benefits.

Time: Considering one person (the Researcher) works for planning and implementation of all activities practiced in this research, the time given of ten months seems appropriate, especially that activities rely on the local community with its different categories (individuals, institutions, NGO, etc.).

Performance: Level of performance is concluded from feedback of participants. The co-owner Basem Al-Khateeb (2011) expressed the smoothness in activities in general and the clarity of targets to be achieved. Activities, separately, have given the same impression; interviews had clear structure that leaded to a result, focus groups were scheduled, and the workshop's results assisted co-owners in their next procedures. Besides, Yousef Dalabeeh[27] (2011) focused on sequence of activities and their interrelationship to select the appropriate approach of defining problems and proposing solutions.

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[27] The Senate Yousef Dalabeeh is Head of the Steering Committee of Al Salt City Development Project (2011)

Budget: Despite achieving objectives of the activities, a minimum cost was incurred. About 150 Jordan Dinar (150 euro) was required for conducting the workshop (Lina Abu Salim, 2011). This cost is considered by ASCDU one of the rare inexpensive activities made in the city considering the achieved results. However, other costs are difficult to be estimated since they are non-official costs such as transportation, time and stationery for the purpose of the research.

B. Effectiveness

As clarified in the literature part of this research, evaluating the effectiveness of activities considers two main aspects: the first is collected information and their contribution to the process, and the second is engagement of stakeholders in the process along with the feedback required for evaluation.

Collected information: Since participation techniques in this research differ in their purposes, obtained information had been collected in different phases to satisfy requirements of each technique. Therefore, different methods were considered for this purpose. Literature of the research in co-ownership, heritage management, community participation as well as studies of practices assisted in better interaction with stakeholders, and simplification of concepts.

Information was also gained from institutions to provide stakeholders with official documents in addition to the field investigation about the case study. It is necessary to highlight the importance of institutions in providing information, and also the importance of co-owners (key stakeholder) in allowing a field survey inside the building.

Despite the amount and effectiveness of gathered information, the coordination of heritage conservation stakeholders is required to create one database for the heritage context, and to easily access information in one place. In addition, an updated database provides decision makers with current information instead of relying on old scattered documents.

However, the Al-Khateeb family distinguishes the research with its effectiveness in gathering information for their problem. This gathered information is characterized with a great value since it is the first documentary hub for the Al-Khateeb building, containing official documents, plans, photos, and above all listing inheritors of the buildings.

Community Engagement: As discussed in interviews and other techniques, engagement and interaction of the local community in this research has been affected by importance of the subject discussed. Moreover, the selection of techniques, tools, and time has its role in increasing interest of related stakeholders in the process.

In general, all selected stakeholders participated effectively in all the techniques. The research considered a high level of participation, in which the contribution of stakeholders have provided fruitful results that achieve the research's goals, and assist the local community in handling a new initiative in managing the built heritage.

Moreover, when some members of the target group have information about the subject discussed, their engagement in leading some parts of the process provides them with a sense of ownership and more engagement in decisions making.

Social factors have their role in the practice of participation activities. The conservative community of Al Salt makes it hard to communicate with female co-owners of the pilot case. Therefore, gender sensitivity negatively affected contacting all categories of related stakeholders, considering gender balance.

C. Appropriateness of Techniques

This part of the evaluation can be achieved through assessing the identification of stakeholders in the participation process, in addition to the participation techniques and their appropriateness in creating channels of information delivery and feedback.

Identification of Stakeholders: Stakeholders of the process were identified considering their interest in the field of heritage management in general, and co-ownership of the privately co-owned pilot heritage building in specific. International guidelines were used in analyzing stakeholders and defining their level of impact on and by the initiative.

Stakeholders include local and governmental authorities in addition to donors, NGOs, professionals, and the co-owners. A variety of stakeholders were reflected in the results of the techniques, including the initiative of using cooperative associations in managing co-owned heritage buildings, and the participatory management plan of the pilot case.

Information Channels (techniques): The selection of participation techniques considered the information required to enrich the initiative and assist in getting the required results. It is obvious that the hierarchy of techniques has resulted from the hierarchy of required information. Basic information was taken from the official entities and community individuals that represent a special category of stakeholders.

Interviews provided the research with information related to the case study and the city, including interested stakeholders. Interviewed individuals were selected of those having high impact on the decisions that might be taken in later techniques. Besides, a variety of perspectives can be noticed easily through the interviews.

Mini focus groups provided information from different perspectives which were discussed and resulted in agreed results upon specific issues. This technique was used in the research to agree on decisions of the initiative before publicizing to other stakeholders.

In addition, the mini focus group technique provided its participants with answers on questions raised, and allowed smooth dialogue that can easily be controlled. It was also an opportunity to create community leaders that can play a vital role in further phases of the process.

The technique of the consensus meeting aimed to deliver information and get feedback from the participants. The participants' role was to discuss this information and then decide on specific issues that allowed the implementation of the initiative. In the consensus meeting, some information can be obtained, especially from those have not been present in previous techniques, which may be interesting to a specific group of stakeholders.

The research's technique in which a larger group of stakeholders could participate in decision making was the participatory planning workshop. The design of the workshop affects, to a high degree, input of the participants. Therefore, the research's planning workshop was designed to allow all categories to go through different related subjects and have the sense of ownership of resulted information.

As a result, a variety of techniques has been found likely preferable by the local community. But it is necessary in this regard to not duplicate techniques for the same purpose, unless targeted group is not the same. More or less, the technique of the evaluation by itself may have an area to be designed as a part of the information exchange in the participation process.

D. Impact of Participation

The impact of the stakeholders' participation is evaluated by exploring if better decisions have resulted from the process, if the trust of stakeholders has been built in the process, and if the commitment of implementation resulted in decisions.

Resultant Decisions: This research has set its objectives to be achieved through the participatory approach, and during activities, it was clear that objectives have been achieved through starting the implementation of the initiative by the local community. Founding an official representing umbrella for co-owners has been described by different stakeholders (Marah Khayyat, 2011 and Lina Abu Salim, 2011) as a milestone that will create a pilot case in the city and could be generalized to similar cases in Jordan.

Rami Daher[28] (2011) indicates that results of the approach are practical within the framework of Jordan's environment. At the same time, it keeps the sense of ownership to the local community instead of relying on the governmental purchase and capital investments to regenerate and control heritage buildings (comparing to SoLiDeRe practice in section 5.2).

According to Hussam Maharmeh[29] (2011), participation activities of this research create new dynamics in decisions related to heritage buildings in Al Salt City. These activities engage different stakeholders in the process, and give building owners the leading role in development initiatives.

Monzer Al-Khateeb[30] (2011) believes that the participatory outcomes cannot result by owners or any other stakeholder working individually. He indicated that a multiplicity of research results provides co-owners with practical procedures to apply. These procedures include the possibility for cooperation with other buildings, as well as a variety of projects that can be launched by the cooperative association of the Al-Khateeb Family.

Nevertheless, the engagement of different stakeholders, followed by their cooperating efforts in producing these results and developing the plan, has built more trust in the willingness of each party to support initiatives, even initiatives being raised by individuals and private owners.

Commitment of Implementation: Starting procedures of implementing the initiative in founding a cooperative association indicates for the commitment of stakeholders in the output of the participation process. The initiative could create specialized community leaders in the field of managing co-owned heritage buildings.

In general, the evaluation of the participation process has highlighted several main points that cover different aspects of the process, which relies on stakeholders, who contributed their concerns, aspirations, and ideas to develop an approach that might assist decision makers in the city of Al Salt or any other city with a similar situation.

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[30] a key-owner of the pilot case

Summary

In this chapter, the research attempted to explore the implementation of the planned participation techniques. Identification and listing procedures of the techniques relied on the literature of community participation to prepare a management plan for a case study in the city of Al Salt. The Al-Khateeb Building was subjected to the process, and its co-owners were able to understand and specify their needs, form a consensus on decisions, and then cooperate with stakeholders of heritage buildings management.

Planning for participation before initiating a participation process assists in accurately defining stakeholders and participation activities that will take place. In addition, interrelated activities can obviously be specified through listing all activities, especially those related to information gathering, which overlaps with most activities.

The research proposed an initiative for managing a co-owned private building and discussed this initiative with co-owners and stakeholders. The essence of the proposal, which achieved consensus and began to be implemented by co-owners, relies on creating a cooperative association that includes the building's owners in its membership. They can officially elect representatives to manage the building and contact potential partners for renovation and re-use. However, there are no previous solutions for regulating the management of such buildings, either by the government or owners themselves.

The consensus on creating the cooperative association was achieved through techniques of interviews, mini focus groups, a consensus meeting, and a planning workshop. The participatory planning workshop aimed to assist owners in developing a management plan which includes potential partners and donors.

CHAPTER TEN: FINDINGS OF THE RESEARCH AND A TOOLKIT OF COMMUNITY PARTICIPATION IN MANAGING BUILT HERITAGE

In Chapter Nine, the research presented a practice of participatory techniques in the city of Al Salt using the pilot case, the Al-Khateeb Building. Field work, contacting stakeholders and conducting activities with stakeholders enriched the experience of community participation for the research as well as stakeholders who have an interest in heritage management in the city.

Based on these techniques and their practice, many findings can be presented stressing the potentials of community participation in the city, and could be generalized to the approach itself. In addition, a variety of techniques in the research allowed experimenting for their appropriateness, and factors that could affect the selection of a specific technique in the process.

These findings also contain highlights on the management of private heritage buildings in terms of their use, available knowledge, and communications amongst the owners. The private building in the pilot case has shown, through its multiple owners, some possibilities to reform ownership in a way that keeps rights of owners, and creates opportunities in rethinking of its function through the individual work of owners, or a partnership with public or private interested entities.

Furthermore, the findings mentioned form the base for developing a toolkit for community participation in the management of heritage buildings. The toolkit which was developed consists of a series of interrelated levels and techniques of community participation, and procedures that authorities or any other interested party need for similar cases.

10.1. Findings of the Research

This section presents the findings of the research in two fields: the built heritage management, and the community participation in planning for the management of heritage buildings. Its emphasis is on the findings of Al Salt City through the research's pilot case, though it presents general findings related to the two fields.

The major finding in the research is that founding a cooperative association for owners of privately co-owned heritage buildings creates a unified official umbrella of multiple co-owners, and facilitates communication with all parties that have a stake in the building or its plans and concepts. In addition, it preserves the sense of ownership of the building.

Other findings in this chapter clarify relations between different participation activities and their role in achieving results related to participatory approach in the management of heritage buildings.

10.1.1. Findings of Al Salt City

- Co-ownership of heritage buildings in Al Salt has been agreed upon by all stakeholders as a major problem in the city. Yet authorities have not initiated or publicized events to deal with this problem.

- Old ownership registers of heritage buildings need to be updated. The Al-Khateeb Building register still includes shares of some owners who passed away dozens of years ago.

- Early phases of the research's method have shown scattered and confused information about potential partners and investors. Owners of heritage buildings usually desire to make their buildings a living heritage, but generally they have no experience to reach out to potential partners.

- Some owners of heritage buildings have left their buildings for a long time, which resulted in the degradation of these buildings and began to affect identity of the city, in addition to the sociology and economy of the urban context. Negligence of these buildings has been caused by many factors, including the lack of governmental incentives for the buildings' owners; especially those owners who do not have the time and resources to rehabilitate their properties.

- Al Salt City lacks a database of heritage buildings which would gather all information in one place. Interested stakeholders and developers have to search for information in different places, such as the municipality, Ministry of Tourism and Antiquities, Department of Lands and Survey, Royal Geographic Center, owners, etc.

- Through contacting different stakeholders, including owners, it was obvious that the city lacks an effective engagement of the local community in decisions even those related to the community itself. In addition, the government, in some cases, had asked heritage buildings' owners to obey to initiatives and decisions that directly affected their buildings. In few cases, non-official representation of owners was used to satisfy conditions of donors and the central government.

- Development projects in the city work separately from the real obstacles that impede the rehabilitation of heritage buildings. This was encountered through the exploration of three implemented donated projects. Execution of these projects costs about 16 million US$, but they have not initiated a solution or incentives to use heritage buildings and support their projects' concepts in developing their action areas.

- Level of awareness and realization of the architectural heritage value are often not considered in the selection of community leaders by the non-governmental organizations. The management staff of heritage conservation related NGOs must be selectively chosen and trained on current principles of heritage management in order to improve their capabilities overall.

  For instance, Al Salt Development Corporation (SDC) is the main NGO stakeholder in the city, and it supports municipal activities technically, financially, and logistically. Its by-law states that one of the main objectives is to support efforts of preserving heritage in the city. SDC was contacted for the research but its management considers the research's scope is not of their interest.

- Definition of problems of the city may vary according to stakeholders of similar interests. It has been obvious through participatory definition of problems that each stakeholder has developed his own analysis and concluded a specific problem as the major one. Dialogue and consensus on the problem tree have unified perspectives and guided stakeholders to a major problem that is the source of many other problems (cause and effect analysis).

- It was clear that some donors still have an interest in the city and the sustainability of their project through supporting functions arising in surrounding buildings. Historic Old Salt Development (HOSD) Project was completed in 2006 through a donation by Japan Bank of International Cooperation and supervision of Japan International Cooperation Agency (JICA). JICA had an effective participation in the related activity (the planning workshop).

10.1.2. General Findings

- The obstacle of co-ownership of private heritage buildings can be treated through founding a multi-purpose cooperative association. Current legislations in Jordan and other countries do not include the case of co-ownership in small-area buildings where shares could be only few meters.

  Multi-purpose cooperative associations are communal entities. Using this type of associations in gathering co-owners' shares in heritage buildings enhances the co-owners sense of ownership, and keeps management of buildings in the owners' hands.

- The research could consensually develop outlines for the resultant cooperative association (section 9.1.2). These guidelines rely on transferring shares in a heritage building into financial shares in the association after being financially evaluated.

Cooperative associations, in general, are able to sign agreements with other parties including investors and developers. Moreover, membership in the association can be open to other individuals upon a decision from the management board of the association itself.

- Even though the representation of co-owners was enhanced through the research's process, gender considerations and social factors inhibited communications with all owners of the pilot case. It was found that gender sensibility requires gender balance in any researching team.

- Co-owners were found to be lacking trust in official planning authorities due to the government's unilateral manner in making decisions that affect their buildings. Owners generally consider governmental purchase to their buildings when planning for heritage conservation initiatives (projects). On the other hand, building confidence and trust with stakeholders facilitates procedures and enhances easiness of information access.

- Findings of community participation can be divided into two parts; the first part is related to the participation process in general, including defining problems to be discussed, defining stakeholders, developing plan of participation, tips on implementation, and evaluation. The second part is related to participation techniques of the research: interviews, a mini focus group, a consensus meeting, and the planning workshop.

I. Participation Process

- Early survey by the research provided better understanding of the context, and engaged the researcher in the problem, which lead to direct and open dialogue with stakeholders.

- Since the owners of the pilot case are the main affected stakeholders in the process, participation level was determined according to this impact level. Therefore, they are given a high level of participation varying between partnership and mobilization.

- Listing activities of the participation plan facilitates developing the participation plan itself, and estimating required time to be given for each activity, and thus each technique.

- Planning for participation drew a road map for the process. The plan has been specific and determined, yet flexible enough to consider stakeholders' availability and willingness to participate in activities, especially activities related to individuals or small groups.

- Briefing on the participation purpose through invitations allowed participants to have better ideas and thoughts on the discussed problem or initiative.

- Invitations were sent to participants ten days before conducting activities. This period has been found to be long enough, and was followed by a reminder two days previous to the activity. For activities of one or two participants, contacted individuals may specify a shorter time for conducting the activity (interview, consultation meeting, etc.).

- Participation of key stakeholders in key roles of the process fostered their confidence in their ability to initiate solutions for different problems. Besides, their level of engagement provided practical inputs during the process, and enhances practical results as well.

II. Participation Techniques

a. Interviews

- Interviewed stakeholders participate effectively when they have a role in specifying time and location of interviews. Besides, the interviewer can show the required level of engagement in the issue at hand through interviews.

