



Butrint National Park  
Integrated Management Plan  
**Area A3 Business Plan**

# Butrint National Park Integrated Management Plan

## Area A3 Business Plan

May 2019

**Updated July 2021**

*by*

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*and*

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**Acknowledgements**

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Prince+Pearce acknowledges with thanks all those who have made a contribution to this business plan, particularly the site staff at Butrint and those of the AADF, together with all those who gave freely of their time, experience and expertise.

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**Document Status**

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The primary research for this Business Plan was undertaken by P+P between October 2018 and January 2019.

The Plan was issued to the AADF in January 2019, and approved by the AADF in May 2019.

Since then, the Covid-19 pandemic has meant that the implementation of the Plan has been deferred until such time as (a) it was deemed prudent to proceed; (b) when the proposals had been formally approved by the Government of Albania; and (c) when the proposed New Foundation had been established under Albanian law.

All these have come to pass.

Hence, in June 2021 P+P was commissioned by the AADF to work collaboratively with it to revise, update and edit the Business Plan in light of such progress.

In so-doing, P+P would like to thank, in particular, Ilir Parangoni and Irena Kreci of the AADF for their work on this revised plan, submitted to the AADF by P+P in early July 2021.

As with previous versions, this document is prepared for the sole and exclusive use of the Albanian-American Development Foundation. It has recognised all the comments made by various parties on earlier drafts, for which thanks are offered.

Prince+Pearce cannot accept any responsibility or liability for its content if it is made available to any other party without our consent.

Whilst Prince+Pearce has used reasonable endeavours in the preparation of this document, and whilst any projections or indications referred to herein are held bona fide, no warranty is made that such projections or indications will be achieved.

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## Abbreviations

AADF	Albanian-American Development Foundation
P+P	Prince + Pearce Limited
ToR	Terms of Reference
WHS	World Heritage Site
UCL	University College London
CHwB	Cultural Heritage without Borders, Albania
IMP	Integrated Management Plan
UNESCO	United Nations Educational, Scientific and Cultural Organisation
OUV	Outstanding Universal Value
Ramsar	The Ramsar Convention on Wetlands of International Importance especially as Waterfowl Habitat

Note: The terms 'A3 Site', 'Area A3' and 'The Ancient Site' are interchangeable

## 0 Executive Summary

All business plans are speculative.

They set out to make projections for future behaviour (financial, economic, social) based on, in many cases, scant, ill-defined or sometimes unknown information. They are required to model, or to project, this information over a number of years into the future. They must also, out of necessity, take a view on global economic trends with reference to local and national fluctuations and, in this case, the overall and assumed desire for people to visit both Albania in general and Butrint in particular.

This business planning appraisal for the New Foundation's role at the Butrint World Heritage Site is made from the viewpoint of taking on an existing profitable site and in producing a deliverable, achievable, manageable, realistic and sustainable package of works for the benefit of the Ancient Site, the people that work there and those that live in the surrounding area, and all over the long term<sup>1</sup>.

This approach is reflected not just in the recommended 'light touch', 'preserve the spirit of the place' approach as advocated over many years by the Butrint Foundation<sup>2</sup> and endorsed fully by this Business Plan, it is also reflected in the ways in which recommendations for site interventions, interpretive solutions, the conservation of the remains, entry pricing, the employment of staff and the management of visitors have been made.

The Business Plan in this document covers seven years of operation (2022-2028) plus a six-month transition period between November 2021 and April 2022. The need for the transition period emerged as a necessary modification from the work as originally programmed in the 2019 issue of this report to take into account the effect of Covid-19.

The Plan sets out the way in which the site should be governed and managed on a day-to-day basis, recommends new capital investments, comments on the involvement of local people, and looks to the eventual wider involvement in the National Park over the long term.

Many other, unquantifiable, outcomes can also be envisaged and are equally as valid: the well-being of the A3 Site and its surrounding National Park by way of the removal of plastic and other waste, the employment of local people by way of guides, boatmen and craftsmen, and the increased income of local people by way of B&B, restaurants, bars and the like. Some of these outcomes could prove to be highly significant both to the people involved and to the long-term well-being of the Ancient Site as a whole.

The primary outcomes of the Plan are that:

1. By the end of operational Year 7, accounting for the transition period, the site will be 'fully conserved' to the standards set out in Integrated Management Plan, will have a number of international-class interventions including a new visitor centre, and be fully open to a paying public numbering around 295,000 a year of which an estimated 200,000 are likely to be non-Albanian

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<sup>1</sup> For working purposes, and to distinguish it from the existing Butrint Foundation, the working title **The New Foundation** will be used throughout the rest of this Business Plan. It is recognised that a more suitable name will be required for, at least, recognition and branding purposes over the long term.

<sup>2</sup> The Butrint Foundation was founded in 1993 by Lord Rothschild and Lord Sainsbury of Preston Candover, both of whom remain active trustees. The Foundation aims to conserve, preserve, and develop the Butrint site and has been significantly instrumental in its preservation as well as encouraging research on it since the fall of communism in Albania in 1992.



2. The New Foundation will have been fully operational for six years and nine months, taking into account the six months transition period before it takes over the site at the end of first quarter of Year 1
3. Total capital investment of US\$ 7.5m is required, of which 39% is to be spent on conserving the site and 61% on new facilities for both visitors and staff
4. Whilst the overall investment described above varies year-on-year, it requires an accumulated total net capital investment of US\$ 7.5m up to Year4
5. Because of this investment new and improved facilities and interpretation will have been created across the entire Ancient Site, including a new visitor centre, new interpretive arrangements, new transport arrangements and new staffing arrangements on better terms of employment
6. The project as a whole generates an annual operating surplus in Year 4 and an accumulated surplus in Year 7 when it operates at a profit of just over US\$ 1.5m a year thereafter
7. All backlog site conservation works will have been addressed and a budget for all future ongoing maintenance works secured, thus ensuring the long-term well-being of the archaeological remains, the site's primary assets
8. The new management structure will be firmly embedded in site operations which will enable future site-management decisions to be made speedily and with due cognisance of market forces
9. Future investment will be easier to secure via the New Foundation and its partner investors, if so desired, due to the demonstrable profitable operation of the site
10. The development and use of the Butrint brand should be pursued as a separate, but related, business opportunity over the long term as it could offer significant community and economic benefits
11. Annual surpluses from the operation of the Ancient Site could be used as initial investment funds for (a) the wider Butrint National Park and/or (b) other similar sites throughout Albania: that is, that the model could be adopted and exploited elsewhere, depending on local market conditions.

All new developments, in whatever field and of whatever scale, offer opportunities but also carry risks. Risks to the successful, long-term development of Butrint fall into three categories: global, national and local.

Global and national risks include those over which the site, in and of itself, has very little chance of mitigating. At one extreme seismic events, for which there are both historic precedence and visible evidence in the Ancient Site, could fundamentally alter its fabric.

Projected rises in the level of the Ionian Sea associated with global warming could, and probably will, inundate large areas of the Ancient Site including the Roman suburb on the Vrina plain. Changes of political leadership or philosophy, will and direction, could have consequences.

The wide-ranging impacts of the Covid-19 pandemic and the measures to contain it, have had a considerable impact on all aspects of life, including the heritage industry. The pandemic has impacted every dimension of the cultural heritage value chain from research to conservation and protection, and from outreach to training and education. In the medium term, security and hygiene will be a key concern for heritage operators and visitors. In the long term, it will be necessary to review the safety rules regarding access of the public to heritage sites.

Local risks over which the New Foundation has at least some form of influence concern those directly associated with the A3 Site, its operations and those of its neighbours in-and-around Butrint. In this regard, risks cluster around the non-acceptance of the development proposals in as much as there is:

1. Opposition to the plans, particularly to the proposed visitor centre, because they are seen to have a negative impact on the way in which the local economy – farming, fish-farming, the chain-ferry crossing etc – currently works
2. UNESCO gives an adverse opinion on the proposals either in part or in full.
3. Central (or local) government agencies either reject the plans or fail to reach agreement over them
4. Opposition comes from an unspecified variety of international bodies and academics.

These local risks can at least be mitigated, if not overcome, by the New Foundation explaining clearly what it is trying to achieve by the proposed interventions, and why.

Its PR efforts thus need to be of the highest quality and sustained over the long-term.

Such PR efforts need to be coordinated with both the Integrated Management Plan for the wider National Park and the development of the Butrint brand, both of which offer, or could offer, significant benefits to the local community.

If Butrint aspires to be a model for the rest of Albania, the wider Balkans and the eastern Mediterranean, it must strive to enhance the integrity of the place, to speak to new generations, to engage local communities, to sustain that mix of ancient place and modern landscape in ways that enrich us all.

In terms of innovation, this Business Plan seeks to promote a carbon-positive (or at least a carbon-neutral) intervention into Area A3 over the long-term by way of the use of sustainable buses and boats, payments at cost for the collection and recycling of plastic and other waste, the involvement of a new Butrint Research Group and the employment of local people in the conservation, management, development and delivery of the World Heritage Site.

Many of these initiatives break new ground. They are proposed to inspire all works so that Butrint becomes the best-managed archaeologically-rooted site in the eastern Mediterranean from which others will follow. This Business Plan is, and should remain, a working document.

Whilst pathways have been developed, laid out and discussed, together with their financial implications and associated risks, decisions taken on this Plan by the AADF, the Government and other responsible agencies will necessarily have impacts, some subtle, some far-reaching, on the proposals it makes and the future it envisages.

Hence, as the discussions – and the project – develop changes in emphasis, policy and delivery (which are undefinable at present) will need to be accommodated so that the Business Plan, and its interventions and outcomes, are always aligned with the on-going reality.

This Business Plan has demonstrated that there are no insurmountable technical issues relating to its delivery for the benefit of Area A3.

The outstanding issues relating to the delivery of a successful project are thus either legal or political and revolve around:

1. The resolution of land ownership within the National Park, especially the proposed site for the new visitor centre. It is assumed that these issues will be resolved before the new Management Agreement is signed.

2. The need for a stronger, empowered Committee (styled as an Authority) to oversee the management of the World Heritage Site *and* the wider National Park to support the efforts within Area A3
3. The transfer of US\$2.1m, being held by the Ministry of Culture, to the New Foundation in Year 1 for essential site conservation works. This contribution ensures that the project retains a positive cashflow throughout
4. The specific legal and management arrangements for the agreement between the New Foundation and the Government
5. The resolution of the boundary discrepancies between the Designation of Areas by the Ministry of Culture, AKZM and UNESCO
6. The ability of the Government to deliver Area A3 to be defined in the agreement between the Ministry of Culture and the New Foundation as an unencumbered asset to enable the New Foundation to proceed with its development plans and investment strategies.

# 1 Introduction

PRINCE+PEARCE Ltd (P+P), in association with the Centre for Applied Archaeology at the Institute of Archaeology, University College London (UCL) and Cultural Heritage without Borders Albania (CHWB) was commissioned in October 2018 by the Albanian-American Development Foundation (AADF) to research and produce an Integrated Management Plan (IMP) for the Butrint World Heritage Site (WHS)<sup>3</sup>. The work needed to be completed by May 2019.

One aspect of this commission was to produce a Business Plan for the future operation of the Ancient Site (Area A3) that will be managed by the new Foundation proposed to be established by the Ministry of Culture and the AADF, in accordance with Article 172 of the new law on Cultural Heritage and Museums. Set out in the Terms of Reference (ToR) for the work, the approximate 615 hectares of Area A3 is shown in purple below. The initial Business Plan was completed by May 2019 as planned. As the Management Agreement between the New Foundation for Butrint Management and the Government of Albania is expected to be finalised and go to the Parliament for approval in 2021, the initial Business Plan projections are revised, reflecting and considering the impact of current situation under the pandemic global measures.

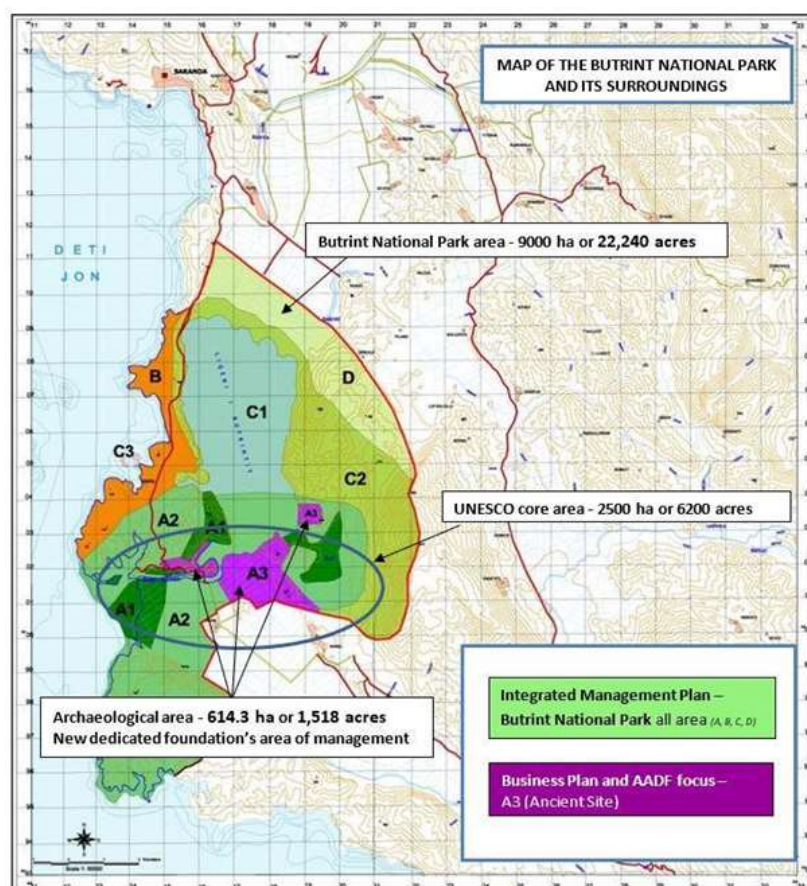


Figure 1: The focus of the Business Plan as defined by the ToR<sup>4</sup>

This Business Plan is set in the context of the wider brief for the work in producing:

<sup>3</sup> The P+P consulting team comprised: Dr David Prince (team leader), Simon Pearce (project coordinator) Dr Richard Hodges (archaeological conservation), Dr Daniel Laven (biodiversity and ecological conservation), Oliver Gilkes (tourism and infrastructure), Dr Gai Jorayev (digital mapping), Lejla Hadzic (conservation architecture) Mirian Bllaci (community engagement and education), and Dr Sarah McCarthy (research support).

<sup>4</sup> It is recognised that this map is indicative. One of the tasks of the current work is to provide an accurate rendition of all borders, and hence areas, as part of the IMP.

1. A separate Business Plan for a period of seven years for the operation of Area A3 that supports the recommendations of the IMP for the operation of the Butrint Management Foundation. The Business Plan should include staffing needs as well as identify potential sources of income such as tourism-linked development opportunities
2. Make proposals for economic development opportunities in and around the site (in its Buffer Zone) including tourism and leisure activities that are in-keeping with the character of the site, its Outstanding Universal Value (OUV), its position within a National Park and its designation as a Ramsar site.

## 1.1 Parameters

All business plans are necessarily speculative. They set out to make projections for future behaviour (financial, economic, social) based on, in many cases, scant, ill-defined or sometimes unknown information. They are required to model, or project, this information over a number of years into the future. They must also, out of necessity, take a view on global economic trends with reference to local and national fluctuations and, in this case, the overall and assumed desire for people to visit both Butrint and Albania.

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The Plan sets out the way in which the site should be governed and managed on a day-to-day basis, recommends new capital investments, comments on the involvement of local people, and looks to the eventual wider involvement in the National Park over the long term.

Many other, unquantifiable, outcomes can also be envisaged and are equally as valid: the well-being of the A3 Site and its surrounding National Park by way of the removal of plastic and other waste, the employment of local people by way of guides, boatmen and craftsmen, and the increased income of local people by way of B&B, restaurants, bars and the like. Some of these outcomes could prove to be highly significant both to the people involved and to the long-term well-being of the Ancient Site as a whole.

## 1.2 Consultation

Like all Business Plans this owes much to the inputs of a number of people. In all over seventy-five gave up their time and offered their experience, from Ministers of State to mandarin producers on the Vrina Plain. This alone demonstrates interest across-the-board from local people. Of particular importance to the production of this Business Plan has been discussion with the following government departments and ministries, for which thanks:

1. Ministry of Culture
2. Ministry of Tourism and the Environment
3. Ministry of Agriculture and Rural Development
4. Ministry of Infrastructure and Energy
5. The Institute of Monuments and Culture
6. The Institute of Archaeology
7. The University of Tirana

8. NAPA (AKZM) – the National Agency for Protected Areas
9. RAPA (AdZM) – the Regional Agency for Protected Areas
10. ZAKP The Office or the Administration and Coordination of Butrint
11. The Municipalities of Saranda, Konispol and Finiq
12. Local representatives in an around Butrint.

### 1.3 Background and purpose

Butrint is one of the world's exceptional archaeological, cultural and ecological landscapes, as testified by its inscriptions as a World Heritage Site (1992), a National Park (2000) and as a Ramsar site (2002).

Entering Western thought in around 25BC through Virgil's *Aeneid*, it is now known to have been occupied for at least 12,000 years, or for some 500 generations. The site is an undisputed jewel in the patchwork of internationally significant archaeological sites that helps to define the history of the Mediterranean and, with it, the western world. As such, it has been the focus of a huge number of archaeological, historical and ecological studies over the years which have together produced a rich accumulation of authoritative, peer-reviewed literature about the site and its associated hinterland<sup>5</sup>.

The purpose of this Business Plan is not to attempt to reinterpret this information to produce a definitive site history if, indeed, that were possible. Nor does it aim to produce detailed conservation management plans, ecological strategies or interpretive plans for the site, its Buffer Zone/National Park or the wider Ramsar site in which it sits.

Its purpose is, however, to consider – and make recommendations on – the governance, management, staffing, delivery and financial wherewithal of the operation of the Ancient Site as an asset for the Butrint Management Foundation to manage in perpetuity and which, by so-doing, recognises and embraces the needs of the local landscape and its people.

### 1.4 Summary relationships with the wider National Park

Because of the complexities of the wider National Park in terms of management and mechanisms of oversight and delivery, compounded by issues regarding the ownership of the land within the A3 Area (the Ancient Site, of which more below) this Business Plan presents a deliverable and stand-alone solution to the governance, management and development of Area A3.

### 1.5 Approach and key issues

It is easy to romanticise a site like Butrint. It is perfectly picturesque, is set in the context of a sublime landscape and seascape, and is of a scale that is both comprehensible and human. This at once makes it both attractive and vulnerable.

The essence of any successful business plan in this context is thus to maintain the site's innate attractiveness whilst minimising its vulnerability.

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<sup>5</sup> Due to the Butrint Foundation's publications no archaeological site in the western Balkans (other than Keros in Greece) has such a detailed archaeological record, including its immediate hinterland. *Butrint 5* (1 vol) and *Butrint 6* (3 vols) were published in 2019; In 2020 Oxbow Books published *Butrint 7* (an old web volume) on Kalivo and Cuka I Aitoit as well as other small surveys of the Butrint hinterland for pressing 2020. The Butrint Foundation is also working on a new digital archive.



This is the key to our approach which has been tested in discussions and visioning sessions with numerous stakeholders (national, regional and local) over the course of our work as well as with all members of the consulting team.

All historic sites, of whatever size and nature, are subject to the conflicting pressures of access and conservation, particularly those that receive the vast bulk of their visitors in a few short months, as is the case with Butrint. The issue is at once both simple and complex: how to protect the site's key assets, not just from a rapidly-changing world, but from the visitors themselves.

Whilst issues of the scale of rising sea levels related to global climate change together with concerns over marine plastic pollution are strictly beyond the scope of the current work, the responses to these challenges at the local level are not.

There is also a tension between preserving what is there, what is known, agreed and understood and what is yet to be discovered, with the need to use this very same resource for the socio-economic benefit of local people and their communities.

A further factor, seen in other such sites across the eastern Mediterranean and elsewhere, is the issue of *conserving* what is there ... as found ... with some form of interventionist 'reconstructive' approach to the monument and its surrounding landscape. This issue requires careful thought and realistic, deliverable and sustainable plans for the future.

A business plan that does not take all these factors into account could easily lead to conflict resulting in the loss of cultural values and identity, economic fragility and the demise of the monument and its supporting environment. Such outcomes have been seen elsewhere and are to be avoided at Butrint.

The majority of World Heritage Sites that are currently under threat are from issues such as war, civil unrest or conflict, insufficient or unplanned maintenance and inappropriate interventions which isolate local people from their land and help to destroy the site's context; factors often compounded by a lack of strategic thinking and inadequate resources, both financial and human.

Our approach to producing the Business Plan for the site is rooted in the understanding that heritage assets can, and must, be a significant factor in underpinning growth and prosperity by encouraging both investment and local entrepreneurship.

This demands that the approach links the long-term safeguarding of the site and its cultural and natural assets with a future that is dynamic, competitive and attractive. It also means that such plans need to be wide-reaching, innovative and bold in their approach.

The emphasis of such a plan is therefore on creating a balance between the manifest needs of the site, in terms of its conservation, and the long-term needs and aspirations of the people who will look after it.

In the end – and to make it work – this Business Plan will need a commitment from all parties: local communities, tourists, funders, the new management arrangements and the government agencies charged with overall responsibility to work towards a common goal based on a common understanding.

## 1.6 Basis

The basis of the Business Plan has, as its overall concern, the conservation and enhancement, in perpetuity, of the World Heritage Site of Butrint as set out by UNESCO in its inscription of 1992, and

as updated in 1999 and 2007. Specifically, the Business Plan is focused on the operation and management of the A3 Zone, most commonly described as being the ‘Ancient Site’ (Fig 1).

In so-doing, the Business Plan must be an exemplar of the sustainable governance and management of archaeological sites in the eastern Mediterranean and beyond. Rooted in strong and effective partnerships at the local, national and international levels, it will aim to set standards that others will follow in both Albania and elsewhere.

As part of this, Butrint should aspire to become a centre of excellence for management training and community development in heritage- and tourism-related matters in Albania and beyond. It should, for example, strive to become the hub of a regional tourism offer which would include Saranda, Gjirokastra, Berat and Greek Epirus. It is understandable that the Greeks in particular view Butrint as a strong magnet for tourism development in the northern part of their country.

This Business Plan thus balances the demands of conservation with the need to ensure that the local economy, and local people, benefit from its unique heritage, both historic and environmental, as a place of world significance.

The very status of Butrint as a World Heritage Site will be used to support and enhance the well-being of the local community through well-managed tourism activity both at the site and in its hinterland.

Thus, the primary, long-term objectives of this Business Plan are to:

1. Safeguard the cultural and natural heritage values of the place in perpetuity
2. Enable and encourage attractive, competitive and multiple uses for the site and its environs which accord, and hence do not conflict with, the above
3. Manage and balance potentially conflicting uses and activities by way of a decision-making method that has uppermost the preservation and safeguarding of the site
4. Be a force for good in the local community in terms of its long-term well-being and prosperity and, by so-doing, it must take account of the various and varied opinions expressed by that community
5. Recognise that a successful, sustainable Business Plan cannot be imposed; it must emerge as a result of a consultation process and be embraced by all concerned.

## 1.7 Coverage

Thus, this Business Plan covers four key areas:

1. How the site is to be governed in the long term: expressed via the established Foundation, its scope, activities, membership and so on
2. The financial and other resources (capital and revenue) required to deliver the plan: including staffing, day-to-day management, operational costs and returns
3. The ways in which the cultural and natural assets of the site can be used to best advantage whilst maintaining their integrity as resources of recognised outstanding importance
4. The ways in which the site’s Buffer Zone (effectively the entire Butrint National Park) can be made available for third-party, private sector, and other, investment to support the local economy, sustain employment and deliver additional local benefits.

Such an approach requires the processing and distillation of all inputs and issues to produce the Business Plan.

The approach is thus both top-down – in the sense of recognising well-trodden paths and the significant work of others, including the Butrint Foundation but – as importantly, bottom-up: many local people, academics, archaeologists, bird watchers, farmers, fishermen, shopkeepers and the like all have views and opinions on the future of Butrint. This approach is embedded in this work.

## **1.8 Past experiences and lessons learned**

The way in which history, and with-it archaeology, is understood, communicated and taught is a fundamental underpinning of the way in which any nation views itself, and hence the way in which the population relates to that nation. Understanding a nation's use of archaeological sites is a guide both to the nature of the country and the aspirations of its people. And both change as political circumstances change.

This is particularly marked in Albania, and hence at Butrint, as its recent history from being part of the Ottoman Empire (1479-1913), principality and republic (1914-1928), kingdom (1928-1939), the subject of fascist occupation (1939-1944), through communism (1944-1992) to an emerging capitalist democracy (1992 onwards) demonstrates.

### **The inter-war period**

Butrint's history as a managed archaeological asset originates in the 1930s. The Italian Archaeological Mission of the inter-war years obtained funds to invest in the site as a tourist destination. This was a standard approach to many historic and archaeological sites in the Italian-dominated Mediterranean and in part was a justification for a policy of geopolitical archaeology which was funded primarily by the Italian Foreign Ministry. A custodian was appointed and regular tours given to visitors from cruise ships or those who made the voyage from Corfu.

Between 1928 and 1936 the Italian archaeologist Luigi Maria Ugolini excavated widely in the Ancient Site. This was in the context of Mussolini's desire to conflate modern Italy's history to the history of Imperial Rome as exemplified by the personalities of Caesar and Augustus, with the result that Ugolini's work was adopted by the Italian government to promote the Roman remains over the Hellenistic levels<sup>6</sup> and was used, in no small part, to help justify Italy's invasion of Albania in April 1939: what was once Roman is now Italian.

### **1945-1992**

After WW2 and the removal of the occupying forces, Albania developed as an ultra-hard-line Marxist-Leninist country under the control of the former anti-fascist partisan leader Enver Hoxha. Between 1945 and the end of communism in Albania in 1992 Butrint, along with many other historic sites, was encouraged, by Soviet-schooled archaeologists and historians, to elaborate a history that the Albanians had inhabited and defended their lands from the most ancient times as a way of countering land-claims from surrounding states, Greece, Italy and the (then) Yugoslavia.

In the post-war period considerable reconstruction was required in Butrint and the Italian system was effectively reconstituted. At this time access to Butrint was still by water, the land access was limited to a mule track and a three hour journey from Saranda. In 1952 a guardian was appointed who began using groups of local workmen to clear vegetation from the monuments and to put the Castle on the Acropolis into some form of order. This work basically restored the Italian view of the site, as laid out

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<sup>6</sup> Hodges, R (2017) *The Archaeology of Mediterranean Placemaking: Butrint and the global heritage industry*. Bloomsbury Academic, London. In effect, Ugolini's work was instrumental in creating Albania's first cultural heritage attraction.

by Ugolini and his successors, including all the pathways through the woods. This system was subsequently maintained as the standard itinerary for visitors and remains to this day.

The visit of Nikita Khrushchev in 1959 saw the creation of the first motor road between Saranda and the Ancient Site. This remained the sole road access until the late 1970s when a visit by Enver Hoxha required its reconstruction. The winding, surfaced road serviced the tourist traffic it was hoping to generate as a source of hard currency. It remained the principal access until 2008 when the enlarged road was built to handle the hugely increased volume of traffic which in summer could result in tailbacks kilometres long.

