



Israel Antiquities Authority

Policy for the Conservation of the Built Heritage

Israel Antiquities Authority, Conservation Department

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Introductory Remarks by the IAA Director

The archaeological excavations conducted in Eretz Israel over the past century reveal a rich and unique culture. The finds that were preserved for hundreds and thousands of years attest to the past of the land and its inhabitants. The national recognition of the importance of Israel's antiquities sites and the commitment to conserve them for future generations led to the establishment of the Israel Antiquities Authority (IAA) Conservation Department in 1988, thus completing the full range of archaeological activities in the country: excavations, the analysis of the finds and their publication, and the conservation of the finds themselves and of the sites as a whole. Since the establishment of the Conservation Department the IAA has played a central and active role in the administration and advancement of conservation in Israel.

Conservation raises complex problems, both managerial and physical, in a number of realms. The management of cultural heritage resources involves a broad range of private and public bodies and individuals (government ministries, local communities, citizens, building contractors, and archaeologists), and is influenced by the conflicts of interests between the respective needs of scientific research, conservation, exhibition, and tourism. In terms of the physical aspects of conservation, the threat to the country's cultural heritage has intensified in recent years due to extensive development and construction, warfare, environmental hazards, wide-scale excavations, and the lack of sufficient resources for conservation and maintenance.

The danger facing heritage sights calls for a comprehensive approach, and extreme care and professionalism in the management of these sites. The conservation policy of the IAA was formulated in 1997 by the Conservation Department, as policy that takes the long view and that is based on long-range planning. This policy statement took into account the various elements involved in conservation and the types of sites designated for conservation, and indicated goals and the means necessary for site conservation.

The conservation policy was recently revised so that it would conform with current approaches throughout the world. The 2003 policy lists conservation principles based on currently accepted conservation philosophy and ethics, and emphasizes the concept of the archaeological site as a nonrenewable resource that is to be managed as such. Conservation policy acknowledges the economic and educational importance of archaeological sites, and the need to clearly and fully define their value, as part of a methodical decision making process in the management, preservation, and presentation of the cultural heritage.

The means available to the conservation authority, from legislation through site

preparation to financing, are interrelated, and to a great degree, interdependent. Conservation policy, with all its component elements, is to be understood and implemented as a complete system, and not by relating to each subject separately.

Policy formulation is a dynamic process. This document is therefore not to be regarded as a definitive statement, but rather as a stage in its formulation, ensuing from the criteria that guide us at present. Further development and specification of the conservation definitions and standards for heritage sites are required, to ensure that they are clear and accepted by all those involved in conservation.

The IAA places great importance upon the explanation of its positions and upon cooperation with the various bodies involved in heritage conservation. We hope that a clarification of the principles guiding the decision making process, and of the ideas and values on which they are based, will facilitate a more professional discussion, on the one hand, and raise the broad public's awareness and comprehension of conservation topics, on the other.

Shuka Dorfman
Director, Israel Antiquities
Authority

Introductory Remarks by the Director, Conservation Department

"To preserve the past on behalf of the future"

This document, that is based on the knowledge and experience acquired by the IAA in the past, and especially since the definition of preservation policy by the IAA Conservation Department in 1997, seeks to update IAA preservation policy. It will constitute the common basis for all future antiquities conservation activity, and will enable all those in the field to understand the policy and act in accordance with it. The document contains principled positions of the IAA on conservation issues, with a number of appendixes referring to international conventions.

The British Mandatory Collected Ordinances and Directives concerning Antiquities offered a clear antiquities conservation policy, and the incorporation of these ordinances in the Antiquities Law and their application over the course of time by those responsible for the implementation of the Antiquities Law could be considered to be policy, with all that that entailed. The conservation policy proposed below is also based on conclusions drawn from this period, but relies primarily upon the experience acquired by the Antiquities Division of the Education Ministry and the IAA in the years 1988-2002, during which the manner in which this body functioned underwent change. The initial basic principles of conservation policy that were applied by the Conservation Department team, together with the massive body of experience gained during that period, provide the foundation for future IAA conservation policy.

The goal of conservation policy is expressed in various ways; as an example, I will use a historical definition of foreign policy, according to which declared policy is a theoretical policy that strengthens the thought of the administrators and leaders of long-term policy and guides them to independent study, but it cannot be present in their routine work. This declaration of policy is complemented by a complete, orderly system of directives and specifications meant to provide structured and prepared solutions that are essential for those in the field, or those distant from the center of decision making.

A comparison of conservation activity with that of a political-economic nature reveals that some of the former, similar to foreign or commercial policy, is accompanied by a constant struggle between opposing social, economic, and environmental interests. Long-term policy is intertwined with the ongoing struggle for "market share" and the discovery of "new markets."