- The research used interviews with key stakeholders (co-owners) in developing early proposals of decisions. However, results of interviews were at the level of concepts and ideas until been presented in later techniques for consensus and approval.

- For decisions related to authorities instead of other stakeholders, interviews were located in the consultation level of community participation. Interviewed stakeholders provided their input to proposals and then found these inputs analyzed in other phases of the participation process.

- Interviews are appropriate for a limited number of stakeholders. When a large number of stakeholders are required to participate for the same purpose of interviews, a meeting (by invitation) or a focus group might be conducted instead, emphasizing its structure and agenda.

b. Mini Focus Groups

- For a large number of co-owners, a mini focus group for representatives was practiced at the consultation level of participation. It is also expected to be an efficient technique for small number of co-owners at more than one level of participation such as consultation, partnership, and initiating action.

- This technique can be used for two purposes; the first is creating early consensus on an initiative, the second is making decisions related to a problem and its solution. A mini focus group was found to be helpful in planning for other participation activities such as a consensus meeting, public meeting, or planning workshop.

c. Consensus Meeting

- The consensus meeting has been used considering results of other techniques, and aims to achieve a consensus on decisions. In the research, it included two levels of participation: partnership and mobilization.

- It was found better to consult key stakeholders (representatives) about logistics of a consensus meeting, especially when it is related to a social gathering (family gathering) to avoid the feeling of official dialogue. Selection of the venue gives flexibility and a more comfortable environment to participants.

- The research used a consensus meeting technique since a large number of interested individuals have to be informed about the initiated proposal, discuss it, and then arrive at a consensus on decisions.

- When number of owners is less than ten, this technique might be skipped since owners might be invited to a focus group.

- Key stakeholders (key co-owners) participated in a leading role of the consensus meeting. Engaging members of the target group in activities assists creating open discussion and negotiation upon concerns of the group and individuals as well.

d. Participatory Planning Workshop

- A participatory management plan was a result of the planning workshop. Interested stakeholders were found interactive and productive, even the main subject is related to the private owners of the pilot case.

- Design of the planning workshop provided necessary background about the issue at hand to participants, and also enhanced the outputs of the workshop through its sessions.

- The number of 15-20 participants was found appropriate for controlling dialogue in the given time and resulted with fruitful returns.

- In addition to method and sequence of presentation, interactive tools (cards, group work, etc.) assisted in ice breaking during the workshop sessions.

- For private buildings such as the pilot case, sponsorship of the workshop could be enhanced through presenting goals and objectives of the workshop itself, and integrate its results to other initiatives in the context that are of interest for potential sponsors.

10.2. A Toolkit for Community Participation in Managing Built Heritage

This toolkit is a result of practicing the participatory approach in the management of a privately co-owned heritage building. It provides authorities and other stakeholders interested in the management of built heritage with sequential procedures to undertake participation activities in the decision making process.

According to what was presented in Chapter Three (section 3.8), the resultant toolkit includes five steps for the process. It starts with the selection of participation level then moves to the selection of participation techniques, which clarifies relations between impact, participation level, and participation techniques. The third part is about the planning of participation using the approach used by this research. Implementation is the fourth part, is followed by the final part about the evaluation of participation.

The level of participation can be determined according to the level of impact, and then selection of the appropriate technique will take place, taking into account the number of participants and the expected results. In some cases, a participation technique might be appropriate for more than one level of participation, and thus for more than one level of impact.

Nevertheless, the engagement of stakeholders in decisions requires a solid plan that defines the activities of participation and their purpose, in addition to the expected time for each. As a result, a plan for the participation process will be developed given the required timeframe.

At the end of the process there should be general evaluation for the output that results from this engagement. Besides, the evaluation of techniques assists in learning from

applying these techniques to stress on advantages and treat disadvantages in future practices.

Step 1: Selection of Participation Level

In order to select the participation level it is necessary to determine the level of impact first. The following Table (10.1) describes the expected levels of participation according to the level of impact. It also proposes criteria for classifying the impact of an initiative.

Level of Impact	Level of Participation Required	Criteria for Determination the Impact Level	Examples
High Level of Impact	Consultation Decision Making Initiating Actions	- Affects structural or architectural elements, or interferes in private buildings. - Affects aesthetics of private buildings or their context. - Affects ownership or management of private buildings. - Relies on specific stakeholder(s) for success. - Affects social and economic statuses in the context. - Conflicts with interest of a stakeholder.	- Major changes to an area . - Intervention in private properties. - Initiatives affecting other initiatives. - Initiatives affecting commerce or culture in a specific area.
Medium Level of Impact	Consultation Decision Making	- Affects the infrastructure in an area. - Supports another initiative or project by a stakeholder(s) - Has a medium level effect on or by another initiative by a stakeholder(s); potential of future conflict. - Develops experience in a similar field. - Requires a review of the local community needs assessment.	- Non-physical initiatives that have similar concepts. - Minor changes to behavioral attitudes (ramps or stairways).
Low Level of Impact	Information Sharing Consultation	- Enhances maintenance to existing elements. - Makes small improvements. - Has no risk for conflict with others' interests. - Has no effect on cultural or economic aspects in the context. - Maintains the previous consensus which had been made by stakeholders.	- Beautification initiatives. - Initiatives of incentives.

Table (10.1): Determination of the Level of Impact
Source: Researcher, 2011.

The participation level of each of the stakeholders is determined according to their analysis. In this phase it is necessary to list all related and expected stakeholders that have interest to the project or the initiative. Analysis of stakeholders, as shown in Table (10.2), includes clarifying their interest in the project as well as effect of the project on their interests. Their role in the project's success also is a major factor in determining the level of participation required.

Stakeholder Groups	Interest(s) at Stake in Relation to Project	Effect of Project on Interest(s)	Importance for Success of Project	Level of Impact
Listing stakeholders	The interest of stakeholder that has part(s) in the initiative	Positive/negative impact of the project on the stakeholder	The stakeholder's ability to support the initiative	Degree of influence of stakeholder over project (high/medium/low)

Table (10.2): Stakeholders Analysis Table
Source: United Nations, 2007

Deciding the level of impact of a stakeholder leads to determining the level of participation required as was presented in Table (10.1).

Step2: Selection of Participation Techniques

Some techniques are appropriate for more than one level of participation. Table (10.3) lists main groups of participation techniques according to the participation level.

Participation Level	Participation Technique	Considered Level of Impact		
		High	Medium	Low
Information Sharing	Media		●	●
	Personal Contact	●	●	●
	Displays		●	●
	Website			●
Consultation	Focus Group / Mini Focus Group	●	●	
	Interviews	●	●	
	Survey/Polling	●	●	●
	Public Meeting / Consensus Meeting	●	●	
Decision Making / Partnership	Focus Group / Mini Focus Group	●	●	
	Consensus Meeting	●	●	
	Workshop	●		
Initiating actions / mobilization	Management Committee	●		
	Advisory Committee	●	●	
	Task Force Team or Party	●		

Table (10.3): Techniques of Participation According to Levels of Participation and Impact
Source: Researcher, 2011

To contact stakeholder related to a privately co-owned building, the appropriate technique relies on various factors as shown in Table (10.4).

Technique	Number of Participants	Purpose / Output	Stakeholders	Duration	Remarks
Interviews	Up to 10 (Individually)	- Gathering information - Initiating concepts - Learning from similar concepts	- Key co-owners - Key officials - Similar cases (if exist)	30 – 75 minutes	For larger number of interviews for same purpose, a meeting may take place instead.
Mini Focus Group	5 – 8	- Initiating concepts - Deciding on specific issues - Planning for a specific activity	- Key co-owners	90– 180 minutes	- For larger number of participants it is called focus group - Agenda should be part of the invitation - If the required time exceeds 180 min. then a workshop might be conducted
Consensus Meeting	More than 10	- Getting consensus on a plan, initiative, or activity	- Co-owners of the private building	60– 120 minutes	- Engagement of a stakeholder in facilitation gives easiness in the discussion - Specify issues for discussion
Planning Workshop	15 -25	- Developing a plan for specific initiative, project, or activity.	- Key co-owners - Municipal / heritage authority - Donors - NGOs - Central government (MoTA) - Academic institutions	1-3 days based on its design	- Larger number of participants is possible with more facilitation effort - Stakeholders and sponsors prefer a one-day workshop

Table (10.4): Techniques of Participation for Privately Co-owned Heritage Buildings
Source: Researcher, 2011

Step 3: Planning for Participation

After defining the level of impact, in addition to the levels and techniques of participation that achieve goal of the process, it is necessary to develop a plan for participation that includes the techniques and their expected timeframe. Before developing the plan, it is helpful to clearly relate each selected technique to the goal it achieves and related stakeholders as shown in Table (10.5).

No.	Technique	Stakeholder(s)	Goal
	Name of the technique	Stakeholders included in the technique	The goal to be achieved by the technique (or more than one technique)

Table (10.5): Purposes Required by Techniques
Source: Researcher, 2010

Next, specifically define activities which precede and follow these techniques, in addition to the techniques themselves, according to Table (10.6). Detailed analysis is required in this phase to estimate time of each activity, and thus the technique. It is important to consider available resources in determining the time.

No.	Activity	Purpose of the activity	Time (week)

Table (10.6): Activities of the Participation Plan Required by Techniques
Source: Researcher, 2011

Consequently, the participation plan will be developed including all techniques and the timeframe of the entire process according to Table (10.7). Based on the available time, the plan might be revised and amended to meet requirements with the available time in case of time constraints.

Goal/ Accomplishment	Activity/Technique	Timeframe (month)								
		1	2	3	4	5	6	7	8	9

Table (10.7): Participation Plan
Source: Researcher, 2010

Step 4: Implementation

Some issues exist which may be particularly useful to consider while implementing the participation plan. These issues result from practicing the techniques for co-owned heritage buildings.

Gender: In some cases of dealing with the local community, where large numbers co-own a building or are required to participate in the process, gender issues may arise for consideration.

Design of Activities: A solid design of activities, especially workshops, enhances achieving the activity's purpose. Consulting specialists in this regard reinforces the design and guides for a successful implementation.

Facilitation: Activities of group stakeholders require effective facilitation that enhances breaking the ice between participants, time monitoring, flexibility, and results orientation.

Literature: Literature is a rich source for procedures and recommendations of different phases of implementing the activities. Whenever a problem or obstacle faces the participation process, literature (books, journals, websites, etc.) provides various solutions.

In activities of more than one stakeholder, arriving early to the venue allows for social interaction, which makes the activity friendlier. Besides, some activities might be used more than one time for different purposes.

Step 5: Evaluation of Participation

At the end of the participation process, evaluation usually takes place to learn from the experience and improve future processes. Evaluation of a participation process is concerned with four main dimensions:

a. Efficiency of the activity in terms of cost-benefit analysis, level of performance, time, and budget.

b. Effectiveness of collected information and the degree of community engagement in the initiative or policy feedback. If the participation process includes facilitation, effectiveness of the facilitators' performance should also be assessed.

c. Appropriateness of the tools used in participation needs to be evaluated in terms of the channels of information delivery and feedback, besides the identification of stakeholders.

d. Impact of participation is to be assessed to explore if better decisions have resulted, trust has been fostered, and the commitment of implementing decisions has been established.

These dimensions are carried out through the use of many tools including informal reviews, informal contact with stakeholders, or open discussions with staff within the government. It can also be formalized into workshops to deliver systematic information and give better indications on the success of activities.

Another tool to use is the collecting and analyzing quantitative data, such as the amount of complaints and proposals received, to be categorized according to fields of services. Later on, the government may establish standard procedures and measurements. Participants' surveys and public opinion polls is a third evaluation tool, through which views of stakeholders help in the evaluation of the success of activities.

CHAPTER ELEVEN: CONCLUSIONS AND RECOMMENDATIONS

This chapter concludes the whole process of participation used in the research, and presents the main issues that are found affecting the management of co-owned heritage buildings in terms of reaching out to stakeholders and involving them in developing initiatives for heritage conservation.

It also makes recommendations to various players in the field of heritage management on the topics of actions and initiatives. Recommendations of the research are expected to create more efficiency in heritage management in general, and the management of private heritage buildings in specific, according to the research's findings and conclusions.

The chapter also develops a vision that is based on cooperative associations in managing private heritage buildings. A vision of a cooperative society in heritage management considers bottom-top planning for heritage assets at the local level, which can be extended to the national level in Jordan.

11.1. Conclusions of the Research

The concept of the research has relied on achieving three main goals in the field of participatory management of heritage buildings. The research design achieved these goals of solving the co-ownership obstacle of buildings, developing a management plan, and developing a toolkit for community participation in managing heritage buildings.

The conclusions of the research are related to these goals. They summarize and consider different factors that affect the participatory approach in managing built heritage according to the research's methodology techniques. They are also listed in a sequence that takes into account information gathering, the problem defined by the research, the resultant solution for this problem, and then conclusions of the participatory approach.

However, these conclusions are divided into two fields; the first is for the management of privately co-owned heritage buildings, and the second is related to the community participation in managing heritage buildings. Some conclusions are interrelated in both fields, due to the integration of buildings management and community participation in the method used by this research.

11.1.1. Management of Privately Co-owned Heritage Buildings

- The scattered information of heritage buildings consumes the time of authorities, as well as researchers, in their development of initiatives or projects that rely basically on this information. Establishing an updated database in cities assists in defining potentials and problems of buildings, as well as facilitating works and activities carried out by interested entities and individuals.

- The obstacle of co-ownership of heritage buildings has not been considered in the heritage management initiatives either by international literature and practices or by planners of development projects in Jordan. It prevents including heritage buildings in projects and also affects perspectives of co-owners toward these projects and their efficiency in conserving the heritage buildings.

  In addition, Jordan legislation related to heritage conservation does not consider the co-ownership of private buildings nor does it stimulate public and private entities to initiate partnership with these buildings owners. However, the legislative framework in Jordan does allow for the founding of cooperative associations of multiple purposes, which guided the research to propose this as a solution for co-ownership when number of owners equals or more than ten co-owners.

- Multi-purpose cooperative associations are an appropriate solution for co-ownership obstacles related to decision making and contacting entities for the rehabilitation of private heritage buildings. Co-owners of a heritage building will be members in the association; they transfer their building's shares to the association, which grants them capital shares instead.

  The cooperative association of a building can include articles in its by-law to regulate the transfer process, and enhance participation of all co-owners in the decision making process (section 9.1.2). Through the Management Board, it also officially represents co-owners, regardless of their number, when they are more than ten co-owners.

  Among many other issues, ownership and control of the building is being kept to the co-owners. There is no need to include or record partners in the ownership register of the building; the association may sign agreements of rights and responsibilities with partners for rehabilitating, using, or managing the building.

  All purposes of communications with other entities are possible through this association. The Management Board should be able to reach out stakeholders in a participatory plan for the building, and contact many channels to fund, invest, or operate their building.

- Potential partners and investors are usually accessible to provide funds for using heritage buildings. Central and local authorities have the ability to with communicate buildings' owners and investors for the use of buildings, and also may have a data base for potential partners according to the interest of each partner.

  On the other hand, through collaboration with owners, governments can participatorily develop a list of proposed functions in heritage buildings according to needs of the city. The list can be presented to partnership stakeholders (investors, users, etc.) to explore its applicability and then make a decision to adopt it, according to feedback of related parties.

11.1.2. Community Participation in Managing Heritage Buildings

- Participation of the local community in Al Salt City locates generally in the level of information sharing and sometimes in the level of consultation. This level of involvement of the heritage buildings owners does not enable them to input in the formulation of urban development projects within the heritage tissue of their buildings.

  Levels of awareness of the buildings' owners in the field of heritage management, as well as the uncertainty of consensus on decisions, have caused the low level of participation in development projects. This leads authorities to plan and implement projects regardless of partnership with co-owners, and in some cases requiring the compulsory acquisition of private heritage buildings. The unilateral decisions by authorities have caused lack of trust by owners, and decreased the willingness of owners to appear on the scene of development projects.