In the 1970s a new tourism initiative was launched in Albania, possibly as a result of the deterioration in relations with China (which was heavily involved in infrastructure projects in the country at the time, including some at Butrint) and the need to search for new sources of income<sup>7</sup>. This was the period when foreign visitors travelled to Albania during the officially-recognised tourist season between April and October. At that time tourists were recruited through individual foreign tour operators that acted as agents for the Tirana-based *Albturist* organisation and managed in tightly-controlled groups, their contact with Albanians limited to the bare essentials. In parallel with this, a hotel-building programme was initiated resulting in eleven new tourist hotels, particularly in Saranda where, for example, the old Epirus Palace hotel was supplemented by the new high rise Hotel Butrint next door which opened in 1979.

Tourists visiting Butrint were generally impressed with the Ancient Site and its well-managed surroundings. By 1978 the road from Saranda had been properly metalled and the State fruit farm at Ksamil was fully functioning, its irrigation system providing a verdant landscape covered with blossom and ripened fruit in season<sup>8</sup>.

A tour of Butrint invariably included a visit to the museum in the Acropolis Castle. This had been originally organised by the Italians, and by 1940 a courtyard containing sculptures and mosaics was accompanied by one small room with cases of smaller objects. The entrance to the museum led directly through the great north-western gate of the castle. The museum was officially re-established in 1950 by incorporating the courtyard and part of the tower.

### **Butrint in 1993**

With the fall of communism in 1992 Butrint, for the first time in the modern era, became accessible to western influences, including approaches to archaeology and conservation.

When the Butrint Foundation began work the area in 1993 it was an undeveloped 'Homeric' landscape. Along the road from Ksamil all the way to Saranda the area was not built up until Hotel Butrint was reached. At Butrint, a small chain ferry plied the Vivari channel carrying sparse traffic on a platform much smaller than today's ferry.

Two small bars existed on the site at this time. One, located just to the side of the current Hotel Livia, was a restaurant built as part of the tourist drive of the 1980s. Its concrete tables still survive. A tiny shack and bar existed outside the main gate, below the area now reserved as a car park. The remains of its successor, which included a convenient wharf, can be seen to this day.

The most noticeable physical element on approaching the Ancient Site was the concrete fence and gate which demarcated the inner area of the preserved site. It was obvious and well known that

<sup>7</sup> Hall (1984) *Albania and the Albanians*

<sup>8</sup> Dawson (1989) *Albania: Guide and Illustrated Journal*

ancient Butrint extended beyond this limit, but this fence had gained, and continued to exert, a strong influence on the interpretation of what constituted Butrint and, in many ways, is a metaphor for the difficulties that were to interfere with attempts to develop a modern Park-wide infrastructure.

### **The era of the Butrint Foundation**

The Butrint Foundation's objectives were to:

1. Carry out modern innovative and exciting archaeological research
2. Train Albanian archaeologists in modern archaeological techniques
3. Assist in conserving the monuments of the site
4. Help to establish and develop an archaeological park with a structure modelled on western examples of the time to act as a focal point of local economic regeneration and a model for similar developments elsewhere.

From the start, the Foundation attempted to inject new ideas and concepts into Albania. One of the principal aims was to establish a model large-scale project which accepted responsibility for carrying through its research projects into the fields of conservation, interpretation and display. The available resources permitted this aim to be approached with a certain *elan*. However, the direction of activity was to firmly reject the 'dig-and-run' model which is often one of the biggest criticisms of foreign-based archaeological interventions in the Mediterranean and elsewhere.

Despite its advanced and positive approach, the initial years of the Butrint Foundation's project were marked by tensions between the Foundation and the local, responsible authorities. This was particularly with the Institute of Archaeology, then an independent research body which had responsibility for the below-ground archaeology. Monuments came under the aegis of the Institute of Cultural Monuments, part of the Ministry of Culture, and the forest was managed by the Ministry of Environment. The source of these tensions was rooted in the Foundation's essentially British approach to excavation, recording and conservation which jarred with those of the Albanians. This was not surprising given the isolationist way in which Albanian approaches to archaeology had developed under fifty years of communism. Additionally, internal tensions arose between the various responsible ministries and departments in Albania.

However, the peculiar arrangement of the Anglo-Albanian collaboration did eventually bear fruit. This period was a learning curve on both sides, and the Foundation came to realise that its western-oriented model of development and management could not be transplanted wholesale<sup>9</sup>. The Albanian view of Butrint and its environment and archaeology had validity, and the British approach could be faulted for being too focused and too specific.

In short, the Butrint Foundation partly became victim of the eternal paradox of aid-related projects: 'the desire to help, turns into the need to control'<sup>10</sup>. The Foundation's attempt to impose a western structure on an essentially alien environment was bound to encounter stumbling blocks. It was only when this lesson was learned that the project was able to realise its promise in the early years of the 21<sup>st</sup> C. There can be little doubt that, on a number of levels, the Butrint Foundation project was a

<sup>9</sup> The teaching element, for example, ended up focusing on the most basic principles, which in Western Europe would have been seen as derisory, but in the context of Albania at the time were ideal.

<sup>10</sup> Maren (2002) *The Road to Hell: The Ravaging Effects of Foreign Aid Projects*

success, introducing new ideas and concepts which were eventually adopted on a national scale, as well as creating a ‘place’ by its research and outreach work<sup>11</sup>.

The fact that Butrint National Park is not short of information is partly the direct result of the Foundation’s work. A huge archive has been built up over the years, is readily available, most of it in either published or database form, and covers many scientific aspects from water management, wildlife, farming techniques, through archaeology to visitor management. To take just one example, the Butrint Foundation was responsible for the creation of a number of highly-principled and high-quality, recorded interventions of which this Integrated Management Plan for the National Park takes cognisance.

But the Foundation was responsible not only for its principled archaeological work, it also considered and implemented a number of programmes, training and educational opportunities for the National Park as a whole. These remain highly relevant to this day.

### **Lessons learned**

The Butrint Foundation’s experience resulted in a series of important lessons. These can be summarised in four fundamental areas, listed below in order of relative importance.

#### **1 Community Engagement**

A basic failing of the Butrint Foundation project was the lack of integration with the local community. In theory, this was meant to have been a bottom-up approach but, in practice, given the bureaucratic baggage of the past, the interests of centralised authorities out-matched local opinion. During the creation of the first management plan (2001-2005) for Butrint an extensive series of workshops were held with local stakeholders.

The real stakeholders were generally not fully represented and their concerns, of a practical and immediate sort, were never really addressed<sup>12</sup>. They thus did not have the opportunity to reap the practical benefits of the existence of either plan or Park.

This question remains essential in developing strategies to deal with the ever-expanding number of visitors to the Ancient Site. Absorption of these visitors into the wider Park area can only happen with community cooperation.

Better community liaison is thus fundamental to the success of the Butrint Management Foundation. It needs to offer solutions locally and not create issues, especially those rooted in a hierarchical view of the relationship. To this end, compromises may well have to be made, particularly in order to address likely concerns of UNESCO and, of course, the conservation needs of the Ancient Site and the wider National Park as well as those of the local community.

More effective pro-active engagement with local communities is also a feature that should have been given greater prominence in the original management plan and on the part of the park staff, who were, of course themselves completely untrained for such a role. A regular series of park meetings, of the park staff, and ideally representatives of the Tirana-based institutions, held in local villages, would have gone some way to providing an avenue for communication.

<sup>11</sup> Hodges 2016 *The Archaeology of Mediterranean Placemaking*. Bloomsbury Academic.

<sup>12</sup> This is of course a general problem worldwide when considering supra-national bodies, such as parks and reserves <https://www.theguardian.com/environment/2009/apr/08/south-downs-national-park>. Whilst these issues are generally well known, they are rarely addressed.



## 2 Training

It is abundantly clear that proper and intensive training is of prime importance on the ground and with all the staff of the park. The greatest issue that became apparent from the 1990s was the lack of experience and a consequent absence of proactivity and joined-up thinking among the park staff. Whilst this may be a systemic issue, it needs to be combatted at all points. The problems do not only arise when making major decisions, it is also apparent at the lowest levels of the decision-making tree, and a symptom is the avoidance of responsibility, and reliance on centralised authority.

A proper training regime can do much to combat inertia and all the employees of the Butrint Management Foundation will be required to buy into this as a condition of employment. Technical training will raise levels of confidence. Giving responsibility for decision-making, especially the spending of project funding, backed by a solid management team, will cement the ability to understand and enact proper management, in those who wish to embrace it.

A scheme of mentoring would be a strong adjunct to basic training and this is raised in the transition period. Here, foreign specialists, on a system of limited contracts, could provide experience and oversight. The danger, which must be avoided, is that over-reliance on such support develops, in a context where the management structure ought to be wholly Albanian, working and developing within a paradigm of its own design.

## 3 Conservation

The rather confused original management structure of the Park has been discussed. Despite this, or perhaps because of this, conservation and restoration interventions by the Butrint Foundation had been kept to a minimal level, and this light touch consisted of forest management and some building conservation. Previous major projects had reconstructed, for example, part of the scenae frons of the theatre and the Lion Gate in the 1960s and 70s.

These works had necessitated substantial engineering interventions and there was, throughout the time of the Butrint Foundation, a pressure from government to embark on projects, particularly in relation to the consolidation of the city wall circuit, which were either unnecessary or overly heavy-handed. This, in part, was the result of there being funds available, and this is something which the Butrint Management Foundation needs to guard against. Further, projects tended to deal with problems which were obvious and of low level importance (fresco restoration and the like) and ignored truly pressing issues, such as the consolidation of the city wall circuit.

It is absolutely clear that the low key approach is the correct way to maintain the Ancient Site of Butrint and in other monuments scattered around the Park. But this should not prevent the need to undertake solid interventions in two areas:

1. The forest requires strong, pro-active management. It is easy to assume that the ‘magic wood’ needs to lie undisturbed, but this, as Dutch Elm issues shows in the UK and elsewhere, can be as damaging as over management. Regular thinning of undergrowth, maintaining a clear zone around monuments, and encouraging a proper secondary canopy all require positive action.
2. While most of the actual monuments within the Ancient Site area need basic cleaning and appropriate consolidation, there are, some problems will require considerable outlay and intervention soon.

#### 4 Research

Butrint is a site with multidisciplinary opportunities. Some of the research conducted there can involve minimal intervention, other types may be more intrusive.

The western convention is currently minimalist and, particularly in the field of archaeology, an attitude has emerged which argues against any intervention which is not prompted by considerations of rescue, that is, accompanying building and other development works. However, this scenario is both alien to the archaeological traditions of the Mediterranean.

Butrint's sense of place comes not just from the juxtaposition of environments, natural and man-made, or its topographic locations, though these things are crucial. It is the fact that this is a place of discovery, the locus of the magic which drives interest and inquiry. This is the life-blood of sites of this sort, as what is discovered here can be broadcast more generally, providing profile and generating public interest. Even comparatively small, and as it turned out erroneous, discoveries can provide the sparkle and fizz which keeps a World Heritage Site in the news<sup>13</sup>.

To this end, the importance of the Butrint Research Group and its activities must be seen as an indispensable part of the motor of the Butrint Management Foundation, which should take a proactive interest in its functioning, and activity, pushing for innovative, exciting and newsworthy projects and collaborations with the wider world.

#### Wider implications

The Butrint Management Plan 2001-2005<sup>14</sup> set out to produce a road map for Butrint. Its key conclusions are entirely relevant today:

*... implementation is crucial. The Butrint National Park management needs to be provided with the resources and legal instruments to enable it to carry out essential tasks. These include the conservation and improvement of the Butrint site so that it remains a vital part of Albania's heritage and at the same time becomes a resource for the economic regeneration of the region.*

The principles of conservation, improvement and resource development are recognised and endorsed fully by this Business Plan: and all rely on effective implementation.

The issue with Butrint is thus not one of lack of principled ideas – in fact nearly every academic paper and other report, published or otherwise, makes reference to it – it is, simply, as Martin and a host of others have recognised, the lack of effective management to enable the Site and its wider National Park to work efficiently and effectively.

This observation is not a reflection of the staff, all of whom wish the best for it. It is, as Hodges<sup>15</sup> notes, a reflection of the confused, perhaps under-funded, but essentially competitive nature of the Tirana-based ministries involved in the Site's long-term well-being, added to by the confusion of responsibility between the oversight of the Ancient Site and its wider National Park.

Ideas and well-meaning initiatives started by the Butrint Foundation in 1993 (and particularly between 2000 and 2012) have been thwarted by a lack of clear and focused direction and, above all, the mechanisms to initiate and sustain Park-wide interventions at both national and local government

<sup>13</sup> The 'Butrint chess piece' is a case in point <http://news.bbc.co.uk/1/hi/world/europe/2155916.stm>

<sup>14</sup> Martin S (2001) The Butrint Management Plan. The Butrint Foundation.

<sup>15</sup> Hodges, R (2017) The Archaeology of Mediterranean Placemaking: Butrint and the global heritage industry. Bloomsbury Academic, London.

levels. The issue is thus one of management and delivery: it is certainly not a lack of ideas or will. As far as Hodges<sup>16</sup> is concerned, based on his nearly thirty years' direct experience of the Ancient Site, the National Park and Albania as a country, the lessons to be taken forward, at least in terms of sustainability are:

1. The need for a consistent and widely-shared language of common concepts for the conservation of cultural and natural places, country-wide
2. The recognition amongst archaeologists [and other specialists] of the economic [and social] implications of their work
3. The recognition that non-economic values play a highly significant part in the conservation of cultural [and natural] assets and their long-term suitability on behalf of humanity
4. The need for a holistic approach to [the delivery] of all management plans
5. Leadership has to work effectively at all levels, providing capacity-building opportunities for all aspects of cultural [and natural] heritage management
6. The brand [of Butrint] needs to be built and marketed to diverse audiences [both on- and off-site]
7. Investment in the technical support required to deliver [and sustain] accurate reporting on the archaeological [and natural] elements of the Park
8. Investment in best-practice conservation, involving reversibility
9. Training and capacity-building in all aspects of heritage management, including marketing, interpretation, grant-seeking and community participation.

These are not just worthy sentiments: their delivery via this Business Plan and its sister Integrated Management Plan is vital to ensure the well-being of both the Ancient Site and its wider National Park over the long-term.

When Hodges was writing, no more than three or four years ago, the prospect of a new AADF-sponsored Foundation taking on the management of the Ancient Site from the State did not exist. His ideas, drawn from his experience of working with the Butrint Foundation alongside central government agencies, needed a place to gather, to re-form and coalesce with strong financial backing and single-minded determination to succeed.

The three overriding principles to have emerged from this analysis are thus:

1. The default position should be of implementing light touch, reversible conservation approaches that at all times preserve the spirit of the place across the Ancient Site and the National Park as a whole
2. Instigate and maintain training programmes for all site-related activities including, without exception, heritage management, marketing, interpretation, grant-seeking, community participation and conservation works
3. The recognition of the worth and value of local communities in delivering the aims of the Park over the long-term. Their support is vital.

The future well-being of the Park and the people who live in and around it are necessarily intertwined: the Park needs support from all parties to flourish; the people need to benefit, and be seen to benefit, from the Park as it develops.

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<sup>16</sup> Hodges, R (2017) *The Archaeology of Mediterranean Placemaking: Butrint and the global heritage industry*. Bloomsbury Academic, London, drawing on the work of Linn J (2014): Comment: concepts in archaeology and economic development; *Public Archaeology*, 13: 85-90.

## 1.9 Evolving approaches

The management of cultural heritage and archaeological sites and their delivery to the public, particularly for World Heritage Sites, has changed much over the last two decades.

It has changed primarily from a conservation-led approach to one in which the values associated with landscape, cultural history, intangible heritage and local resonance all have a part to play in the context of wider environmental issues and planning frameworks. These changes have resulted in the emergence of a broader, less homogenous group of beneficiaries and stakeholders.

For the first time, impacts on the local population are, quite rightly, seen as being as important as impacts on the historic site itself.

All management and business plans need guidance and support, financial and otherwise, and the method of ownership and delivery is the prime means to ensure that such plans are implemented and maintained over the long-term. Such integration is therefore a key facet of the proposals for Butrint.

In all this, there may well be the need for a new governance and management structure supported by appropriately-resourced site rangers, environmentalists and community specialists, all of whom exist right now and many of whom would be willing to engage.

The new arrangements between the New Foundation and the National Agency for Protected Areas are equally important; Butrint can – and should – be the model to which other similar projects aspire. This has to be both its aim and its legacy, and legislation at the national level is in place to ensure that this can happen.

## 1.10 Development philosophy

The approach taken by the Butrint Foundation for the long-term maintenance and sustenance of the site is one of ensuring that the ‘sprit of the place’ is maintained as an absolute priority.

This approach is described in detail in Richard Hodges’ *The Archaeology of Mediterranean Placemaking: Butrint and the Global Heritage Industry*<sup>17</sup>. As Scientific Director of the Butrint Foundation between 1993 and 2012, his ideas have been highly persuasive in the approach to the management and development of the site and hence in this resulting Business Plan.

The recommended approach to all the works (from conservation, through refurbishment to new build) is thus one of employing the lightest of touches to the fabric and hence to the meaning of the place. To do otherwise would not only undermine the excellent and ground-breaking work of the Butrint Foundation but would be an indefensible act on the very fabric and well-being of one of the most important historic sites in the eastern Mediterranean.

There are too many examples of (perhaps) well-meaning but entirely inappropriate ‘restorations’ in-and-around ancient sites be they in the Mediterranean and elsewhere. The key difference is that whilst conservation protects the fabric in ways that enable future generations to interrogate every phase of a site’s development, restoration fixes the monument at one date, one assumed past and hence sterilises it for future research and understanding. Unfortunately, such an example exists in Butrint from as late as 2018. Such interventions must be avoided in future.

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<sup>17</sup> Hodges, R (2017) *The Archaeology of Mediterranean Placemaking*, Bloomsbury Academic, London

With this philosophy as its intellectual underpinning, Butrint needs to, and must, not only stand apart but must take the lead. It must maintain the integrity of the place, speak to new generations, engage local communities, and in so-doing sustain that heady mix of ancient place and modern landscape in ways that enrich us all.

### **1.11 Business planning principles**

An analysis of the issues currently facing the Ancient Site of Butrint is shown below, together with their implications in terms of activities needed and interventions required, all of which have an impact on the financial well-being of the site over the long term, and all of which are addressed in this Business Plan.

These issues can be grouped into six types:

1. Governance, site management and staffing
2. Visitation, visitor management and the visitor experience
3. Conservation and preventative maintenance activities for both the archaeological remains and the natural systems that coexist with them
4. Physical developments and interventions required to ensure the long-term well-being of the site
5. Benefits to the local community in terms of both economics and commercial opportunities
6. Financial considerations and financial planning.

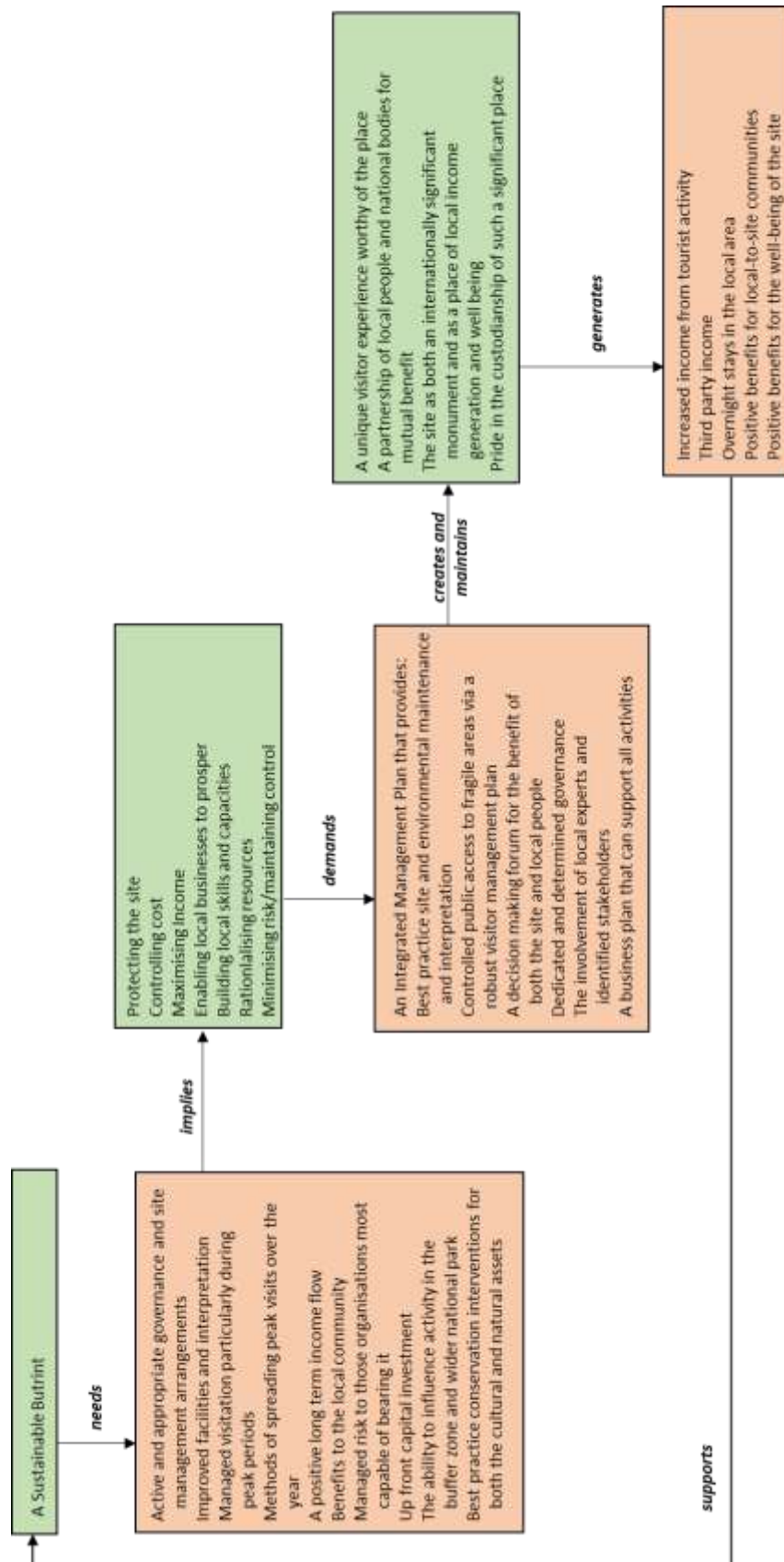


Figure 2: Issues analysis



### 1.12 Land ownership, assembly, delivery and servicing

This Business Plan has, out of necessity, made various assumptions regarding a number of issues, amongst them land ownership and the ability of the established Butrint Management Foundation, via the AADF and the Ministry of Culture, to deliver the fundamentals of a development (business) plan through, for example, clean title to the land involved.

The assumption has been made that all issues of land ownership will be cleared by the Ministry of Culture at its own cost. Such costs, save for any legal costs related to any potential disputes due to expropriation, are, however described in this Business Plan.

There is a further, highly significant issue which needs to be addressed.

At present Area A3 is poorly-serviced. For example, it relies on fresh, mains water from the adjacent Hotel Livia (for which it pays a nominal annual sum) and uses brackish water for flushing toilets etc. Also, the provision of electricity to the Ancient Site is poor. The site also has unreliable internet connections to the point where staff often use Hotel Livia's internet despite the fact that there is a fibre optic connection from Ksamil.

Moreover, the proposed site of the new visitor centre is, as far as records and observation are concerned, completely unserviced.

It is clear that for the Butrint Management Foundation to take effective management of the site, it requires the site to be connected to mains services (water, electricity, sewerage, internet) provided by the Albanian government through the relevant responsible institutions

These sums are disclosed but not included in the financial model. Detailed discussions with the government are clearly required, as they are for any alteration or adaptation to the access road from Ksamil so that the Butrint Management Foundation takes over the site (essentially, Area A3) in a state that is fit-for-purpose to manage as both an international visitor attraction and as a World Heritage Site.

### 1.13 The current situation

As a visitor attraction, and because of its internationally-recognised blend of archaeological and ecological assets, Butrint occupies a place within the broad spectrum of what can be termed 'ecotourism' destinations, one definition of which is 'the practice of low-impact, educational, ecologically and culturally sensitive travel that benefits local communities and host countries'<sup>18</sup>.

Ecotourism has become one of the fastest-growing sectors of the tourism industry, growing annually by 15–20% worldwide until Covid-19 put a brake on progress. It is highly likely that it will return to these levels of growth once the pandemic is under control, possibly within five years, due to intrinsic demand<sup>19</sup>.

Whilst the visitor offer at Butrint undoubtedly aspires to this form of tourism, currently one of the main threats to the preservation of the monument and the environment of the Buffer Zone and wider National Park, is the visitors themselves.

<sup>18</sup> Source: Honey M (1999) *Ecotourism and Sustainable Development: Who Owns Paradise?* Island Press.

<sup>19</sup> It is becoming apparent that many countries are now looking at ways to live with Covid-19 in the future. (<https://www.ibm.com/downloads/cas/M1JGA6ZD>)

In 2019 approximately 236,000 people visited the Ancient Site as reflected by the gate receipts. Overcrowding is recognised as being a serious management issue during the summer months, particularly in July, August and September, and this impacts on both the quality of the visitor experience as well as adding to concerns over the physical well-being of the archaeological remains. This updated business plan (see Section 3) has taken a view on the effect of Covid-19 and when such visitor numbers are likely to recover.

Whereas the scope of this Business Plan is limited to Area A3, it is clear that interventions outside this area which have an impact on Area A3 must also be taken into account. It is important to point out, however, that the current area boundaries will need to be redrawn to include recent survey information and to more accurately represent intended management responsibilities. Information by way of GIS-referenced digital maps has been provided to the AADF as part of the business planning process.

The key sites are shown schematically below.

Currently, the vast majority of international tourists (which since 2014 have overtaken domestic visitors as the larger market segment) are transported from Saranda to Butrint by tour operators in (55-seater) coaches which negotiate, often with difficulty, the winding approach road to the site's entrance by the ferry crossing.