There is an additional parallel between conservation policy and foreign policy:

passive conservation policy, that is mean to preserve the condition of antiquities sites from the onslaughts of nature and undesired development, while making limited use of the element of supervision, administrative orders, and punitive measures in the event of harm, resembles **passive foreign and/or commercial policy**, the goal of which is the protection of a political entity and territorial assets, and which makes limited use of the element of deterrence. **Active foreign and/or commercial policy**, which means the penetration of new markets with the aim of conquest or the increasing of market shares, is comparable to **active conservation policy**, whose goal is the finding of new and diverse sources of funding, the treatment of previously ignored sites, or the creation of a new symbiotic policy that combines conservation and development.

As in the economic realm, in which we can talk of goals such as **increased yield and a diverse product range** in order to meet the needs of emerging markets or those with changing tastes, thus, too, in the sphere of **conservation goals** we can speak of **increasing the number of sites, or a range of sites open to the public**, with the target audience likely to change from one site to the next.

Just as **the directors of businesses** invest means in market research and publicity campaigns to expand their concerns, and just as **security leaders** invest many means in the research and development of new weapons systems to provide a response to future threats, so, too, **managers in the realm of antiquities conservation** must invest in research and professional training means in order to maintain the existing state of antiquities sites and to expand the conservation treatment of these locations. All this is intended to provide an answer to the rise in ecological hazards (both natural and manmade), the increase in the number of derelict sites, and the danger arising from the overdevelopment of sites and their surroundings.

The **administrators of conservation policy**, similar to those in the economic and political "market," must invest resources in the attempt to identify the techniques and/or sources of financing for the preservation of sites with the highest forecast extent of landscape development or tourist growth, to achieve maximal results in this area.

Accordingly, a comprehensive conservation policy that will be accepted by all those involved with Israeli antiquities sites is a complete system with laws, regulations, and directives, that are meant to aid in taking decisions regarding the analysis of situations, implementation, and the training and use of professional manpower. This system must be capable of providing solutions for different situations expected in the future, based, inter alia, on the experience of the past. The goals and missions of conservation policy must be clear to everyone involved in the realm, and this policy must be both simple and flexible, to enable

those applying or maintaining it to adapt the policy for differing conditions and periods.

Conservation policy must be grounded in professional human resources that is capable of understanding, analyzing, and applying its principles. The training of this manpower, that must be highly motivated, is to be founded on both experience and formal instruction. This manpower should continually enhance its training, take steps to nurture the next generation, and work with the other authorities that have any connection to antiquities conservation.

A supreme goal of conservation policy must be cooperation with other conservation bodies who, in the long term, will contribute to the struggle for the preservation of sites, in opposition to the trends that view conservation as a burden that hinders the advancement of various interests.

The conservation policy must be formulated as a compilation of principles, each of which comprises a discrete unit that can be transformed into a law, regulation, directive, way of thought, or method of implementation. In this manner every principle, as needed, can be turned into a definition of policy or a means of enforcement.

It is my hope that the conservation policy formulated in this document will provide the professional basis that will enable decision makers, both on the governmental level and those in the field, to understand, analyze, decide, and implement the steps necessary to advance the field of antiquities conservation in Israel.

Antiquities conservation is part of the effort to conserve general cultural assets, and is meant to preserve them for, and, to the degree that this is possible, to present them to, future generations.

The conservation policy of the IAA, that is based on international and national philosophies and ethics, means to preserve the most important physical and historical values of the built heritage of the State of Israel, in order to facilitate the correct and prioritized treatment of antiquities, to assess their value, to enable the public at large to understand them (the principle of public benefit), and to respect them.

The conservation policy aims to protect the cultural characteristics of antiquities in Israel and to ensure that these characteristic aspects of this culture, in all its diversity, will be preserved and will be taken into account in the activity of the governmental and other bodies responsible for the antiquities sites in the State of Israel. This policy, that is defined in the Antiquities Law and the Antiquities Authority Law, is based on the needs of antiquities conservation in the present and in the future, and receives its fundamental philosophical sanction from international conventions, such as the Recommendations on International Principles Applicable to Archaeological Excavations (1956), the Venice Charter (1964), the

World Heritage Convention (1972), the Convention for the Protection of Cultural Property in the Event of Armed Conflict (1986), the Nara Document on Authenticity (1995), and others.

The Conservation Department, that is entrusted with attaining the goals of the conservation policy, is the central body designated for this by the IAA. The budgets and the manpower resources that exist or are to be trained that are earmarked for the application of conservation policy derive from the decision that the Israel Antiquities Authority, by means of the Conservation Department, is the body that directs conservation policy in Israel.

This policy will be the implementive instrument of the IAA in the application of the legislation regarding antiquities, especially the Antiquities Law, section 29(g)*, regulations 3-30*, and the Israel Antiquities Authority Law, section 59(b), (c)*.