- Participation techniques used in the research are appropriate through their purposes and sequence to engage co-owners of heritage buildings in decisions related to their property. Since initiatives are related to the private buildings, co-owners should have a key role in the participation process that locates at the end in the mobilization level or self-help level if possible.

- All the co-owners' involvement in decisions related to their building fosters their consensus on initiatives and projects. Social factors in Jordan such as gender-related issues, besides others that may appear during the process, could have a negative impact in some cases, and can be managed in others. One of the indicators for success of the participation processes might be social considerations in general, and gender sensitivity in specific.

- Due to their lack of knowledge related to the management of heritage buildings, co-owners are not confident in their ability to initiate projects for the buildings they

own. They require assistance in technical aspects of projects starting from goals development until occupation.

Local communities can utilize the variety of stakeholders to participatorily identify and discuss problems. They can also assist buildings' owners to develop management plans for heritage sites and buildings, considering different interests and backgrounds that stakeholders represent.

11.2. Recommendations

As a result of studying, analyzing, and initiating a solution for the research's problem of co-ownership, in addition to practicing the selected techniques of participation, this section recommends actions that require adoption by related entities and individuals including authorities, organizations, and owners of heritage buildings.

▪ **Supportive Legislation:** Jordan legislation should include a clear inclusion for gathering shares of buildings' co-owners in official entities such as cooperative associations. Legislation may also develop an approach that empowers groups of co-owners of many buildings to practice their authority in initiatives related to development operations in the surrounding context of their buildings.

▪ **Cooperative Associations:** Multi-purpose Cooperative Associations are the only appropriate solution that has been found to be applicable in gathering multiple shares of buildings co-owners. Authorities and co-owners of the pilot heritage building are encouraged to proceed with this solution according to results of the research (section 9.1.2) and the participatory management plan, in order to explore its efficiency and publicize it to the co-owners of other buildings.

▪ **Consultation Committee:** Cooperative associations or any other entity for heritage buildings, as well as the buildings' owners, usually need to consult authorities on issues related to their buildings, even if the authorities may not have required interest and qualifications for providing technical advisory consultations.

Variety in the stakeholders' interests and backgrounds provides an opportunity to form a consultation committee, which assists owners to plan for their buildings and reach out to potential partners. This committee might be responsible for proposing functions inside the city to support development initiatives, conserve urban identity, and create potential channels for local economic development.

It also may set guidelines for the management of heritage zone in the city in general, and play a role in formulating components of development projects that are funded by national and international donors and developers, or even by the city itself.

- **Community Awareness, Education, and Participation:** Owners of heritage buildings and other stakeholders require education about the management of heritage buildings and sites. Educating some entities on planning for heritage conservation creates continuous dynamic initiatives to develop the urban heritage context in which educated owners play a vital role.

  Focusing on awareness and education will enhance effective community participation and create community leaders in this field. It also encourages authorities to engage the local community in high levels of participation for decisions related to development projects. Participation of the local community assists in establishing the base for prioritizing and coordinating initiatives, and utilizing international donations according to the stakeholders' consensus decisions.

- **Participation Toolkit:** The techniques used in the research are fruitful in involving stakeholders in heritage management issues. Authorities, entities, and individuals interested in community participation are recommended to study and analyze the research's process and techniques for adoption in their initiatives. Using the toolkit in procedures of the participation process in the context of private heritage buildings will facilitate activities of planning, implementing, and evaluating the process itself.

- **Gender Balance:** Participation entities should consider the necessity of involving all categories of the stakeholders and take into account social issues such as gender sensitivity. Therefore, the research recommends that planning and implementation of participation in gender conservative societies are to be handled by teams that are gender-balanced, and get consensus of all co-owners even it requires duplicating techniques. In the case of contradiction between the two genders, a representatives-focus group could take place to discuss issues of debate that need consensus.

- **Database:** Heritage management in general requires availability of information related to heritage buildings and sites. Authorities should establish a database that includes the names of these buildings and sites, registers of ownership and parcel plans, a history of related events and functions, and visual documentation.

  The modern technology of software related to Geographic Information System (GIS) is helpful in this regard and could be used in grading buildings and sites to develop a local heritage list, which leads to future development a national heritage list. It also facilitates the work of developers and researchers in different activities and projects. Nevertheless, establishing a database requires the updating of official documents by buildings' owners.

- **Observatory of Heritage Buildings:** Creating a hub of data leads to classifying buildings in terms or physical characteristics, current use and appropriateness for uses. Also, it may consider factors such as the vacancy or occupation of buildings, the possibility of consensus decisions, the appropriateness for partnership, and many other related issues.

  Consequently, authorities may create a heritage buildings observatory that relies on specific indicators, and assist in controlling development operations to these buildings in addition to its benefit in formulating projects that enhance equal opportunities for heritage buildings and contexts.

- **Problem Solving:** Urban development and regeneration projects sometimes work independently from real problems in the urban context, which causes changing components of these projects and redefinition of their goals. Ignorance of the real problems could enlarge them and create more difficulties for future projects and for the authorities' initiatives.

  Therefore, development entities and donors should realize that obstacles facing projects leads to identifying problems that require immediate study, analysis, and solutions without relying only on the traditional problem-solving methods.

- **Incentives for the Private Sector:** The private sector is expected to be a main engine for creating dynamics in rehabilitation of heritage buildings. In order to encourage private entities to use these buildings, authorities should have the leading role through developing incentives that stimulate the rehabilitation of heritage buildings and their use in agreements with owners. These incentives could be related to taxes, customs, services or any other method that enhances the exchange of benefits.

11.3. Vision: a Cooperative Society for Managing the Built Heritage in Jordan

Even though the research considers only one building in the participatory approach it applies, there is a belief, to be explored in the future, that owners of more than one building might cooperate. This would achieve the optimum use of their buildings, for their benefit and for the city as well.

The exploration of cooperation approaches considers the existence of cooperative associations to manage heritage buildings which are privately owned by many owners, in excess of ten persons. On the other hand, buildings owned by less than ten owners, who legally cannot found a cooperative association, can easily be controlled through creating a consensus of official representation for its management. A second option for such owners is to communicate with similar owners to found a cooperative

association, and thus increase their potentials in getting partnership for rehabilitation of their properties.

More or less, private heritage buildings that are owned by less than ten co-owners will necessarily require the founding of an official umbrella after being a legacy owned by more than ten inheritors. In this case, co-owners might require applying the research's approach in managing their building, unless an individual or firm purchases the building or another solution will be proposed for this purpose.

Cooperation between owners of more than one heritage building is applicable for all cases through two approaches: the first is agreements, and the second is an amalgamation of cooperative associations. Agreements could be developed and formulated to state the purpose of cooperation between related parties in order to create a specific function for their buildings, or to create partnership with a third party (Samuel Sherer, 2011).

In this first case, the purpose of the agreement leads to the formulation of articles specifying conditions that assist in achieving that purpose. The agreement should consider requirements and principles of managing the built heritage as discussed in section (2.2), especially in defining the management assembly: membership, responsibilities and authorities.

Parties of the agreement should rely on legal consultants that are mutually approved.. They also need to officially certify this agreement, in the end, to enhance its effectiveness in future decisions related to the use and management of the subjected buildings.

However, agreements might be concluded for using buildings whether by owners themselves, or through creating partnerships with public or private partners. Therefore, when creating a partnership with a third party, owners may consult the local government (municipality) or other appropriate consultancy firms or individuals in legislation, management, investment, and heritage rehabilitation (section 2.2).

When a cooperative association takes part in the agreement, it is necessary to revise its by-law to authorize the management board or its representative to conclude this agreement, and grant it the authority in deciding stated issues (Samuel Sherer, 2011).

The second approach for cooperation between owners of heritage buildings includes the existence of cooperative associations that own and manage these buildings. In this case, Regulation No. 13 Year 1998 of Cooperative Associations states special articles regulating the possibility of amalgamation of cooperative associations.

In Article (26) of the regulation, two or more cooperative associations can amalgamate in one association after approval of two thirds of the general assembly in

each. All assets, commitments, and debts of each association will be transferred to the newly founded association.

Articles of the regulation do not mention interests of associations since they are already multi-purpose associations. Besides, procedures of amalgamation are not defined in the same clarification for founding a new cooperation. It is just mentioned that the resulted cooperation will be called a "unified association".

Nevertheless, for the case of Al Salt City, it is necessary to control co-ownership of heritage buildings through cooperatives first, and then move to the unified associations for more than one settled association having similar goals in the rehabilitation and management of heritage buildings.

Achieving these previous scenarios will definitely start with a pilot case of a co-operative association when owners of the Al-Khateeb building are willing to proceed. Their initiative can lead to further proposals in heritage buildings' management, and also can be studied by other owners to facilitate efforts of the city's local authorities in promoting the idea and attracting partners.

At one point in future, a multiplicity of cooperative associations for heritage buildings may lead to creating a city-level unified cooperative association. At the broader level, Law of Cooperation No. 18 Year 1997 regulates cooperation, in general, in Jordan. Article 18 states that cooperative associations of similar goals, purposes and activities can found a "Qualitative Union

Therefore, existence of similar cooperative associations work for the management of heritage buildings in one or more cities in Jordan, can be regulated at the national level as well, which gives strength to the associations and increases the potential for creating functions in these buildings.

Dealing with heritage buildings at the national level could require engaging the central government, specifically the Ministry of Tourism, to assist in conserving the national cultural and architectural heritage. The existing regulatory framework of cooperatives might need revision to specify issues related to heritage buildings, and to include a new level of cooperatives at the city scale before or instead going into the national level.

However, both Unified Cooperatives and the Qualitative Unions allow active communications for partnership with public and private sectors, and possess a collective effort of all owners to effectively use buildings and create modern practices in the management of heritage buildings by local communities.

They also can stimulate governmental institutions in developing plans for heritage sites and buildings, and mobilizing resources to achieve their goals in community development, and thus actively participate in decisions in different cities.

Samuel Sherer (2011) indicated that a unified "super" association would probably be more efficient than a union in developing partnerships with other public or private actors for execution of a plan. But he thinks that owners of a building might be more comfortable if their building contracts on its own with other parties (one cooperative association for one building).

Generally speaking, legislation of cooperation and cooperative associations have been found flexible to legalize previously mentioned scenarios of cooperation between owners of more than one building, and also for other scenarios that might be proposed in future.

At the same time, practicing these scenarios may require having more detailed legal framework in order to regulate this type of association affecting cities in general, and may require the participation of different stakeholders in its activities. Additionally, there could be a necessity for regulating the functions of heritage buildings at local and national levels, so that each city could have its own identity reflected through functions inside its heritage buildings.

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Appendices

Appendix 1: Template of Interviews with Co-owners of the Research's Pilot
Case.

Appendix 2: Activities of the Participation Plan

Appendix 3: Design of the Participatory Workshop

Appendix 4: Report of the Participatory Workshop for the Management Plan of
Al-Khateeb Building (translated to English)
4-A: Photos and Plans of the Building
4-B: Participants of the Workshop

Appendix 5: Jordan Law of Conservation of Architectural and Urban Heritage
(No. 5 Year 2005) (Translated to English)

Appendix 6: Jordan Regulation of Cooperative Associations (No.13 Year 1998)
(Translated to English)

Appendix 7: Jordan Proposed By-Law of Multi-Purpose Cooperative
Association (Translated to English)

APPENDIX 1

Interviews with Representatives of Al-Khateeb Building co-owners

Date of Interview:

Name of Owner:

Profession:

Area owned: Percentage of the entire area:

1. Participation of the owner with any development-related activity.

2. What is, in your opinion, the value of your building? Why the government assisted you in renovating its facades?

3. What is the expected role of the government in the near future?

4. What is the impact of the municipal decision in restricting uses of the building (forbidding residential use)?

5. Your plans for rehabilitating the building at the short run.

6. Vision for the building at the long run.

7. Obstacles against rehabilitation.

8. Cooperation between owners for rehabilitating the building.

9. Cooperation with entities/firms/ investors for rehabilitation (scenarios of cooperation/partnership).

10. Existing channels with interested investing companies and individuals.

11. What will be left for next generations? Future opportunities and obstacles.

12. What are the trends to solve the co-ownership obstacle?
    a. Short-term

    b. Long-term

13. Do you have any idea about cooperative associations?

14. Do you think it will keep your ownership for the building?

15. Do you have other proposals to solve current and future ownership obstacles?

16. Other comments/ideas/ recommendations

APPENDIX 2

Activities of the Research Participation Plan

No.	Activity/Action	Purpose/Accomplishment
1	Preparing for interview in Al Salt Municipality	- Making necessary contacts and appointments - Structuring interviews
2	Interview with Al Salt Municipality (Mayor, ASCDU)	- Brief on research's goals and progress - Getting information about owners of the pilot building (contacts and key persons) - Getting documents (if possible) of the pilot building
3	getting updated official registration of buildings' ownership	- Specifying current owners of buildings
4	Getting parcel plan of pilot buildings	- Link documents to official registration of parcels
5	Analysis of information gotten for pilot building	- Better understanding of buildings - Analysis of ownership shares - Specifying key owners for interviewing
6	Field visit to pilot buildings (focus on the first pilot building; Al-Khateeb)	- Sightseeing of buildings - Understanding composition of the pilot case (complex of buildings
7	Preparing for MoTA interview	- Making necessary contact and appointments - Structuring interview
8	MoTA interview	- Presenting main concepts of the research - Clarification on current projects (including donors projects) and MoTA plans related to the pilot case - Exploring MoTA efforts in dealing with co-owners and if any existing plans in this regard
9	Preparing template of owners interview	- Specifying points to be discussed in interviews
10	Contacting owners of the first building (Al-	- Preparing for interviews

No.	Activity/Action	Purpose/Accomplishment
	Khateeb Building)	
11	Interview key owners (Al-Khateeb Building)	- Presenting concept of the research - Exploring previous participation in development projects - Owners' plans for management of the building - Obstacles against rehabilitation - Exploring number of current owners of the building (inheritors) - Owners' willingness to cooperate with other buildings - Owners' plans in solving co-ownership problem if exist (focus on future increase of the problem) - Presenting research's proposal for solving the co-ownership problem - Willingness of owners to participatory work with stakeholders
12	Interview Jordan Cooperative Corporation/ Al Salt Branch (or other official entities according to analysis of interviews)	- Legislations of cooperative associations - Types of cooperative associations - Appropriate solution for gathering multiple-shares ownership through cooperative associations - Requirements and procedures of establishing an association
13	Analysis of interviews	- Present to the municipality and next technique of owners participation
14	Contacting Al Salt Municipality	- Continuous coordination - Exploring legislative and regulatory interpretations
15	Preparations for Mini-Focus Group I	- Wrap-up of previous technique to present to owners - Setting agenda for the mini-focus group I - Specifying venue - Contact key owners for the mini-focus group I
16	Mini-Focus Group I	- Continue defining current owners

No.	Activity/Action	Purpose/Accomplishment
		- Starting building consensus on one solution
		- Preparing for the consensus meeting
		- Proposing functions for the building(s)
		- Preparing agenda of the consensus meeting
17	Preparations for the Consensus Meeting	- Specifying venue of the meeting
		- Contact owners and invitations to the consensus meeting
18	Consensus meeting	- Continue defining current owners
		- Presenting solution(s) for co-ownership problem
		- Consensus building on a preferred solution
		- Outlines of the preferred solution (approach of gathering shares)
		- Forming a follow-up representative board (4-6 persons) for owners
19	Preparations for Mini-Focus Group II	- Wrap-up of the consensus meeting to present to owners
		- Setting agenda for the mini-focus group II
		- Specifying venue
		- Contact board of representatives for invitations
20	Mini-Focus Group II (Board of Representatives)	- Presenting results of the consensus meeting
		- Discussing details of the preferred solution
		- Approving final decisions on the approach of gathering shares of co-owners
		- Discussing and listing final objectives of the planning workshop
21	Contacting Al Salt Municipality	- Briefing on progress of the research
		- Exploring applicability of the resulted approach in solving problems of heritage buildings in the city
22	Preparations for the Planning Workshop	- Selecting venue
		- Contact potential sponsors
		- Preparing list of invitees
		- Invitations to the workshop