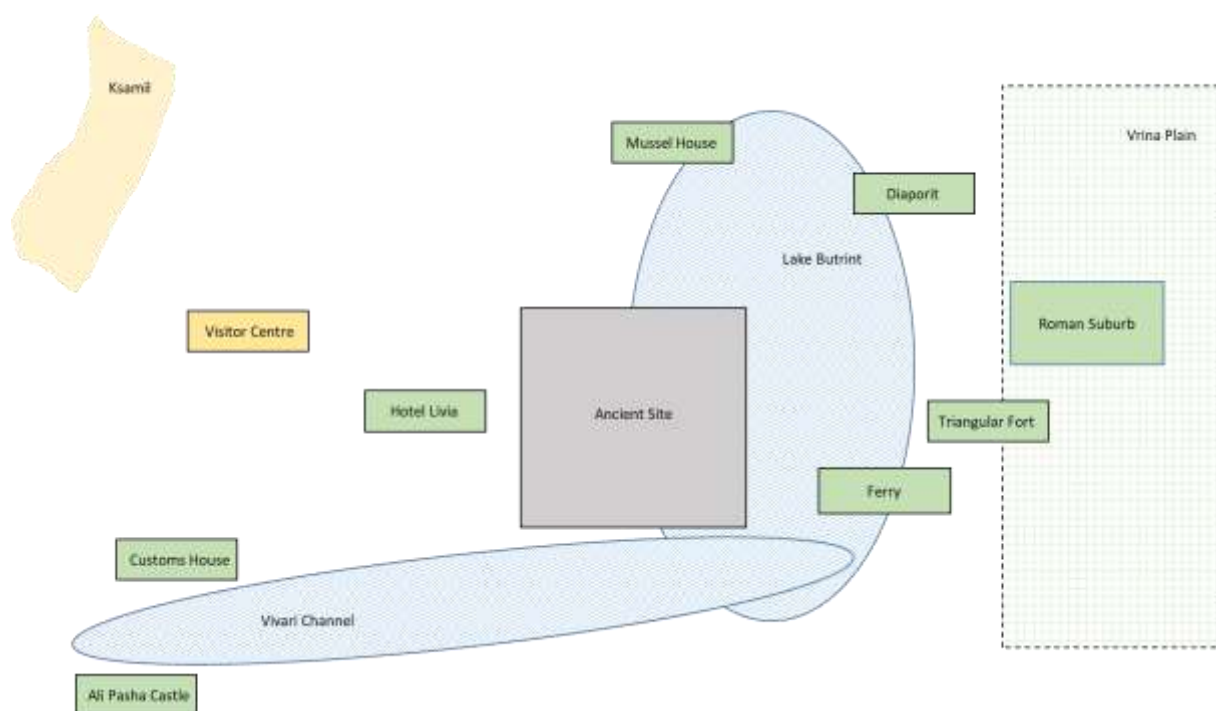


Figure 3: Schematic of the main sites addressed in this Business Plan

Existing restrictions for coaches to go no further than Hotel Livia's car park are often ignored in the interest of delivering tourists directly to the entrance gate ahead of rival tour operators. These visitors spend perhaps 1-2 hours being guided round the core archaeological remains after which they are taken to an off-site restaurant for lunch. The attractions of the wider National Park are generally ignored or underplayed by tour operators with the result that its tourism potential in terms of hiking, bird watching, cycling and so on is significantly undervalued. Furthermore, benefit to local

communities is effectively minimised other than for a small a local artisans' shop in the entrance avenue to the site for which they pay an annual rent to the Ministry of Culture as well as local and national taxes.

The new access road from Ksamil to the chain-ferry crossing at the Vivari Channel at the current entrance to the Ancient Site has had the adverse effect of increasing vehicular traffic to and from the villages on the Vrina Plain. This has resulted in congestion, noise and atmospheric pollution at the entrance, as well as other health and safety concerns.

In order to address these issues, it is recommended that coaches and visitors' cars are terminated at the existing car park area at the top of the escarpment, some 1.5 kms from the entrance to the Ancient Site. This location affords panoramic views across the Vrina Plain to Ali Pasha's castle at the mouth of the Vivari Channel to the west and to the Ancient Site of the WHS monument to the east. A new visitor centre in this location would provide a clear sense of arrival and welcome with facilities for visitor orientation, ticketing, interpretation, refreshment and sales.

As importantly, this would raise awareness of the broader offer of the National Park which is currently not realising its full potential as a visitor destination.

From this new centre visitors would have the option of walking downhill along the existing protected pavement to the site entrance or alternatively being transported, in either direction, by environmentally sustainable shuttle vehicles.

The issue of local residents using the chain-ferry to access the villages of the Vrina plain will need to be considered and addressed with the principle being that access should remain, although the road from the visitor centre site to the main entrance should be 'calmed' to slow traffic and hence reduce the potential of problems when local traffic and thousands of visitors occupy the same space.

Allocating specific entry times *might* also be necessary to regulate the flow of visitors to and within the Ancient Site during peak times and, in this event, alternative activities and options will need to be provided. In addition to the facilities outlined above, a further advantage of a visitor centre in this location is that it provides ready access to walking trails down to the Customs House on the shore opposite Ali Pasha's castle and around Lake Alinura. This area of the National Park has some of the most spectacular coastal scenery with views across the Ionian Sea to Corfu and extensive hiking and bird watching opportunities as well as access to the post-Classical archaeological sites particularly on the western slopes of Mount Sotira.

Currently, visitor numbers during the winter months are too low to sustain some of the activities and facilities proposed above and, whilst the National Park and Ancient Site will both remain open all year round, a flexible visitor offer might need to be rolled out on a seasonal basis. This is common practice in many similar sites around the world.

The possibility of offering visitors the opportunity to be transported by boat from the Customs House to Ali Pasha's castle and then along the Vivari Channel to Butrint should be given serious consideration. This would require a small fleet of appropriately-designed, electrically-powered launches which could be operated sustainably by local villagers during the summer months and for which an additional charge to visitors would be made.

Boat trips could also be provided between the Ancient Site and other monument sites or restaurants on the shores of Lake Butrint, such as Kalivo, Diaporit and the Mussel House. It is recognised that

conservation issues might arise through the use of boats and hence their use will need to be monitored appropriately.

New introductory and orientation facilities provided in the visitor centre will enable the existing museum within the Venetian Castle on the Acropolis to be redeveloped and redisplayed to provide more specific orientation and interpretation of the archaeological monument through a refocused and redeveloped site museum using artefacts as the primary interpretive resource<sup>20</sup>.

Ticket barriers at the site entrance will need to be manned by site staff to provide assistance as necessary to visitors. Staff offices are currently provided in the Venetian Tower adjacent to the shoreline. This accommodation is totally inadequate, being both windowless and damp, and new staff office spaces will be provided through a small, appropriately-designed extension to the existing entrance facilities so that an on-site presence is maintained to supplement those in the proposed visitor centre

The development of the staff offices and their location also provides the opportunity to redesign and reconfigure the main entrance to the site by sweeping away the communist-era gateway and providing a more welcoming arrival to the ticket office and thus the site itself.

Hotel Livia provides café and restaurant facilities set in a pleasant, shaded garden environment which is well-used by visitors. The hotel also has twelve bedrooms which are occupied on a seasonal basis. This building, whilst maintaining its catering facilities on the ground floor, could be converted into an education resource centre for school groups and researchers from the proposed Butrint Research Group together with offices for site staff on the upper floors over the long term.

However, this recommendation is outside the scope of the current business plan and hence it has been assumed that Hotel Livia will continue to operate as now.

### 1.14 The role and importance of local communities

Even a casual visit to Butrint shows that whilst Area A3 is well-managed and looked after, its surroundings are not.

Plastic bottles and other detritus are everywhere ... the Vivari Channel is essentially an open waterway for plastic and other waste. There is hardly a square metre of the Vrina Plan and its wider landscape that hasn't been spared a discarded plastic bag, a drinks can, cigarette packet or a sweet wrapper.

This needs to change. It may well take a generation, but it needs to change, otherwise the future for Butrint may well be a pristine and well-managed Ancient Site isolated and surrounded by a plastic-strewn, seemingly uncared-for semi-wilderness of neglect and decay.

And if this were to occur visitor numbers to the Ancient Site would, over time, decrease. Income would decline, local people would lose incentives and interest, experienced staff might decide to move elsewhere, and the site itself could spiral into long-term decline, possibly even bringing into question its current World Heritage Status<sup>21</sup>.

<sup>20</sup> This may well need a review of the artefacts under the management of the Institute of Archaeology inside the park and could possibly lead to their location outside of Area A3..

<sup>21</sup> UNESCO has the ability to remove World Heritage Site status if it considers that either the site or its Buffer Zone are being managed or developed poorly. This is currently the case, for example, with the UK's Liverpool WHS (which was granted WHS

As a responsible site manager, the arrangement under the Butrint Management Foundation cannot allow this to happen.

One possible solution is to engage and motivate local people to gain financially from a general clean-up operation lasting, say, 2-3 years in the first instance. Over the entire extent of the National Park people should be rewarded for collecting plastic and other non-organic waste and take it to a central point, or points, for disposal.

Schools should be encouraged to get involved, local communities and villages could compete to extract the most plastic. Whatever needs to be done, should be done. The aim here is for the lead agency, in cooperation with potential third parties processing waste, to pay local communities to collect plastic and other refuse. There is no intention that Area 3 should benefit financially from this arrangement as this activity is intended to be cost-neutral as far as the Site is concerned. If profits are generated, they should be used for local community benefit.

Butrint National Park, and within it Area A3, will only prosper if people care for it, respect it and want the best for it. There can thus be no excuse for inadequate funds for conservation of all types and no justification for lack of staff and other resources to make it happen.

Local communities are key to the sustainability of the National Park, and hence Area A3 and must be integral to its successful management. Co-operative arable farming on the Vrina Plain and commercial fishing in Lake Butrint and the Vivari Channel have helped shape the landscape for millennia and must be accommodated in any management plan for the National Park as a whole.

Furthermore, the Buffer Zone and wider National Park are crucial to Butrint's sense of place and World Heritage Status and, as such, a balance must be maintained between the interests of the local communities and the setting of the monument.

In certain circumstances it may be necessary to compensate communities for not developing, for commercial purposes, new areas of land which impinge on the monument. Such 'set aside' payments are common elsewhere in cases where the overall benefit to the landscape outweighs any immediate or individual financial reward.

Mechanisms to facilitate this, such as panels of arbitration and the like, are outside the scope of this Business Plan, but should be considered for the Integrated Management Plan.

## 1.15 Summary of proposed capital interventions

A summary of the recommendations in terms of capital interventions is therefore:

1. The conservation of all archaeological elements to agreed standards
2. A new, phased visitor centre at the car park overlooking the site
3. Environmentally sustainable transfer vehicles
4. Passenger boats, landing stages and moorings
5. New interpretive, museum facilities in the Venetian Castle
6. New site entrance, staff offices and security fence
7. New interpretive panels and other resources on a site-wide basis, including the Triangular Fort.

These interventions are recommended because they:

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status in 2004). The World Heritage Committee recommended on 22 June 2021 that this be removed due to its view that new developments in the city had resulted in "serious deterioration and irreversible loss of attributes"

1. Are all, in and of themselves ‘light touch’, and respect and enhance the spirit of the place
2. Can be delivered relatively easily and speedily and within known budgets
3. Do not require unusual or extraordinary powers for their implementation.

To implement these changes, a new governance structure is described in the following Section.

## 2 Governance

### 2.1 Current governance arrangements

The 2,500 hectare area of the World Heritage Site (see map overpage) is designated as such by UNESCO, whilst the entire Butrint National Park serves as its Buffer Zone. The government body responsible for reporting to UNESCO for World Heritage Sites is the Ministry of Culture through its Institute for the Protection of Monuments, based in Tirana.

In addition, Butrint National Park is designated under the RAMSAR Convention as a Wetland of International Importance. The Ministry of Environment, through its National Agency for Protected Areas (AKZM) is the government body responsible for reporting for RAMSAR designated sites.

Currently, Butrint National Park is governed by several government departments. Initially, the Board for Administration and Coordination of Butrint and the Office of Administration and Coordination and were established in 1998, the first with strategic competences for the development of the area, while the second with administrative functions for the Ancient Site<sup>22</sup> These bodies include representatives from cultural heritage, urban development, tourism and environment.

In 2000, the archaeological area of 2,500 ha was declared a National Park protected by the State.<sup>23</sup> The Office of Administration and Coordination of Butrint is the responsible authority for the administration of this area.

In 2002, the Butrint Wetland Complex of 13,500 ha was declared as a natural protected area, to be included in the *Wetlands of International Importance* List under the RAMSAR Convention.<sup>24</sup> This decision specifies an archaeological area of 408 ha. Regarding the governance bodies, the Office of Administration and Coordination of Butrint, in cooperation with structures under the Ministry of Environment and the Ministry of Agriculture, is responsible for the management of the area and implementation of its management plan.

However, the Regulation on the functioning of the Office of Administration and Coordination<sup>25</sup> refers to the exercise of this Office’s jurisdiction over on an area of 2,500 ha and has not been updated with the expansion of the Butrint National Park borders and the Office’s responsibilities. Neither were the legal acts relating to the Board of Butrint.

The Decision of the Council of Ministers in 2005<sup>26</sup>, as amended, provides the latest definition of the Butrint National Park borders. It stipulates the surface of the Butrint Wetland Complex as a national park of 9,424.4 ha and transfers the management responsibility to the Ministry of Culture through

<sup>22</sup> Decision of the Council of Ministers no. 450, dated 01.07.1998, as amended.

<sup>23</sup> Decision of the Council of Ministers no. 82, dated 02.03.2000.

<sup>24</sup> Decision of the Council of Ministers no. 531, dated 31.10.2002.

<sup>25</sup> Approved by Decision of the Council of Ministers, no. 857, dated 19.12.2003.

<sup>26</sup> Decision of the Council of Ministers no. 693, dated 10.11.2005, as amended.



the Butrint Administration and Coordination Office for Area A3 (614.3 ha), while defining the responsibility of the Butrint Administration and Coordination Office, together with the Management Committee of the Park (established under the Protected Areas Legislation) and other specialised institutions to perform the general management of the Park and control the implementation of its management plan. The management committee for Butrint National Park was never established under the previous law on protected areas.

The National Agency for Protected Areas (AKZM) was established in 2015<sup>27</sup> and is responsible for the protection of natural assets within protected areas. Management committees for the protected areas are established to supervise the implementation of management plans.

Considering the changes of the Butrint National Park surface and area, the legal framework is ambiguous on the geographical extension of the Board of Butrint and other institutions competences, since there are several contradictory legal acts. In practice, the Board of Butrint takes strategic decisions related to the development of the World Heritage Site, implemented by the Office of Administration and Coordination, while the National Agency for Protected Areas is responsible and is regularly consulted by the Office of Administration and Coordination of Butrint for any issues related to vegetation or other environmental matters.

What is required for Butrint is a clear, well-formulated, dedicated and authoritative forum within which debate can take place for, and about, the Park and that has sufficient power to influence decisions for the future well-being of the Park as its primary concern. Such a forum should also involve the views of local people expressed through their Municipalities and other locally-recognised bodies.

The Butrint National Park Committee has recently been established for this purpose. Membership, however, has yet to be defined precisely as it is too early in the process, but it is likely to favour national-level institutions with the exception of the New Foundation which could, in the early years at least, take the lead, not least to support any and all applications to UNESCO.

Thus, whilst the ability of each party to influence and direct policy via voting rights is a matter for debate, it is clear that the New Foundation should have a major stake in the financial well-being of the Park through its substantial, multi-million US\$, investment in the Ancient Site, irrespective of whatever additional funds it chooses to make available for other activities in the wider Park.

Whether the revised/proposed organisation is styled as a ‘committee’ or as ‘an authority’ is less important than its ability to (a) set policies and standards for all operations in the National Park and (b) to act as a Planning resource and Authority for all future developments.

It thus differs from the existing management committee which is ‘supervisory in structure with non-managerial activity ... organised at the regional level’<sup>28</sup>.

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<sup>27</sup> Council of Ministers decision no. 102, dated 4 February 2015, as amended.

<sup>28</sup> Republic of Albania Council of Ministers’ Decision # 593 (9 October 2018) on the ‘Composition, functions, duties and responsibilities of management committees of protected areas’.

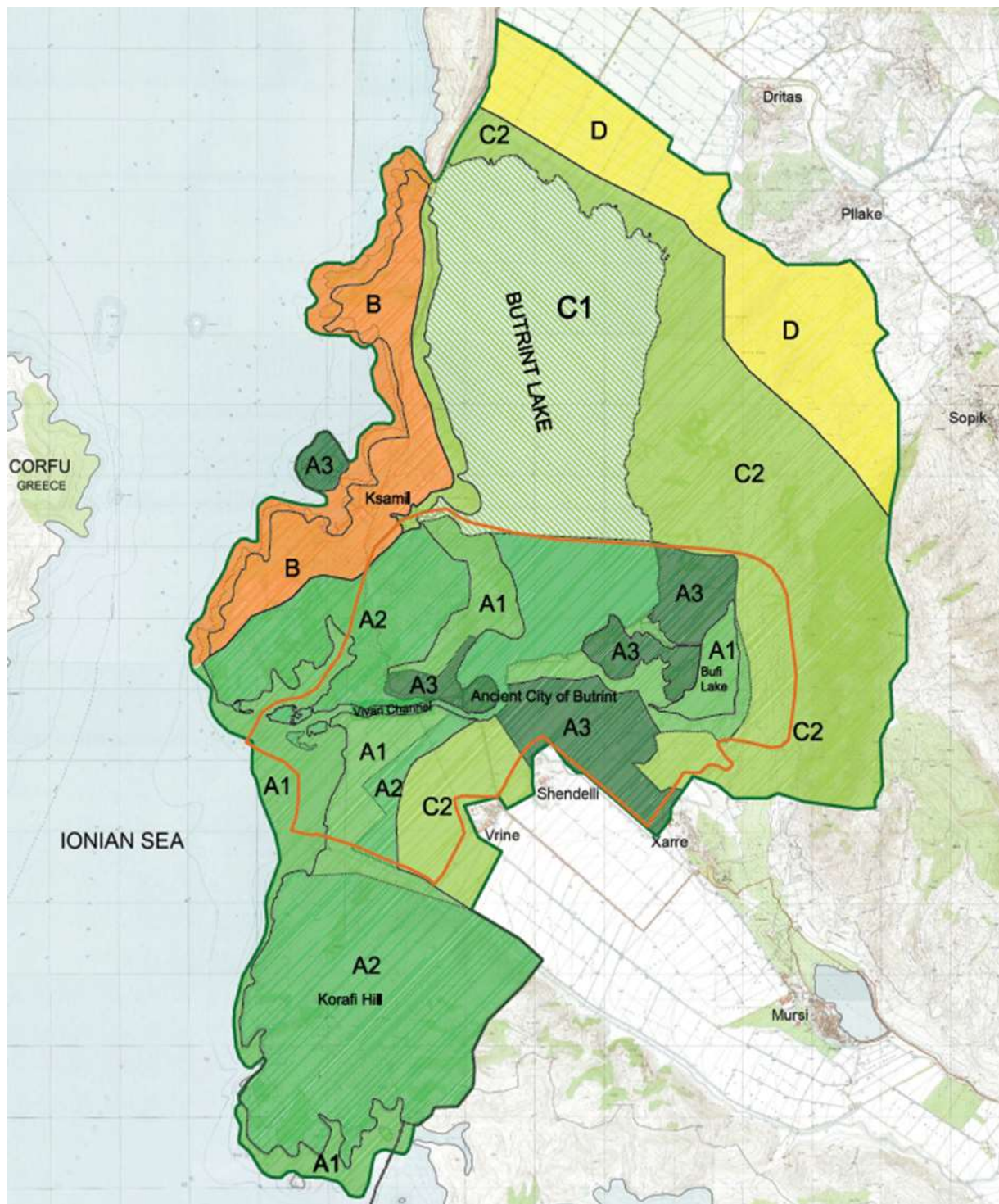


Figure 4: Area A3 in context

[The world heritage site boundary is shown in brown; Area A3 hatched green; the national park boundary in green. This business plan is focused on Area A3].

## 2.2 The implications of the new law on cultural heritage

The new Law on Cultural Heritage and Museums [May, 2018] provides for two models for the administration of cultural heritage assets: (a) direct administration through the government agencies, and (b) indirect administration.

As of the date this Business Plan, a dedicated foundation was established to manage the site of Butrint, named Butrint Management Foundation

Of all the factors that lead to the long-term well-being of a place, particularly an ancient and well-loved place, the single most important is the means by which it is governed, managed and hence protected.

All else flows from this: capital investment, the employment of appropriately-trained and equipped staff, the motivation of the local population, political good-will, the preservation of the landscape itself.

Without effective and well-directed governance aimed at the long-term preservation of the site's assets all else is at risk: the monument could fall into decline, ill-considered interventions might occur, a laissez-faire attitude could emerge focused on short-term profit as opposed to long-term gain.

Sites like Butrint are always under the spotlight. Whilst they exist in one place, in one country, in one region, their importance goes far beyond. They are of international significance and need to be protected in perpetuity for the benefit of all. The managers of such a site thus have an obligation to the world community.

But such sites are also very fragile. Changes of will, changes of government, changes of attitude can all combine to lead to their demise, very quickly in some cases. Examples in Syria, Iran, Iraq, the wider Middle East and Afghanistan abound.

This is even more so with Butrint since the archaeological (and other) documented-by-research-base is so strong and recognised internationally that its loss would be immeasurable. The site's long-term, sustained and well-directed governance is therefore of absolute importance.

## 2.3 The New Foundation

Taking all these factors into account a new organisation was established to manage Area A3. This new organisation was formed with a view to permanence and could thus be styled as a 'Foundation' with charitable status under Albanian Law. The new law on cultural heritage and museums makes provision for such an organisation to be created<sup>29</sup>. The Foundation was established and registered in accordance with law #. 8788, dated 07.05.2001 "On not-for-profit organizations", as amended and law #. 8789, dated 07.05.2001 "On the registration of not-for-profit organisations". The Foundation is organised and operates in accordance with these Bylaws and the internal regulations or instructions approved by the Board of Directors. The highest decision-making body of the Foundation is the Board of Directors, which is composed of 5 (five) members, who are appointed for a 2 (two) year term and can be reappointed for an unlimited number of terms.

Hence, the New Foundation operates through its Board of Directors for the purposes of delivering a sustainable, educational and enjoyable experience for visitors to the Ancient Site of Butrint whilst

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<sup>29</sup> Law 27/2018: Cultural Heritage and Museums

ensuring that local enterprises and communities co-exist in a mutually-beneficial way. This is their sole, charitable aim: all other considerations are subservient. In this endeavour the New Foundation will be supported at the outset by three government ministries (with the Ministry of Culture taking the lead on behalf of the Government) and the newly-proposed Butrint Research Group (of which more below). As an independent body with the sole objective of looking after the long-term well-being of the Ancient Site, the New Foundation will – on its own account and without recourse to other bodies – have the ability to draw support and funds from other private trusts, foundations, individuals, companies and the like from wherever it deems fit and proper, subject of course, to Albanian law and the ethical principles within which it will operate.

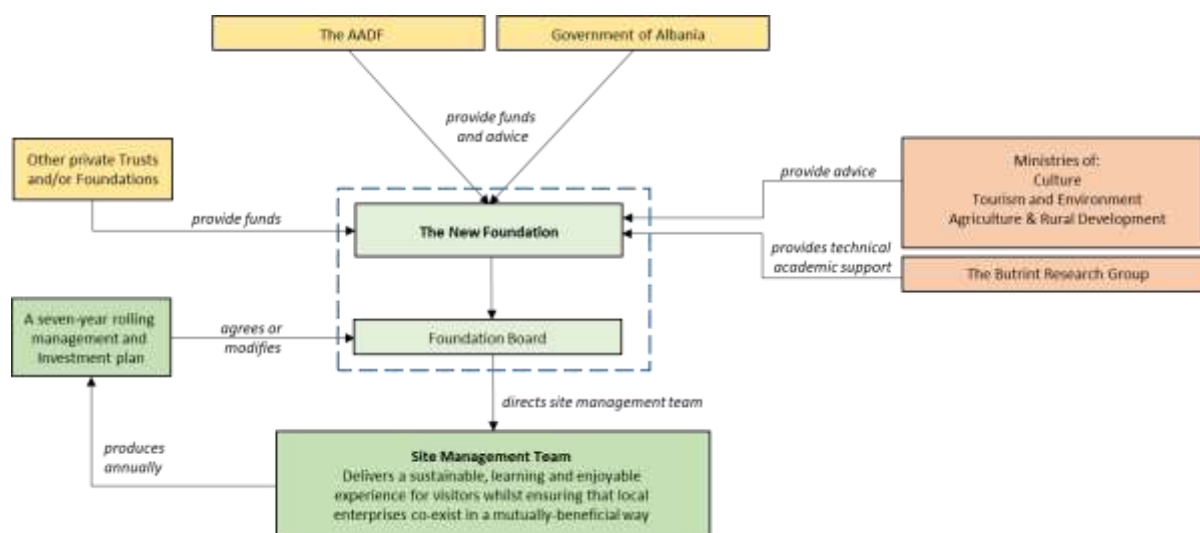


Figure 5: The New Foundation (Butrint Management Foundation) - headline arrangements

## 2.4 Funds flow and site responsibility

The management team, through its Director (of which more below), provides operational projections for a rolling seven year business plan, updated annually.

The overall financial arrangement in terms of capital and revenue funds-flow can thus be summarised:



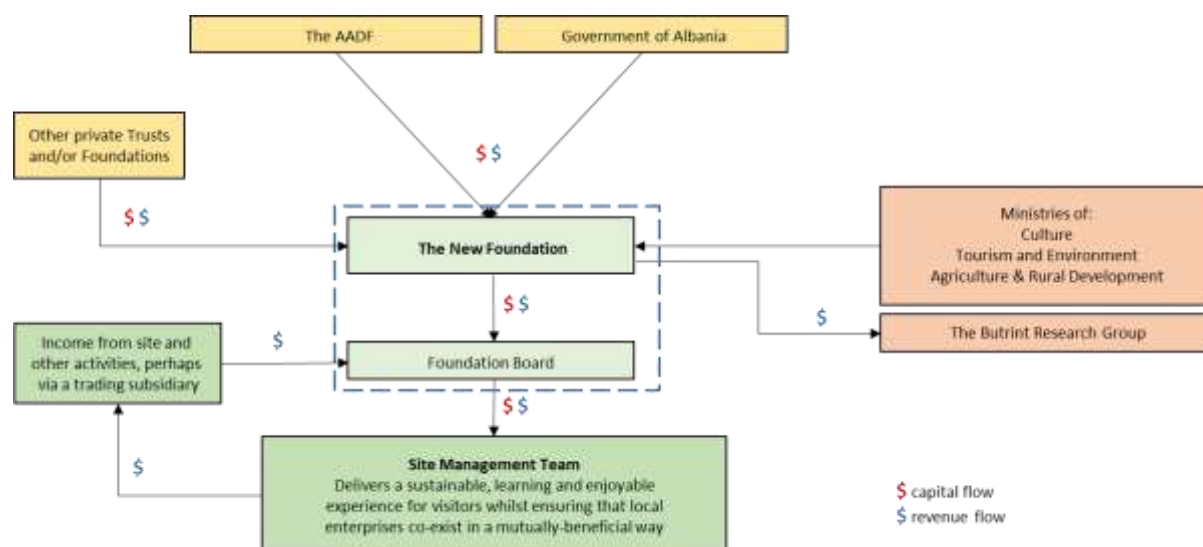


Figure 6: Headline capital and revenue funds flow

The New Foundation, through its Board, has been established with funds from the AADF and the Ministry of Culture acting on behalf of the Government of Albania. The Butrint Management Foundation has the ability to receive funds for both capital and operational works from third parties be they other trusts, universities, private funds and the like. The Foundation supports the to-be-created Butrint Research Group and provides funds for the operation of the Site Management Team as its primary purpose.

Hence, one of the key tasks of the New Foundation's Board is to ensure that funding is received from a number of sources (both in terms of capital projects and revenue support) so that long-term investment risk is mitigated. This is common practice with Foundations globally, particularly with those that have need of regular injections for conservation projects, as is the case with Butrint. This aspect has been accommodated in the business plan. The Foundation thus provides both capital and revenue sums for the operation of the Ancient Site and to-be-defined activities in the site's Buffer Zone. The site itself returns operational surpluses to the Foundation which will be required to re-invest in the site's maintenance and operation, including its defined works in the Buffer Zone, if required.

The result of this arrangement is that the assets, management and operational responsibility of the site are split between those organisations most able to accommodate them.