Ya'acov Schaffer
Director, Conservation
Department

Introduction

Israel's cultural heritage expresses the cultural diversity and wealth existing in the country and aids in defining the Israeli identity. The heritage sites intensify the connection between the people and its land, the links between the community and the country's cultural landscapes and those between man and his past, and contribute to social cohesiveness. The diverse and numerous cultural heritage assets in Israel are tangible archaeological and historical testimonies that give expression to the unique Israeli experience and identity. They reflect the range of ethnic and cultural communities in Israel, and they tell us of our current identity, our past, and the formation of the Israeli landscape. These places are of value.

The cultural heritage and its surroundings are a nonrenewable physical resource that cannot be replaced or copied. Cultural assets are highly vulnerable and are constantly threatened by the ravages of nature and man, accelerated development that is accompanied by pollution, population growth and density, an increasing burden of internal and foreign tourism, and uncontrolled archaeological excavations. The great sensitivity of cultural sites requires that we actively protect, conserve, and present them, to enjoy them now and to bequeath them to future generations. Proper conservative care and routine maintenance are necessary to ensure on going public benefit from these assets.

The conservation of the cultural sites and their transmission to future generations are a national interest, and are of common concern to every Israeli. This policy is a system of professional directives that defines the manner in which the cultural assets will be treated, and that complements the Antiquities Law and the Antiquities Authority Law. It is based on internationally accepted ethics and principles that are mandatory for all the relevant parties, including public authorities, site directors, those engaged in research, documentation, planning, and conservation, educators, and those in the media. At the basis of the conservation policy lies a careful approach to change. This approach calls for all action necessary for the care and use of the sites, but that also mandates changing as little as possible, in order to preserve the cultural significance of the asset.

The formulation of this policy reflects the central role of the IAA in the conservation of the Israeli built heritage, and its commitment to establish the standing of the Conservation Department as the leading professional body in the country. The IAA, within its responsibility for the conservation of the State of Israel's heritage, will seek to cooperate with all the various bodies involved in conservation and promotion, by providing proper training, guidance, and supervision. It nevertheless should be stressed that conservation is not the exclusive province of conservation bodies that are the representatives of Israeli society as a

whole, that protect the cultural capital of the entire society, and who do so on its behalf. The IAA will act to enhance public awareness and appreciation of the riches of the past.

I. General Principles

1. Definitions

1.1 The built cultural heritage consists of all the sites that came into existence by human endeavor over the course of time and that are of cultural significance. It includes archaeological remains, underwater sites, ruins, traditional structures, building ensembles, historic villages and cities, historic gardens, traces of ancient agriculture, and cultural landscapes. The built heritage usually refers to relatively large architectural remains, and is distinct from the broader definition of material culture, that also includes small finds such as pottery and coins.

1.2 Conservation relates to all the actions pertaining to the physical conservation of the asset in its historical surroundings. The goal of conservation is to preserve the authenticity of the site, with its cultural, aesthetic, historical, social, and scientific values to the greatest extent possible. These values and information are embodied in the materials from which the asset is made, its design, its setting and environment, and the uses and emotions connected with it. Conservation, on the practical level, is concerned with the destruction caused by the ravages of nature or human beings, and the prevention of deterioration processes by technical and management means.

2. Cultural Heritage Values

2.1 The significance and importance of cultural heritage ensue from the cultural value of the site, including aesthetic, historical, social, and scientific values. Its aesthetic value is expressed in the experiential and sensory qualities of the site, and is evaluated by the criteria of form, color, and texture, as these are expressed in a work of art or architecture. Its historical value contains the history of the site's aesthetic, social, and scientific aspects, and embodies the educational potential of the latter. The criteria for assessing historical value are measured in terms of the site's influence on its surroundings as a consequence of a historical figure, event, or some other activity connected with it; this value rises in relation to the number of in situ evidence related to the figure, event, or activity. Social value pertains to the site's ability to support the formulation of a collective identity and other social ties that are built in relation to the site, such as sites of national value. Scientific value is based on the site as a source of information for research, such as archaeological sites. The IAA will support research and the formulation of accepted criteria for the assessment of the various heritage assets.

2.2 The IAA will recognize and respect the existence of differing and at times contradictory values at a site, especially in places where they clash; for example, at a site that represents a number of periods, and at which it would be difficult to accent one period over the others not at the expense of the latter. The IAA will aspire to find solutions that will enable the coexistence of values and a multiplicity of interpretations at the site.

2.3 The contribution of each period to the historical significance of the site should properly be respected. The exposure of previous strata by the removal of later strata is to be conducted with maximal care, following detailed documentation, and only when there is sufficient information that justifies such an action. The excavator or planner is to take these decisions in consultation with the others involved with the site, such as the site director, the conservator, and the planner.

3. Value as a Basis for Treatment

The cultural value of the site will be the primary guiding consideration in the determination of policy and courses of action at the site. All of the factors influencing the site, including its physical condition, available resources, and constraints, are to be taken into account.