No.	Activity/Action	Purpose/Accomplishment
		- Designing the workshop
		- Set-up of the venue with necessary stationary and aid tool
		- Defining methods of documentation (paper, voice record, video record, photographing, ...)
23	Meeting Expert/Specialist of workshop's design	- Enhancement of the proper design
24	Planning Workshop	- Getting consensus on defining core problems of buildings rehabilitation - Presenting and discussing solution resulted from previous techniques - Planning for the rehabilitation of pilot case in the research, including: ▪ Analysis of current situation of the pilot case ▪ Defining goals for rehabilitation ▪ Proposing functions ▪ Guide owners to fund raising for rehabilitation
25	Documenting the workshop and present to stakeholders (participants of the workshop)	- Assisting owners and other stakeholders in having documents for the participatory plan (two languages)

APPENDIX 3

Design of the Participatory Workshop for the Management Plan of the Al-Khateeb Heritage Building

Objective	Time	Content Outline	Presentation Methods	Remarks
Session One (10:30 – 11:30)				
	15 minutes	**Introduction** - Opening Speech (by H.E. Head of the Steering Committee) - Background on the research - Introducing participants/stakeholders	PowerPoint Presentation Cards	Participants write their names on cards for the ease of communication
Obj. 1	30 minutes	**Problem Identification** - Problems of rehabilitation - All group discussion on problems - Summarizing discussion	PowerPoint Presentation Flip Chart	Role of the main facilitator is important in regulating discussion and get results
Obj. 2	15 minutes	**Al-Khateeb Building** - Background on the building and its surrounding - Explaining Concept of the cooperative Association	PowerPoint Presentation	- Main characteristics of the building and its relation to the surroundings - Main points in gathering multiple-shares
Break 15 minutes				
Session Two (11:45 – 12:45)				
Obj. 2	35 minutes	**Project Initiation** - Understanding opportunities, constraints, strengths and weaknesses of the building (small groups discussion) - Value of the building (to be identified by owners' group)	PowerPoint Presentation Cards Board (wooden or magnetic boar to present cards)	- Form groups (4-6 groups each group 3-5 members). Special group for owners) - In 7 min. each group makes 4 cards in one field. Cards are then gathered and presented. - Let discussion take place (Max. 5 minutes for each field)

Objective	Time	Content Outline	Presentation Methods	Remarks
Obj. 3	25 minutes	**Concept Development** - Potential goals for projects	PowerPoint Presentation Cards Board (wooden or magnetic boar to present cards)	- Think about (service, community, investment, culture, social ...) - Short sentences - Every individual writes one goal - Every table writes two goals - Goals to be presented.
Break 15 minutes				
Session Three (13:00 – 14:00)				
Obj. 3	25 minutes	**Proposed Functions** - Use of the Building (or mixed uses)	Cards Board (wooden or magnetic boar to present cards)	- Think of: Economic viability, Interest for partners, Sustainability (energy, space, value, authenticity ...), Social or cultural activity. - Every table writes two uses (if three tables or less, writes three uses) - Cards then gathered. - Keep only one card for similar uses.
Obj. 3	5 minutes	- Prioritizing uses	Flip Chart	- Simple voting by hand raising - each participant votes for more than one project (two or three)

Objective	Time	Content Outline	Presentation Methods	Remarks
Obj. 3	10	**Site Ownership** - Management Assembly (Board of Directors for the cooperative association)	PowerPoint Presentation	- Assembly (3-6 persons for privately owned buildings) - For Al-Khateeb Building, Board of Directors of the association performs as management assembly. - In partnership with (private sector), it's recommended to engage public sector - In case of rehabilitation by owners, it is recommended to access the right expertise
Obj. 4	20	**Project Preparation** - Potential partners (donors) for the most agreed functions. - Timeframe for each function and contacting its potential partner.	Flip Chart Cards	- All group discussion. could work for small groups based on number of uses, number of groups, and available time. - Think about fund cocktails. - Most approved uses to be listed - Developing list of potential partners/funders - Let it be discussed by all.
End of One-Day Three-Sessions Workshop				

APPENDIX 4

(Translated) Report of

The Planning Workshop for Al-Khateeb Building

30 March 2011

Montaser Hiyari

Faculty of Spatial Planning

Technical University of Dortmund

1. Introduction

This workshop was conducted on 30th March 2011, in Qaqish Building, as one of the initiatives for developing Al Salt old city centre to regenerate heritage buildings and encourage owners for the reuse. Al Salt City Development Project through its steering committee sponsored and funded this workshop since it serves directly their work inside the city.

The workshop aims creating a pilot case in planning for buildings rehabilitation through the participatory approach. Al-Khateeb heritage building, which is privately owned, was selected for this workshop for many reasons:

1. Its location in the city centre and the panoramic view it has for the main plaza in the city (Sahat Al-Ain).
2. Multi-ownership of the building (about 105 owners)
3. The building was included in the 3rd Tourism Development Project (funded by the World Bank).
4. Pathways around the building have been included in the Old City Development Project (funded by Japan Bank for International Cooperation-JBIC).
5. The building is vacant.
6. Owners initiated a solution for the multi-ownership problem.

However, Al-Khateeb Building Planning Workshop had been conducted part of a research for Montaser Hiyari (Technical University of Dortmund), in which he applies the participatory approach in solving problems related heritage buildings management, specifically the obstacle of multi-ownership. Hiyari also looks to assist owners in developing a rehabilitation plan, together with other stakeholders, to achieve benefits for owners and the local community as well.

2. Goals of the Workshop

1. Identify problems of buildings rehabilitation in Al Salt City.
2. Explore potentials of Al-Khateeb building.
3. Initiate proposed projects/uses for Al-Khateeb building.
4. Assist owners of Al-Khateeb Building in listing entities interested in funding the project, or creating a partnership with owners (association).

3. Participants

A group of professionals and related stakeholders attended and participated in the workshop, representing different international, national and local entities as follow:

1. Al Salt City Development Project (Royal Court Project)

2. Ministry of Tourism and Antiquities

3. Directorate of Tourism in the city

4. JICA (Japan International Cooperation Agency)

5. Jordan Engineers Association

6. Al Salt Charity Association

7. Al Salt Municipality

8. Owners/ Representatives of Al-Khateeb Building

4. Sessions of the Workshop

Session Ⅰ (60 minutes)

- Opening Speech by (H.E. General Yousef Dalabeeh/ Head of the Steering Committee)

- Introduction to the workshop (Montaser Hiyari)

- Problem Identification and Analysis

- Background about Al-Khateeb Building and its surrounding

Session Ⅱ (60 minutes)

- Project Initiation (35 minutes)

    - Opportunities, constraints, strengths, weaknesses and value of the building

- Concept Development

    - Potential goals of the project

Session Ⅲ (60 minutes)

    - Use of the building (or mix uses) (25 minutes)

    - Site ownership

- Project preparation

5. Results of the Workshop

Based on the pre-specified goals for the workshop, results have become as follow:

Defining problems of buildings rehabilitation in Al Salt City

Participants have approved the problem analysis presented in the first session. The analysis linked different problems according to causes and results. Accordingly, proposed solutions were also presented in the way that clarifies their roles in dealing with mentioned problems and obstacles. Clue of different solutions has been owners themselves; their willingness for serious initiatives assists in deciding the optimum use of buildings, and make use of development projects and other initiatives developed by official and community entities, that aim for heritage revivalism and development projects in the city.
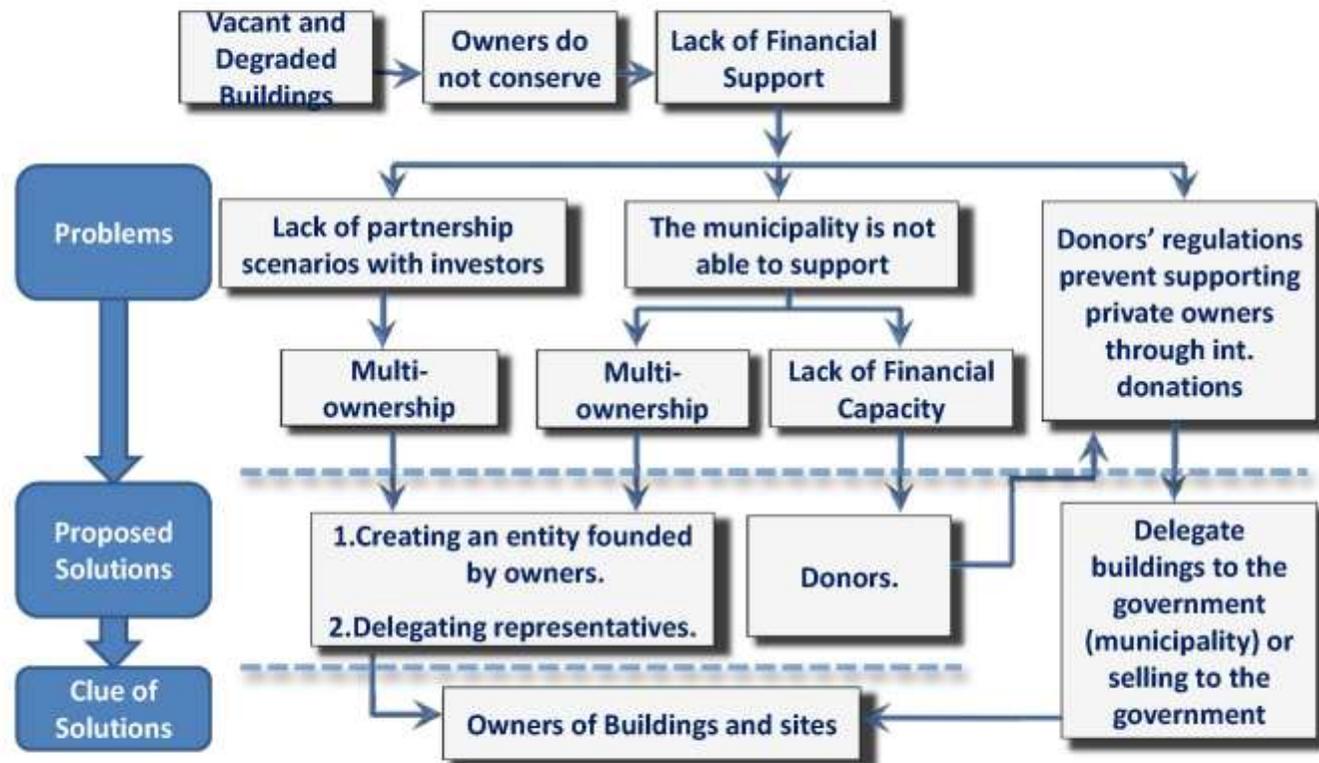
Figure (1): Problem analysis for rehabilitation of heritage buildings in Al Salt City

Al-Khateeb Heritage Building

Building Ownership

Al-Khateeb Family owns the building that has their name (Al-Khateeb Building). Erection of the building had started in the last quarter of 19th century. Similar to other buildings in the city, extension of the family required extending the building, and this led to tens of years for erecting the current building.

However, the ownership document (in 2006) included 13 owners, of whom all passed away. Whereas the current document (2011) includes 27 owners after transferring some shares to their official inheritors according to official procedures considered for this purpose.

Some of the inheritors were interviewed, and list of inheritors was developed to show that at least 104 inheritors have the right to decide for the building. As a result, scattered ownership characterizes the building, where some owners own few meters of the building's area, which is 489 m^2. This causes difficulties in getting consensus upon proposals for using the building, or negotiating any party for using it.

Official umbrella for gathering shares / Al-Khateeb Family initiative

In order to gather multiple shares of owners, and as a result for many interviews and meetings, Al-Khateeb Family decided creating a cooperative association, in which inheritors are its members. The cooperative cooperation has the right to practice different types of activities and not limited to the building. At the same time, the cooperative association is going to assist in gathering scattered ownership as follow:

1. Financial valuation of the building.
2. Financial valuation of the share of each owner according to the building's valuation.
3. Every owner is to transfer (register) his share to the association.
4. Financial value of each share in the building will be registered in the association's capital and considered a share by the owner in this association (the building becomes asset for the association).
5. Board of Directors for the association has the right to accept or refuse subscriptions without justification.

These concepts were discussed and approved through a meeting for 22 owners representing all owners. They decided to start proceeding in establishing the association, and then appointed five representatives to act for the preparatory committee according to Regulation 18 Year 1997 for Cooperative Associations.

Regulation 18 Year 1997 allows multipurpose cooperative associations to purchase, sell, rent and lease assets and all types of owns. Therefore the proposed association is able to extend its activities for the benefit of its members. Besides, Regulation 18 Year 1997 allows

accumulation with one or more of other multipurpose cooperative associations, which creates the possibility for cooperative efforts of more than one building to get benefit of potential investment opportunities by private or public sector, as well as civil society organisations.

Location of Al-Khateeb Building

The building locates in the heritage context of the city centre, near the main plaza of the city (Sahat Al-Ain). It is surrounded by other heritage buildings, which form together the larger heritage complex in the city. Al-Khateeb, Al-Sokkar, and Al-Saket Buildings are the distinguished buildings of the complex. They are vacant nowadays, suffer from degradation, which threats its existence unless they get necessary attention and reuse in a way that supports their heritage value.

However, Al-Ain Plaza has been included in many projects related to heritage revivalism and tourism development, with a total cost of more than 15 million US$ funded by different international donors. As part of these projects, Al-Khateeb Building was included in the 3rd Tourism Development Project (funded by the World Bank) through renovation of its facades and external openings. in addition, structure of the building was also tested for the durability and found in a good manner.

The project also includs developing the front yard of the building and circulation access that link the building with Al-Ain Plaza and other surroundings. 3rd Tourism Development Project is part of Al Salt City Development Project that studies and plans for regeneration projects in the city.

Another project is the Historic Old Salt Development Project-HOSD (funded by Japan Bank for International Cooperation), which also included the rehabilitation of pathways and creating panoramic lookouts near Al-Khateeb Building and other locations. Another achievement for HOSD project is rehabilitating Abu Jaber Building near Al-Ain Plaza and using for a Traditional Heritage Museum.

Tourism Rout Project (funded by the United States Agency for International Development) aims creating a rout inside the city, through which tourist can observe most important heritage landmarks in the city. In spite of more than 700 heritage buildings in the city, Al-Khateeb building has took its place in the project due to its importance and representation

for most active part of the city's life (1850-1950). The project provided the building with necessary signs explaining history of the building itself.

Description of Al-Kateeb Building

Official document show that the building was erected on the parcel No. 63 Neighbourhood No. 15 (Al-Saraya) in Block No. 67 (Al-Balad). Area of the parcel is 489,3 m^2. The building consists of two floor, the ground floor occupies the entire area of the parcel, while the second occupies half of the area. Hence, built up area of the building is about 700 m^2.

Three pedestrian pathways surround Al-Khateeb Building; one of them serves two gates in the front elevation at the ground level, whereas another pathway serves the third gate in back elevation that serves the first floor. Main entrance of the building opens to an open sky-light court contains stairway remains, that used to link the ground floor with its roof.

This intermediate courtyard is surrounded by five rooms and extends for another open space. These rooms represent the traditional construction style in the city (cross vaults), and are connected visually through their indoor openings that looks directly to the courtyard.

The two floors are connected by internal staircase in the north-east side of the building. In addition, there is a possibility to reconstruct the old stairs in the courtyard to support circulation between the two floors.

The first floor (second level) contains of six rooms, some of these rooms have been separated by modern block partitions to create two housing units that used to be leased for tenants. Rehabilitation of the building may require removal of all or some of these partitions.

In spite of renovation works by the 3rd Tourism Project, interior of the building was not included, and still needs renovation works that is expected to take place in any future reuse, considering that structural support is not required currently.

Appendix (A) clarifies the above mentioned description of the building.