This arrangement is shown below, the key aspects of which are:

1. The Government of Albania retains ownership of all the site's assets for public benefit, in perpetuity
2. The New Foundation invests in the site's operational and capital requirements, perhaps in partnership with other external third parties as it sees fit
3. The site returns trading surpluses to the Butrint Management Foundation's Board for reinvestment in the Ancient Site and, if desired, the Buffer Zone, as stipulated in the Cooperation agreement between the AADF and the Ministry of Culture.
4. As a charity with the sole aim of managing the Ancient Site, the New Foundation will not pay dividends nor will it pay its Board Members salaries

5. The Butrint Management Foundation's Board employs a Site Director charged with delivering all site operations by way of an annually-updated seven-year management and investment plan to be agreed by the Board and funded by the Foundation.

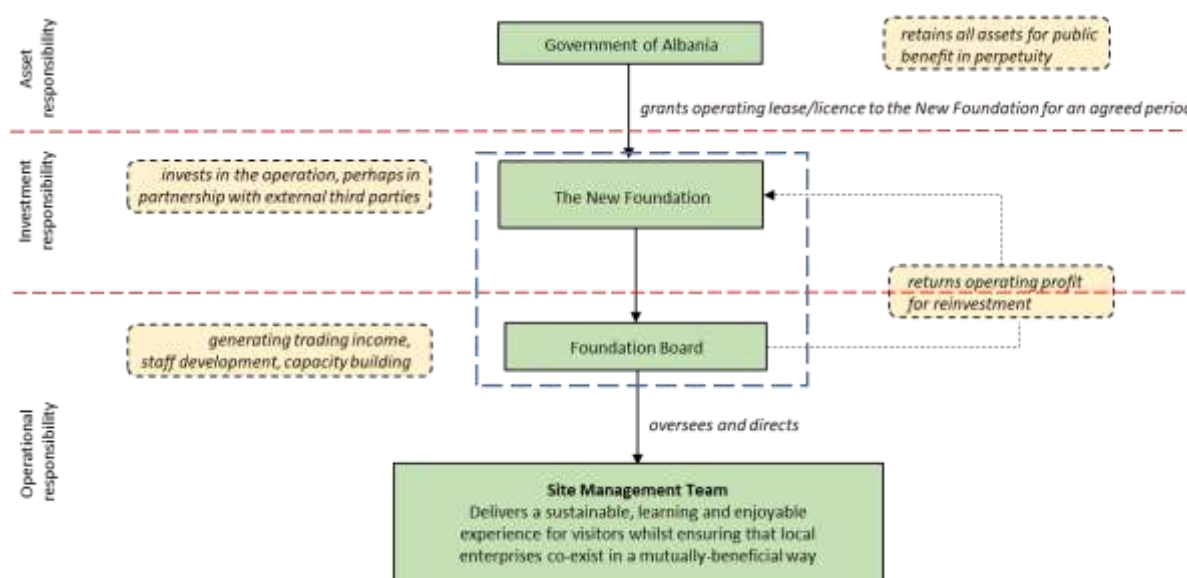


Figure 7: Overall responsibility and delivery

### 3 The Business Plan

Projecting the operation of any business, heritage or other, over a seven year horizon is fraught with difficulties.

Assumptions have to be made about, amongst others:

1. The stability of the host country, its government and its economy
2. Global economic trends, including financial markets, their volatility and strategies for post-pandemic economic recovery
3. Changes outside any single nation's control: political changes such as Brexit in the UK, and world-influencing changes such as global warming are examples
4. The exchange rate between world currencies
5. The continued ability and willingness for people to travel for tourism, often influenced by terrorist activity (or its lack), related to the issue of perceived safety
6. Perceived 'value for money' in a global tourist market.

No heritage tourism project can stand in isolation: it must recognise and respond to changes and deep-trends on the global scale.

#### 3.1 The rise, role and influence of international tourism

Before Covid-19 tourism was one of the largest and fastest-growing sectors of the world economy generating more than US\$ 7.5 trillion a year and supporting an estimated 10% of jobs across the entire world economy<sup>30</sup>. In the years before the pandemic, tourism accounted for the largest movement of people around the globe.

To try to mitigate the pandemic's affects nearly every country put in place highly restrictive measures. Borders were closed, airlines grounded, in-country travel was restricted and quarantines imposed, supported by curfews in some places<sup>31</sup>. For the first time in its history much of the world's economy was placed in a state of government-engineered recession. Trillions of government-backed dollars were spent on keeping economies liquid,

Heritage and cultural organisations, as part of the tourism industry, were one of the hardest hit since they are: (a) one of the most difficult in which to maintain social distancing, and hence public safety, coupled with the fact that (b) they fundamentally need the presence and throughput of a large number of people to underpin and sustain their business models. This has also applied to international travel, particularly by air; hotels and cruise ships; cafés, bars, pubs, restaurants and night clubs; theatres, cinemas, and other performance spaces.

Hence, any business model based on face-to-face service delivery and/or large numbers of users (visitors) found itself facing long-term issues and, in many cases, a short-term crisis.

According to the UNWTO, international tourist arrivals were down 83% in the first quarter of 2021 as widespread travel restrictions remained in place. However, the UNWTO Confidence Index shows signs of a slow growth in confidence<sup>32</sup>.

<sup>30</sup> World Travel and Tourism Council. (2018). *Annual economic impact research report*.

<sup>31</sup> <https://www.independent.co.uk/news/at-a-glance-europes-coronavirus-curfews-and-lockdowns-curfew-curfews-countries-coronavirus-patchwork-b1787264.html>

<sup>32</sup> <https://www.unwto.org/news/tourist-numbers-down-83-but-confidence-slowly-rising>



Between January and March 2021 destinations around the world welcomed 180 million fewer international arrivals compared to the first quarter of the previous year. Asia and the Pacific continued to suffer the lowest levels of activity with a 94% drop in international arrivals over the three-month period. Europe recorded the second largest decline with -83%, followed by Africa (-81%), the Middle East (-78%) and the Americas (-71%). This all follows from the 73% fall in worldwide international tourist arrivals recorded in 2020, making it the worst year on record for the sector. .

Many experts<sup>33</sup> do not see a return to 2019 international tourism levels until at least 2024. Much will depend on the speed of the roll-out of vaccines and whether any vaccine-resistant variants emerge in the coming months and years which will impact negatively on those countries that have taken the lead in vaccination – the very same (Western) countries that contribute the overwhelming majority of overseas tourists, particularly to archaeological sites in the Mediterranean.

In the post-pandemic era achieving 2019 levels of tourism will come at a long-term cost. With an estimated 1.5 billion tourists travelling the world every year their consumption of natural resources, especially energy and water, will place severe demands on the resources of many countries, particularly less-rich countries experiencing a rise in activity as tourists seek ever-more exotic destinations, Albania included.

In effect, in a few years' time, assuming a return to 'normality'<sup>34</sup> there will be some 1.5 billion potential tourists annually which will have a major impact on what has been termed 'the tourism ecology'<sup>35</sup>.

From this viewpoint, tourists and tourism facilities act as organisms that interact with one another and the physical environment, creating a dynamic and complex system. Tourists and tourism facilities are thus essential parts of the environment, not additions to it: they are players, not spectators.

This view suggests that any new event in the ecosystem will have an impact on the rest of the system, thus changing the state of equilibrium. Equilibrium – as in nature – is reached through ecological adaptation ... in this case either through a change (adaptation) of the tourism product, the physical environment, the market, or all three ... or a new equilibrium may not be reached, leading eventually to the extinction of the system and its replacement by another.

The adoption of this perspective has profound implications for sustainable tourism across-the-board, including in Albania in general and Butrint in particular.

A large part of the annual growth in tourism projected to, say, 2030 (assuming pre-2019 levels return by 2024) is expected to come from the fast-growing (and huge) economies of China and India, thus creating a very different tourism ecology to that which exists now, and which is currently fuelled by the established economies of the EU, the UK, the USA, Japan, Australia and Canada.

Recognising and adapting to this is the key challenge for tourism providers, managers and policy-makers in the coming years. How they respond will determine the well-being of much of the world's cultural and natural heritage resources which stimulate and underpin the vast majority of tourism demand.

<sup>33</sup> <https://www.mckinsey.com/industries/healthcare-systems-and-services/our-insights/when-will-the-covid-19-pandemic-end#>

<sup>34</sup> There is no agreed view as to what the 'new normal' will be. It is likely, however, that it will involve managing to live with Covid-19 over many years as a number of experts now suggest that disease will become endemic.

<sup>35</sup> Prince, D R., (2013). Evolving ecology: the tourism potential of the Drinos Valley, Albania; Cultural Heritage without Borders, Gjirokastra.

### 3.2 The role of tourism policies in promoting sustainability

Over the years, including those during the pandemic, a huge amount of time, effort, research grants, conferences and meetings of world leaders have been focused on the idea, and the ideal, of promoting sustainable tourism projects and programmes.

There is no doubt that tourism, when built upon principles of sustainable development, can – in theory at least – help facilitate inclusive growth, provide opportunities for local economic development, reduce the often-felt divide between rural and urban areas and promote social integration.

It can also help raise awareness of cultural and environmental issues, part-finance the protection and management of protected areas and contribute to the preservation of biological diversity. The world has committed to implementing the 2030 Agenda for Sustainable Development with 17 Sustainable Development Goals (SDGs) adopted by United Nations (UN) Member States in September 2015<sup>36</sup>. However, the unusual situation created by Covid-19, in early 2020, is influencing this commitment and undermining the general approach toward sustainability by slowing down the process toward achieving the 17 SDGs and changing the trajectory of development. The overarching aim “leave no one behind” is threatened by the current growing inequalities. While the multiplied global challenges, economic and financial shocks associated with Covid-19 make financing for sustainability even more difficult.

Organisations such as the World Bank and the EU are heavily involved in such promotions since they recognise the importance of well-managed, sustainable tourism to the future well-being of many countries, particularly those smaller countries that are developing their tourism offers, as is the case with Albania.

Despite the many and obvious opportunities presented by this continually-growing sector, tourism faces a number of challenges stemming from the fact that it is a multi-level, highly fragmented activity often with competing policy objectives at both national and international levels.

Moreover, it is subject to overarching factors over which it has, in and of itself, little or no control – climate change, marine plastic pollution, macro-economic conditions (fluctuating exchange rates, the cost of fuel, particularly oil and hence aviation fuel), ever-changing global politics and the tourists’ own perception of risk and personal safety.

Added to this, tourism services are themselves evolving rapidly, particularly in response to the digitisation of the world economy, the application of advanced technologies and the development of specialised sectors such as eco-tourism, slow tourism and adventure tourism. Collectively, these factors underscore the complexity of the ‘tourism ecology’ and the need for thoughtful policies designed to orientate and guide this sector towards a more sustainable future.

As a result, policies formulated to advance the future well-being of a place, or destination, its people and its ecology must be capable of withstanding rapidly-changing pressures. Because of this, sustainable tourism policies must necessarily be high-level and stand distinct from the strategies (national and international) which evolve from them to effect change on the ground.

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<sup>36</sup> <https://www.un.org/sustainabledevelopment/development-agenda/>

They must also be capable of responding rapidly to changing circumstances: a prospect perhaps more easily achieved by private organisations, such as the New Foundation, rather than government departments and ministries, wherever they are located.

In 2013, in recognition of the negative impacts that tourism, particularly packaged tourism, was having on some parts of the world, the UN's World Tourism Organisation (WTO) responded with a campaign to 'let travellers know how they can best benefit the people and places they visit'.

The campaign had four hooks: (a) buy local, (b) respect local culture, (c) save energy and (d) protect heritage.

Whilst all these are laudable in themselves, they are open to question: (a) buying local depends on who's doing the buying ... the airline, the tour operator, the hotel chain?; (b) is respecting local culture the same as indigenous culture?; (c) getting to a destination uses a lot of energy (most of it non-renewable) as does the use of digital technologies when at the destination; (d) just being in a place may help to destroy it ... infrastructure developments, new visitor centres, the place's sheer attractiveness can eventually lead to its demise.

These considerations all have a profound importance to Butrint, and hence on its evolving Business Plan.

Long-term policies focused on promoting quality employment and job creation, skills development, entrepreneurship, innovation, effective investment, and integrated development, are central to achieving sustainable and inclusive tourism growth – growth that considers current and future economic, social and environmental impacts, and addresses the needs of visitors, the industry, the environment and host communities.

Site owners and managers, those of Butrint included, should thus strive to further develop integrated and coherent tourism policies that reflect the circumstances of individual sites and local communities in pursuit of shared goals including providing customers with high quality, reliable and safe tourism experiences, increasing productivity and competitiveness (especially in SMEs), and protecting, managing and enhancing both physical and cultural landscapes.

To deliver these policies requires cross-sector support from the various agencies and enterprises involved in the promotion and delivery of tourism services, including the public sector (state, regional and local), private companies, the not-for-profit sector, educational and research institutions, and community initiatives. Identifying and coordinating the roles of such organisations must be a central policy concern if competing or counter-productive initiatives are to be avoided.

This is one reason why the proposed National Park Authority will be important for the well-being of the Park over the long term and why the New Foundation is essential for Area A3.

### 3.3 The world in 2030

Whilst Covid-19 has undoubtedly had a short-term, breaking effect on the world's economy, a view to 2030 remains valid. In addition, there are profound fundamental, underlying and enduring development issues currently being addressed by the majority of countries (led by the G7 and the G20) that will be more significant over the long-term; the overwhelming one being that of climate change. There is also no doubt that businesses (especially those associated with tourism, including airlines and – importantly for Butrint – cruise operators) will try to get back to pre-pandemic levels as soon as possible as their business models, returns on investment, and bank and shareholder support

rely on them. However, for the purposes of this business plan it would be prudent to assume that the world's economy will not be operating at pre-Covid-19 levels until, possibly, Q1 2024.

When UNESCO's 2030 Agenda for Sustainable Development actually reaches 2030 (which is only two years after the coverage of this business plan the world is likely to be a very different place. By some estimates (such as those of the UN World's Tourism Organisation) the following may, just may, apply<sup>37</sup> particularly as many businesses (and indeed governments) have re-appraised their operations in the light of Covid-19 and are in the process of transitioning to some form of 'new normal', many being led by their increasing adoption of on-line technologies and remote working:

1. The majority of products will have become services – why own a car when you can hire one on demand?
2. There will be a global price on carbon – fossil fuels are on the way out and unless affordable alternatives are found – international travel (such as by long-haul flights) may well be reduced or the cost of an air ticket may rise substantially
3. The fully-interactive digital world will be real – why go to Butrint when you can experience it at home via a virtual platform
4. Whilst the economic dominance of the USA will be over, there will be a comeback of the notion of the nation-state: this could have profound implications for international treaties and global remedies to global problems, particularly as global online companies (especially social media and social networking service companies such as Facebook, Instagram and Twitter) will be even more dominant
5. Two-thirds of the world's population will live in cities; they will then go on to create a world population in excess of 11 billion in the next fifty years; nearly two-thirds of whom will live in poverty
6. By 2024 India will have the largest population in the world, outstripping that of China
7. Arctic ice could be a memory; Antarctic ice merely a shadow
8. Because of this, sea levels will continue to rise driven by global warming<sup>38</sup>. Estimates from the UN indicate a stable sea level rise at Butrint of 0.7m by 2040 and perhaps by as much as 1.2m by 2060<sup>39</sup>.

### 3.4 Grappling with change

Whilst all these global factors are beyond the direct influence of the site management at Butrint, it will have to respond to them in the long term as the Butrint Management Foundation is taking on the site in perpetuity.

If there is to be a sea-level rise of (say) 1m in the next 30-40 years much of Area A3 as now presented to visitors will be underwater, permanently. One ill-considered response would be to try to protect the site via a series of huge engineering projects since the central problem at Butrint is not one of inundation but of rising groundwater since much of the Ancient Site sits on land reclaimed during the Roma period. The 'light-touch' approach advocated in this Business Plan would call for research, excavation, recording, publication, conservation and dissemination of as much information as possible before the inevitable happens.

<sup>37</sup> United Nations. (2013). *Annual report*.

<sup>38</sup> <https://climate.nasa.gov/effects/>

<sup>39</sup> UNESCO (2018) *Mediterranean UNESCO World Heritage at risk from coastal flooding and erosion due to sea-level rise* Nature Communications

This is one of the key roles of the New Foundation: to maximise the gathering and distribution of high-quality, research-level information to academics, tourists and others before such times as that information is either lost or more difficult to obtain. Hence, the proposed role of the Butrint Research Group, of which more below.

The New Foundation must therefore plan for the worst for the sake of the site.

### 3.5 Assumptions and the existing position

In producing this Business Plan for the development of Area A3 a number of assumptions have had to have been made, not least in terms of the staff required to deliver the renewed and revitalised site operation, the budgets they will have available to them, and the way in which the various capital works are to be delivered, and when.

All historic sites are vulnerable. They are vulnerable from over-use by visitors, from lack of concern by governments, by risk of theft, by exploitation by criminal gangs and worse, much worse, by apathy.

This last is a concern at Butrint. If the site means nothing to local people, gives them nothing back and is viewed, in effect, as a playground for visitors from the West, what's in it for them; how can they benefit, why should they help to preserve it?

The key has to lie in economic gain ... individually, collectively, socially.

Mechanisms need to be found not just for Area A3 but for the entire National Park for local people to see the Ancient Site and its surrounding landscape as a place of opportunity over the long term. These issues are picked up in the Integrated Management Plan for the Park as a whole which has been produced by P+P as a sister document to this report.

The current site's operation, as far as can be ascertained from the information available<sup>40</sup>, has decreased significantly due to the pandemic, in line with global trends in 2020, with a decrease of 86% compared to 2019:

Year	2013	2014	2015	2016	2017	2018	2019	2020
Income (US\$ 000)	339	388	471	485	541	777	919	127
Expenditure (US\$ 000)	158	174	407	187	341	152	227	304
<b>Surplus (US\$ 000)</b>	<b>181</b>	<b>214</b>	<b>64</b>	<b>298</b>	<b>200</b>	<b>625</b>	<b>692</b>	<b>-177</b>

Figure 8: Headline operational returns 2013-2020 (for details see Appendix A)

Total site expenditure (from the above table) averages US\$ 243k a year which includes the three broad categories of site staff, goods and services, and capital expenditure, including site conservation works. However, of late site conservation works have been on hold or minimal due to the lack of appropriate permissions granted by central government. This was the case in every year save for 2015 and, to a lesser extent, 2017.

A full analysis of current expenditure and income in Area A3 as administered by the government is shown as Appendix A. These figures, which have been used as a very basic baseline for the new financial projections, show that there is a significant backlog of conservation works (the very lifeblood of the site) which is addressed in this Business Plan, referenced by a build-up of around US\$ 2.1m (the sum of the surplus row in Figure 8, above) of unexpended funds nominally held by the Ministry of Culture and earmarked for, as yet, unapproved conservation interventions.

<sup>40</sup> Data provided by the Albanian Office of Administration, June 2021

Moreover, if the issue of site conservation *is not addressed as a matter of urgency* the very fabric of the Ancient Site will be at further risk resulting in, ultimately, declining visitor numbers and thus reduced visitor revenue.

This crucial aspect has been picked up in other sections of this Plan which recognises that a substantial injection of capital is needed, has been recommended, and has been accommodated in this Business Plan.

Hence, from Figure 8, over the last seven years (2013 to 2019 inclusive) the Site has returned an operating surplus (profit) of around US\$ 325K year on average, excluding 2020, prime years being 2018 and 2019.

This implies that the state has accumulated a surplus since 2013 of US\$ 2.1m which, it could be argued, *should* have been spent on essential site conservation.

In the base financial model (Figure 10), this US\$ 2.1m ‘payment from government’/GoA (row 44) is shown as project income to offset part of the cost of the conservation works (rows 2 and 17). Figure 10 shows this total sum as being received by the Butrint Management Foundation as a lump sum in Year 1.

Whilst this will no doubt be a matter of debate between the New Foundation and the Government it means that, with this money, the project’s bottom line (Figure 10, row 47) is always positive. If this sum is paid over, say three or four years it only affects cashflow, which can be supported by funds from the AADF being brought forward, and has no effect on overall budgets.

Transferring the legal realities of the operation of the site from central government to the Butrint Management Foundation will take time, as will the delivery of the new physical interventions, particularly the proposed new visitor centre, site entrance arrangements and urgent conservation works over much of Area A3. This creates the need for a transition period.

Therefore, it is suggested a managed transition period of six months from Parliament’s approval of the Management Agreement until final takeover from the Butrint Management Foundation and its direct managerial control.

This is the crucial period in the development and future well-being of the New Foundation, and hence the site as a whole. It requires, above all, a focused and goal-oriented attitude by the founder-board members of the New Foundation supported by third parties as appropriate.

During this transition period it will be *essential* to keep Area A3 open to the public (Covid-19 restrictions permitting) to maintain awareness, particularly international awareness, accepting that, on occasion, parts of the site may well need to be closed for safety reasons, particularly when physical developments or interventions are taking place, as happens now from time to time. The transition period, covers essential studies and other supporting operations to enable the Butrint Management Foundation to take over the site effectively and with full knowledge of the prevailing circumstances by way of due diligence, design considerations for the new visitor centre and other necessary site interventions needed by the Butrint Management Foundation to maintain, grow and retain operational income

During this transition period the major capital investment and revenue aspects of the business model will be operating side-by-side, and these have been modelled in the accompanying main financial model which appears as Figure 10 in this document.

Early activities relate to the processes required to transfer the site from the State to the New Foundation. These activities are in themselves both complex and wide-ranging.

Other works include studies and other engagements needed if Area A3 is to maintain its UNESCO Outstanding Universal Status during both the transition period and thereafter, which is – of course – essential to the future well-being of the site as whole.

Hence, it is suggested that a series of studies, surveys and the like are both essential and necessary to underpin the value and management of the site over the long term and to provide the new site staff with a detailed inventory of action and information.

Works on the ground are also set out and cover the new works required to realise the potential of the site for the duration of this Business Plan. They are spread over the need for a new visitor centre, new staff offices and access arrangements, a new object-rich museum in the Venetian Castle, new site-wide and interventions and the re-interpretation of the Triangular Fort.

The essential point here is that crucial aspects of the design work for these interventions need to start as soon as is practically possible if there is to be sufficient time to deliver the initial site works by the end of April 2022 and the envisaged take-over by the New Foundation at that date with appropriate staff engaged.

The key phases/deliverables – which could be regarded as gateways – are:

<b>Effective Date of Management Agreement</b>	Transition period starts
<b>Transition period</b>	Design work begins for the new visitor centre and other on-site interventions
	New Foundation begins formally with proxy staff and takes control of the site
	All studies re: the site begin under the auspices of the New Foundation
	All new site staff employed
<b>New Administration</b>	Site fully operational under new management by the New Foundation

Figure 9: Key dates for deliverables

### 3.6 The base financial model

In Figure 10 (below) rows 2 to 26 indicate the expected annual expenditure for both the capital and revenue items administered by the New Foundation.

Capital elements are shown in rows 2 to 13; revenue costs in rows 14 to 26.

Rows 27 and 28 summarise both elements.

Rows 31 to 39 show annual income.

Rows 40 and 41 summarise the annual transactions and indicate the overall investment to be made by the New Foundation.

Most rows have a separate sub-routine associated with them, and these are described in subsequent sections.

The financial model suggests a return of 0.5% of total revenue in Y1, 1% in Y2, 1.5% in Y3 and 2% each following year as contribution to other National Cultural Heritage Projects.



Period	Transition		New operation							Totals
	6m period		Yr1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7	
Overall strategic operational budget (US\$ 000)										
<b>Capitalised Items</b>										
1 Site conservation works, including clearance of backlog			231	346	346	346		462	462	2,655
2 New visitor centre and associated works	100		173	1,350	1,000					2,623
3 New site entrance, staff offices, security fence and pathways			273							273
4 New museum provision in the Venetian Castle			545							545
5 New interpretation of the Triangular Castle			136							136
6 New site-wide interpretation			159							159
7 Passenger boats, landing stages, moorings and electric vehicles						159				159
8 Cost of 4x4s plus ranger boats						71				71
9 Cost of visitor buses						109	109			218
10 Sub-total rows 2-12	100		1,518	1,696	1,346	685	571	462	462	6,840
11 ADD: Contingency 10%	10		152	170	135	69	57	46	46	684
12 <b>Totals</b>	<b>110</b>		<b>1,669</b>	<b>1,866</b>	<b>1,481</b>	<b>754</b>	<b>628</b>	<b>508</b>	<b>508</b>	<b>7,524</b>
<b>Operational Items</b>										
13 Annual site maintenance and monitoring budget			87	73	73	73	73	73	73	525
14 Specialised studies and consultancies	100		614	123	64	64	64	64	64	1,155
15 Butrint Research Group			0	59	105	59	105	59	105	491
16 Branding, marketing and promotion			90	85	70	60	60	50	40	455
17 Off-site operations			127	127	127	127	127	127	127	891
18 Site staff	70		286	317	397	496	551	551	551	3,218
19 Bought-in supplies and consumables for site operation	35		267	420	447	470	475	475	475	3,017
20 Grants				50	50	50	50	50	50	300
21 Contribution to other National Cultural Heritage Projects			23	20	40	54	60	74	74	345
22 Sub-total rows 17-24	205		1,494	1,274	1,372	1,453	1,564	1,523	1,558	10,443
23 ADD: Contingency 10%	21		149	127	137	145	156	152	156	1,044
24 <b>Totals</b>	<b>226</b>		<b>1,644</b>	<b>1,401</b>	<b>1,509</b>	<b>1,598</b>	<b>1,721</b>	<b>1,675</b>	<b>1,714</b>	<b>11,487</b>
<b>Sum of above items</b>	<b>336</b>		<b>3,313</b>	<b>3,267</b>	<b>2,990</b>	<b>2,352</b>	<b>2,349</b>	<b>2,183</b>	<b>2,222</b>	<b>19,011</b>
<b>Cumulative budget</b>	<b>336</b>		<b>3,649</b>	<b>6,916</b>	<b>9,906</b>	<b>12,258</b>	<b>14,607</b>	<b>16,789</b>	<b>19,011</b>	
Gather: capital works (row 13)										
Gather: revenue costs (row 26)										
<b>Income Items</b>										
25 Annual Visitors (000s)	6m period		Yr1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7	Totals
26 Average entry price (US\$) (@ 75% of adult entry price)			78	109	175	262	294	296	296	
27 Entry receipts			6	8	8	9	9	11	11	
28 Fundraising			468	819	1,441	2,359	2,642	3,335	3,335	14,399
29 Income from boat transport				50	50	50	50	50	50	300
30 Catering and retail income (net)						17	26	29	30	103
31 Annual income	-		468	869	1,491	2,688	3,012	3,711	3,711	15,951
32 <b>Cumulative income</b>	-		468	1,337	2,828	5,517	8,528	12,239	15,951	
33 <b>Annual Outturn/Investment profile</b>	<b>(336)</b>		<b>(2,845)</b>	<b>(2,398)</b>	<b>(1,499)</b>	<b>336</b>	<b>663</b>	<b>1,528</b>	<b>1,489</b>	<b>(3,061)</b>
34 Therefore, 'free-capital' investment required over the period	<b>(336)</b>		<b>(3,181)</b>	<b>(5,579)</b>	<b>(7,078)</b>	<b>(6,741)</b>	<b>(6,078)</b>	<b>(4,550)</b>	<b>(3,061)</b>	
<b>Annual profit Yr 7+</b>										<b>1,489</b>
35 AADF contribution (New Visitor Center + Conserv.+Other investm)			2,100	1,100	1,152					4,990
36 GoA Contribution (Conserv.+ Other capital investment)			2,100							2,100
37 <b>Total contribution from GoA and AADF</b>	<b>639</b>		<b>4,200</b>	<b>1,100</b>	<b>1,152</b>	-	-	-	-	<b>7,090</b>
38 <b>Net cash flow Result</b>	<b>303</b>		<b>1,355</b>	<b>(1,298)</b>	<b>(347)</b>	<b>336</b>	<b>663</b>	<b>1,528</b>	<b>1,489</b>	<b>4,029</b>
39 <b>Cumulative net result</b>	<b>303</b>		<b>1,658</b>	<b>359</b>	<b>12</b>	<b>349</b>	<b>1,012</b>	<b>2,540</b>	<b>4,029</b>	

NB: all items are free of VAT and price inflation; all cells are US\$ 000 unless stated otherwise and subject to rounding

Figure 10: The base financial model

The model shows that from Year 7 (2028) onwards the project will be generating a surplus of approximately US\$ 1.5m a year.