4. Uses

4.1 Cultural sites will serve the public good. Proper use of a site will respect its historical value and physical integrity and will advance public understanding of and respect for the site. The use of the site will be of benefit to the public, in a controlled fashion, so as not to harm the site values due to shortsighted utilitarian considerations.

4.2 The continuity of the traditional use, such as dwellings, in historic cities, or of uses of cultural value, are to be encouraged.

5. Site Presentation

5.1 In order for the public to gain an understanding of and appreciation for the cultural significance of sites, they must be presented to the public, and suitable services and information pertaining to the site's messages and values must be provided. The IAA will cooperate with the bodies engaged in the management of heritage sites in the selection and development of the methods for the presentation of history and the cultural heritage for the benefit of the public.

5.2 Reconstruction as a means for presentation is to be used as little as possible, and only in instances in which there is sufficient verified evidence from the source. Preference is to be given to indirect means of presentation that do not entail physical intervention and harm to

the original remains.

5.3 The historical truth, in all its complexity and with all its diverse interpretations, is to be presented in a sincere manner.

6. Comprehensive Conservation Approach

Comprehensive conservation processes comprise legislation, management, financing, and professional technical tools. The IAA imparts importance to a comprehensive conception of these various aspects that will ensure the conservation of the built heritage in Israel.

7. Professional Standards and Skills

7.1 Conservation will employ all the relevant knowledge, skills, and disciplines that are capable of contributing to the research and care of the sites. The planning methods will incorporate conservation, socioeconomic, and planning methods. Special emphasis, in both planning and implementation, will be placed on multidisciplinary team work.

7.2 The management and implementation of the conservation works will be based on knowledge, technical skills, and professional expertise on a high level. Special emphasis will be placed on the professional advancement of the Conservation Department as a leading professional body in Israel, by the training and specialization of IAA employees.

7.3 The IAA will establish its standing as the national body responsible for the conservation of the Israeli built heritage. It will formulate comprehensive directives, with accompanying standards, that will guide the different conservation actions: documentation, recording, planning, implementation, supervision, and maintenance, and that will be obligatory for all the bodies involved in the conservation of the antiquities at the sites.

8. Professional Training

8.1 The IAA affords great importance to professional conservation training, on both the academic and practical levels. The training system must be adapted to the conservation requirements of the State of Israel, including manpower and the necessary conservation professions. The imparting of knowledge and skills in conservation planning is essential for the planning authorities and professional bodies, such as the Interior Ministry, district, local, and other committees, the professional societies of architects and engineers, building contractors, bodies involved in tourism, education, and culture, the bodies that administer antiquities sites, such as the Nature and Parks Authority, the Jewish National Fund, and the relevant authorities. There is a corresponding and essential need for conservation training on an academic level in new frameworks, or within the existing courses of study in schools of

architecture and design, engineering, archaeology, geography, art, economics, sociology, and law.

8.2 These training courses will be established in cooperation with public, academic, and governmental bodies, with the IAA fulfilling a leading role in coordinating and constructing theoretical and applied curricula, and in supervising the professional level of the course graduates, in accordance with the criteria that it shall determine.

8.3 The IAA shall encourage the employment, in both the public and private sectors, of certified planners and conservators with the proper training and experience and who meet professional standards. The IAA shall supervise the work of planners and conservators at antiquities sites, in accordance with defined criteria, directives, and regulations.

9. Research

Research is one of the cornerstones of conservation, in all its aspects, and constitutes the basis for every phase of the conservation process. Properly supported research requires the construction, in cooperation with research institutes in Israel and abroad, of a scientific infrastructure, including laboratories, professional publications and libraries, and computer systems and technical support.

10. Public Awareness and Participation

Education and other informational efforts are the key to creating understanding and sympathetic views among decision makers and planners. The IAA is aware of the central role of the archaeological community and the public at large in heritage conservation. The IAA therefore emphasizes the importance of ties with educational, research, and community organizations, the dissemination of information, education, and publicity, and participation by the public in all realms of conservation, with the overall goal of gaining public involvement and support. Initiatives for public involvement could be expressed in social, tourism, religious, and philanthropic activity, and in economic ventures.

10.2 The conservation, presentation, and management of heritage sites will facilitate the participation of individuals from communities with special cultural, spiritual, or social ties to the site.

11. Regulative Tools

11.1 The IAA will initiate legislation, the issuance of regulations and directives, and statutory planning that will ensure the preservation of the cultural heritage. The goals of conservation must be defined and established by law in order to protect the cultural diversity, monuments, and sites at risk, based on inventory lists. Special emphasis shall be placed on extending

protection to historical structures and ensembles not directly covered by the Antiquities Law.

11.2 The professional conservation committees shall guide and provide oversight for conservation and development plans for important sites, and shall respond to general and fundamental questions on issues pertaining to conservation. These committees shall act as a public advisory body for the Conservation Department and the Director of the IAA.