Potentials of Al-Khateeb Building

Participants of the workshop clarified value of the building, for which owners and other related stakeholders in the city look to renovate and use the building. Therefore, they analysed the current situation through specifying strengths and weaknesses of the building, in addition to its

opportunities and constraints that should be considered for any proposed uses. Analysis of potentials has been found as follow:

Value of the building

1. Heritage value (construction style, and date of erection)
2. Construction materials (from Damascus according to owners)
3. The building was used for the second private school in Jordan (according to owners)
4. One of the early erected heritage buildings in the city (1826 according to owners)
5. Location of the building (near the old Saray)

Strength, Weaknesses, Opportunities and Constraints

Strengths	Weaknesses	Opportunities	Constraints
Heritage Value	Transportation & Traffic	Two universities in the city	Area of the building is not appropriate for large investments
Location	Tourism infrastructure in the city	International donated projects	Unavailability of parking areas
Structure	The context still not attractive for investment	Owners willingness	Additional construction is not allowed
Flexible for uses	Weak marketing of the city	Heritage conservation Law	Some parts of the building require healthy treatments
		Location of the building	
		Willing management and community in the city	

Potential goals for reusing Al-Khateeb Building

Participants have proposed a bundle of potential goals that might be considered when reusing the building. These goals were listed according to the field they represent, as follow:

1. Community Development
    a. Participation in the regeneration of Al Salt City Centre.
    b. Creating job opportunities for local community.
    c. Re-enforcement of handicraft in the city.
2. Tourism
    a. Development of Tourism sector in the city.
    b. Enhancement of the building as a tourism landmark.
3. Renovation
    a. Revivalism of renovation culture in the city.
    b. Revivalism of renovation skills in the city.
    c. Stimulating owners of surrounding buildings for rehabilitation and renovation efforts.
    d. Creating a module (pilot case) for renovation techniques.
4. Authenticity
    a. Using the building (or part of the building) by Al-Khateeb family.

Proposed Uses for Al-Khateeb Building

Based on the potential goals developed by participants, five uses were proposed to achieve one or more of the goals. Participants discussed these uses for their applicability in the subjected building, then they developed a short list of potential uses that got consensus by all.

In order to prioritize uses, voting technique took place in this part, when number of attendees is 13 participants. As a result, priorities for uses are as follow:

Number	Use	Votes
1	Mixed use for tourism (cultural, social, and tourism)	13
2	Centre for tourism traditional industries (handicrafts)	12
3	Renovation Academy	7
4	Restaurant	No consensus
5	Traditional style Hotel (Hostel)	No consensus

The first proposed use that has gotten most consensus might be clarified to include a mixture of uses such as, but not limited to:

1. A special area for Al-Khateeb Family use.
2. Cafe (for local and tourists) that might serve for quick meals and snacks.
3. Permanent or temporary exhibition for traditional handicrafts.
4. Two guests rooms for about 4 guests (Bed & Breakfast)

Potential Partners

In order to assist owners of the building in creating partnership with potential partners, participants listed a group of interested entities that work in fields similar to proposed uses, and may participate in funding one the proposed uses and rehabilitation of the building. Besides, announcements in newspapers are expected to attract one or more partners for this purpose.
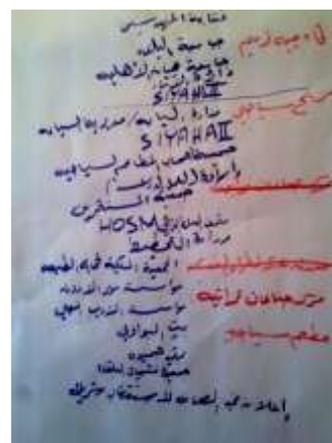
The following table clarifies potential partners for the most agreed uses:

No.	Proposed use	Potential partners
1	Mixed use for tourism (cultural, social, and tourism)	• Association of Tourism Restaurants' owners • Association of Investors • Ministry of Planning & International Cooperation • Ministry of Tourism/Directorate of Tourism • Historic Old Salt Museum • SIYAHA II Project (USAID fund)
2	Centre for tourism traditional industries (handicrafts)	• Jordan River Foundation • Bani Hamida Project • Bait Al-Bawadi • Foundation of Handicrafts Training • Nashmiyat Al-Balqa Association
3	Renovation Academy	• Amman Private University • Balqa Applied University • Jordan Engineers Association • General Department of Antiquities • SIYAHA II Project (USAID fund)

Appendix (4. A)

Plans and photos of Al-Khateeb Building

Al-Khateeb Heritage Building

Before 2007

After 2007
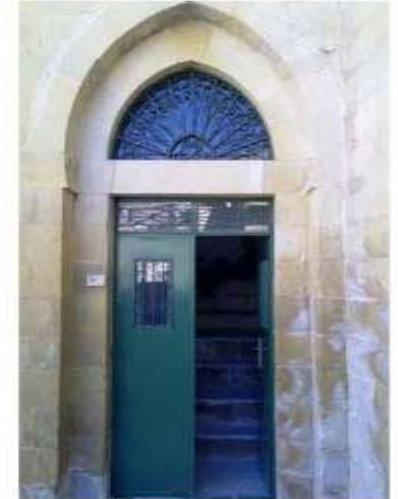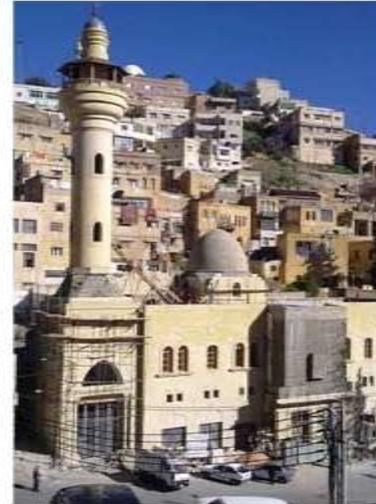
Al-Khateeb Heritage Building

Al-Khateeb Heritage Building

Al-Khateeb Heritage Building

Parcel Plan
Parcel No. 63
Neighbourhood No. 15 (Saraya)
Block 67 (Al-Balad)
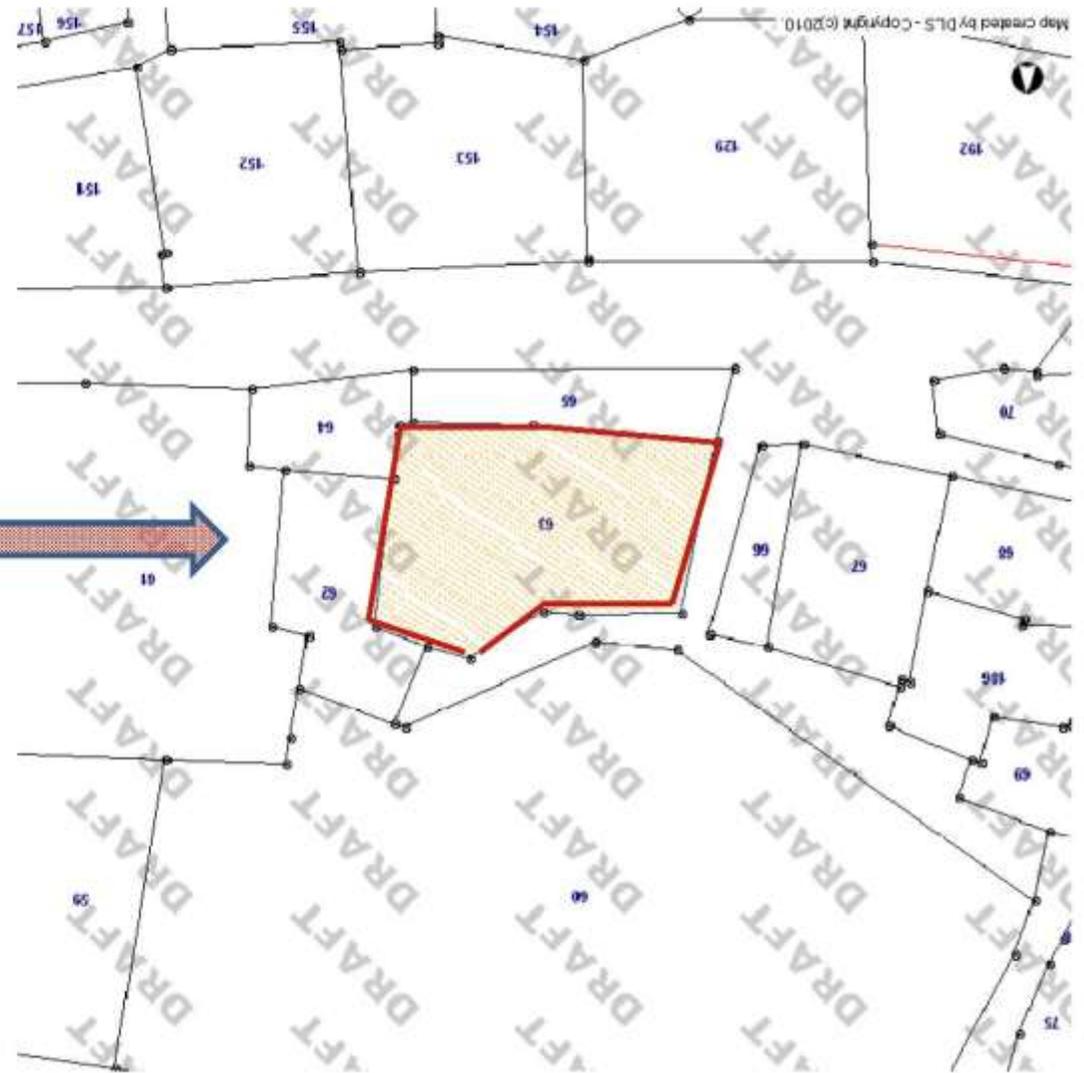
Al-Khateeb Heritage Building

First Level Plan (Ground floor)

0.0   5.0   10.0

Al-Khateeb Heritage Building

KHATIB HOUSE

بيت الخطيب

Second Level Plan

0.0   5.0   10.0

Page **206**
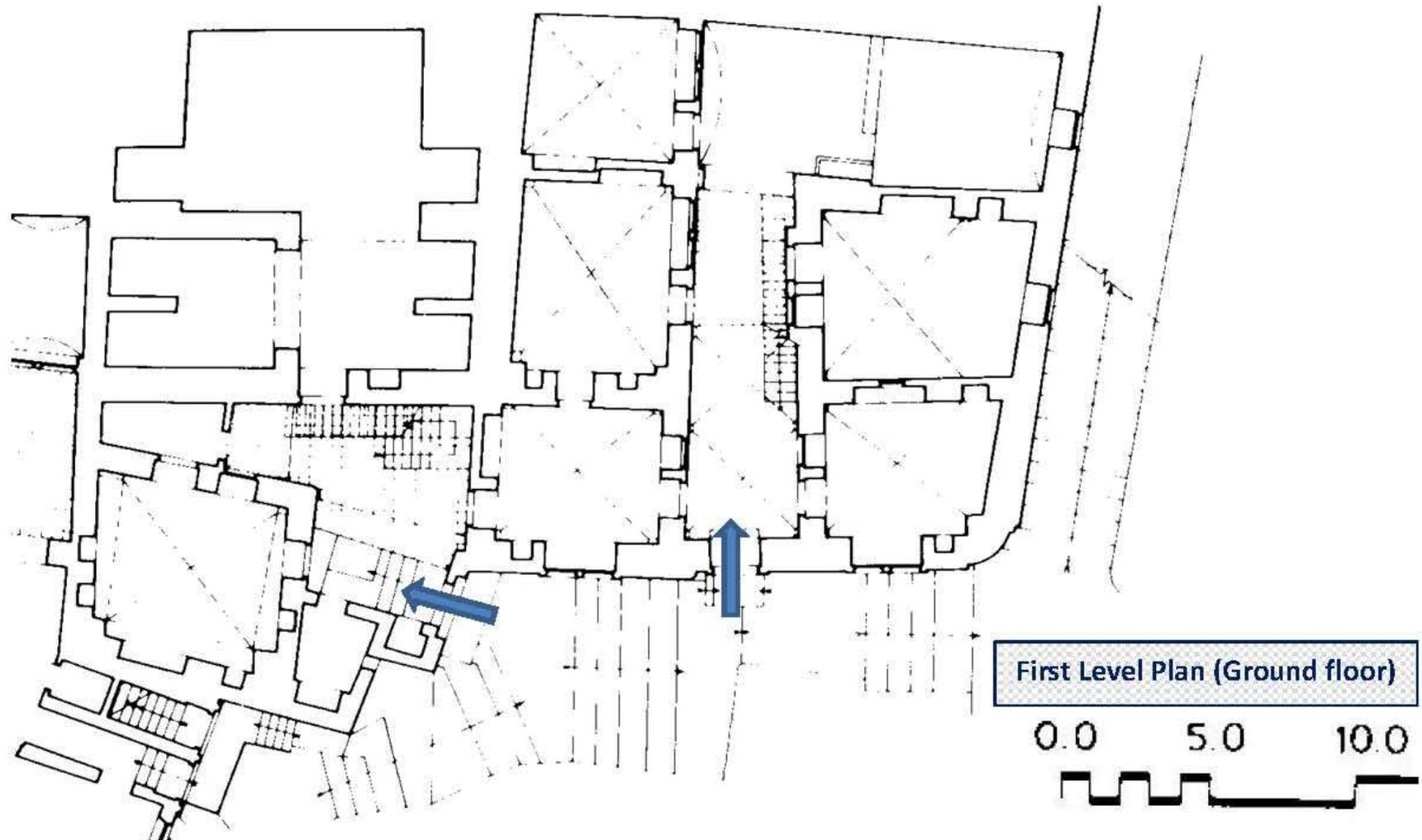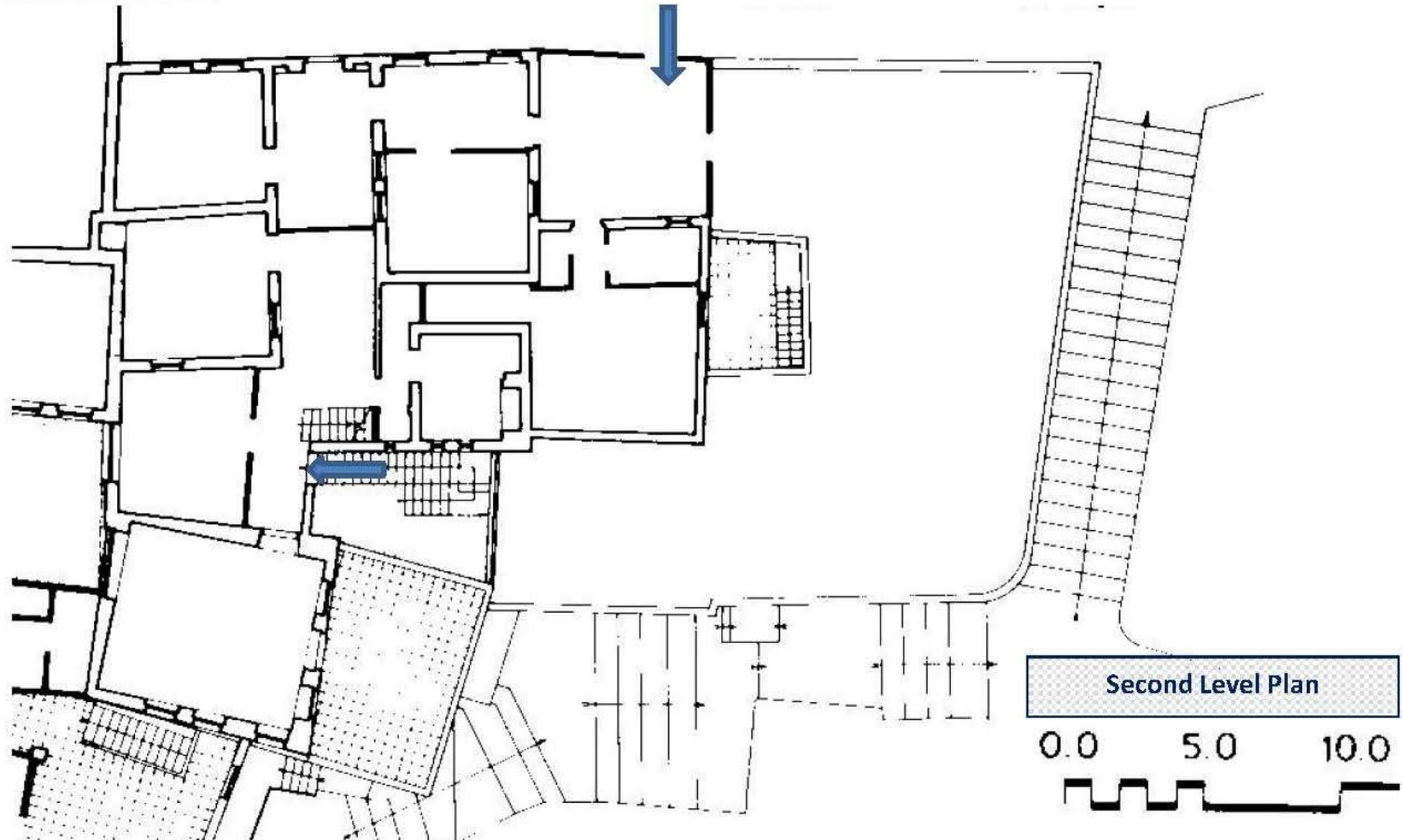
Appendix (4. B)