It is anticipated that these accumulated funds will be used by the New Foundation for at least (a) continuing the essential site conservation works, (b) in upgrading and maintaining the site's infrastructure and services (vehicles, boats etc), (c) in providing funds and resources for community-based activities and (d) in making further interventions in Area A3 and the wider National Park as recommended in other sections of this Business Plan.

### 3.7 Site conservation works (rows 2 and 15)

The recommended approach to the conservation of the Ancient Site is one of preserving as much information, in previously-excavated physical form, as possible for future generations whilst maintaining its all-important 'spirit of the place' as a unique monument.

In this, the P+P team has been guided by members of its consulting team, particularly Richard Hodges and Oliver Gilkes, both of whom have vast experience of excavating and working in and around Butrint over the last thirty or so years, as well as other heritage professionals including the team's conservation architect, Lejla Hadzic.

The recommended approach to all the works (from conservation through refurbishment to new build) is thus one of employing the lightest of touches to the fabric and hence to preserving the essential meaning of the place. To do otherwise would not only undermine all the work of the Butrint Foundation (and others) to date but would be an indefensible act on the very fabric and well-being of one of the most important sites in Albania and the Mediterranean as a whole.

Debates emerge, and have emerged, around the definition of 'restoration' and 'conservation' as they apply to ancient sites in Albania elsewhere. The resolution of such a debate is crucial to the future of the Ancient Site, and beyond.

The key difference is that whilst conservation (the recommended approach) protects the fabric of the site in ways that enable future generations to interrogate every phase of a site's development, restoration fixes the monument at one date, one assumed past, and hence sterilises it for future research and understanding.

Restoration to a particular period is entirely appropriate for VR presentations and AI-built models of past landscapes since they can be easily understood, appreciated by visitors, replicated over any number of past ages and accessed through various formats via social media and other digital platforms. However, because they are virtual, they do not touch or in any way damage the intrinsic fabric of the site itself: conservation practices preserve this essential fabric for future generations.

In all this, Butrint needs to – and must – stand apart. If it aspires to become a model for the rest of Albania, the wider Balkans and the eastern Mediterranean, it must aspire to maintain the integrity of the place, to speak to new generations, to engage local communities, to sustain that mix of ancient place and modern landscape in ways that enrich us all.

There is, after all, nothing like actually being in the place: seeing, experiencing and feeling the way in which the cultural and natural landscapes have evolved and have intertwined to produce the landscape seen today.

Hence, the recommended approach to this work is scheduling and prioritising monuments without fortification walls, the walls themselves, extra mural sites, mosaics and painted and plastered surfaces.

The approach taken by the Butrint Foundation for the long-term maintenance and sustenance of the site is one of ensuring that the 'spirit of the place' is maintained as an absolute priority throughout all future work. This has been accepted as the de facto way forward, to do otherwise would be to diminish the site.

The prices and costs for all volumes arriving at the total conservation investment needs are based on the *State Manual* for restoration and done in collaboration with the National Institute for Cultural Heritage.

For the sake of clarity, each unit price used in the calculation includes labour, tax, and all associated costs. However, and since detailed conservation projects are not developed for each of the monuments/walls/mosaics/fresco, unit prices have been increased slightly as to allow for different additional interventions to be included once full conservation proposal for each monument/wall/mosaic/fresco are developed.

This being said, the budget is based on the realistic, detailed account of areas, volumes and interventions and makes allowances for undisturbed and unanticipated outcomes for both the conservation and maintenance actions.

Over the duration of the Business Plan the financial model assumes an intervention of US\$ 2.92m for the capitalised conservation works (including all the outstanding/backlog works and a 10% contingency) and an additional US\$ 0.58m (including a contingency of 10%) for the on-going maintenance of the fabric of the historic remains: in total US\$ 3.94m (including a contingency of 10%).

The conservation cost (row 2) contains a sum of US\$ 132K (including a contingency of 10%) for the provision of lighting and CCTV throughout the Ancient Site part of Area A3 and the new visitor centre. The sum is included in the costs set out in Appendix B as its installation will require a conservation-based approach for specific locations and methods. It also includes fees for necessary design studies.

In terms of capital expenditure this equates to 43% of all the funds allocated to the capital works as set out in the Business Plan and is a reflection of (a) just how important the New Foundation views such works and (b) the lack of investment by the Ministry of Culture over the last few years for these essential interventions.

On average, the Butrint Management Foundation is set to invest around US\$ 404K a year from Year 2 onwards for new conservation interventions, as well as an additional US\$ 75K a year in the maintenance of the general archaeological fabric. By any standards this represents a serious and on-going commitment by the New Foundation for the essential well-being of the Ancient Site.

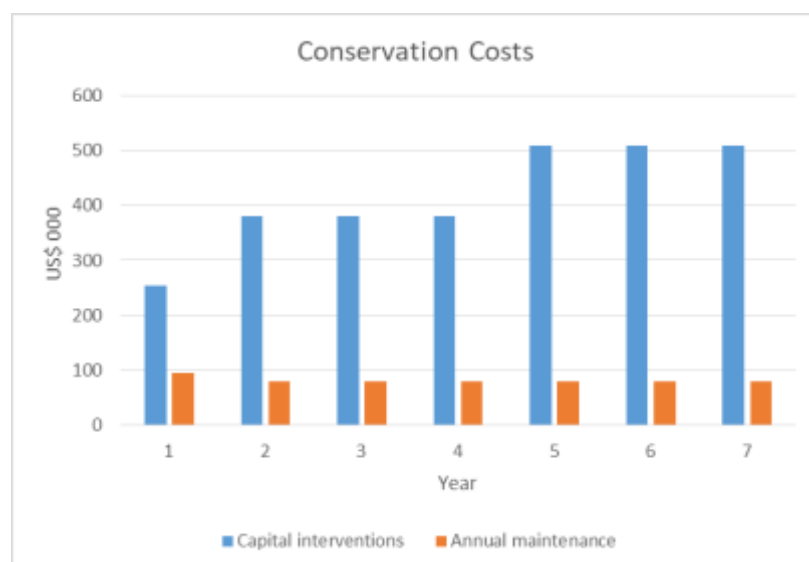


Figure 11: Comparison between capital works and revenue works for site conservation (includes contingency of 10%)

The New Foundation's expenditure starts in Year 1 after the transition period, when it assumes management responsibilities and begins with a US\$ 1.27m investment over its first four years for capital conservation works (Years 1 to 4 inclusive).

### 3.8 New archaeological excavations

On-going, focused research excavations are the lifeblood of any archaeological site, Butrint included.

Due to the international standing of Butrint, such works must be programmed professionally with clear research goals, undertaken to the best international standards, recorded and published in peer-reviewed journals, and must leave the site in a stable and improved state of conservation.

Whilst the New Foundation will encourage such research from bona fide universities and other organisations and experts, it expects and anticipates that funding, including that for post-excavation conservation, artefact curation, publication and all ancillary expenses (including the secondment of site staff on a project-by-project basis, if needed and appropriate), will be individually project-based and funded by others.

As it is the role of the New Foundation to manage the site's resources, and not act as an expert in this particular regard, the New Foundation will look to both the Institute of Archaeology and the proposed Butrint Research Group to propose and recommend a planned series of excavations over (say) the initial seven years of this Business Plan in the understanding that the site is likely to receive a number of excavation proposals over the period<sup>41</sup>.

As stated above, the costs of all such work are off-sheet as far as the current Business Plan is concerned. However, research of any kind (archaeology, biodiversity, community etc) will likely be supported through grant applications under the Butrint Research Group's direction.

<sup>41</sup> For example, there is currently a proposal from Notre Dame University under the supervision of Dr David Hernandez to undertake a substantial project on the site of the Roman Forum during 2019.

### 3.9 A new visitor centre (row 3)

Many World Heritage Sites use visitor centres to improve and manage the visit experience and generate income. In most recent cases these have been modern, purpose-built structures constructed either within the World Heritage Site's core area or in its surrounding Buffer Zone and have therefore been subject to strict Planning considerations, particularly through the involvement of UNESCO<sup>42</sup>.

The original intention of this Business Plan was to promote and manage an international architectural competition for the new centre based on a 700m<sup>2</sup> building over two floors (ground and lower ground) with a footprint (gross internal area; GIA) of approximately 350m<sup>2</sup>.

This was seen to be entirely compatible with the existing 1,640m<sup>2</sup> parking area at the top of the escarpment (Figure 12) and would have enabled sufficient space for a limited number of coaches and cars to park and manoeuvre without the need to increase the existing surface area.

It is in no-one's interest that long queues emerge. Hence, as part of the transition phase transport and visitor movement/management studies have been proposed and costed, in order that the final configuration of all access arrangements, including those via the proposed visitor centre by way of private vehicles, coaches and so on can be made.

It is clearly a matter for the State to determine land ownership issues and rights. As a result of the lack of registration of the land corresponding to the 1,640m<sup>2</sup> parking area due to an ongoing dispute related to the ownership of the land, there is no clear ownership title for this surface. In these circumstances and taking into account the importance of the construction of the visitor centre in this area for the implementation of the Business Plan, it is required that the government takes appropriate action to ensure that this land will be used for the benefit of the Ancient Site.

Should there be a court decision recognising ownership title over this land to private owners, it is assumed that the government will duly compensate the owners for the value of the immovable property, in accordance with Albanian legislation.

Thus, in such a case the expropriation costs are calculated as set out below, based on the immovable property value defined in Decision of the Council of Ministers # 89, dated 3 February 2016 for this area. In addition, costs for connecting the site to mains services are also stated.

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<sup>42</sup> For example, the new visitor centre at Stonehenge is located *within* the World Heritage Site and was the result of decades of debate between myriad stakeholders and statutory agencies. The visitor centre at the Giant's Causeway World Heritage Site in Northern Ireland, which opened in 2013, is a noteworthy comparator for Butrint given its coastal, cliff top location and design response to the topography of the site.



Visitor centre expropriation and infrastructure costs	US\$ 000
Expropriation	40
Sewage and main water	900
Electricity	120
<b>Total</b>	<b>1060</b>

Figure 13: Estimated expropriation and infrastructure costs for the area of the proposed visitor centre (rows 11 and 12 in Figure 10 refer).

It is assumed that the visitor centre will be constructed as a single phase development over two years covering all aspects from research, feasibility, design, construction and fit out.

Construction costs for buildings of this type in southern Albania are not easy to assess. Local research suggests overall costs, including feasibility studies, design, fit-out and construction to be US\$ 2.9m<sup>43</sup>, both figures including a contingency of 10%. A 'watching brief' for any archaeological remains is obviously essential during the physical development works, the cost of which is to be borne by the developer as per usual practice elsewhere.

Hence, for this proposed development an overall budget of US\$ 2.9m, (including a contingency of 10%) to include construction, fit-out, services, landscaping and design fees, is anticipated.

<sup>43</sup> In addition, a detailed comparison has been made with a similar (and known) visitor centre in the UK based on a lump-sum contract in the south-east of England which realised a rate of US\$ 3,700/m<sup>2</sup> at Q1 2019 prices. The cost of site preparation, external works and incoming services were excluded. Also excluded were professional fees, VAT and specific site abnormalities. Hence, we are confident that the US\$ 2.9m included in this Business Plan (including a contingency of 10%) is entirely adequate, given the caveats as set out in the main text, with the fact that the works will be undertaken in Albania using local materials wherever possible. This rate includes general fit out, save for interpretation which is accounted for elsewhere in this Business Plan.

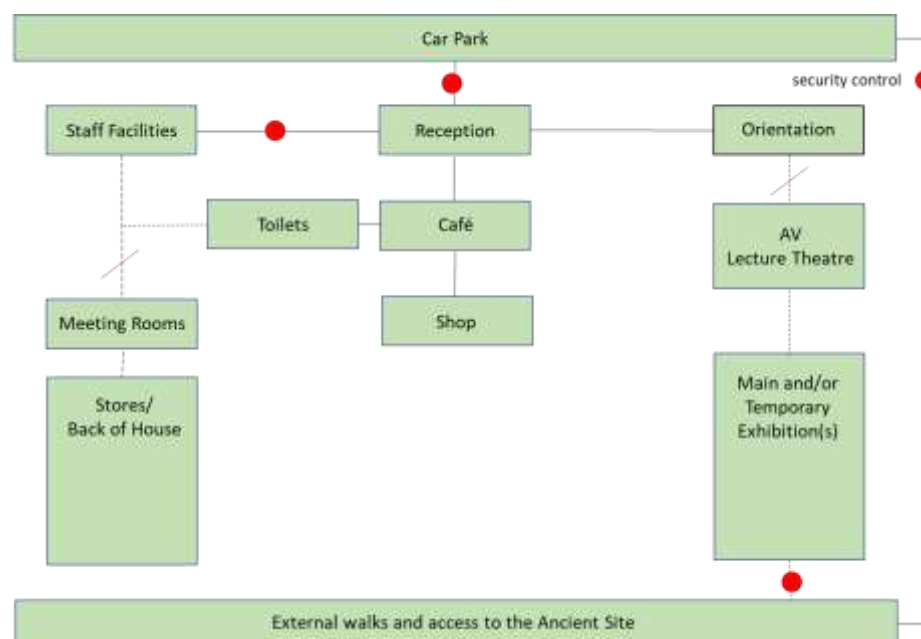


Figure 14: Proposed components of the new visitor centre

In addition to significantly raising the tourism profile of the World Heritage Site and National Park, a new visitor centre at Butrint will enable:

1. Visitor flow into the Ancient Site to be regulated, especially during the peak summer months
2. New ticketing arrangements and administrative staff offices to be provided
3. Enhanced visitor comfort and refreshment facilities
4. Initial orientation, interpretation and information befitting a World Heritage Site and National Park
5. Sustainable means of access and transportation to the (new) site entrance by foot or sustainable transport
6. Deliveries to the current facilities on the Acropolis to be reduced significantly
7. New interpretive and learning facilities to be provided in the Venetian Castle on the Acropolis
8. Significantly enhanced retail opportunities including those for local artisans
9. Access to the coastal and wetland areas of the Park for hiking, bird-watching, boating and the like.

A schedule of accommodation is shown below:

Area	m <sup>2</sup>
Entrance / Ticketing	78
Orientation	60
Cafeteria (excluding terrace)	90
Kitchen	35
Exhibition / Interpretation	160
WCs	56
Utilities / Services	20
Retail / Artisans	52
Programmable / Education	54
Furniture / Equipment Storage	25
Admin Office / Storage	30
Staff Offices	40
<b>Totals</b>	<b>700</b>

Figure 15: The visitor centre: initial schedule of accommodation estimated over two equal phases



As the new launching-off point for a visit to the Ancient Site, the visitor centre acts as the gateway to various additional activities and commercial opportunities both close to the Ancient Site and further afield:

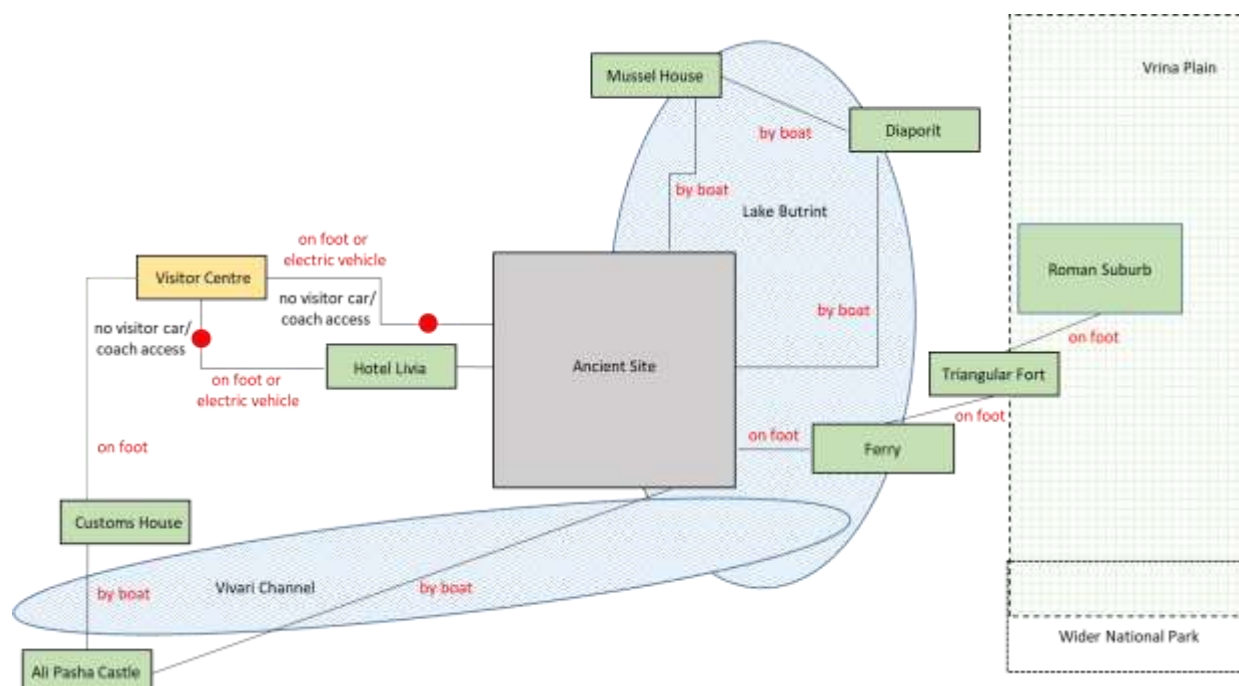


Figure 16: Wider site opportunities and transport links

### 3.10 Access arrangements, staff offices etc (row 4)

The physical access arrangements for the site, including the main site entrance and the security fence that surrounds the Ancient Site, need to be reviewed and renovated with a new signage scheme deployed and based on the to-be-developed Butrint brand.

At present, accommodation for site staff at the entrance is entirely inadequate. There is no space to work, internet access is extremely poor and there are no rooms for meetings, storing equipment or, indeed, direct access to toilets. These concerns must be addressed as a priority for the good of both the staff and the site as a whole.

A new extension to the existing ticket office at the site entrance, of approximately equal area and volume as the current structure (hence creating a total floor area of circa 175 m<sup>2</sup> GIA), would provide an open-plan office space for staff, together with a small kitchen and toilet facilities. Constructed with matching materials and a mirrored mono-pitch roof, this structure would represent a suitably unobtrusive intervention with minimal impact on the archaeology<sup>44</sup>.

A budget of US\$ 300K (including a contingency of 10%) has been provisioned for this work in Year 1 on the understanding that this sum is also to cover the making-good of dangerous pathways not covered elsewhere and will also deal with any immediate security issues regarding the fencing of the

<sup>44</sup> Research implies that this area is both marshy and essentially composed of post-excavation fill from Ugolini's excavations in the 1920s and 30s. Whilst care, via a watching brief, will be needed and has been anticipated, the conclusion is that such an intervention on this location is entirely feasible and suitable.

site adjacent to the main entrance and the making good of the car park area adjacent to the chain ferry.

It is recommended that any new fencing/security arrangements should follow the existing lines wherever possible to avoid potential archaeological concerns. Elements of the Communist period concrete fence should be retained for interpretive and historic purposes.

The existing car park at the main entrance adjacent to the chain ferry will be used as a turning point for the electric buses and as a mooring point for boat trips. It is also possible that, with careful traffic management, the site could be used as an artisans' area as happens at many archaeological sites including Pompeii and Herculaneum. The car park also exhibits archaeological remains which, of course, should be interpreted. The cost of this extremely light-touch work is included in the business plan by way of capital costs for moorings and the making good of the entrance area in general.

These costs can be estimated as:

Access arrangements	US\$ 000
New extension to the entrance building (1)	210
Making good of pathways (2)	25
Fencing	45
Making good of existing car park area	20
<b>Total (including a contingency of 10%)</b>	<b>300</b>
(1) Total, including fit out at US\$ 1.2K/m <sup>2</sup>	
(2) Not covered by the conservation works	

Figure 17: Access arrangement costs

### 3.11 New interpretation in the Venetian Castle (row 5)

Previous proposals for the new visitor centre included the provision of new museum and exhibition facilities to act as part of the orientation of visitors to the site. It was anticipated that this would include the redisplay of the artefacts now on show at the Venetian Castle together with other material held at the University of Tirana and elsewhere.

Hence, it is recommended that the existing museum in the Venetian Castle is subject to renovation and display.

There are sound historic precedents for this, such as the use of the buildings by Ugolini in the 1930s, and it is ideally placed being towards the end of most of the guided tours.

The site also affords spectacular views over the Vivari Channel, the site of the Roman suburb on the Vrina plain, the surrounding villages and their associated historic landscape. The Acropolis also provides toilet facilities (to be refreshed) and a small café currently under independent management.

There is such a wealth of material both on-site and elsewhere to make this the subject of an international design competition to get to grips with the history of the site through the artefacts and other evidence associated with it.

New approaches to interpretation should be welcomed, and there is no reason why this brief could not be expanded to the wider Ancient (A3) Site as a whole.

A substantial budget (US\$ 600K, including a contingency of 10%) has been set aside for this aspect which accords with international norms in terms of US\$/m<sup>2</sup> coverage for an international standard museum within an historic environment. This sum also includes renovation works on the toilets and

other areas as well as the provision of temporary, shaded areas during the summer months, together with the upgrading of the 2006 archaeological stores established by the Butrint Foundation. In all, the US\$ 600K budget, including all fees and deliverables, measures over 400/m<sup>2</sup> at the rate of US\$ 1.5K/m<sup>2</sup>.

A further issue to consider is the transfer of the artefacts currently under the management of the Institute of Archaeology inside the park, mainly located in the Venetian Castle. Some of these will be used as part of the new exhibition at the Castle, with perhaps some at the Triangular Fort, and some in the proposed new visitor centre. Should off-site be required for additional storage, perhaps this could be located in another building in Saranda. Budgets for this are included in the individual budgets for the various capital interventions.

It is understood that the small café near the Venetian Castle is operated by a third party under a leasing arrangement with the Ministry of Culture. This facility should be retained and brought under the Site's management. However, the leasing arrangement should be reviewed in light of the new rules provided by the cultural heritage legal framework and should be approved by the New Foundation. At present, incomes from this source are excluded from the Business Plan.

### 3.12 New interpretation of the Triangular Fort (row 6)

The Triangular Fort is one of the most highly visible and imposing historic structures at Butrint which is currently closed to the public and thus under-interpreted.

It offers the ideal place to interpret the role and influence of the Venetians at Butrint (and with it post-Classical archaeology in general) and is preceded in the visit by a short, highly engaging chain-ferry trip across the Vivari Channel.

The Fort is itself in need of conservation and these works have been included in the interventions in row 2 of the Business Plan.

It also offers a sizeable internal courtyard for community and other activities, some of which currently take place (for example, at harvest time).

The Business Plan suggests that US\$ 150K (including a contingency of 10%) is set aside for the interpretation of the Triangular Fort over and above the conservation works. If the interpretation of the site as a whole is to be let as a single contract, savings on this budget could, be anticipated.

However, it is prudent to retain the figure of US\$ 150K at this point, bearing in mind that detailed interpretive strategies have yet be realised. The site offers internal spaces of around 350m<sup>2</sup> within a defensive envelope of around 1,400m<sup>2</sup>.

### 3.13 Hotel Livia

Hotel Livia is the largest non-historic, fully-accessible building anywhere near the Ancient Site and is, it is understood, built over part of the 1C Roman cemetery, a substantial part of which was destroyed during its construction.

The hotel provides café and restaurant facilities set in a pleasant, shaded garden environment which is well-used by visitors. The hotel also has twelve bedrooms which are popular in season.

This building, whilst maintaining its catering facilities and operating at all times under the bye-laws of the Park, could be brought into use by the New Foundation by it being converted into an education

resource centre for school groups and researchers from the Butrint Research Group together with offices for site staff on the first floor.

Alternatively, it could be brought into the site by it being owned and managed by the New Foundation as a fully-functioning hotel with the resulting profits helping to maintain the Ancient Site. This has happened on occasions elsewhere, including projects on which P+P has advised.

The recommendation is that Hotel Livia should be acquired by the New Foundation and brought into the management curtilage of the Ancient Site as soon as is practically possible. However, as far as this current Business Plan is concerned no assumptions regarding its future have been made.

### 3.14 The Customs House

The complex of buildings and structures in-and-around the Customs House on the banks of the Vivari Channel opposite Ali Pasha's Castle, exhibits some fine examples of Communist-period defensive architecture from major gun emplacements to smaller, 'mushroom' defences. The complex, built on the foundations of a Roman seaside villa, offers spectacular and uninterrupted views of the Vivari Channel, the Bay of Butrint and the Ionian Sea.

No more than 1.5 kilometres from the proposed visitor centre with easy access by 4x4s, the site could be developed into an hotel, a place 'to get away from it all' ... it is, after all, in a very isolated location. As a place, and as a sub-brand under the man Butrint offer, it could prove to be very attractive to third party investors.

Whilst the site is technically outside Area A3 (the focus of this Business Plan) it should certainly be borne in mind as an option for the New Foundation as the returns from a hotel at that location, with in-house dining and other services, could be substantial and would also ensure a sustainable future for the site under the management of the New Foundation.

As with Hotel Livia, this suggestion is off-page as far as the financial projections are concerned since there is no model, or brief, for the capital investment required for the Customs House. It remains, however, a distinct opportunity which should be explored further, it is suggested, during the transition period.

### 3.15 New site interpretation (row 7)

The implementation of the development programme for Area A3 presents the opportunity to review the existing interpretation of the site as a whole.

This could either be in terms of the engagement of trained site rangers and/or the use of modern technology. Whilst the former will always remain in place, the latter should be explored by way of a separate study to consider the interpretation of the site via digital means, perhaps delivered via smart-phone platforms in a range of languages.

Research for this aspect should commence in advance of the opening of the new visitor centre as part of the transition period to provide an augmented interpretive offer which will continue once the visitor centre is opened. Whatever method is chosen, it must be both unobtrusive and reversible and add to the existing, and very informative, system of interpretive panels currently in use.

It is suggested that a budget of US\$ 175K (including a contingency of 10%) is provisioned for the research, development and delivery of such work.

If, however, it were subsumed within (say) the redisplay of the museum in the Venetian Castle and the Triangular Fort by way of a single, site-wide interpretive package of works, savings could well emerge. It is, however, prudent to maintain the current budget at this stage.