11.3 Channels are to be established for coordination between the conservation agencies, the government, and the private sector, with the aim of advancing cultural heritage conservation on the local, regional, and national levels. Similarly, coordination must be strengthened between conservation bodies and the authorities engaged in conservation-related planning by participation by the former in planning committees and steering committees.

11.4 The IAA shall demand the inclusion of conservation aspects in national, regional, and local outline plans, as a primary tool for heritage conservation, reconstruction, and development. This is especially relevant for town planning schemes in historic cities and villages, whose heritage values and ancient character are to be emphasized, with the definition of suitable buffer zones. The IAA will likewise support the protection of open areas by their declaration as nature preserves, national parks, forests, biosphere preserves, and landscape reserves.

12. Economic Tools

12.1 State resources are to be allocated for the conservation of the cultural heritage of the State of Israel. The IAA favors the expansion of conservation budgets by increased government financing and the creation of additional budgetary sources, such as: the solicitation of contributions, the imposition of fines, the imposition of a fee for new excavations, the creation of a conservation fund supported by government ministries, the encouragement of private foundations, and the generation of demand for conservation. Partnerships between official bodies, on the one hand, and the private sector and nonofficial bodies, on the other, are similarly to be fostered.

12.2 The IAA will do all in its power to encourage heritage conservation by incentives for the private sector, subsidies, tax and real estate tax reductions, and the like.

12.3 All antiquities-related activity must be supported by the allocation of suitable resources for the long-term conservation and maintenance of the antiquities. Economic options for site conservation shall be examined in conjunction with the excavator and the relevant bodies, and must be approved by the IAA. Economic entrepreneurship at sites shall be permitted in a manner that will not enable harm to antiquities, and it shall be under IAA supervision.

II. Conservation Principles

I. In Situ Conservation

1.1 The utmost priority is to be given to in situ heritage conservation, with the goal of preserving all the elements in situ. High priority is to be given to the conservation of artistic elements such as mosaics, frescoes, and stone details. Individual elements are to be removed from the site only in special circumstances and under IAA supervision, when there is no other way of protecting them.

1.2 Site relocation is to be considered on a case by case basis, based on the values of the site and its surroundings, with an examination of the options for the relocation, and shall be approved as a last resort and only in exceptional cases.

1.3 The historical setting of the site is an important element in the determination of its value, and every effort must be made to protect the site in its setting and incorporate it in the management plan of the site. This plan is to include the definition of a buffer zone around the site.

2. Minimal Intervention

Intervention in heritage assets is to be minimal in order to preserve as much original fabric as possible. The goal of such intervention is to conserve the status quo and retard to the greatest possible extent the process of deterioration, by preventing destruction caused by the ravages of nature or human activity.

3. Respect for the Original Fabric

3.1 The conservation treatment is to be guided by the principle of respect for the original physical fabric of the remains, that are to be conserved in their historical condition, without the loss of evidence and information. The use of nondestructive means is to be preferred, and special justification would be required for any deviation from this principle.

3.2 Preference is to be given to the use of traditional technologies and original materials. New materials are to be used only after testing of the material has confirmed that it is compatible and retreatable.

4. Documentation and Recording

4.1 Sites of national value are to be documented and recorded. In the instances in which a site faces destruction, documentation is to be prepared and kept in the public archives of the local authorities and in the IAA archives.

4.2 Documentation and recording are an integral part of conservation activity, that includes documentation of the site condition before the intervention, and detailed documentation of all intervention at the site. The level of documentation and the degree of detail shall be determined by the IAA, in accordance with the value of the site and the conservation goals. All the records relating to the site, including documentation of the conservation works before and after every intervention, in the past and in the present, are to be kept in the IAA archives.

5. Conservation during Archaeological Excavations

Archaeological excavations are to be accompanied by conservation during and between the seasons and at the conclusion of the excavations. The conservation plan is to be supported by the allocation of suitable resources and content during and after the course of the excavations. This plan is to be submitted together with the excavations plan as part of the request for an excavation license, and it will be presented to the Conservation Department for approval. In special instances, a conservation plan will be required for a salvage excavation. Special emphasis is to be placed on explaining the importance of conservation to onsite archaeologists, and their participation in formulating the site conservation plan.

6. Emergency Plans

In the light of regional instability and the dangers facing the built heritage, plans should be formulated for emergency activity in case of disaster. Emergency plans are to be prepared for the sites and visitors. Safety and site protection directives and regulations are to be drawn up for public sites; no activity that is liable to endanger visitors or the site itself will be approved.

III. The Conservation Process

1. Work Plan

The IAA shall execute a conservation process at Israeli heritage sites that is composed of sequential and complementary phases: identification and listing in the inventory; recording, documentation, and assessment; conservation planning and implementation; and site management, including oversight, monitoring, and maintenance. The stakeholders shall participate in the process, and the value assessment of the site shall be given high priority throughout the conservation process.