Participants in the Workshop

List of Participants

No.	Name	Institution	Telephone	email
1	H.E. Yousuf Dalabeeh	Head of Al Salt Project Steering Committee	Al Salt Project 05/3551595	
2	Shereen Abu Hweij	JICA	5858922	AbuHweijShereen.JD@jica.go.jp
3	Koji Oyama	JICA	5858922	Oyama.koji@jica.go.jp
4	Husam Maharmeh	MoTA	3555652	Husam.m@mota.gov.jo
5	Khaled Kheshman	JEA	0795806393 0777888544	
6	Monther Al-Khateeb	Owner	0795111762	
7	Farouq Al-Khateeb	Owner	0795755566	
8	Basem Al-Khateeb	Owner	0795802802	
9	Marah Khayyat	Consultant	0795553161	marahkh100@yahoo.com
10	Salah Eddin Arabiyat	Salt Municipality		
11	Rana Haddad	MoTA		Rana.haddad@mota.gov.jo
12	Rayya Arabiyat	Al Salt Charity Association	0777747626	Arab-rayya@yahoo.com
13	Razan Ghababsheh	MoTA	0795637045	
14	Lina Abu Saleem	ASCDU/ Salt Project		
15	Montaser Hiyari [facilitator]	TU Dortmund		montaserhiyari@hotmail.com montaser.hiyari@tu-dortmund.de

Appendix 5

Jordan Law No. (5) for the year 2005

Protection of Urban and Architectural Heritage

Law No. (5) for the year 2005 For the Protection of Urban and Architectural Heritage

Article (1)

This law shall be known as *The Law for the Protection ofUrban and Architectural Heritage for the year 2005* and shall be put into effect on the date it is published in the Official Gazette.

Article (2)

The phrases and words stipulated in this law shall have the following meanings and definitions unless otherwise mentioned:

The Ministry	The Ministry of Tourism and Antiquities
The Minister	The Minister of Tourism and Antiquities
The Committee	The National Committee for the Protection of Urban and Architectural Heritage, established by virtue of this Law.
The Fund	The Fund for the Protection of Urban and Architectural Heritage, established by virtue of this Law.
The Heritage Site	Any location or building that is of importance either with regards to the structural technique, or its relation to a historically . important personality, or its relationship to important national or religious events and was constructed after the year 1750. As per the provisions of this law and this includes the following:

> The Heritage Building: Constructions and architectural structures with historical, cultural and architectural characteristics that are of specific importance.
>
> The Urban Location: Architectural areas, Public spaces and neighborhoods, and the landscape that represent the values on which the culture of the residents was built.

The Organizing Authorities: The Higher Council for Planning, the local and Regional Committees established by virtue of the effective Law for the Planning of Cities, Villages and BUildings

Article (3)

This purpose of this Law is to protect, preserve and maintain Jordan's heritage Sites.

THE COMMITTEE

Article (4)

.a. A Committee shall be established within the Ministry, headed by the Minister and shall be known as *The National Committee for the Protection ofUrban and*Architectural Heritage. The committee shall comprise:

1. The Director General of the Department of Antiquities (Deputy Chairman)
2. The Secretary General of the I\1inistry
3. The Director General of the Urban Development and Housing Organization.
4. A representative of the Ministry of Planning (Nominated by their minister)
5. A representative of the Ministry of Municipal and Rural Affairs (Nominated by their minister)
6. A representative of the I\1inistry of Environment (Nominated by their minister).
7. A representative of the I\1inistry of Finance (Nominated by their minister).
8. A representative of the of Greater Amman Municipality (Nominated by the I\1ayor).
9. A representative of the Jordan Army nominated by thee Armey Director)
10. Four individuals with expertise and interest in Architectural & urban heritage, to be appointed by virtue of a decision by the Cabinet of Ministers upon the recommendation of the Minister.

.b. The members of the committee, stipulated in item (4 to 8) of paragraph (a) of this article should all be Grade 1 employees.

Article (S)

The Committee shall have the following tasks and authorities:

.a. Set the basis and standards that will ensure the protection of architectural and urban Heritage, and present them to the Cabinet of Ministers for ratification, and publication in the Official Gazette.

.b. Recommend to the Cabinet of Ministers the Heritage sites, document them, and add them to the register of Urban and Architectural Heritage, after studying and assessing them, and preparing a list of all the Heritage locations, and identifying their boundaries, and publishing it in the Official gazette.

.c. Strive to provide the necessary finances for the restoration and restructuring of Heritage sites and surrounding areas, and fairly compensate the owners of these sites in order to encourage them to protect the buildings they own.

.d. Follow-up the restoration works, by appointing experts in the field for this purpose, as per the standard basis and criteria.

.e. Document the Urban and Architectural Heritage of the city of Jerusalem, and emphasize the Arab and Islamic Identify of these locations.

.f. Follow up the enforcement of the agreements and contracts between the Committee and any of the owners of the Heritage Buildings or Engineering Bureaus, or the

Contractors working in the field of studies and architectural designs, and the work being conducted on the Heritage buildings.

.g. Identify the professions that can be licensed within the Heritage sites, and usage approved for these sites as per the relevant urban plans, provided the Heritage value is not affected.

.h. Manage the Fund and expand it's money.

.i. Participate in representing the Kingdom in the Arab and International Conferences on Urban and Architectural heritage.

.j. Exchange experiences and information related to the protection of urban and Architectural Heritage with Arab and foreign countries.

.k. Strive to spread awareness, at all levels, regarding the protection and preservation of urban and Architectural Heritage, through any of the following means:
>
> Encourage tourism to the Heritage sites which have been restored and rehabilitated.
> Convene conferences, seminars and workshops, locally, and publish brochures on the Heritage sites.
> Activate volunteer works in this field, including the concerned local organizations.

.1. Approve the entities concerned with making recommendations to the Committee with regards to the Heritage sites that needs to be assessed.

.m. Establish technical committees specialized in assessing Heritage sites, and making relevant recommendations to the Committee ,to take the appropriate decision regarding these sites.

.n. Any other issues related to the restoration and preservation of Urban and Architectural Heritage.

Article (6)

.a. The Committee shall convene upon the request of its Chairman, or his deputy in his absence, at least once a month, or whenever deemed necessary, and the quorum shall be considered legal in the presence of at least 8 of its members, provided the Chairman, or his deputy is among them, and decisions will be made by majority of votes.

.b. The Chairman of the Committee has the right to invite any individual with expertise and interest in the field, to attend the meetings of the Committee, to be consulted with regards to topics discussed, without him/her having the right to vote.

Article (7)

An Administrative Unit, established within the Ministry will follow-up all procedures and decisions related to the tasks and authorities of the Committee, and those of the technical committee, and the Head of this Unit, who reports to the Chairman of the Committee, will be it rapporteur.

The Fund

Article (8)

A Fund known as *The Fund for the Protection of Urban and Architectural Heritage* will be established for the purpose of providing the necessary funding for the protection and preservation of Heritage sites.

Article (9)

The financial resources of the Fund will be provided from:

.a.   The allocations in the Ministry's budget
.b.   The revenues from developing the fund's money.
.c.   The fines paid by those violating the provisions of this law.
.d.   Aid, grants and donations incoming to the Fund, pending the approval of the Cabinet of Ministers ifthe source of these monies is non-Jordanian.

Article (10)

Expenditure from the Fund's shall be made in accordance to the provisions of the Financial by-law 1\10. (3) of the year 1994, or any alternate by-law, for the following purposes:

.a. The amounts necessary to purchase any of the Heritage sites, restore and restructure them.

.b. Compensate the owners of Heritage sites taking into consideration the Zoning area, the Heritage value of the buildings, and the amounts necessary to restore and restructure them.

.c. Provide loans and financial assistance to encourage the owners of Heritage sites to restore and rehabilitate them.

General Provisions

Article (11)

It is forbidden to tear down, destroy, or cause any damage to Heritage property or separate any part thereof, or stick posters on them, the Occupant of such a site, and the planning authorities, must protect and preserve them from any damage to its structure and surrounding areas.

Article (12)

It is forbidden to change the features or characteristics of any Heritage Site or add to them, without prior permission from the Committees, in accordance to the ratified standards and criteria.

Article (13)

The Planning Authority should adhere to the ratified standards and criteria when studying the architectural designs of new bUildings in Heritage sites as for their architectural technique, height, forms, facades, the building materials used, the colors, their use, and their conformity with the surrounding architectural environment.

Article (14)

.a. In spite of any other legislations, the planning Authorities shall commit to approve the Building license for Heritage sites as they are, and shall exempt the owners from the fines due to violations regarding the legal standards for size and distance applicable to other buildings.

.b. The Planning Authorities should take into consideration the Heritage sites when planning, amending or ratifying the structural and detailed planning maps , and the municipalities, or any other concerned entities, should avoid Heritage sites when building new roads and streets.

Article (15)

.a. Based on the recommendation of the Minister of Finance, which in turn is based on the Committee's recommendation, the Cabinet of Ministers has the right to grant the owner of any Heritage site the following incentives:

.1. Exemption from income tax, and fees for the social services imposed because of using the site in conformity with its nature.

.2. Exemption from transfer of ownership fees when purchasing the Heritage Building for the purpose of restoring and preserving it.

.3. Exempt bUilding materials and decorations used for the regabilitation, restoration, preservation of Heritage sites, from sales taxes and any other fees including import taxes.

.b. All the incentives referred to in paragraph (a) of this article, plus all applicable interests, shall be repossessed should the owner of the Heritage site fail to adhere to the legal conditions related to the preservation of the site.

Article (16)

.a. Any persons who put up posters on any Heritage sites will be fined an amount ranging from 100 to 500 Jordanian Dinars.

.b. Any person committing the following violations will be fined an amount ranging from 1000 to 5000 Jordanian Dinars:

.1. Destroying or abusing any Heritage site, or any part thereof, or any of its components or surroundings.

.2. Deliberately damaging, or participating in the damage of any Heritage site or part thereof.

.3. Making any changes or additions to the features of any Heritage sites without prior permission from the Committee.

.4. Using the Heritage site for any purpose other than those approved by the Committee.

.c. Any person who tears down any Heritage site, or any part thereof, will be fined an amount ranging between 1000 and 5000 Jordanian Dinars, or imprisoned for at least 4months, or both penalties.

.d. Violator shall commit to removing the violations, or restoring the site to its original form at his own expense. Should he fail to do so, the Committee will conduct the work at the violators expense and add any penalties stipulated by this Law.

Article (17)

All Heritage sites purchased from their owners in accordance to the provisions of this law, will become the property of the Treasury on behalf of the ministry.

Article (1S)

Upon the recommendations of the Minister, based on one by the Committee, the Cabinet of Ministers will decide to expend rewards to the technical committees and the experts assigned to follow-up the restoration works from the Fund's money.

Article (19)

The Cabinet of Ministers will issue the necessary by-laws to implement the provisions of this Law.

Article (20)

The Prime Minister and Ministers assigned to implement the provisions of this Law: 1/4/2003 Abdullah II Ibn AI Hussein

Appendix 6

Jordan Regulation No. (13) for the year 1998

Cooperative Associations (Translated to English)

Regulation of Cooperative Associations

Number 13 Year 1998

Issued under article 16 and 22 of Law of Cooperation number 18 Year 1997

Number / date of gazette: 4277 / 3rd May 1998

Article 1:

This regulation is called (Regulation of cooperative associations for the year 1998) and it shall take effect as it is published in the gazette.

Article 2:

The following words and phrases which are received in this system should have a specified meaning as below if the context did not show another meaning:

- Corporation: Jordan Cooperative Corporation.
- General Manager: general manager of the corporation.
- Association: any registered cooperative association under the rules of this regulation.
- By-Law: By-Law of the registered association according to the rules of this regulation.
- Member: founding member of the association or affiliated after its establishment.
- Committee: management committee of the association.
- Region: the geographical region in which the association works according to its founding document.

Founding the association and its registration

Article 3:

A- The association shall be founded of members not less than ten persons and the founders elect a preparatory committee of them not less than three members to handle the following tasks and authorities:
  1. Prepare a registration form of the prescribed form.
  2. Prepare the association's by-law proposal.
  3. To follow up the association's registration in the corporation.

B- the registration form of the association shall be submitted to the general manager on the prescribed form with four copies which are signed by the founders whom are not less than ten people and should be attached with for copies of the proposed by-law which also signed by them.

C- the internal system shall consist the following:-

1. Association's name, its address, and its area of operation. Its name must be without any family, or tribal, or sectarian connotations , and to be associated with cooperation or cooperative. For each association has its own stamp according to the specimen as approved by the general manager.

2. Capital of the association.

3. Purpose or purposes for which the association founded.

4. Acceptance of membership and loss.

5. Financial provisions which include records, books, restrictions, and accounting systems of the association.

6. Administrative provisions which include employees' regulations, supplies, transition, and traveling.

7. Terms, procedure of arbitration, and liquidation.

Article 4:

A- general manager or whoever authorized by him shall examine the application and the proposed by-law to discuss it with members of the committee or who is delegated for this purpose, and the general manager shall issue his decision about the application within a period not exceeding thirty days of its registration date after set the by-law in its final formula.

B- If the general manager approved registration of the association it will have a certificate signed by him and will be issued in the gazette, then the preparatory committee invites the general assembly of the association to the meeting within fifteen days to elect a management committee for the association.

C- If the association has not practiced its activities within one year of its founding and registration , the general manager will decide to cancel its registration with a declaration issued for this purpose in the gazette.

The Association and its Centre

Article 5:

A- Headquarter of the association should be in the area in which it carries its work, and may open branches in other area but must notify the corporation.

B- Registration of more than one association for the same purpose is possible in any village or city provided that associations' names are different between these associations and not to be confusing.

Article 6:

A- Affiliation in the association should be optional and subjected to membership requirements according to the by-law.

B- A member retrieves the value of his shares and charges due his loss of the membership of the association after deducting what is due upon him for the association charges according to the by-law.

Article 7:

A- Heirs of the deceased can keep their membership within a year since their inherited is dead, and they should name their legal representative in the association.

B- if the heirs don't want to keep their membership they retrieve their rights after deducting the debts that ensue from them to the association or their shares of debts resulting from the association.

The General Assembly

Article 8:

The association should have a general assembly contains of the founding members and the affiliation to it, and they handle works of the association and to do the following:

a. Dispose of immovable properties of the association, whether in selling or mortgaging.
b. Adoption of the balance sheet and final statement.
c. Elect the committee.
d. Elect the monitoring committee.
e. To hire a legal financial auditor and identifying his fees.
f. Dispose the overall surplus and the resolution of the association.
g. Take actions to resolve and liquidate the association.
h. Any other issues envisaged by the general assembly.

Article 9:

A- the general assembly should held a yearly plain meeting in the date decided by the committee within the first six months of the year, that to consider issues listed in its agenda which is decided by the committee, provided that the invitation for the meeting should be sent before at least fifteen days of the specified time and should be attached with the financial and administrative reports, the invitation should be to the member himself or by

the official mail, and the corporation should be noticed about the meeting time.