### 3.16 Site-wide interpretive budget

The main financial model shows that budgets for the interpretation of the site (as opposed to that in the new visitor centre) are spread across three main elements: (a) the Venetian Castle, (b) the Triangular Fort and (c) site-wide. In total, these comprise a total capital investment of US\$ 925K (including a contingency of 10%) or just over 11% of the entire capital investment.

### 3.17 Passenger boats, landing stages, and the entrance car park (row 8)

The way in which the visitor centre will manage site visits creates a number of opportunities for local people and their communities to benefit by way of providing transport links between the visitor centre, the Ancient Site and other areas of the National Park.

Two opportunities are immediately available: (a) the use of environmentally-sustainable buses to-and-from the new visitor centre to the Ancient Site; and (b) the use of electrically-powered boats from various launching points to the Ancient Site and to more remote sites such as Diaporit, Ali Pasha's Castle and elsewhere.

This Business Plan suggests that the essential infrastructure for both activities will be provided by the New Foundation as it would be unreasonable to expect local people to invest such sums. In return, all transport operators (on land and on water) would be required to be licenced, subject to inspection on a regular basis and be required to display the 'Butrint Brand' which recognises them as being a bona fide operator. It is likely that it will take some time to implement, particularly in terms of Planning and access arrangements to Lake Butrint through the existing fish traps opposite the Ancient Site. This work should also include the re-modelling of the car park at the site's main entrance adjacent to the chain ferry.

The financial model indicates that the return to the New Foundation in a stable year will be no more than US\$ 29K based on the assumption that 10% of all receipts are paid to the New Foundation, 90% being retained by the operators out of which, of course, they will be required to maintain their boats etc to standards imposed by the New Foundation via the licencing arrangement. As bus operators would be paid for driving, the return in the financial model is therefore net.

Over the seven years of this business plan, such a modest return covers the capital investment cost of US\$ 175K (including a contingency of 10%). The capital investment is budgeted to be:

Item	US\$ 000
Passenger boats	75
Stages and associated infrastructure	50
Car park	50
<b>Total</b>	<b>175</b>

Figure 18: Passenger boats, landing stages and car park

Note that these are budgets and are subject to detailed design and feasibility studies.

It is anticipated that around 90% of visitors will use the shuttle buses to and from the ancient site. This would imply an annual usage of 207,000 visitors in Year 4 requiring 5,175 bus trips at an average capacity of 40 people per trip or some 15 trips a day. Clearly, this will increase substantially in the summer months. Capacity would be for (say) 12 trips an hour using two buses for 8 hours =  $72 \times 40 =$  c 4,000 visitors a day or 120,000 a month in the busiest months, which is more than adequate given the anticipated number of visitors (see later in this business plan).

But it is far more than just a cash return; the ability of local people to demonstrate their watercraft skills, engage directly with visitors and make money is entirely positive for the Site as a whole and contributes much to the building of capacity in the community. In the grand scheme of Butrint's projected annual turnover, whilst the return from this activity is minimal it adds much to (a) the employment of local people and (b) the enjoyment of visitors who may well either return or encourage others to visit since access by water to the Ancient Site is an entirely new experience. It also reflects the way in which the site was accessed throughout nearly all its history.

In all this it is recognised that the construction of a dock for anchoring such vessels will be subject to legislation. The proposals thus anticipate consultations with the Ministry of Infrastructure and Energy and/or the Ministry of Tourism and Environment in this regard. An Environmental Impact assessment may also be necessary. A further issue is the formal licensing of these activities by government.

### **3.18 Site vehicles (row 9)**

A capital sum of US\$ 71K (US\$ 78K when a 10% contingency is added) is shown for the purchase of two 4x4 vehicles and two electrically-powered boats for use by site rangers and other staff<sup>45</sup>.

### **3.19 Specialised studies and consultancies (row 16)**

There is no doubt that, particularly during the transition period and Year 1 as well as for the rest of the Plan, a number of studies and focused research efforts are essential to the maintenance and development of Area A3 over the long term, not least to define the overall risks to be assumed by the New Foundation. These include, in no significant order:

1. A hydrological study of the entire watershed of the National Park to suggest action to mitigate the effects of the rising water table
2. Support for the transition period as a whole
3. Traffic management and transport studies particularly in relation to the use of the chain-ferry crossing and the effectiveness of alternative, sustainable visitor transport
4. Visitor management and satisfaction surveys, the lifeblood of successful long-term site management
5. The production of detailed training and community engagement plans for local people and other across a range of site-related disciplines
6. A biodiversity/ecology plan for Area A3 and the Buffer Zone, with annual monitoring thereafter
7. Health and safety and disaster management plans and their updating, particularly in relation to fire risk and the emergency evacuation of visitors, staff and portable artefacts, archives and other records

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<sup>45</sup> Typical examples for the vehicles are the Toyota Hilux (US\$ 37K) or the Mitsubishi Pajero (US\$ 25K). The boats average US\$ 2.5K each with space for two people and room for equipment etc; 2.8m, with electric motors, batteries included.



8. In addition, a two-year mentoring period during the transition phase is proposed to enable the new staff to embed fully in the site, as well as
9. The production of a Park-wide interpretive and tourism infrastructure plan, the recommendations of which will most probably be implemented by others.

Community engagement plan	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Yr 6	Yr 7	Yr 8	Totals
Hydrological		45	25	10	10	10	10	10	120
Transition period support	110	390							500
Traffic management and transport		30	10	10	10	10	10	10	90
Visitor management studies and surveys		20	10	10	10	10	10	10	80
Park-wide interpretive and tourism infrastructure plan		50	50						100
Training plan		40	10	10	10	10	10	10	100
Community engagement plan		40	10	10	10	10	10	10	100
Ecological plan		40	10	10	10	10	10	10	100
Health and safety plan/disaster plan		20	10	10	10	10	10	10	80
<b>Totals</b>	<b>110</b>	<b>675</b>	<b>135</b>	<b>70</b>	<b>70</b>	<b>70</b>	<b>70</b>	<b>70</b>	<b>1270</b>

Figure 19: Specialised studies, consultancies and monitoring (including a contingency of 10%)

It is a matter for discussion as to whether or not the full costs of these activities should be borne solely by the New Foundation or whether, for example, the three main ministries of Culture, Tourism & Environment and Agriculture & Rural Development should make contributions.

The recommendation is that since this work is centrally important to the A3 Site the costs, at least in the first two years, should be covered by the New Foundation since the results will be of direct benefit to it.

### 3.20 The Butrint Research Group (row 17)

World Heritage Sites can be used in various ways: (a) as places of recreation and enjoyment, (b) as sources of employment for local communities, (c) as preserves for vulnerable species, and (d) as the focus of research. The very fact they are world Heritage Sites sets them apart from other landscapes and suggests that they are worthy of in-depth study and continual research over the long term.

Butrint is such a landscape. It is immensely rich not only in archaeological remains but represents one of the most significant and diverse ecological areas in the whole of Albania. It is also a working landscape: the activities of farmers, fishermen and others have contributed, over many hundreds of years, to create the place seen today. It is also a developing landscape: new farming and fishing methods, new roads, new housing and new infrastructure are all taking place in and around the World Heritage Site and within its Buffer Zone.

As part of the implementation of the new Integrated Management Plan (of which this Business Plan is a sister document) there is now an opportunity to create a group of academics and others across a range of fields and specialisms, that can use the Butrint National Park and Area A3 as a research area and build on the extensive body of research that has already been established under the aegis of the Butrint Foundation and others. The research group will therefore be an academic advisory group established and managed by the New Foundation.

Such a Butrint Research Group would cover many academic areas as it grows, but initial disciplines could well include archaeology, history, geology, hydrology, economics, structural engineering, ecology, agriculture, social history, and heritage and visitor management.

The Group needs to be Albanian-led and Albanian-managed, and to deliver its reports and other outputs for the benefit of the country as a whole and, through this, the international community.

It is, however, vital that this Group is not just concerned with archaeology – there are many other issues and disciplines that would benefit from such research. It is also recognised that this Group will need clear terms of reference to ensure the spread of disciplines is maintained. These will be established during the transition period.

The role of this Group, supported financially by the New Foundation, will be to encourage and oversee research and training in its subject areas by professional staff, students and others in Albania so that, over the years, a valid and reliable data base of high-quality research information is established from which trends can be determined and, if necessary, interventions recommended across any of the Group's research areas. Such work has important implications for the monitoring aspects of the Integrated Management Plan as it applies to the National Park as a whole

It is understood that no other World Heritage Site has such a Research Group formally attached to it, and thus this proposal represents an innovative development of benefit to the participating institutes, universities, staff, students and – as importantly – to the site itself.

To facilitate this process, it is proposed that the New Foundation financially supports the establishment of the Group and sustains it through the initial seven years of the business plan.

Funds would be made available for (a) the repayment of expenses incurred in establishing, managing and developing the Group, (b) bursaries for, say, masters students using Butrint as a focus of their research (up to, perhaps, ten a year), (c) funds for the publication of research and other reports, and (d) for a biennial conference on Butrint-related issues across all the disciplines covered by the Group.

As the Group develops it may also consider having a site presence at offices at a location in the Butrint National Park. To facilitate this, an average annual budget of US\$ 77K (including a contingency of 10%) has been proposed as an initial contribution to the Group from the New Foundation covering items (a) to (d) above.

<b>The Butrint Research Group</b>	<b>Yr 1</b>	<b>Yr 2</b>	<b>Yr 3</b>	<b>Yr 4</b>	<b>Yr 5</b>	<b>Yr 6</b>	<b>Yr 7</b>	<b>Totals</b>
Management expenses	-	10	10	10	10	10	10	60
Student bursaries	-	15	15	15	15	15	15	90
Research grants	-	30	30	30	30	30	30	180
Publications	-	10	10	10	10	10	10	60
The Butrint Biennial	-	-	50	-	50	-	50	150
<b>Totals (US\$)</b>	-	65	115	65	115	65	115	540
<b>Average over seven years</b>								<b>77</b>

Figure 20: The Butrint Research Group (including a contingency of 10%)

At present, it is envisaged that this budget would specifically exclude funds for archaeological excavations at Butrint since these should be funded from other sources; thus also reflecting that the aim of the Group is to extend research into other relevant disciplines. To be clear, the New Foundation will provide all its funding for site research through the Butrint Research Foundation.

### 3.21 Branding, marketing and promotion (row 18)

The New Foundation will need to have behind it a substantial branding, marketing and PR campaign budget to ensure the smooth transfer from the current operation to the new and to grow visitor numbers post-pandemic, as well as funds for site promotion particularly via digital media and a new, independent web presence.

A budget has therefore been allocated for this work over the first seven years of the New Foundation's operation at an average of just over US\$ 71K (including a contingency of 10%) a year with US\$ 99K allocated to the transition period and Year 1 (all including a contingency of 10%). These figures also *include* the cost of designing and maintaining a powerful website that could also be used to store and exhibit archive material from the site, some currently held by the Butrint Foundation, subject to agreement between the parties.

The budget for marketing and PR also includes free and unrestricted Wi-Fi coverage across Area A3 to enable smartphone etc downloads to aid both interpretation and orientation. Upgrades are included in the annual cost noted above; establishment costs are within the initial US\$ 99K (including a contingency at 10%).

It is also envisaged that this cost should cover far more than simple site promotion. There is the possibility of rolling-out the *Butrint Brand* across the National Park to add value to the production of, for example, shellfish (particularly mussels), citrus fruits and other local produce. Income from such brand-based campaigns could be high, but so are the risks. Hence, income from the sale of such Park-based merchandise is not included as an income item. A separate study is recommended leading to the appointment of a PR/marketing consultancy with international connections to take the brand forward. A budget of US\$ 500K (including a contingency of 10%) has been earmarked for this purpose over the life of this Business Plan. A key task during the transition period is the appointment of such a firm.

### 3.22 Off-site operations (row 19)

The New Foundation will incur additional costs including those for the expenses of Board members and the engagement of staff (central finance and economics) not associated with any direct physical interventions on the site.

	6m period	Yr1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7	Totals
New Foundation Board expenses		50	50	50	50	50	50	50	350
Support staff *	-	90	90	90	90	90	90	90	630
<b>Totals</b>	<b>-</b>	<b>140</b>	<b>140</b>	<b>140</b>	<b>140</b>	<b>140</b>	<b>140</b>	<b>140</b>	<b>980</b>

\* 5 fte including legal, accountancy, HR and general administration

Figure 21: Offsite expenditure (including a contingency of 10%)

### 3.23 Site staff (row 20)

At present, the site operates with 14 fte staff measured across all operations at a total annual cost of approximately US\$ 88K. This figure has been consistent over the last few years.

Representations received during the research for this business plan support the assessment that this number of staff is barely adequate, and means that the site as a whole could be potentially vulnerable due to the lack of staff (and funds) to make adequate conservation and maintenance interventions, let alone the way in which visitors are welcomed and accommodated whilst on site.

If Butrint wishes to cement its place as one of the world's great archaeological sites this needs to change.

As with any organisation anywhere, motivated, dedicated and engaged staff are the absolute key to a successful, sustainable operation and business, irrespective of the field of operation, but particularly

those that face the general public on a daily basis. There is, however, no doubt that the site will remain popular, particularly with day-trippers, for a long time to come.

Taking it to the next stage and to guarantee its development in relation to the wider National Park will require a change of management approach, attitude and a significant increase in staff numbers. The site is, after all, aiming for higher goals and higher achievements.

Whilst the new site director will obviously have views on this, the proposed staffing structure, shown below, is designed to cover a number of issues simultaneously and is a fundamental reappraisal of what is currently in place.

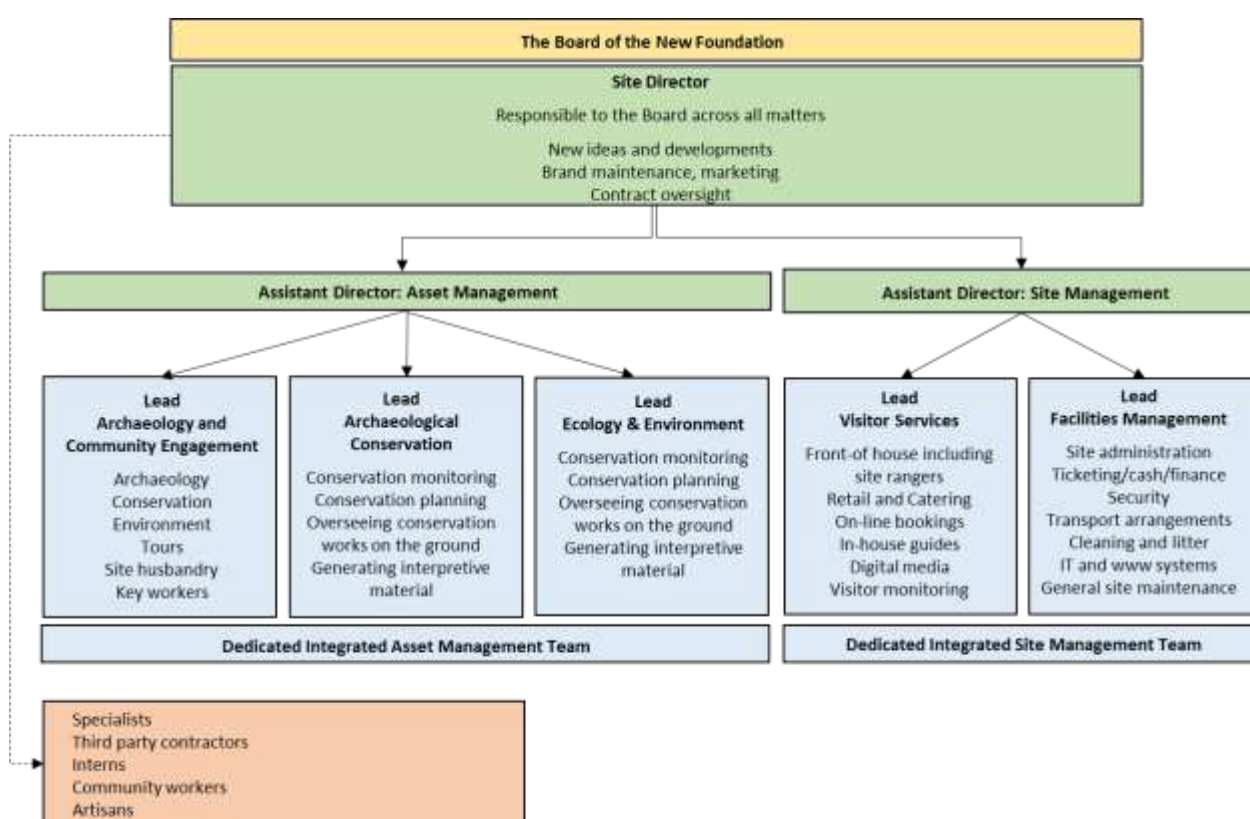


Figure 22: Site staff and independent contractors (pink box)

In this new, proposed arrangement the Site Director, responsible to the Board of the New Foundation across all matters including new ideas and developments and the delivery of the Brand, is supported by two Assistant Directors: one responsible for asset management and the other for site management. This at once creates a senior management team of three. The Lead Community Engagement person should be a fully-qualified archaeologist.

The key difference between the assistant directors is that is that whilst the former looks at the assets and historical resources available to the site and acts in ways that preserve and enhance them, the latter considers the way in which these resources can be exploited for the financial benefit of the site by way of, for example, retail and catering, ticketing and the management of site transport.

Essentially, the former looks inward, the latter outward. This is a common distinction in heritage sites elsewhere; the UK and the USA offer many examples. The director's role is to represent the institution wherever and whenever it is required: on TV, to government, at international conferences

and the like. These three (the site director and the two assistant directors) thus form the core management team which take their ideas up to the Board (via the site director) and down to the site staff via their line managers, of which there are five.

Archaeology and Community Engagement	Lead archaeologist, conservation, environment, tours, key workers
Archaeological Conservation	Conservation monitoring, conservation planning, overseeing conservation works on the ground, generating interpretive material
Ecology and Environment	Conservation monitoring, conservation planning, overseeing conservation works on the ground, generating interpretive material
Visitor Services	Front-of house including site rangers, retail and catering, on-line bookings, In-house guides, digital media, visitor monitoring
Facilities Management	Site administration, ticketing/cash, security, transport arrangements, cleaning and litter, IT and www systems, general site maintenance

Figure 23: Line managers – roles and responsibilities

In addition to the above key attributes, in terms of qualifications and general abilities it would be appropriate for the Site Director to have a PhD-level qualification or equivalent in a related field (not necessarily in archaeology) and be able to demonstrate direct experience of managing sites of at least national (preferably international) significance. He/she must be capable of representing both the site and the New Foundation at international conferences and the like, as well as, ideally, being comfortable with addressing both the national and international media in both Albanian and English. The business model suggests that a highly qualified, international and experienced candidate could well be attracted.

Both Assistant Directors should be qualified to MA/MSc-level (or equivalent) in directly-related fields, be capable of representing the site in the Director's absence, and in demonstrating the ability to manage mid-level staff. Both need to be comfortable in both Albanian and English.

The Line Managers should be qualified to BA/BSc-level or equivalent, have the ability to engage both upwards in the structure and downwards in terms of managing and motivating site staff across their operational fields.

In many ways, these Line Managers are the key site staff who will ensure that the site operates to full efficiency, offers a rewarding experience to visitors and thus functions to its best ability both in its public face and behind the scenes. In common with the other managerial staff, being able to motivate others and be focused on the delivery of the tasks are key qualifications.

These five areas are considered essential for the future management and well-being of the site as they (a) cover all proposed operational areas, (b) stress each as being equally important and (c) act as recruitment and training bodies for future staff.

These line managers, who combine to represent the asset and site management teams, each have staff responsible to them. The full staffing structure is shown above and set out in the table below.

This table shows that a staffing complement of 44 full-time-equivalents is needed once the site is fully operational under the terms of the New Foundation and working at full capacity in terms of visitors number; a three-fold increase from the current 14, gradually up to Year 5, and one which is designed to keep the site fully open all year. In practice, of course, these 44 ftes may not be spread evenly throughout the year, but this is a matter of detail to be left to the day-to-day management of the site by the New Foundation.

This is entirely in-keeping with the vision for the site, the way in which its services are to be delivered, and the way it is to be conserved in the future.

During the transition period and from the formal acceptance of the site by the New Foundation at the start of Year 1, staff numbers are anticipated to grow in the following pattern:

Year	TP*	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
Staff numbers (ftes)	14	22	24	31	38	44	44	44
Annual increase (ftes)		8	2	6	8	6	0	0
* transition period								

Figure 24: Projected increase in full-time equivalent (fte) staff

A reconfiguration of the management structure on this scale, coupled with the arrival of the New Foundation, presents the opportunity to review every member of the current staffs' employment and their re-engagement, if appropriate, on new legal terms under the New Foundation. This is common practice in, for example, the UK and elsewhere and is, it is understood, a common practice in Albania, in times where management responsibility is transferred from one organisation to another. If this is to be the case, all employees' rights are usually transferred, unless alternative arrangements have been agreed by both parties. The suggested solution is therefore to transfer from the existing arrangements to those of the New Foundation, bearing in mind that all New Foundation staff need to be suitably qualified to meet the needs of the New Foundation.

Whilst it is envisaged that staff will be recruited from a wide area, the majority will be required to live locally (say, within 25-30 km of the site) as local connections are essential, bearing in mind the ways in which Area A3 and the wider National Park are planned to grow together over the years. In summary (Figure 24), Senior Management has three posts, Line Managers 5, the Integrated Asset Management Team (IAM) ten and the Integrated Site Management Team (ISM) 26, thus reflecting the outward-looking aspirations of the site.

As the New Foundation is to be established as a private charity outside government norms it can set whatever pay-grades it deems appropriate. This freedom is important in attracting, motivating and retaining suitable staff.



A	B	C	D
Staff (US\$ 000)	# fte	US\$ pp pa	US\$ total
Site director	1	85.0	85.0
Assistant director - asset management	1	45.0	45.0
Assistant director - site management	1	45.0	45.0
Lead - archaeology and community engagement	1	25.0	25.0
Lead - archaeological conservation	1	25.0	25.0
Lead - ecology and environment	1	25.0	25.0
Lead - visitor services	1	25.0	25.0
Lead - facilities management	1	25.0	25.0
Conservation and site maintenance (IAM)	10	9.0	90.0
Front-of-house/ticketing/welcome (ISM)	6	9.0	54.0
Site guides/rangers (ISM)	6	9.0	54.0
Retail and catering (ISM)	8	9.0	72.0
Dedicated cleaning and health and safety (ISM)	6	6.0	36.0
<b>Total staff</b>	<b>44</b>		<b>606</b>
Senior management	3		
Line managers	5		
IAM: Integrated Asset Management	10		
ISM : Integrated Site Management	26		

Figure 25: Suggested staff salaries

Thus, column C (above) recommends the new pay structure for all fte staff. These figures are all gross and are not related to the pay grades currently used at the site for the reason stated above.

In every case an increase in annual salary is recommended. This policy is suggested to attract new, highly-qualified staff and to motivate and retain them as the site develops and the New Foundation delivers the capital works and takes full control of the day-to-day management of the site.

In total, this new structure creates an annual (inflation-free) demand of US\$ 606K (including a contingency of 10%) when fully implemented (column D), measured over 44 fte staff at an average of US\$ 14K. This average, which is around 50% more than the current on-site average for salaries, is entirely appropriate for the new arrangements and will be a substantial incentive to attract appropriate staff.

The main financial model (Figure 10, row 20) shows this total of US\$ 606K being reached in Year 5. This reflects the effect of the construction of the new visitor centre and other capital works not being completed until Years 3 and 4.

In addition, it is well worth pointing out that seasonal variations will also need to be taken into account, but it is contended here that this is too detailed for the current level of analysis, particularly as the overall wage bill against total expenditure is relatively low. It will be up to the New Foundation and its director to work out staff rotas and the like.

### 3.24 Bought-in supplies and consumables (row 21)

The senior site staff (director, assistant directors and line managers) will be responsible for the brief-setting, appointment and management of a number of contracted site services and other support operations in three main areas:

1. Site conservation – archaeological and ecological (dealt with elsewhere in this report)

2. Site operations – including office supplies, cleaning materials, the visitor leaflet in various languages, rent payable, electronic ticketing, energy, fuel, insurance, IT maintenance, transport to and from the visitor centre and so on
3. Site security (see below).

Under the existing management, as at full-year 2018, these costs are approximately US\$ 185K and US\$ 180K for (1) and (2) respectively with site security (3) paid for directly by central government as part of its overarching government-level buildings and site security contract at a value of US\$ 110K a year. (Appendix A refers).

Bought-in supplies and consumables (1)	6m period	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Yr 6	Yr 7	Totals
Services (electricity, water, internet etc)		25	25	25	30	30	30	30	195
General office costs, including printing and uniforms		20	25	30	35	40	40	40	230
Herbicides		12	12	12	12	12	12	12	84
All transport costs and servicing (2)		30	40	45	50	50	50	50	315
Staff travel and expenses budget (incl overseas) (3)		15	25	35	40	40	40	40	235
General site maintenance		20	30	35	40	40	40	40	245
Interpretation maintenance and replacement (4)			60	60	60	60	60	60	360
Site security (5)		110	110	110	110	110	110	110	770
Site and buildings cleaning		25	30	35	35	35	35	35	230
Buildings maintenance sinking fund (6)			80	80	80	80	80	80	480
Insurance premiums (7)		25	25	25	25	25	25	25	175
Internal Operating Procedures	35								
Audit		12	12	12	12	12	12	12	84
Totals	35	294	462	492	517	522	522	522	3319
Less: contingency at 10%		27	42	45	47	47	47	47	302
<b>Nett (transfer to main model)</b>	<b>35</b>	<b>267</b>	<b>420</b>	<b>447</b>	<b>470</b>	<b>475</b>	<b>475</b>	<b>475</b>	<b>3017</b>

**Notes:**

- (1) Excluding conservation costs
- (2) Including visitor transport
- (3) Reflects the more outgoing role of the new director and senior staff (15% of staff costs)
- (4) US\$ 1.2m capital investment at 6% a year
- (5) As per current contract uplifted for more visitors
- (6) US\$ 4m investment at 2% a year
- (7) For all site-related risks

Figure 26: Projected bought-in supplies and consumables

These figures:

1. Are based on precedent for all non-conservation activities from actual annual costs since 2013, uplifted accordingly to reflect the planned site operations (refer to Appendix A)
2. Reflect the general increase in site activity related to the operation of the new visitor centre and the projected and anticipated growth in visitor numbers; hence additional cleaning, site maintenance and the like
3. Provide budgets for the updating, repair and so on of both the new-build interventions and site interpretation from Year 3 onwards
4. Reflect the proposed to-and-from site travel arrangements by way of the electric/sustainable vehicles (buses and boats) and their annual maintenance, servicing, fuel costs etc.
5. Include an annual sum for public liability insurance and general building insurance (NB: this depends on the type and extent of cover the New Foundation may require, and thus this sum must be viewed as a budget estimate)
6. Reflect additional activities such as retail and catering.

Additionally, whilst the revenue cost of maintaining the visitor transfer buses is part of this row, their estimated purchase (capital) cost is shown in row 10, although of course they could be leased rather than purchased. In this, small 'transit-sized' vehicles capable of accommodating around 20 people a trip with a maximum of six vehicles operating at any one time in the summer (peak) months<sup>46</sup> would

<sup>46</sup> Each trip will last no more than fifteen minutes, including boarding and alighting

seem to be appropriate, recognising that provision in the transition period for a detailed survey of site-related transport requirements has been made.