2. Inventory List

2.1 The process of the listing and conservation of heritage sites is to be based on the inventory list, and a conservation survey. The IAA shall establish a national inventory list, in cooperation with research bodies and national institutions. These lists will be included in a computerized and accessible database of conservation subjects as a means for professional management and monitoring, and for research purposes. The database will include basic information and relevant reports, the results of studies and assessments, the documentation of decisions and activity, and the classification and evaluation of sites by their cultural significance. A conservation inventory survey, that will define the physical condition of the sites and conservation needs, is to be conducted, as well. The degree of urgency of the treatment and its results are to be included in the inventory list. The IAA shall base the order of priorities for the treatment of antiquities sites on a conservation survey of the State of Israel's antiquities, and a risk survey that will indicate their condition and their needs for treatment.

2.2 Boundaries and a buffer zone, that are based on conservation and environmental surveys, are to be established for declared antiquities sites. A file will be opened in the inventory list, and the body responsible for the site will be defined. The IAA sees the need to draw up a supplementary inventory list of heritage sites to which the Antiquities Law does not apply, in order to ensure that the considerations relating to the future of these sites will be guided by their historical value.

3. Surveying, Documentation, and Assessment

The definition of a site's cultural significance and its physical and management condition is to be based on archaeological, historical, architectural, and urban surveying and documentation, as required. The extent of the survey and the scope of the documentation are to conform to the site's value and nature, on the one hand, and to the type of conservation intervention and development needs, on the other.

4. Planning

4.1 The IAA, in conjunction with other relevant bodies, is to formulate a National Master Plan for the Conservation of the Antiquities Sites in the State of Israel. The plan is to be based on the inventory list, and will be constructed over the course of time, in a manner that will reflect all the sites' values, physical condition, type, and periods.

4.2 Site planning will be conducted as part of the management plan that specifies the conservation goals, methods of treatment, suitable uses, manner of presentation to the

public, and management strategy, while relating to regional development plans. The management plan will serve as the foundation for the formulation of detailed conservation, development, and maintenance plans, that are to be prepared on the basis of the survey, documentation, and assessment of the site's values, its physical condition, and the management aspects. The IAA will guide the planners regarding the archaeological, architectural, engineering, and conservation aspects.

4.3 Site planning will relate to each element or structure in the context of its environment. Treatment of ensembles is to be preferred to that of individual elements or structures that are isolated from their context.

4.4 The plans are to be updated from time to time, in accordance with changing site needs.

5. Site Management

5.1 The IAA, in conjunction with the bodies managing heritage sites, will formulate mandatory standards and directives, that are to be followed in the management of heritage sites. Planners and conservers are to be trained and/or employed by the bodies managing heritage sites, such as the Israel Nature and Parks Authority, the Jewish National Fund, municipalities, and local and regional councils that have historic cities and villages within their jurisdictions, tourism development corporations, open museums, and holy sites that are within the purview of the Ministry of Religious Affairs and the Interior Ministry. In order to ensure maximal protection and suitable conservation of the sites, the IAA, in coordination with other bodies, will take an active part in the determination of site uses, the preparation of management plans, conservation, and maintenance.

5.2 The IAA has the statutory authority to approve plans and treatment, or to grant permission for conservation treatment of the various antiquities sites. All conservation work is to be done under the conservation supervision of, and in coordination with, the Conservation Department.

5.3 The site director will be responsible for the application of the management, conservation, and maintenance plans for the site, that are to consist primarily of preventing risks, manmade damage, and natural deterioration. He also bears responsibility for the quality of the presentation.

5.4 Sustainable site management will balance between the different interests, including development considerations versus those of conservation. The repercussions for the long-term condition of the antiquities resulting from site development for visitors must be the subject of careful and controlled examination. While the exposure of the site can realize the site's economic and educational potential, it can also, and at the same time, raise the level of

physical risk to the antiquities. If the site produces income, a portion of the proceeds should be invested in site conservation and maintenance. In the instances in which the site has suffered irreversible damage, consideration should be given to means of protection, including the closure of areas to the public and their reburial.

IV. Conservation Intervention

1. General Directives

Conservation intervention includes the technical means for the treatment of the site and its surroundings. The IAA will guide the choice of the type of treatment, so that it will be based on an understanding of the cultural significance and physical condition of the site, and on the principles listed in section III (above). Each intervention will be preceded by the documentation and recording of the site's physical condition and the factors contributing to its deterioration. Upon the conclusion of each intervention, a report will be prepared and filed in the IAA archives. The IAA will confirm that the goals of the intervention will be clearly defined, based on a long-term and comprehensive viewpoint, and that use will be made of methods and materials that have been tested and been proven to be nonharmful. The order of priorities for site treatment is to begin with protection and conservation works, that will be followed by the reconstruction and development works.