B- Meeting of the general assembly should be legal with the majority attendance, and if this quorum is not enough the meeting should be postponed in fifteen days maximum, this meeting should be legal regardless number of attendees.

C- 1: the general assembly takes decisions in the offered matters and issues in any held plain meeting unanimously or by majority of the attending, provided that each member has one vote and for the president of the meeting has a likely vote when votes are equal. And if the association is a legal entity in this assembly it may assign a representative for it to attend the meeting to be given the votes that are defined in the association's by-law.

2: each member may be delegated by another member according to the specimen that is determined by the committee, and any member can't be delegated by more than one member in the general assembly meeting.

Article 10:

If the general assembly has not been invited for the plain meeting within the period stipulated in article (9) of this regulation, then the general manager calls to hold this meeting within thirty days maximum of the end of that period.

Article 11:

A- the general assembly will be called to held an extraordinary meeting decided by the committee or according to a request submitted to it from members not less than (20%) of the general assembly members, or according to a request from the monitoring committee, that the committee decision or the members' request invites the general assembly for the meeting to consider issues and matters which will be presented to it specifically and shall not display or discuss other issues in the meeting.

B- 1: the general assembly is called to hold an extraordinary meeting based on a committee decision to consider the issues that are related to modifying the by-law, provided that the invitation contains the proposed amendment and reasons therefore shall be.

2: the proposed amendment to the by-law shall be submitted to the general manager with four copies after approved by the general assembly.

3-: the general manager issued his approval or refusal provided that the amendment or refusal decision should be announced within thirty days of its submission, and the approval shall be published in the gazette.

C- the procedures and rules applies on the extraordinary meeting for the general assembly which is similar to those applied on the plain meeting under the provisions of the regulation and require the following conditions:

1- The extraordinary meeting shall be cancelled if the quorum is not available.

2- The general assembly should make its decisions with the agreement of two third of the attendees.

Article 12:

Management of the association is handled by a management committee which contains of at least three members have been elected by the general assembly in a secret ballot, by-law of the association defines number of the committee's members and its turn that the committee does not exceed four years in any case.

Article 13

The committee holds the following tasks and authorities:

a. Managing the financial and administrative affair of the association according to the provisions of this regulation and its by-law.
b. Preparing the annual report and the financial statements.
c. Preparation of normative budget for the New Year.
d. Issue necessary management and financial instructions for the association work including the instruction of hiring employees and determine their financial rights and the necessary disciplinary actions against them.
e. Form necessary committees to assist in handling its works and determine the tasks of these committees.

Article 14:

A- the general manager hires a temporary management committee for the association for a period not more than a year and has the committee powers in these two cases:-

1- If two thirds of the committee membership is vacated, the general manager hires other members instead of them to complete the turn.
2- If the committee violets one of the articles of Law of Cooperation and whereby issued regulations or the by-law provisions of the association or decisions of the general assembly and the committee has not remove the violation reasons within one month of a written notice by the general manager.

B- The temporary management committee has to invite the general assembly to the convening before at least thirty days of the end of its period, and that to elect a new management committee.

Article 15:

In each association a new monitoring committee should be formed at least of three members elected by the general assembly from its members, there task is to monitor the progress of the association regularly, and not permissible to combine between monitoring committee membership and the management committee membership at the same time.

Article 16-

- A- the financial year of the association starts on the first day of January of the year and ends in the 31st day of December in the same year.
- B- each association in the end of its financial year to prepare the financial statement in which identify its assets and liabilities and final accounts as the committee prepare a report including statistical statement according to the forms prepared by the corporation for this purpose.
- C- if the association has not prepared its budget before one month of the general assembly meeting of its end of financial year, the general manager hires an accountant on the expense of the association to prepare the budget and to present it to the association's financial auditor, and get his fees from the association and consider it a debt owed to the foundation.
- D- The corporation checks the association's accounts at least once a year according to the paragraph (b) of the article (14) of Law of Cooperation within three months of the end of its financial year for the fees that is defined by the council under the instructions which are issued for this purpose.
- E- The association shall consider the agreed principles of accounting in regulating its accounts; therefore the association keeps the needed records for this purpose which is defined by instructions issued by the general manager.

Article 17:

- A- the general manager should entrust his direct decision for one employee or more of the corporation or according to a request from the association's financial auditor to investigate and to search the association works to enhance compliance of its management committee with the regulation and law provisions, and in case there is a misconduct of the association money or its properties, thereby the general manager can transmit any member the committee or monitoring committee or its auditor or any current or former employees to the specialized courts.
- B- Any member of the association members including the committee and the monitoring committee members or any hired person or in any contact to its business should submit to the authorized person in investigation anything he needs including special information about the association affairs and its members.

Article 18:

A- The general assembly defines percentage of profits based on the value of the paid shares of the capital, and to distribute the profits all shares should be dealt the same unless the by-law mentions something else.

B- Each association should deduct its net profits as the following:-
1- Not less than (20 %) for the general reserve account.
2- Not less than (2 %) for the education fund, and if this amount will not be spent within two years for this purpose, it shall be transferred to the general reserve account.

C- The general assembly may deduct from the net profits for the optional reserve account any amount it decides for this purpose.

D- Distribution of profits may be to the members according to their dealing with the association based on what is stipulated by the by-law.

E- Distribution of the profits or the revenues will not take place in a year that follows a year having debt unless if that debt been covered.

Article 19:

The public reserve may not be disposed for other purposes than investing it in the association's works according to what its by-law decided.

Article 20:

The by-law defines procedures and methods to collect the owed money on any member or any other person.

Article 21:

Non-member Individuals and authorities may benefit of its businesses according to the limits which are stated by the by-law.

Article 22:

The association can accept the deposits from members and others according to its by-law if part of its purposes is to accept the deposits.

Article 23:

The association can lend any member of its members according to its by-law provided that documents lends with guarantees that protect the association's right, which also accepted by the committee including mortgage.

Article 24:

The member shares may not be transferred or waive unless the committee approves.

Article 25:

The committee can ask the competent judicial authorities to sequester any current or former member shares and money to repay his debt to the association, this includes the returns and bonuses or any other amount, and to fulfill the debt on him through any due amount.

Amalgamation of Associations

Article 26:

A- Two or more associations may amalgamate together with a decision of two thirds of the general assembly for each association in an extraordinary meeting, and the amalgamation may be done without liquidation of the amalgamated associations, and in this case all the associations' commitments and assets should move to unified association.

B- Associations that will amalgamate should announce in local newspapers before at least sixty days of submitting the amalgamation application to give the opportunity to the creditors of amalgamated associations to register their rights or install their debts.

C- The new association considers as a legal successor of the amalgamated associations and constructed their money and their pertaining rights and their projects and all the commitments under of the new association.

Liquidation and resolving the association

Article 27:

The general manager decides to liquidate the association and to issue his decision in the gazette and in two daily newspapers in any case of the following:

A- If the number of its members became below the specified limit in this regulation.

B- If the association practiced an activity which is not authorized to do it.

C- If the general assembly authority decide in an extraordinary meeting to resolve the association.

Article 28:

A- if the general manager issued a decision to resolve the association according the article (27) provisions of this regulation, he shall appoint one or more liquidator with a decision published in the gazette and in two daily newspapers including the reasons of liquidating the association and the

liquidator and his address and the exact period for liquidation which does not exceed one year can be extended to another one year if liquidation procedures are not done in the first year.

B- The general manager can replace the liquidator or liquidators with others if necessary, provided that considering procedures mentioned in paragraph (a) of this article.

C- The general manager defines fees of the liquidator or the liquidators.

D- the association liquidator is committed to do the following starting from the date of the liquidation:

1- To manage the association business for the necessary period to liquidate it and that will be all its liquidation period.

2- Invites the creditors to give their demands and the debtors to show their financial commitments that owed by them to the association and that will be in publishing an announcement for this purpose in two daily newspapers.

3- Initiate proceedings and take necessary legal procedures to gain the association's debts and to save its rights.

4- Deposit the money that are handed or given to the liquidator in an account which is called the account of association under liquidation at bank which is defined by the liquidator.

5- Provide the general manager with a monthly report about the liquidation including its financial status under liquidation.

Article 29:

A- the liquidator commits after checking of calling the creditors demands and accepting it and finishing determination of the financial commitments of the association to distribute the association's assets according to the following priorities:

1- Workers' salaries and the amounts owed to the association for its employees.

2- The amounts owed on the association for the treasury.

3- The amounts owed on the association for social security institute.

4- Liquidation expenses and liquidator fees.

5- The amounts owed on the village and city councils.

6- Rents owed on the association.

7- Creditors' rights including lending members of the association, and in case there is not enough balance to distribute among them, distribution considers the proportion of merits of each one of them.

B- If the liquidation led to surplus so it will be distributed to the members by contribution of each one of them.

Article 30:

A- After completing the liquidation, the liquidator presents to the general manager a final report including all procedures of the liquidation process, and attaches a financial statement for the liquidation.

B- The general manager issue, after receiving this report, an announcement in the gazette and two daily newspapers includes the association and its cancellation.

Article 31:

The general manager can delegate any of his authorities which are stated in this regulation to any employee in the corporation provided that the delegation should be written and specific.

Article 32:

Management council of the corporation shall issues necessary instructions to perform provisions of this regulation based on the recommendation by the general manager.

Appendix 7

Jordan Proposed By-Law of Multi-Purpose Cooperative Associations

(Translated to English)

Proposed By-Law

Multi-Purpose Cooperative Associations

Prepared by Jordan Cooperative Corporation

Section one

Article (1): name, address, region, type, and status:

1. Association's name:
2. address:
3. headquarter:
4. region:
5. status:

The association is a democratic organization which is administrated by the elected people or concerned, according to the principles and the cooperative projects which are applicable in the Hashemite kingdom of Jordan, and it has a status of the legal entity, and has the right to own the moveable and immovable assets, and to hold constructions, contracts, and agreements, and to be an adversary in cases that held by it or against it, and any other judicial procedures, and to do all matters to make its purposes according to this by-law.

Section two

Article (2): purposes of the association:

Developing the spirit of cooperation through its members, and those dealing with them of groups and individuals, and counting on the cooperative work in their life to improve their cultural, social, and economic conditions by combining the members' efforts and gathering their financial resources. To achieve this purpose the association practice one or all of the following activities:

a- Encouraging industrial, vocational, and agricultural projects of its members and any other activities, and develop it by providing loans and other services.
b- Encouraging graduate studies by providing loans to the students.
c- Combating unemployment and providing financial assistance to help those in need and to contribute in other righteous deeds.

d- Providing health services to the members and their families according to special instructions approved by the general assembly.

e- Establishing and managing stores and needed warehouses to implement the association purposes.

f- Providing its members with their requirements of food and consumption supplies with reasonable prices.

g- Producing and manufacturing or importing foodstuffs and consumption goods or buying needs of the association from local or external markets, and signing agreements and to get to the tenders and auction.

h- Possessing movable and immovable assets for the benefit of the association and its members, except establishing housing projects for the association's members.

i- Assisting members in establishing places for public services, and to organize these services and to do public works on behalf of the members according to what the general assembly decides.

j- Establishing a fund-box for education, social services, and contingency to benefit the members.

k- Establishing and founding the mutual projects and doing any other works that benefit the members, and to contribute in any successful national projects.

l- Finding and providing necessary fund to implement the association's purposes through contribution of the members and membership fees and subscription and loan contracts and accepting savings, donations, and contributions according to applied laws and regulations.

m- Accepting the collateral and insurance and bills or any other financial papers that the association provides to the members and collecting the bills and endorsing them and transfer any collateral or insurances to guarantee any financial facilities that the association gets.

n- Publishing the cooperative activities in the country and to cooperate with other cooperative associations in all practical methods in all levels including contributing and affiliation to other organizations.

Section three

Article (3):

a- membership in the association is optional and affiliation will always be without any political, religious, or racism discrimination according to the conditions in this by-law, members consist of:
1. persons who participated in registration application as founded members.
2. persons who are accepted in the association according to this by-law.

b- qualifying conditions for membership: each member has
1. to have a Jordanian nationality.
2. to be one of whom have good morals.

3. to be eighteen years old at least, but there will be exception for whom heir minors of deceased members.
4. not be a members in any other association at the same area which do the same business.

Article (4): membership application:

all affiliation applicants to the association including the people who sign on the registration application must submit the following written pledge:

I ………… resident in the city of …………… and work at……….was born in………. On ………. after I reviewed the by-law I submit with this application my willing to be accepted in …………………….. Association, and if I will be accepted I am committed to work according the cooperative law and regulations, and the association's by-law, and the general assembly decisions, and management committee, and the commissioners that have the authority by the association duly, and I admit that I will be subjected to the obligations and conditions shown in the mentioned by-law, and I promise to be obliged to all the entered restrictions in the association registers including its debts that I owe and owed in its disposal, and I declare by this that I am not a member in any other association which do the same work.

Date   witness   applicant signature

In case there is any incorrect information in this application, the committee has the right to expels Member of the association.

Article (5): acceptance of membership:

1. Applications shall be displayed to the management committee in one of its meetings and this committee decides with the majority votes whether to except the application or to refuse it.
2. the applicant who is refused by the management committee may appeal the decision to the general assembly in its next meeting where shall be voted to his appeal by secret ballot, and if was voted for him by the majority he becomes a member in the association.
3. In result for who became a member in the association to sign his name or to put his thumb mark in the members register.
4. Considering applications of affiliation in the association according to their priorities.
5. Paragraph (3) of this article doesn't apply on the founded members whom signed on the application of foundation.

Article (6): Member's Financial Obligations:

Member's financial obligations stated in section four of this by-law, and none of the members has rights of membership unless paying what owe him to the association including affiliation fees and shares premiums or any other owed financial obligations.

Article (7): The Demise of Membership:

Membership of the member ends with a decision by the management committee in these circumstances:

1. Loss one of the qualification membership according to this by-law.
2. If the member doesn't have the required share in the association which is stated by the association's by-law or according to what the general assembly decided, and that is after notifying the member and give three months deadline.
3. The quitrent after informing the secretary in a written form which will be before three months, and this quitrent is not considered effective in the period that the member is owed to the association or guarantor on a loan and has not paid any of the other bligations for the association.
4. Dismissal from the association.
5. When the dismissal of the membership or the member dismissed for legitimacy reasons according to this by-law, the member will be paid his estimated share within two years of his dismissal date.
6. Madness.
7. Death.

In case of the member death the heirs have the right to keep their membership within one year of the inheritor's death, and nominate a legal representative in the association, and if they don't want to keep their membership they get all their rights after deducting their debts for the association or their share of the due the association.

Article (8): Expelling Members:

Dismissing a member of the association with a decision by the management committee for the following reasons:

a. If he did not pay the required share of the association's capital within three months.
b. If he did not pay his owed debts for the association or retardate or If inhibiting obligations for the association or any other money owed after giving him a notice of one month.
c. If convicted for committing criminally offense including dishonesty.

d. If he is not committed to the obligations or ignores or insists to reject obeying to this by-law or not to yield to the general assembly decisions or the management committee instructions.

e. If he did not pay the monthly installment within the specific period which does not exceed three rotating months, , provided that the secretary should notify the member in writing that his dismissal is under progress and include his violation, and that before ten days of holding the general assembly's meeting which is going to discuss the dismissal order. The secretary should provide the general assembly with a copy of this statement which is accompanied with the member's reply to the association.

f. If he violated the pledge or the contract or the agreement between him and the association, provided that the management committee notified the member with the violation and he did not avoid it within the specific period in the notification unless he provides the management committee with a convincing excuse within this period.

g. The member shall be informed with his dismissal decision in a formal letter which will be issued by the management committee and sent through the registered mail or any other legal way.

h. If he did not attend three rotating meetings of the general assembly without excuses accepted by the management committee.

Article (9): Appealing Decisions of the Management Committee:

It may for the member that the management committee decided to dismiss to appeal the dismissal decision to the general assembly within one month of the date he has been notified about the decision, and submitting the appeal application to the management committee which has to list on the agenda of the first meeting of the general assembly, and if two thirds of the attendees decided to his own good then the dismissal decision is cancelled and he remains a member of the association.