Alternatively, larger-capacity vehicles could be used. This should be one of the aspects of the transport study recommended elsewhere in this Plan.

As every major car manufacturer in the world is now either producing, or researching, environmentally-sustainable vehicles, unit costs will fall considerably in the next few years<sup>47</sup>. Moreover, the Albanian government, through the Mayor of Tirana, has accepted that such vehicles could well be the way forward<sup>48</sup>.

### 3.25 Grants (row 22)

A total of US\$ 300K has been provisioned for grants to be made to the local community and other groups. This cost is offset by a similar income sum (row 35) on the basis that this cost will be shared with others.

### 3.26 Summaries – costs (rows 27 to 30)

The cashflow combines to suggest a total expenditure of around US\$ 18.36 million split 38%: 62% between capital works and revenue costs respectively. The implications of this are picked up below. All cells are US\$ 000s unless otherwise stated.

Investment Summaries	6m period	Yr1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7	Totals
All investment/spend	336	3,313	3,267	2,990	2,352	2,349	2,183	2,222	19,011
Cumulative investment/spend	336	3,649	6,916	9,906	12,258	14,607	16,789	19,011	
Gather: Capital works (row 13)								40%	7,524
Gather: Revenue costs (row 26)								60%	11,487

Figure 27: Investment summaries (including a contingency of 10%)

### 3.27 Visitors and their impact (rows 31 to 39)

During 2021 the following charges were applied for a visit to the Ancient Site. These were a substantial reconfiguration, realignment and uplift of those applied in 2017 which had at that time set preferential rates for Albanians.

Group composition	USD
0-12 vjeç (free)	0,00
Reduced price -50%	4,70
Students and school children 12-18 years old	2,80
Organised group +12	7,50
Adult	9,35
<b>Mesatarja: bazuar në shifrat e vizitorëve për 2021</b>	<b>6,09</b>

<sup>47</sup> One such vehicle is the E Moss MB-16 which is an electric (or hybrid), low floor, wheelchair-accessible and fully-configurable (including audio) 16-seater minibus with a range of 200 kms on one charge and claims a 50% saving on operational costs compared to a standard petrol or diesel. Subject to fleet rates, each unit could be purchased for between US\$ 25K and US\$ 30K, depending on fit-out. A sum of US\$ 240K (including a 10% contingency) has been included in the main financial model which equates to 8 vehicles at an average cost of US\$ 30K.

<sup>48</sup> 'Tirana tests electric buses following introduction of electric taxis' – *Balkan Green Energy News*, 31 October 2017.

Figure 28: Current (2021) charges for entry to the Ancient Site

### 3.28 Comparator sites

Throughout the Mediterranean there exists a number of archaeological sites that, broadly, span the history of humanity from the Bronze Age (or earlier) to the present, many with a focus on Greek and Roman settlements, as is the case at Butrint. A number of these sites are open to the public and have become significant tourist attractions.

Most are of world importance, many are World Heritage Sites, and a number have entered everyday thought – the Acropolis, Olympia, Delphi, Pompeii, Petra, the Colosseum, Troy. Every one of these sites is accessible to the public for a charge. The table below shows the adult charges for entry.

The average for comparator sites (Knossos, Pompeii, Ephesus) is circa US\$ 12.00 for an adult visit as compared with the US\$ 5.75 currently charged at Butrint.

Site	Country	Adult US\$ (rounded)
Knossos	Crete	11.50
Paphos	Cyprus	3.00
Acropolis, Athens	Greece	35.00
Vergina	Greece	16.00
Delphi	Greece	14.00
Olympia	Greece	14.00
Corinth	Greece	9.00
Cape Sounion	Greece	9.00
Mycenae	Greece	14.00
Pompeii	Italy	15.00
Herculaneum	Italy	13.00
Colosseum, Forum, Palatine; Rome	Italy	15.00
Villa Romana del Casale	Italy	12.00
Petra	Jordan	70.00
Tarraco	Spain	4.00
Merida	Spain	14.00
Troy	Turkey	5.00
Ephesus	Turkey	11.00
<b>Average (exluding Petra)</b>		<b>12.00</b>

Figure 29: Comparator pricing – adult entry prices in US\$

Bearing in mind that it will take time for the developments at Butrint to bed-in, it is proposed that from Year 1 (when the New Foundation takes full managerial control) that the adult price for entry is increased from US\$ 5.75 to US\$ 8.00 with annual uplifts as and when new facilities come on-stream.

By Year 7 the adult entry charge is set to be US\$ 15.00 producing an average entry fee of US\$ 11.25 as reflected in the main financial model (Figure 10, row 334).

The Year 2 uplift should be accompanied by an on-site explanation of the new arrangements and the long-term benefits they will bring to the site and its visitors. From experience, information in such a regard is important when site developments are taking place over a number of years and in a number of areas.

### **3.29 Visitor numbers**

Butrint was lost to the world for centuries. Despite the pioneering archaeological work of Ugolini in the 1920s and 30s it only began to gain international recognition after the fall of communism in 1992 and through the work of the Butrint Foundation from 1994 onwards.

From just a few hundred visitors in 1998, at least 230,000 people visited the Ancient Site in 2019. However, during 2020, and because of Covid-19 the new figures reveal that just 34,000 visited the site. The effect of Covid-19 has obviously required the recalibration of the growth in visitor numbers since the original business plan was produced in late 2018/early 2019.

Projecting numbers during a pandemic is highly problematic and likely to be subject to huge error. Therefore, a conservative view has been taken as to likely growth from the new base-line of 34,000 in 2020, taking into account two key factors: (a) a gradual return to some form of 'normality' by 2024/2025 based on the effectiveness and delivery of vaccines against any emerging new variants and (b) the willingness and ability of people to travel abroad for holidays which are themselves underscored by the availability of package holidays, cruise-lines and so on to deliver them.

Hence, a prudent view has been taken on likely rises in visitor numbers from the time of writing (July 2021) until the end of the business planning period (2028). It is now anticipated that the originally-projected 2019 level of visitors, will be achieved in or around Year 4.

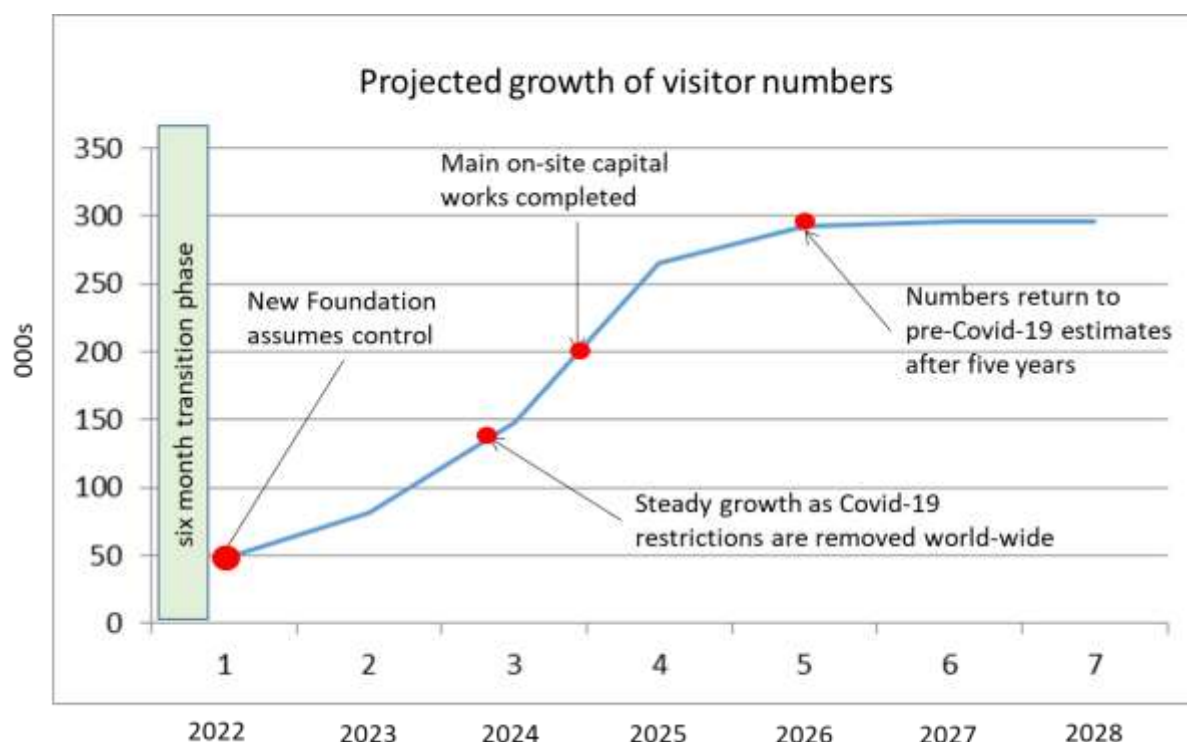


Figure 30: Projected growth in annual visitor numbers 2022-2028 (operational years 1 through 7)

Assuming that this is the case in Year 4, these tourists (foreign visitors) can be broken down into two main types:

#### Overnight tourists:

- Individuals and foreign tourists on package tours, part of sightseeing tours and cultural heritage circuits, with overnight stays in Saranda coming with the purpose of visiting Butrint Archaeological Park and other attractions in-and-around Saranda, including the Blue Eye natural monument
- Cruise ship tourists docking in Saranda with one or two nights in the ship who, as well as visiting Butrint and the Blue Eye, are likely to visit Gjirokastra on the second day and then return to their cruise ship.

#### Same-day visitors:

- Packaged, same-day tours of foreign tourists from Corfu with the purpose of visiting Butrint and other attractions in Saranda
- Cruise ship tourists docking in Saranda with the purpose of visiting Butrint and other attractions in Saranda and the Blue Eye
- Individual same day visitors (staying in nearby coastal destinations on the Albanian Riviera) visiting Butrint and, perhaps, the Blue Eye.

These numbers have an impact on the way in which the Ancient Site is to be developed and managed, particularly in terms of its relationship with the wider National Park, a sentiment reflected in the Integrated Management Plan which is a sister document to this Business Plan.



### 3.30 Income from visitors and others (rows 32-38)

In financial terms, the table below shows the growth in visitor numbers from the pandemic year (2020) and with reference to the year 2019, considering the post-pandemic expected growth gradually from 48,000 (Year 1) to over 296,000 by Year 6 (see Figure 29). This growth is based on a view of global trends in the post-pandemic recovery and the measures that may well be taken for international travel. The role of the major tour operators, particularly those operating out of Corfu, is the primary reason why visitor management plans accompanied by strong marketing strategies are needed.

One response is to increase the entry price from an average US\$ 6.00 (Year 1, when the New Foundation takes control of the site) to US\$ 11.25 (Year 6) as the new facilities come on stream. Another is to use the operation of the visitor centre to manage site throughput and hence prevent damage-by-visitors.

31	Income Items	6m period	Yr1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7	Totals
32	Annual Visitors (000s)		78	109	175	262	294	296	296	
33	Average entry price (US\$) (@ 75% of adult entry		6	8	8	9	9	11	11	
34	Entry receipts		468	819	1,441	2,359	2,642	3,335	3,335	14,399
35	Fundraising			50	50	50	50	50	50	300
36	Income from boat transport					17	26	29	30	103
37	Catering and retail income (net)					262	294	296	296	1,149
38	<b>Annual income</b>	-	<b>468</b>	<b>869</b>	<b>1,491</b>	<b>2,688</b>	<b>3,012</b>	<b>3,711</b>	<b>3,711</b>	<b>15,951</b>
39	<b>Cumulative income</b>	-	<b>468</b>	<b>1,337</b>	<b>2,828</b>	<b>5,517</b>	<b>8,528</b>	<b>12,239</b>	<b>15,951</b>	

Figure 31: Income summary

By way of additional comment, the entry prices can be viewed as the basis from which a more subtle pricing structure could emerge over time.

For example, people (mainly locals) wishing to visit the site more than once a year could be encouraged to buy a season ticket at preferential rates and to visit outside the peak season. This could then, perhaps, be developed into a membership scheme (such as 'The Friends of Butrint') which could emerge as the basis of a wider membership scheme covering other national parks and nationally-significant sites in Albania – perhaps the forerunner of an Albanian 'National Trust' following models well-established in the UK and elsewhere.

The pricing structure could be further refined by the use of the proposed dedicated website for on-line bookings, thereby securing admission fees in advance of the visit. Such a website could, of course, be used for on-line merchandising and other retail opportunities. This aspect is worthy of further study and funds have been provisioned for this in the main model as part of 'branding, marketing and promotion' which has a total budget of US\$ 500K over the run of the business model.

The table also shows that net incomes from retail and catering operations increase significantly and average a net return US\$ 1 per visitor. This assumes that all services and facilities are operated in-house, reflected in the need for the increase in fte staff. No income from these sources is shown in Years 1-3 as the investment in the new visitor centre (now planned as a single-phased development) is expected to be completed in Year 3, whilst the investment in boats is forecasted for Year 4.

Relatively small net sums are also shown as income from the operation of the bus and boat transport arrangement by way of licensing agreements with local providers from Year 4 onwards, one reason being that negotiations with such providers have yet to take place and thus the specific arrangements for the services remain unexplored. They do, however, represent a major way in which local communities can engage with the project. This aspect should be a priority for the New Foundation.

The main financial model (Figure 10, row 44) also shows an income of US\$ 2.1m from central government for conservation works as stated in the Collaboration Agreement between the Ministry of Culture and the AADF. This is the sum that should be transferred from the government to the Butrint Management Foundation and has been included as income because it is understood that, due to the lack of expenditure on essential conservation works over a number of years, the Ministry of Culture has this sum available to help pay for essential works on the ground.

The New Foundation is advised to press for such sums to be released as and when needed in accordance with the detailed conservation works.

### 3.31 Other sources of income – fund raising, sponsorship and site hire

The financial model presented in this Plan is, and in our view rightly, *innately conservative* as it does not include, for example, ancillary on-site charging opportunities such as separate, charged-for access to the museum exhibition in the visitor centre, a charge for access to the new interpretation in the Venetian Castle and, separately, the Triangular Fort, or the hiring of on-site digital interpretive material, as happens elsewhere. These are properly matters for the New Foundation and its director.

In the early years it is recommended that the site charges a single rate for access to all amenities and monitors their use by visitors closely.

More substantial capital funds and other investments from, say, the World Bank<sup>49</sup>, the EU and other national and major charitable organisations have not been included, although they could very well be realised.

The modelled income stream is thus the minimum that the site could expect to receive depending on the level of visitor-exploitation and the site management regime envisaged.

Nor does this analysis include any off-site income from the use of the Butrint Brand with produce and products associated with the site's long history: mussels, fish, mandarins and other fruits are examples, as is the potential for, say, Butrint wine.

The role and use of the *Butrint Brand* in these ways, as has been recommended, should be the subject of separate consideration, particularly regarding goods and services available in the wider National Park, and the ways in which the brand could be used to add value to local suppliers in both national and international markets.

In addition, the use of the site for such activities as son-et-lumière events, open-air theatre performances (possibly with a Greco-Roman theme), summer schools, training digs, literary festivals, rock concerts (*Pink Floyd at Pompeii*), film sets (*Petra and 'Indiana Jones'*), historic re-enactments, culinary weekends, wine-tasting ... the list is limited only by the imagination of those involved.

However, whilst all the above are potentially exciting and will provide an enjoyable experience, they cannot and should not be used to underpin the very serious question of the long-term conservation and well-being of Butrint<sup>50</sup>.

If anything they are add-ons; ways to generate additional income at relatively low risk providing that that the risk is borne by others and that the site is compensated for any damage or deterioration.

<sup>49</sup> For example, an initial meeting has already been held with the World Bank at its offices in Tirana.

<sup>50</sup> For example, an analysis of sources of income from UNESCO's latest Periodic Cycle Questionnaires under the *World Heritage Convention* (2018) suggests that net income from site hire and other commercial payments such as permits and concessions is less than 2% of all income.

After all, Butrint is fundamentally and absolutely a cultural and natural landscape of international significance: it is not a theme park.

The PR firm appointed to promote and safeguard the Butrint Brand should be charged with delivering such activities at (at worst) no cost to the New Foundation and, at best, delivering a risk-free profit.

It is also possible, of course, that funds could be provided by crowdfunding initiatives taking examples from Pompeii, Herculaneum and Torre Annunziata) and support from business sponsors and private philanthropists. Further, universities and private conservation companies or charities might also be interested in using Butrint for field work and other sessions.

It would be *highly imprudent*, however, to include such sums in the Business Plan which is, first and foremost, an investment strategy based on low risk and managed returns, as befits a Charitable Foundation safeguarding one of the world's most important cultural places.

### 3.32 Income from government

Funds requested from government are shown below in relation to those to be invested by the AADF and its partner organisations.

Capital funding	US\$ m	%
The AADF and its partner organisations	4.99	70%
The Albanian Government	2.10	30%
Comprising:		
Funds from Government re: conservation works and other investment	2.10	
<b>Totals</b>	<b>7.09</b>	

Figure 32: Funds requested from Government and the AADF

## 4 Summaries and sensitivities

This business planning appraisal for the New Foundation's role at the Butrint World Heritage Site is made from the viewpoint of taking on an existing profitable site and in producing a deliverable, achievable, manageable, realistic and sustainable package of works for the benefit of the Ancient Site, the people that work there and those that live in the surrounding area, and all over the long term.

This approach is reflected not just in the recommended 'light touch', 'preserve the spirit of the place' approach as advocated over many years by the Butrint Foundation and endorsed by P+P, it is also reflected in the ways in which recommendations for site interventions, interpretive solutions, the conservation of the remains, entry pricing, the employment of staff and the management of visitors have been made.

In all this, it would have been easy to speculate. It would have been easy to suggest entrance fees at twice or three times the proposed level, to make a return on retail and catering three or four times as high, to over-inflate the take up of digital and other services, or to recommend that facilities that could be brought into play for various reasons were brought into play, such as the potentially high-risk, but desirable, Hotel Livia and the Customs House developments.

This business plan has chosen to do none of these things. It has provided a considered, prudent way forward for Area A3 as it emerges under new management over a number of years from the Covid-19 pandemic.

1	Headline financials over the first se	US\$ m
2	Capital investment	7.52
3	Revenue expenditure	11.49
4	Total	19.01
5	Return over period (total income ge	15.95
6		
7	<b>Stabilised year (Year 7+)</b>	
8	Visitors per year (000s)	300
9	Annual income generated	3.71
10	Annual expenditure	2.18
11	Annual surplus	1.49

Figure 33: Headline financial summaries (including a contingency of 10%)

The summary table above shows a total investment in the project (capital and revenue) of US\$ 18.36m (row 4, including a contingency of 10%) and a total return of US\$ 15.35m.

To the return line needs to be added the AADF and the Government's total investment of US\$ 7.1m giving a period outturn of plus US\$ 4m (equals 18.36m-15.35m + 7.1m). The main financial model (Figure10, row 47 refers).

Once the capital investments have been made and the site operates in a stable year, the annual surplus is projected to US\$ 1.5m a year.

## 4.1 Overall performance profiles

The figure below shows the business returning an annual operating profit.

The main capital investments (blue line) occur in Years 1 through 3. On-going capital investment in the conservation of the site accounts for the majority of capital expenditure after Years 2-3 and 7-8.

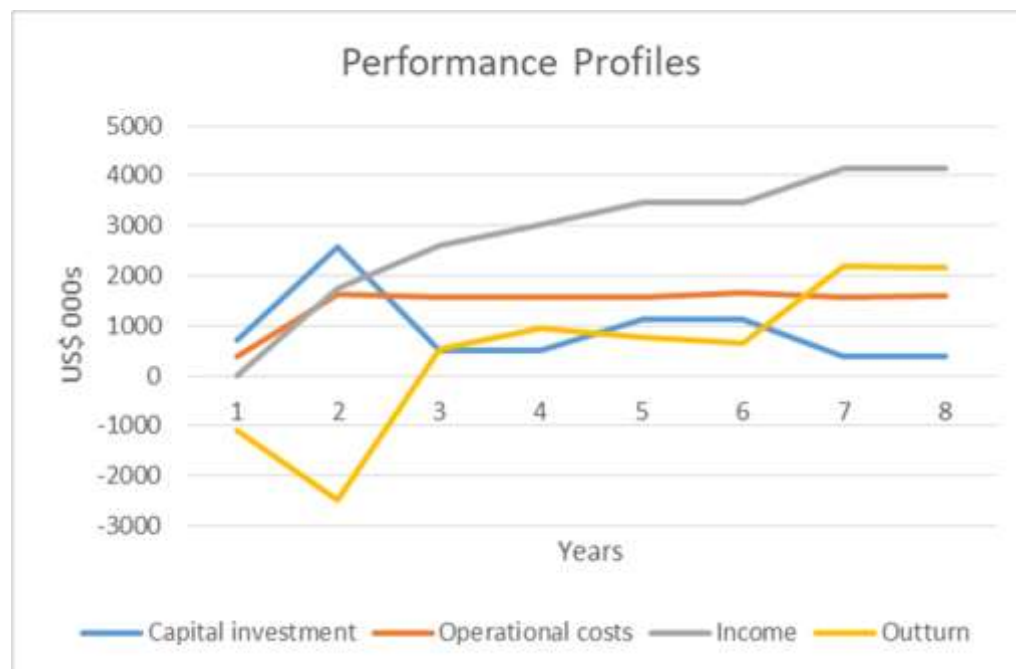


Figure 34: Performance profiles

Annual income (grey line) grows from Year 3 onwards as a result of the opening of the visitor centre with its catering and retail operations, increased visitor numbers and the fact that entry prices have been raised in real terms.

Operational costs (brown line) increase in Year 2 as the New Foundation takes operational responsibility for the site but remains relatively flat after that since the increase in income (grey line) is not dependent directly on operational expenditure, but on the factors noted above.

An annual, 'debt-free' operating profit of around US\$ 1.5m is anticipated from Year 7 onwards.

In all this it has been assumed that such investments and returns are based on the understanding that the New Foundation will be a stand-alone institution from its inception and hence will not benefit from any supporting capital funds from third parties outside the AADF save in regard to the site conservation works from central government.

Even at this level, it is clear that, because the site as it stood in 2019 was profit-making and will no doubt return to this situation over the coming years, the risk to funding partners is low, particularly as the investments suggested above will remove the conservation backlog and improve the visitor experience significantly.

## 4.2 Sensitivity

Any number of sensitivity analyses could be applied to the base model.

In the example below (Figure 33) the effect of increasing all costs by 15% whilst simultaneously decreasing all incomes by 15%, across-the-board, is shown.

This extreme approach – it is highly unlikely that all figures would have a combined margin of error of 30% - the result is that it would take perhaps two years longer (Year 6 as opposed to Year 4) to produce an accumulated annual surplus, measured over all capital investments.

In many ways this can be looked at as being the worst case scenario.

It demonstrates, however, that the overall model is sufficiently strong to accommodate a 30% error factor and still generate over twice as much annual surplus as seen at the site today, including the fact that essential capital works have not been undertaken on the site in the recent past.

Of course, the key sensitivity, over which the site (and the New Foundation) has little or no control, is the way in which the world will emerge from Covid-19.

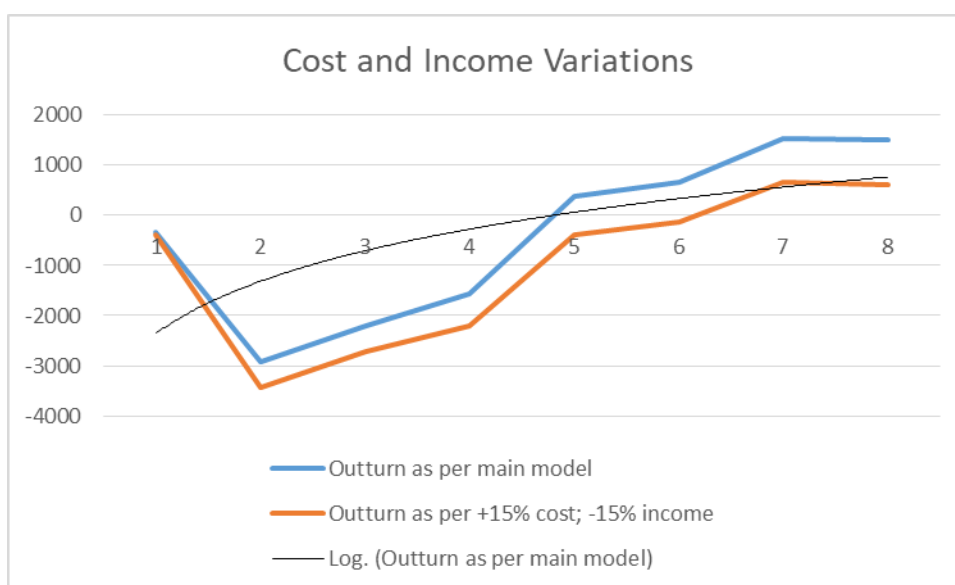


Figure 35: Broad sensitivity assessment

## 4.3 Selected performance indicators

The outcome of the business operation can be assessed in a number of ways, primarily through either (a) internally-generated financial ratios or indicators (such as return on investment and debt-equity ratios), or (b) externally-referenced indicators such as turnover per visitor, visitor satisfaction, time



spent on site and the like as well as broader indicators emanating from the UNESCO sustainability index and similar.

The former require more information than is currently (or could be) contained in this Business Plan since they relate to the specific way in which the New Foundation will be established, its tax<sup>51</sup> and other relationships with the Albanian government, and the number of partner-funders involved both at the outset and as the project develops. Such KPIs therefore come into their own when the project is up-and-running.

The latter are more straightforward since they can compare, for example, the operation of the New Foundation in a fully-operational year (Year 7) with an interim year (Year 4) and the last full year for which figures are available for current site operation (2018). A selection is shown below.

When considering this table, it should be borne in mind that the costs for the New Foundation include both capital and revenue elements *in full*.

Whilst this should ideally be the case with the current (2018) operation to give direct one-to-one comparisons, the fact that capital works have not been undertaken on the site (particularly capital conservation works) in recent years means that direct comparison on cost elements need to be interpreted with caution.

Nonetheless, the indicators on annual, revenue-based throughputs offer clear results: the site operates at a far higher level of surplus as soon as the initial capital works have been implemented during the transition period and generate significant surpluses from Year 6 onwards.

1	Performance indicators*	2018 **	Yr 4	Yr 7
2	Staff employed (fte)	14	44	44
3	Staff budget (US\$ 000)	88	397	496
4	Average staff budget (US\$ 000)	6.29	9.01	11.27
5	Increase in staff budget (factor)	1.00	1.43	1.43
6	Number of visitors (000)	200	148	300
7	Estimated visitor dwell time on site ( average minutes)	90	120	180
8	Increase in estimated dwell time on site (factor)	1.00	1.33	2.00
9	Increase in visitors (factor)	1.00	0.74	1.50
10	Total income (US\$ 000)	900	1269	3700
11	Income/visitor (US\$)	4.50	8.59	12.33
12	Increase in income/visitor (factor)	1.00	1.91	2.74
13	Total costs (US\$ 000)	450	2847	2174
14	Costs/visitor (US\$)	2.25	19.26	7.25
15	Income/staff (US\$ 000)	64.29	28.85	84.08
16	Increase in income/staff (factor)	1.00	0.45	1.31
17	Annual operating margin (US\$ 000)	450	-1577	1525
18	Annual operating margin/visitor (US\$)	2.25	-10.67	5.08
19	Increase in operating margin/visitor (factor)	1.00	-4.74	2.26
20	* include both capital and revenue items where appropriate			
21	** based on best estimates			

Figure 36: Selected performance indicators

#### 4.4 Summary considerations

Conflating all these numbers and their descriptors implies the following:

<sup>51</sup> The New law on cultural heritage provides a special tax regime for dedicated foundations with the result that the New Foundation will be exempt from income tax, VAT and import and customs duties.