2. Routine Maintenance

Maintenance is the most basic and most important means of conservation, that prevents and lessens accumulated damage caused by the ravages of nature and man. The IAA shall require for every site a routine maintenance plan, that includes a security system, and it shall approve and supervise these maintenance plans, that will be updated from time to time as needed. Maintenance reports will be kept in the IAA archives. Special emphasis will be placed on the maintenance of antiquities sites that are open to the public.

3. Preventive Conservation, Physical Protection, and Design

These activities, that are meant to lessen damage to the site or the structure, include, among others, shelter, proper drainage systems, fencing, and guarding. These activities are intended to conserve the greatest possible amount of the original fabric, and to the extent that this is feasible, the site's original character and landscape. The central consideration in the erection of new shelter is to be the degree of protection that this would afford to the site. The enclosure must be simple, practical, and planned so that minimal damage will be

inflicted on the site and its surroundings. As a matter of principle, the IAA would prefer fully implementing the preventive conservation activity required to stabilize the site before the implementation of more thorough intervention.

4. Site Reburial

The IAA will generally issue directives for the reburial of archaeological sites upon the conclusion of the research, in order to preserve them and prevent vandalism and looting. In special cases, after the means for the long-term conservation of the site have been ensured, it would be possible to expose the site in order to open it to the public. In order to prevent the overexploitation and deterioration of sensitive sites, the opening of sites to the public on a rotating basis could be considered, by closing some sites to visitors and opening others in their stead. The reburial of sites is to be done in coordination with the excavator and the IAA, following approved reburial specification sheets.

5. Minor Intervention

Minor intervention refers to is a system of actions that does not result in considerable changes to the structure, and that does not add new elements, so as not to disturb the basic condition of the site. These actions include the stabilization of distorted or collapsed elements, the repair of elements, and the removal of later elements that are lacking in value. These actions are to be accompanied by detailed documentation, especially if any element is added or removed.

6. Major Intervention

Major intervention is intervention that exerts very major influence upon the original fabric, and that includes the stabilization of the structure by means of main supportive elements and the repair or replacement of missing components. The dismantling and assembly of a structure or the moving of structures and elements are to be considered in a careful manner, due to the severe damage these actions will cause to the original fabric and its surroundings. The IAA will approve the dismantling and reassembly of a structure or the moving of structures for their preservation only as a last resort. New additions must respect the archaeological potential of the remains or the historic structures, without overshadowing the original fabric, and steps must be taken to ensure their harmonious integration with the original design of the structures and remains.

7. Full Reconstruction

The full in situ reconstruction of a structure of which only isolated remains are

preserved will be approved by the IAA only in exceptional instances, for unique structures. In these cases, priority will be given to the conservation of the original remains in a manner that will prevent their harm from the reconstruction. In situ reconstruction of a structure is to be conducted only on the basis of reliable evidence, and not on analogies.

8. New Works

Every modern intervention must be distinct from the original remains. These works are to be incorporated in a sensitive and careful fashion, in accordance with the historical nature of the site, and must not overshadow the original remains.

9. The Site Landscape

Care for the site landscape is part of the conservation and presentation of the site. The service structures and modern gardening that are necessary for the site are to be planned so that they will not harm the site and its landscape. To the degree that this is possible, the authentic surroundings of the site are to be reconstructed by suitable landscape planning.

10. Monitoring

A national and interorganizational monitoring system is to be established, for the oversight and control of the degree of risk of antiquities sites, that will constitute the basis for site maintenance. The monitoring system shall collect data on the condition of the sites and the factors leading to deterioration, both those due to natural causes and those resulting from vandalism. In instances of the latter, the prior condition is to be restored, to the degree that this is possible, and expeditiously, in order to limit the damage.

IV. The Order of Priorities for Specific Goals

The conservation policy is in force at all antiquities sites, and is to be regarded as an integral system. Nonetheless, a number of specific goals have been established that are derived from the general policy and that will head the conservation list of priorities in coming years. The determination and specification of these goals does not detract from the importance of sites or topics that are not mentioned here, or from the level of care devoted to them.

A. Conservation of Historic Cities and Villages

The IAA shall initiate a process of formulating national conservation policy for historic cities and villages, and of developing models for the application of this conservation policy, including recording, planning, and supervision. The IAA will, at the same time, advance projects for the conservation and reconstruction of these sites. The activity in each settlement will be conducted in accordance with multiyear planning, with clearly defined goals and existing and potential resources. Special emphasis is to be placed on the initiating role and involvement of the IAA in the creation of conservation master plans for the historic cities and villages, in coordination with the relevant government ministries and local councils.