Section four

Article (10): The Capital:

The association's capital contains of unlimited shares, the value of each share is one Jordanian dinar.

Article (11): Contribution of Members to the Association's Capital:

Each member subscribes not less than (   ) in the association's capital, will pay (   ) upon affiliation and the rest will be paid (   ), and the public authority may decide to increase the subscribed shares and payment method, and the

member may not transfer his owned shares to any person unless the management committee approves.

Article (12): Obligations of the Association:

Each member of the association is responsible of its residual debts as the value of his subscribed share, in addition to his loans and debts and any other required obligations, and in case of liquidation, the liquidation expenses are considered part of its debts including debts for the public facilities, and the member is responsible for the association's obligations precede his affiliation date unless the management committee decided anything else within one month his affiliation date.

Article (13): Affiliation Fees:

Each person must pay an affiliation fee amount (   ) when he is accepted to become a member of the associating, and does not have the right to return it back when demises the membership.

Article (14):

Each member may save an amount in the saving fund-box based on the general assembly's decision.

Article (15): Acquisition of members' shares in the association:

a- In case of demise of a member he gets back value of his shares after deducting what is due to him of the association's obligations.
b- No one that his membership is demised has the right to receive from the association any amount related to the association's money except what is mentioned in the previous paragraph.

Article (16): Purposes of Using the Money

The association's money may be invested in the set forth purposes in section two of this by-law.

Article (17): Financial Year:

Financial year of the association starts on (1) January, and ends on 31/December of the year, and the period between the date of association's registration and the first day of January can be considered a financial year, and the management committee is authorized to combine this period to the next financial year.

Article (18): Balance Sheet, Income account, and Expenditures:

The management committee must prepare the balance sheet, income account, and the expenditure within one month from the end of the financial year.

Article (19): Accounts Auditing:

Recordkeeping and account records are being auditing at the end of each financial year by the Cooperative Corporation according to article no. (14) of Cooperation Law no. (18) For the year 1997.

Article (20): Disposal of the Net Surplus:

Net surplus shall be disposed according to a decision from the general assembly provided that (20%) must be transferred to the backup capital, and not less than (2%) of the net surplus to the education fund in the association, and the general assembly may dispose the rest of the surplus according to the following:

1- To pay profits according to shares value defined by the general assembly.
2- To pay returns to members dealing with the association.
3- Define an amount and transfer it to an optional backup.

Article (21): Disposal of the Shortfall:

Members are committed to cover the shortfall of the association according to what the general assembly decides taking into consideration that not to distribute the profits only after covering the shortfall within the next years, and if the general assembly did not decide how to cover the shortfall the members will be obligated in it equally.

Article (22): The Backup Money:

The stated backup money in article (21) is undividable and none of the members has a share in it, and may invest it in purposes and goals of the association as listed in the association's by-law.

Section five

Article (23):

The association may borrow required money to achieve its purposes from any governmental or non-governmental sources provided that the general assembly specifies the maximum limit of loans and the amount of interest.

Article (24):

The management committee has the right to impose fines on members of the association not exceeding twenty Dinars on each violation to this by-law, or to any decision issued by the general assembly or the management committee, or the duly authorized power persons by the association, and the member has the right to appeal against the fine decision to the management committee which issues its decisions by the majority, and in case of fine decision resumption to the committee, the member which has imposed the fine due to him must to pay it within one month after the date of notifying him about the decision no matter what the management committee decides later.

Article (25):

The management committee may allow non-members to use the association's facilities and projects under the conditions decided by the management committee.

Article (26): Authorities of Lending the Members:

1. The term lending, fulfills to the intended purpose of this by-law, means to lend the members for any purpose approved by the management committee.
2. the loan is paid for the members with at least two guarantors of the association members, and with or without additional guarantee according to what required to each case provided that the management committee may to dispense the guarantee or the personal guarantee if the loan does not exceed (5) Jordanian Dinar or what the member saved part of all members' saving.
3. The management committee defines the proper conditions to any loan and the guarantee type which is required for each case considering total fund it has.
4. No member has the right to borrow any amount from the association unless he fulfilled his obligations to the association before the application date.
5. The profit deducted in advance.

Article (27): Saving money of the Association:

The management committee has to keep the association's money in any bank approved by the general assembly, and the management committee has make sure that all the payments that the association paid is done by checks and to avoid keeping cash exceeding needs of the association.

Article (28): The General Assembly:

A. The general assembly authorizes its high authorities in its meetings.

B. The general assembly holds its annual meeting in the date that the management committee decides to be within the first six months of the year.

C. the general assembly practices the following in its annual meeting:

    A. Disposition of the movable and immovable assets through selling and mortgage.

    B. Approving the balance sheet and the financial statement.

    C. Electing the committee (management).

    D. Electing the monitoring (auditing) committee.

    E. Hiring a legal financial auditor and determining its fees in addition to auditing by the Cooperative Corporation.

    F. Determining financial obligations of the association.

    G. Disposal with the net surplus or the shortfall.

    H. Any other stuff envisaged by the general assembly.

D. Members shall be informed with the date of the general assembly's meeting before that date with at least fifteen days, either by informing the member himself or by the registered mail. The Cooperative Corporation shall be informed about the meeting date.

E. Quorum of the general assembly's meeting consists of the absolute majority, and if the quorum is not available the meeting should be delayed for maximum fifteen days, and the second meeting should be legal regardless number of attendees.

F. the general assembly takes its decisions on presented manners and subjects in any plain meeting with the majority of attendance provided that each member has one vote and the president of the meeting has a casting vote if the votes are equal, but if the association was a legal member in this assembly it may assign a representative to attend the meeting, and the member is given the specific votes that determined in the by-law of that association.

G. Any member may delegate in writing any other member according to the prescribed form by the committee, and the member may not depute more than one member.

H. The general assembly meeting shall be headed by head of the committee, and the committee secretary does the meeting secretarial tasks to document proceedings of the meeting using the specific notebook, and both head and the secretary sign the meeting record.

I. If the general assembly had not been invited to held the meeting within the period stated in paragraph (B) of this article, the general manager calls for the meeting within thirty days of the end of that period.

Article (29):

A. the general assembly is called to hold an extraordinary meeting according to a decision by the committee or a request from at least (20%) of the general assembly members, or according to a request from the monitoring committee

provided that the call should include specific issues that will be presented, and may not discuss or present anything else in the meeting.

1. The general assembly is called to hold an extraordinary meeting according to a decision from the committee for manners related to amending the by-law provided that the invitation includes the proposed amendment and its reasons.
2. Proposed amendments should be presented to the general manager in four copies after being approved by the general assembly.
3. The general manager shall issue the decision of approval or refusal provided that this decision is justified within thirty days of the presenting date and then publish the decision in the gazette.

B.   the extraordinary meeting of the general assembly obeys to the same procedures and rules that apply to plain meeting, provided that:

1. Should consider the extraordinary meeting is cancelled if there was no quorum.
2. The general assembly should issue its decisions by approval of two thirds of the attendees.

Article (30): The Management Committee:

a. The management committee contains of at least three members and the age of each should not be less than twenty one years, elected by the general assembly through confidential ballot, and they remain in their positions for maximum four years.
b. When a member's position in the management committee becomes free during the turn, the person who had the highest votes after the elected members in the former election meeting becomes a member in the committee instead of the member whose position is free, and if there is no person then the committee calls the general assembly to a meeting to elect a member for the free position in the committee.
c. Membership in the committee is cancelled in the stated cases Article 8 of this by-law, and also if the member had not attended three sequent sessions for the committee without an accepted excuse.
d. The committee holds sessions (meetings) when it is necessary, and in all cases it has to hold at least one meeting every month, and the head can call to hold an extraordinary session to discuss urgent issues if one of its members asks.
e. Members of the management committee elect among them a head, secretary, and treasurer.
f. The quorum in the management committee contains of the majority of the members, the president has a casting vote if the votes are equal.
g. The management committee authorizes two or more of its members to sign on the financial documents provided that one of them is the treasurer, and the association is responsible on what they sign.

h. The management committee may elect sub-committees for the association's activities, and number of members for each committee is not less than three, and the management committee defines their duties and responsibilities.

i. All discussions in meetings will be documented in the special notebook and should be signed by all members who attend the documented session (meeting).

j. The general assembly may decide to give the committee members or any member of it a yearly reward or fees for the good management.

k. The management committee is authorized for all authorities of the association which are not kept by the general assembly provided that it is subjected to any instructions or restrictions approved by the general assembly or stated by the association's by-law, and this committee runs the association with wise and persistence which characterize businessmen, and it is responsible for the loss that is resulted by failing of observing the law and hereunder issued regulations, and has the following authorities and duties:

1. Considering laws and the cooperative regulations in all its businesses.
2. Having the necessary records provided that to be consistent with book keeping principles.
3. Overseeing accounts and approve expenses.
4. Presenting the required statements to the general manager of Jordan Cooperative Corporation on the deadline and in accordance with the cooperative regulations and laws according to this by-law.
5.
   a. to prepare the balance sheet, income account, and the expenses with the financial auditing report and management committee's report and the estimated budget and present them to the general assembly in its yearly meeting.

   b. to prepare the budget of project management for the next year, and present to the general assembly, and the management committee is committed with this budget.

6. to facilitate financial auditing and supply the department of financial auditing with information.
7. to consider reports that are stated by the general manager of Jordan Cooperative Corporation or by department of financial auditing as appropriate and take the required actions accordingly.
8. to accept the new members.
9. To take actions to fulfill the association's owed money, and it may impose a fine on the defaulting members.
10. To invite the general assembly to the meeting.
11. To take actions to allocate a sufficient percentage of its surplus money to compensate the shortfall in its movable and immovable money.
12. To facilitate auditing the books to any authorized person.

13 To hire an accountant to do the association's accounting and other employees and it gets guarantees of their loyalty for the association, and terminate their work, and decide their salary within limits of the annual budget.

14 To own shares for the association in central associations after getting authentication of the general assembly.

15 To authorize any member or person when rising any disagreement with the association or any elected authority of the association or related to its businesses to proceed with the judiciary or to defense the association in any case against the association or the management committee or any other elected authority of the association or its businesses and to resolve these conflicts with friendly methods such as reconciliation and to waive any procedures that brought to the courts.

16 To issue decisions and orders and instructions that is appropriate for the good management of the project in all aspects, and these decisions, orders, and instructions is applied on all members.

17 If any member of the association's members violates any decision or order or instruction issued by the management committee or did not comply with it should imposed him fines stated in article (25) of this by-law in addition to all the costs that incurred in order to implement the decision, order, and instruction, all that involves expenditure and the fine is considered a debt owed by him to the association.

Article (31): Head of the Management Committee:

Head of the committee is responsible to practice duties related to this position of cooperative associations especially:

a. To head sessions (meetings) of the management committee and to manage it with a sufficient knowingly and wisdom.

b. To work on achieving the agenda in every session and taking appropriate decisions and to sign the records.

c. To sign the transactions related to the association where his signature is required.

d. To supervise accomplishing all works assigned to the committee members and its employees.

e. To represent the association in the situations and fields that no represent has been assigned.

Article (32): The Secretary:

In general, the secretary does the job required by the secretarial duties in associations and practices duties assigned by the management committee, and this includes:

a. Doing the corporate association businesses, and the duties imposed by the management committee from time to another.
b. Inviting members of the management committee to attend its plain sessions (meetings).
c. Preparing the committee sessions agenda and the general assembly meetings, and informing elected members of the management committee with its decisions.
d. Recording proceedings of sessions and the meeting.
e. Keeping the member's record and the record of the management committee sessions and the record of general assembly meetings and stamp of the association, and all supplies related to the work provided that to work in the place assigned by the management committee.
f. Writing the annual report of the association and reading it for the general assembly.

Article (33): The Treasurer:

a. The management committee elects one of its members to be a treasurer and responsible of keeping all money that the association receives in proper storage treasurer, and its expenses with respect to what is determined by the management committee, and to verify validity of entries in the fund records, and to testify records once a week, and to present the cash when asked by the management committee or the cooperative corporation or the department of audit and the auditor.
b. At any time, it's not eligible for the treasurer to keep a larger amount than what the general assembly determines.
c. The money is withdrawn from the bank with the signature of the treasurer and any member or more authorized by the management committee to sign on behalf of the association.
d. It's not eligible for the treasurer to spend any amount without approval of the management committee.
e. The treasurer is responsible for any short or loss in the money.

Article (34): The Accountant:

a. The accountant shall hold financial books and keep records and present a monthly statement to the management committee.
b. The accountant keeps papers and records and documents related to the association.
c. Is responsible in case of losing any paper or document and responsible for validity of the accounts and records in general.

Article (35): The Monitoring Committee:

1- The general assembly has to elect a monitoring committee of its members with not less than three members, elected and remain in this position in the same manner of the management members and its task is to monitor the management of the association's work according to cooperative projects and principles and this by-law, and to follow up implementation of decisions of the general assembly and to investigate complaints of members and decide about these complaints, and the monitoring committee presents its report to the general assembly in the annual meeting or any urgent meeting.

2- It is not allowed to combine between membership of the monitoring committee and membership of the management committee.

3- The general assembly may decide to give any member of the monitoring committee or all members an annual reward for good monitoring.

4- The monitoring committee has the authority to represent the association in courts and arbitrators in case of disagreements between the association and any member of the management committee, and to follow up all legal procedures.

5- The monitoring committee may attribute to the general assembly to hire auditors and estimate the fees, and it may receive copies of the accounts and reports that are presented by the association's financial auditors.

6- The monitoring committee can review all data that belong to the association and its records, accounts, and mails, and to check warehouses and it may ask a help of an expertise.

7- The monitoring committee may set a special by-law for the internal monitoring in cooperation with the association's auditors to check financial books, records, deposited cash in the cash-box and banks, goods, and regularly review all registers in the association.

8- The monitoring committee may ask the management committee for copies of its decisions and the association's work, and the monitoring committee may present its written criticisms to the management committee and may ask the management committee to held a special common sessions that is attended by members of the management and monitoring committees to discuss the association's work and to express its opinion.

9- The monitoring committee may not prevent or impede work of the management committee or its manager or any person works in it or dealing with it or works for its interest.

10- The monitoring committee may if disagree with the management committee in perspectives about any decision or order or a job to ask the management committee to suspend and stop works related to the decision and to invite for a common meeting for the two committees to result in a unified decision, and in case they did not agree on a unified decision the monitoring committee may call the general assembly to an urgent meeting to discuss the subject and come up with a final decision, and in case there is no quorum then the decision of the

management committee will be considered, because it means that most members did not response for the monitoring opinion.

11- Any member of the management committee is prohibited to practice in person any business of the association businesses or in contrary with its interest.

Section Six

Article (36): The Stamp:

The association must have an official stamp according to the form that is decided by the general manager and must not be used on any document without authorization from the management committee with the presence of the head and the secretary attendance or any person assigned by the management committee for this purpose.

Article (37): Settlement of Disputes:

a. all disputes that are related to the association businesses or by the explanation of this by-law or between the current members or the former members or between the current and former members and the people who calls on behalf of them in one side and the association and the management committee in the another side refer to the general manager of the cooperative corporation to settle the dispute whether by consensual or referred to the jury according to the laws in force.

b. Each member in the association is considered in a pledge with all members to refer to the management committee in any dispute or conflict or misunderstanding that might happen between this member and any other member in the association for arbitration according to the paragraphs (a) and (b) of this article, and if the member is not committed the pay a fine that is imposed or estimated by the management committee provided that the amount does not exceed two Jordanian dinars for each violation.

Article (38):

1- Dissolving the association takes place if it is approved by the two thirds of the general assembly members in an extraordinary meeting especially for this purpose and then approved by the general manager of the cooperative corporation, and this decision will be published in the gazette and two daily newspapers.

2- If the general manager issued a decision to dissolve the association then the hired liquidator will apply procedures stated in articles (28, 29, 30, 31) of Regulation of Cooperative Associations number (13) Year 1998.