1. By the end of operational Year 7, accounting for the transition period, the site will be ‘fully conserved’ to the standards set out in the Integrated Management Plan, will have a number of international-class interventions including a new visitor centre and will be fully open to a paying public numbering around 300,000 a year of which around 200,000 will be non-Albanian
2. The New Foundation will have been fully operational for seven years, taking into account the six month transition period prior to which it takes over the site at the start of Year 1
3. Total capital investment of US\$ 8.69m is required, of which 40% is to be spent on conserving the site and 61% on new facilities for both visitors and staff
4. Whilst the overall investment described above varies year-on-year, it requires an accumulated total investment of US\$ 4.03m in Year 2, the end of the transition period
5. Because of this investment new, international-standard facilities and interpretations will have been created across the entire Ancient Site, including a new visitor centre, new interpretive arrangements, new transport arrangements and new staffing arrangements on better terms of employment
6. The project as a whole generates an annual operating surplus in Year 3 and an accumulated surplus in Year 7 where it operates at a profit of just over US\$ 2m a year thereafter
7. All backlog site conservation works will have been addressed and a budget for all future ongoing maintenance works secured, thus ensuring the long-term well-being of the archaeological remains, the site’s primary assets
8. The new management structure will be firmly embedded in site operations which will enable future site-management decisions to be made speedily and with due cognisance of market forces
9. Future investment will be easier to secure via the New Foundation and its partner investors, if so desired, due to the demonstrable profitable operation of the site
10. The development and use of the Butrint brand should be pursued as a separate, but related, business opportunity over the long term as it could offer significant community and economic benefits
11. Annual surpluses from the operation of the Ancient Site *could* be used as initial investment funds for (a) the wider Butrint National Park and/or (b) other similar sites throughout Albania: that is, that the model could be adopted and exploited elsewhere, depending on local market conditions.

## 4.5 Capital investment summary

The project as described calls for a capital investment of some US\$ 7.09m.

The sources of these funds are projected to be:

Capital funding	US\$ m	%
The AADF and its partner organisations	4.99	70%
The Albanian Government	2.10	30%
Comprising:		
Funds from Government re: conservation works and other investment	2.10	
<b>Totals</b>	<b>7.09</b>	

Figure 37: Capital investment summary

Please note that these sums assume that the investment to be provided by the AADF and its partners specifically *excludes*:

1. Additional land acquisition costs and their associated legal and other costs not stated above

2. Additional infrastructure and servicing costs to and within Area A3 in all aspects, including legals, design, statutory approvals, preliminaries and construction, including but not limited to an archaeological watching brief and commissioning, some of which are accounted for in this Business Plan, some of which by their very nature (such as major servicing infrastructure works) cannot be.

Please also note that the US\$ 4.99m from the AADF and its partners is not what is needed in cash terms as the project progresses since they will have the benefit of income from the site once the New Foundation assumes responsibility, projected to be 1 January 2020.

## 5 Risks and risk management

All new developments, in whatever field and of whatever scale, offer opportunities but also carry risks.

Unusually in a heritage or cultural project, the risks in this case are not overtly financial: the business case is sound and based on precedent over the last twenty-five years or so, and which seeks project finance to enable its future development and well-being, despite the problems caused by Covid-19

In summary, if the finance is provided, the model will work.

Thus, risks to the successful, long-term development of Butrint fall into three categories: global, national and local.

**A Global risks** include those over which the site, in and of itself, has very little chance of mitigating. At one extreme, seismic events, for which there are both historic precedence and visible evidence in the Ancient Site, could fundamentally alter its fabric.

Projected rises in level of the Ionian Sea associated with global warming could, and probably will, inundate large areas of the Ancient Site including the Roman suburb in a hundred years or so, as recognised in a recent report in *Nature*<sup>52</sup>.

**B National risks** are similarly those over which the site has little chance of influencing since they are concerned with national politics, changes of political leadership, philosophy, will or direction, all of which could have consequences.

Political instability in and around the region, for which there is recent historical precedence, as well as the threat of terrorism, could result in a rapid and sustained decline in foreign visitors, as has been seen elsewhere in the Mediterranean, particularly in Egypt, over recent years.

**C Local risks** over which the New Foundation has at least some form of influence concern those directly associated with the site, its operations and those of its neighbours in-and-around Butrint.

In this regard, risks cluster around the non-acceptance of the development proposals in as much as there is:

1. The inability to deliver the site for the new visitor centre due to prior ownership claims, as well as other locations within A3
2. Reluctance to provide funds from the Ministry of Culture for the backlog conservation works
3. Opposition to the plans, particularly to the proposed visitor centre, because they are seen to have a negative impact on the way in which the local economy – farming, fish-farming, the chain-ferry crossing etc – currently works
4. Central (or local) government agencies either reject the plans or fail to reach agreement over them
5. Opposition comes from an unspecified variety of international bodies and academics.

These local risks can at least be mitigated, if not overcome, by the New Foundation explaining clearly what it is trying to achieve by the proposed interventions, and why.

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<sup>52</sup> Reimann, L, Athanasios, T V, Brown S, Hinkel J, Tol R S J (2018) Mediterranean UNESCO World Heritage at risk from coastal flooding and erosion due to sea-level rise. *Nature* 16 October 2018

Its PR efforts need therefore to be of the highest quality and sustained over the long-term. Such a PR effort needs to be coordinated with both the Integrated Management Plan for the wider National Park and the development of the Butrint brand, both of which offer, or could offer, significant benefits to the local community.

## 5.1 Political and other risks

As far as can be assessed from the outside, these risks are not concerned with the performance of Area A3 and its ability to generate income over the short, medium and long terms as reflected in this Business Plan. As far as can be projected with confidence, the site will deliver a cash surplus (profit) simply because, once the Covid-19 pandemic has passed, over 200,000 people a year will choose to visit.

The main political risks are related to the ability and willingness of the AADF and its potential partners to deliver a timely, fully-funded proposal to take the Site forward in association, and through negotiation, with the Albanian government.

If such agreements cannot be reached, the Site will, presumably, continue as is.

If there were to be a delay for some reason (as has happened with Covid-19) P+P's view is that this should not derail the drive to get Area A3 ready by, say, the end of 2021 for transfer to the New Foundation if there is the will from both the government and the AADF to deliver it and assuming that land-ownership-related issues are addressed satisfactorily.

This is because there is a clear need to develop the plans via the transition phase and its associated studies particularly for the new visitor centre, site entrance arrangements and new management and staff arrangements as a matter of some urgency, as these will inevitably take time to design and implement, bearing in mind the nature and importance of the site and the range of organisations, agencies and ministries involved.

This Business Plan is based on the premise that a future working and long-term relationship between the AADF and its partner organisations and the Government of Albania can be reached in a smooth and timely manner.

However, taking the ideas contained in this Plan to formal agreement between these parties has risks based on a number of key factors.

These are, in no significant order:

1. The provision of an on-going draw-down, project-based facility, essentially, a line of credit from the AADF and its partners measured over seven years, for the reasons stated above
2. Lack of decision-making by the parties involved
3. The inability of the parties involved to recognise and share risk and hence reach agreement
4. That the various Ministries are encouraged to support the proposals as the most effective, fully-financed and deliverable solution to the future management and development of the A3 Site for its long term well-being as well as spin-off benefits for the wider National Park
5. Costs, responsibilities and risks are to be explained and, if appropriate, shared
6. A decision is made by the government to proceed with the project either in full or in part alongside the AADF as the only credible (to date) strategic partner with available funds to effect the necessary interventions and to secure the Site's future well-being.

## 5.2 Force majeure and catastrophic risk

The issue of force majeure is generally not included in cultural business plans as a line item as it is usually dealt with as an insurance risk through either the property owner, or manager, or both at corporate level. This applies to Butrint.

The State of Albania will continue to own the cultural and natural assets of the site absolutely and, most probably, will not insure against force majeure risks as they will expect to pay for any damage that may occur through, for example, catastrophic fire (cf, the recent events at Notre Dame in Paris), war, revolution, earthquake, epidemics (re: Covid-19) and flood inundation.

In effect, governments (Albania included) self-insure as the premiums on insuring against the destruction of a nation's cultural and natural assets would be astronomical. It is also doubtful whether any insurer would be able to take on the risk, or have the financial wherewithal to underwrite it. In the UK this approach is termed 'Government Indemnity Insurance' under which the government accepts that it is the final source of funds against all such risks.

As far as the risk to the New Foundation is concerned when it takes over Butrint, it might wish to insure against, for example, loss of earnings, the spoilage of its newly-introduced assets (such as the visitor centre), debt servicing and the recovery of ongoing fixed costs. These are all operational, business-related issues and thus it will be up to the New Foundation – with advice from its legal and other professional advisers – to assess such risks and to make a business judgement as to whether an insurance policy is worth activating. .

This Business Plan contains a sensitivity analysis with a 30% variation (+15% expenditure/-15% income) on the base model, which itself exhibits a 10% contingency, giving a high degree of confidence that the Plan will perform within these parameters.

However, if some form of catastrophic event (such as an earthquake, future pandemic or a terrorist attack) occurs that destabilises the entire tourist market in Albania then clearly the New Foundation would need to take immediate action such as laying off non-essential (visitor-oriented) staff and paring back the operation to maintain the integrity of the site and its archaeological and natural assets.

Such contingencies need to be built into the agreement(s) to be made between the AADF/New Foundation and the government.

The taking-on of loss of earnings/business disruption insurance would also help. Such insurance would need to cover demonstrable operational loss and would not cover the main physical asset (Area A3) as this will remain in the ownership of government. An estimate for this has been provided in this Plan.

All new-build interventions (the visitor centre, staff offices, the museum fit-out in the Venetian Castle etc) must be covered by warranties from either the suppliers or the contractors to ensure that the finished article is fit-for-purpose, free from defects and complies with all statutory regulations and specifications.

Generally, there are no fixed times for the duration of such warranties as they are entirely dependent on the specific nature of the service(s) and the agreement between the contracting parties. Advice on this matter should be sought from the New Foundation's legal experts, when appointed.



## 6 Economic impact

### 6.1 Principles

Economies exist at scale. They can be assessed at national, supranational, regional or local levels, and all are present at the same time. Measuring their effect is highly problematic, especially at the local level. However, such estimates are viewed by The World Bank, the EU, private funders, charitable organisations and the like as being of worthy endeavour since they often underpin investment decisions.

Even in the most data-savvy economies, economic impact studies are generally viewed with a degree of scepticism<sup>53</sup>. Their outputs are most often expressed in terms of full-time-equivalent jobs (ftes) created or sustained, thus at least in-part reflecting the overarching concerns of the sponsoring government or the company proposing the development, together with the need to explain the outcomes of financial interventions at some level of easily-understandable reality.

Of course, economic impact is a very broad index and does not include more subtle outcomes such as indices of general well-being, happiness<sup>54</sup> or social cohesion. However, it is an internationally-recognised measure. With this in mind, all businesses, government actions, charitable activities and individual behaviours impact on the economy in six theoretically ‘measurable’ ways as far as cultural or heritage interventions are concerned:

1. Capital expenditure
2. Directly employed staff
3. Employment multiplier
4. Business expenditure
5. Visitors’ and users’ additional expenditure
6. Taxation and transfer to regional, central or group funds.

Item	Explanation
<b>Capital expenditure</b>	Jobs will be created during the construction, fitting out and commissioning phase of the project. Whilst these will, in fact, only be temporary, it is possible to express them in full time equivalents using local parameters to assess the arithmetical weighting between short-term jobs and their full-time equivalents
<b>Directly employed staff</b>	The site will employ staff full-time, part-time and occasional
<b>Employment multiplier</b>	The expenditure of the site’s staff on goods, services and the like in the local economy will support further jobs which in turn will result in more jobs producing a diminishing cascade effect
<b>Project expenditure</b>	The site will spend money on goods and services which will result in the creation of jobs due to the cascade effect
<b>Visitors off-site spend</b>	Visitors will spend money away from the site. This will produce and sustain a further set of jobs as the impact flows through the economy
<b>Taxation</b>	This depends on government policy and the nature of the organisation.

<sup>53</sup> For a critique see Hansen, T. B. (1995) ‘Measuring the value of Culture’, in *International Journal of Cultural Policy*, Vol.1, No.2, 309-322. This article may be over twenty years old, but its findings are entirely relevant to this day

<sup>54</sup> See, for example, *The World Happiness Report*; an annual publication of UN’s Sustainable Development Solutions Network. NB: As of March 2019, Finland was ranked the happiest country in the world, the least the Republic of Burundi.

Economic impact is very far from being an exact science. Indeed, other than a small, theoretically isolated island community devoid of almost all external links<sup>55</sup>, assessing economic impact is fraught with difficulty since the effect depends on the amount of leakage outside the site, the region and the country; for example, when and how do visitors pay for their trip, where do they stay, where do they eat, how do they get there? Who pays the tax?

As an example, a cruise ship docking in Corfu and sending visitors to Butrint (the majority of the 200,000 foreign visitors a year recorded at the site in 2018 originate from here) will almost certainly be owned off-shore, will provide the majority of food and drink on-ship, will probably have been provisioned and bunkered outside Albania, tour guides will have been paid for mainly by non-Albanian (European and other) tour companies in advance of the visit, and they will have made arrangements with local (Albanian) transport suppliers.

The consortium that owns the ship will pay taxes elsewhere, if at all<sup>56</sup>. No-one other than the cruise ship owners (and perhaps the local transport firms in a modest way) earns much from this current arrangement which thus represents the least-possible earning potential for Butrint.

## 6.2 Butrint

New earning potentials and arrangements need to be found at Butrint based on the cruise ship market, and the New Foundation should take the lead. Booked on-line in, say, Paris a ten-day eastern Mediterranean cruise can cost upwards of US\$ 4.5K per person of which Butrint – cited on virtually every itinerary via Corfu – receives almost nothing, merely the entrance fee.

Butrint's name, its Brand, and its place in the world, is worth more, much more than this.

Of course, all this depends on how the financial model for Butrint is to be handled and developed in the future by the New Foundation.

A good reference model, for management and hence impact purposes, is Pompeii which is currently struggling with the high numbers of visitors to the site, with one group in particular being a problem:

*Cruise-tourists are wearing out the ruins of Pompeii. The entrance steps of the Temple of Apollo, in particular, have been ruined by the influx of tourists. Cruise tourists have a limited visiting time and so they always focus on the same route.*<sup>57</sup>

Lagi's suggestion is to divert tourists from Pompeii by suggesting they visit one of the other superb archaeological sites nearby (such as Herculaneum and Villa Poppea (Oplontis))<sup>58</sup>, which are as impressive, but much less crowded.

The notion of spreading the visitor load from the Ancient Site at Butrint into the remains and other attractions in the wider National Park is recommended in this Business Plan. Such a move also has positive impacts on the economic throughputs this Business Plan engenders.

<sup>55</sup> Easter Island is an example. It is a World Heritage Site in its entirety and also exhibits a National Park. Annexed by Chile in 1888 and now governed as part of the Valparaíso Region, its 7,500 inhabitants are swamped by over 100,000 tourists a year to the point where restrictions on access are now being imposed (*The Independent* 30 July 2018)

<sup>56</sup> The three largest cruise operators are the Carnival Corporation, Royal Caribbean and Norwegian Cruise Liner Holdings, all of which fly flags of convenience, Panama being popular, irrespective of their country of origin.

<sup>57</sup> Adele Lagi, Superintendent at Pompeii; UNESCO, conference proceedings from 'I Love Pompeii' (2016).

<sup>58</sup> Evidence suggests that it was owned by the Emperor Nero (reigned 54-68) and it is believed to have been used by his second wife (Poppaea Sabina) as her main residence when she was not in Rome.

For example, halving the number of projected visitors in Year 7 (to, say, 150,000 a year) with each paying three or four times as much per visit would benefit the site simultaneously in three ways:

1. By generating significantly more money by way of gate receipts
2. By reducing damage to the site's physical infrastructure due to visitor wear-and-tear
3. It would elevate Butrint to a 'must see', premium attraction from which further price increases could be envisaged as well as ancillary spend.

As a corollary it would restrict visitors to those that afford to pay, and hence social and educational factors would come into play.

This is just one example of the highly pressing issues which the New Foundation and its new director and senior management team will need to address ... how does Butrint see itself as a visitor attraction in competition with many others in the eastern Mediterranean? Can it extract a fee from the cruise operators prior to their visit?

### 6.3 Outcome

If pressed to make assumptions based on existing knowledge, a very broad estimate in terms of fte jobs can be *speculated* as:

Item	Rough estimate
<b>Capital expenditure</b>	Every US\$50K of capital expenditure generates 1 fte job measured over ten years = $\text{US\$7.5m} / \text{US\$ 50K} / 10 = 15$ (rounded to 20) <sup>59</sup>
<b>Directly employed staff</b>	As per business plan = 44 (net = 30 as 14 are employed currently)
<b>Employment multiplier</b>	The expenditure of the site's fte staff on goods, services and the like in the local economy will support further jobs which in turn will result in more jobs producing a diminishing cascade effect = $44 * 0.3 = 15$ (net 8)
<b>Project expenditure</b>	The site will spend money on goods and services annually which will result in the creation of jobs due to the cascade effect = $\text{annual project expenditure} * 15\% / \text{US\$ 50K} = 33$ .
<b>Visitors off-site spend</b>	Visitors will spend money away from the site. This will produce and sustain a further set of jobs as the impact flows through the economy. This is very difficult to estimate. 200,000 foreign visitors at US\$ 10 would relate to $200\text{K} * \text{US\$ 10} * 0.1 = 200$ . Since these occur now, they need to be discounted by (say) 90% = a further 20
<b>Taxation</b>	This depends entirely on government policy, and hence no assumptions have been made.

This assessment suggests that Area A3, under the New Foundation, will be able to support – at minimum – 111 *new fte* jobs in and around site (20+30+8+33+20) over the long term.

This is no small thing.

It could be more, it could be less – somewhere in the region of between 95 and 125 ftes could thus be anticipated. The key point is that is *positive*: there will be significantly *more* fte jobs in the local area than there are now as a result of the New Foundation's interventions. Maximising this benefit will be up to the New Foundation.

<sup>59</sup> Source: World Bank; various Albanian-based publications, with author interpretation.

## 6.4 Ancillary benefits

In addition, many of these are likely to be skilled jobs as they relate to the conservation and on-going maintenance of the Ancient Site, and hence will create transferable skills to other parts of the Albanian economy.

This was an ambition of the Butrint Foundation that should be recognised and mirrored by the New Foundation.

This simple, headline analysis suggests that the key to the overall economic impact of Butrint is not what happens at the site itself: it is corralling the off-site spend within the wider National Park that is key, otherwise it will simply dissipate in the rest of Albania and, more significantly, to Corfu, as happens now.

Furthermore, this does not take into account the rolling out of the Butrint Brand: a key function of the New Foundation.

In addition, the fact that Butrint is developing (and will be seen to be developing) will have positive, collateral effects on the ancillary economy by way of house prices, rates collected and so on, providing that such sums can be received by government.

The interventions proposed for Butrint by this Business Plan are therefore entirely positive in economic terms.

How these are made real depends on the work, involvement and aspirations of the New Foundation, and that is very much in the hands of the new Board and the senior staff that it will employ.

## 7 Next steps

This Business Plan has demonstrated that there are no insurmountable technical issues relating to its delivery for the benefit of Area A3.

### 7.1 Key issues to be resolved

The outstanding issues relating to the delivery of a successful project are thus either legal or political and resolve around:

- The resolution of land ownership within the National Park, especially the proposed site for the new visitor centre
- The need for a new Authority to oversee the management of the World Heritage Site and the wider National Park to support the efforts within Area A3
- The transfer of US\$ 2.1m, being held by the Ministry of Culture, to the New Foundation for essential site conservation works
- The specific legal and management arrangements for the agreement between the New Foundation and the Government
- The resolution of the boundary discrepancies between the Designation of Areas by the Ministry of Culture, AKZM and UNESCO
- The ability of the Government to deliver Area A3 (yet to be finally defined in law) as an unencumbered asset to enable the New Foundation to proceed with its development plans and investment strategies
- The acceptance and approval of the Integrated Management Plan for the National Park as a whole by government.

### 7.2 The way forward

Subject to approval and the on-going resolution of the above issues, the following actions are required as far as this Business Plan is concerned over the next two years (2019-2020), defined as the Transition Period:

1. Start the process of creating the New Foundation, with all its attendant legal, constitutional and financial arrangements, through negotiations with government on all aspects, including all land acquisition issues
2. Begin all works associated with the transition period – this is a particularly important for the site conservation works which cannot be handled by the New Foundation until such time as it takes managerial control of the site
3. Begin to accommodate the role of proxy board members (if needed) during the transition period so that project momentum can be maintained.

Assuming 1-3 are underway:

4. Undertake a feasibility and initial design study for Phase 1 of the visitor centre
5. Negotiate with UNESCO and other agencies (local, regional, national and international if necessary) over the creation of the new visitor centre, to be constructed in two phases, at the recommended location as well as all other aspects of the project
6. Set, organise briefs and begin to carry out the following specialised studies:
  - A hydrological study of the entire watershed of the National Park to suggest action to mitigate the effects of the rising water table
  - Management/mentoring support for the transition period as a whole to enable the new staff to embed fully in the site
  - The production of a Park-wide interpretive and tourism infrastructure plan, the recommendations of which will most probably be implemented by others.
  - Traffic management and transport studies particularly in relation to the use of the chain-ferry crossing and the effectiveness of alternative, sustainable visitor transport
  - Visitor management and satisfaction surveys, the lifeblood of successful long-term site management
  - The production of detailed training and community engagement plans for local people and other across a range of site-related disciplines
  - A biodiversity/ecology plan for the A3 Site and Buffer Zone, with annual monitoring thereafter
  - Health & safety and disaster management plans and their updating, particularly in relation to fire risk and the emergency evacuation of visitors, staff and portable artefacts, archives and other records.
7. Set, organise briefs and begin to carry out designs for the interpretation of the Site, including the new museum in the Venetian Castle, the Triangular Castle and the site as a whole, the passenger boats, sustainable transport vehicles etc (either as one package of works or as a series)
8. Continue to engage with local stakeholders to elicit their feedback whilst explaining the commercial opportunities available to them by way of the proposed developments and thus maintain their support, which will be vital over the long-term
9. Start to consider the overall Brand that Butrint has to offer future generations and, with this, the ways in which that brand is to be delivered and maintained over both the A3 Site and the wider National Park as its Buffer Zone
10. Start to consider the implications for all current site staff and their future well-being, as well as the appointment of new people including detailed job descriptions and conditions of service; and begin interviewing and candidate selection as appropriate.

Many of these actions can, and should, be undertaken in parallel.

## Appendix A Financial summary of Area A3: 2013-2020

The following table provides a summary of the incomes and expenditures for Area A3 for the years 2013 through 2020 inclusive. All cells are US\$.

	2013		2014		2015		2016		2017		2018		2019		2020	
	COSTS recovered from state		COSTS recovered from state		COSTS recovered from state		COSTS recovered from state		COSTS recovered from state		COSTS recovered from state		COSTS recovered from state		COSTS recovered from state	
salaries* Financed from the state (net)	63,623		64,042		59,545		56,344		68,639		78,327		65,984		69,406	
salaries* tax; pension fund	10,604		10,649		10,153		7,018		11,383		13,071		13,198		13,634	
<b>TOTAL</b>	74,227		74,690		69,698		63,362		80,022		91,398		79,181		83,040	
	COSTS recovered from income		COSTS recovered from income		COSTS recovered from income		COSTS recovered from income		COSTS recovered from income		COSTS recovered from income		COSTS recovered from income		COSTS recovered from income	
seasonal staff (payments)	13,344		12,855		5,556		5,935		8,784		7,993		8,197		9,597	
office costs	4,862		4,168		5,533		5,990		8,976		9,466		5,935		11,935	
specific materials (uniforms, herbicides, tickets printing, brochures)	10,635		7,468		13,749		17,215		22,181		23,519		23,283		18,006	
services (electricity, internet etc)	7,726		15,512		15,822		12,169		18,552		16,759		15,140		21,757	
security	55,186		64,662		68,097		67,196		75,416		71,779		90,343		91,615	
transportation costs	2,972		3,448		5,833		7,790		8,834		9,954		9,971		9,217	
travel costs	97		2,056		249		1,033		1,076		658		1,410		2,858	
other operational costs (VAT, other services and materials)	40,798		48,863		2,228		2,043		18,022		1,540		12,533		14,443	
maintenance costs	7,781		6,923		20,967		8,356		8,886		10,353		9,228		22,068	
office rent									2,108							
projects/studies/website	3,363		756		4,942				113,532							
investments	3,993		7,210		23,115		32,410		7,594				50,280		8,081	
conservation costs					228,900		17,879		46,626						-	
project cooperation costs					11,979		9,451								1,045	
<b>total</b>	150,757		173,920		406,970		187,468		340,585		152,022		226,322		210,622	
	INCOME		INCOME		INCOME		INCOME		INCOME		INCOME		INCOME		INCOME	
	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))	ZAKPB (90% STATE(10%))
income from tickets	304,062	33,785	348,521	38,725	420,765	46,752	435,208	48,356	485,784	53,976	695,705	77,301	827,194	91,910	102,821	11,425
income from books	129	14														
income from sponsorships	1,010		934		1,043								139,595	15,511		
consultancy service			182	20	503	56	194	22	34	4	551	61	303	34		
income from rents					1,788	199	1,131	126	902	100	2,820	313	1,770	197	89	10
other income					349	39									15	2
<b>TOTAL</b>	<b>305,201</b>	<b>33,799</b>	<b>349,637</b>	<b>38,745</b>	<b>424,448</b>	<b>47,045</b>	<b>436,532</b>	<b>48,504</b>	<b>486,720</b>	<b>54,080</b>	<b>699,076</b>	<b>77,675</b>	<b>968,861</b>	<b>107,651</b>	<b>102,926</b>	<b>11,436</b>



## Appendix B The conservation of Area A3



Butrint is one of the world's exceptional archaeological, cultural and ecological landscapes, as testified by its inscriptions as a World Heritage Site (1992), a National Park (2000) and as a Ramsar site (2002).

The recommended approach to the conservation of the Ancient Site (Area A3) is one of preserving as much information, in previously-excavated physical form, as possible for future generations whilst maintaining its all-important 'spirit of the place' as a unique monument.

The approach to all the works (from conservation, through re-modelling to new build) is thus one of employing *the lightest of touches* to the fabric, hence respecting the meaning, the spirit of the place, and underlining its topophilic resonance<sup>60</sup>.

To do otherwise would not only undermine all the work of the Butrint Foundation (and others) to date but, more importantly, would be an indefensible act on the very fabric and well-being of one of the world's most culturally significant and ecologically sensitive places.

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<sup>60</sup> Appleton, J (1975) *The Experience of Landscape*; Prince D R (1981) *The Interpretation of Landscape*