B. Treatment of Earthen Architecture Remains

In many Israeli sites earthen architecture remains have been excavated and left exposed for decades, without proper treatment and maintenance. These structures, some of which are of scientific and cultural importance of the highest degree, are rapidly disintegrating, and in some instances even face total destruction. The IAA emphasizes the need to conduct at these sites urgent conservation works, that are to be based on research of the causes of deterioration and conservation solutions that include, reburial, the construction of sacrificial layers, and shelter.

C. Site Shelter

The sheltering of archaeological sites is an accepted solution for the protection and exhibition of sensitive finds such as mosaics, murals, and earthen architecture remains. It transpires that in many instances, despite the high investment, the shelter harms the site scenery and the deterioration processes continue, or are even accelerated. The IAA, within the context of international research programs, will advance the study of the effect of shelter on deterioration processes and site interpretation and presentation, in order to formulate

criteria for the planning and erection of shelter.

D. Prehistoric Sites

The nature and sensitivity of prehistoric finds presents conservers with complex challenges that demand unique solutions for this type of site. The IAA will set for itself the goal of studying the conservation problems characteristic of these sites, and the methods for their interpretation and display.

E. The Treatment of Bronze Age and Iron Age Sites (the Biblical Period)

Due to their distinctive cultural value, sites from the Bronze Age and the Iron Age (the Biblical period) have attracted broad scientific and public interest in Israel. Archaeological exposure often led to visitor-oriented intensive development and reconstruction works that caused damage to ancient remains. In such instances, in contrast with the heavy investment in excavations and presentation means for the public, the conservation works were of extremely limited scale. The IAA will increase the conservation activity at those sites that suffered in past decades from the accelerated deterioration that resulted, inter alia, from overexposure, a lack of knowledge and proper treatment, intensive reconstruction and development activity, and a lack of conservation maintenance. The future works will include a comprehensive study of the causes of deterioration, the conservation methods to be adopted, and the various methods for the presentation of the site's values, without reconstruction and damage to the antiquities.

F. The Treatment of "Classical" Sites

"Classical" sites were intensively excavated during the 1990s in order to develop them as tourist attractions. This approach led to overdevelopment that was not commensurate with conservation needs, and in many instances irreversible damage was caused to the site and its values. These sites were "sacrificed" in favor of tourism development, and a clearer definition of the boundaries and aims of their development is required. As a general rule, reconstruction and development works are to be limited at sites that have already been opened, while at the same time suitable conservation intervention and professional maintenance are to be increased. Consideration should be given to the opening of additional "classical" sites to the public, in addition to the existing sites, with limits placed on the reconstruction works in them.

G. The Treatment of Ancient Cities in the Negev

The ancient cities in the Negev were uncovered in archaeological excavations, opened to the public, and reconstructed, but were neglected over the course of time. Some of these sites are currently in poor and dangerous physical condition, without proper conservation treatment and maintenance. The IAA must initiate comprehensive treatment, by means of an emergency program that is to include conservation, safety, ongoing professional maintenance, the closure and reburial of some of the sites, and the reopening of others.

H. The Treatment of Crusader and Mamluke Sites

The Crusader and Mamluke fortresses in Israel are preserved in impressive fashion, and are in relatively good condition. The IAA sees fit to relate to these sites within the context of a national plan, placing emphasis on their conservation, restoration and development, and regional integration. This activity will mainly focus upon landscape development, and ongoing conservation and maintenance, while preventing additional intensive exposure and reconstruction works. Emphasis is to be placed on the Crusader and Mamluke sites in the ancient villages, and their incorporation in urban planning and social and cultural activities.

I. Regional Conservation Treatment of Ancient Synagogues

The IAA shall promote a regional conservation, restoration, and development plan for concentrations of ancient synagogues. The plan will relate to the groups of synagogues in central Galilee, northeastern Galilee, and the southern Hebron hill-country, and will concentrate on conservation, maintenance, landscape development, and presentation. The plan is to be incorporated with regional development plans and initiatives by other public bodies.

J. Regional Conservation Treatment of Ancient Ritual Sites

The IAA shall promote a regional conservation, restoration, and development plan for concentrations of sanctuaries, churches, mosques, and other ritual sites declared as antiquities. The plan will relate to the groups of churches in western Galilee, around the Sea of Galilee, in the southern Hebron hill-country, and Arad. The plan will focus on conservation, maintenance, landscape development, and presentation, and is to be incorporated with regional development plans and initiatives by other public bodies.

Appendixes

Convention Concerning the Protection of the World Cultural and Natural Heritage. (World Heritage Convention)(1972), UNESCO. http://whc.unesco.org/world_he.htm (May 2003)

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The Nara Document on Authenticity (1994), ICOMOS. http://www.international.icomos.org/naradoc_eng.htm (May 2003)

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The Washington Charter: Charter on the Conservation of Historic Towns and Urban Areas (1987). ICOMOS. http://www.international.icomos.org/e_towns.htm (May 2003)