Sites of Human Evolution at Mount Carmel
The Nahal Ma’arot/ Wadi el-Mughara Caves

Submitted to the World Heritage Centre - UNESCO
By the State of Israel - January 2011
Acknowledgements

A nomination is always a concerted effort, and this nomination is special in as much as it has been the result of the initiative and driving force from the local community. This dossier, Sites of Human Evolution at Mount Carmel: the Nahal Ma’arot/ Wadi el-Mughara Caves, has been prepared by the Hof HaCarmel Regional Council (HHRC), in full cooperation with the Israel Nature and Parks Authority (INPA), with the assistance of the Carmel Drainage Authority (CDA) and the academic support of the University of Haifa.

Many organizations and individuals have willingly contributed to the preparation of this nomination and their involvement, which indicates the commitment of all the stakeholders to this nomination, is gratefully acknowledged.

The local academic and professional community met in an experts’ meeting coordinated by the Israel National Commission for UNESCO with the World Heritage Centre as part of the activities concerning sites of human evolution as supported by the Spanish Funds in Trust at UNESCO. At this meeting, hosted by the INPA and the Zinman Institute of Archaeology of the University of Haifa, we benefited from the expertise of Professor Ofer Bar-Yosef and Professor Emmanuel Anati who joined prominent experts from various research institutions in Israel. The meeting was also attended by Dr. Nuria Sanz from the World Heritage Centre, who coordinates the newly titled HEADS programme adopted by the World Heritage Committee at its 2010 session in Brasilia. This programme “Human Evolution: Adaptions, Dispersals and Social Developments” has given the revised title to this dossier.

This dossier follows in the footsteps of a series of nominated INPA sites, building on previous experiences and expertise, especially that of Ms. Esti Ben-Haim who advised, commented and supported with her vast knowledge in the preparation of INPA World Heritage dossiers; Naama Aley-Gad-Ganor and Heedi Gafroz-Naveh from Ha’S studio PushUp Graphic Design; Susan Hofman, linguistic editor; Architect Adi Har-Noi; and Sagir International Translations assisted in bringing this dossier to completion and publication.

From the local community:

The head of the Regional Council Mr. Carmel Sela and his deputy Mr. Modi Bracha, who initiated and headed the process of preparing this nomination with dedication and perseverance; Mr. Moshe Israeli, Director of Carmel Drainage Authority, who mobilized the resources necessary for the preparation of the dossier with his vision and his practicality; Architect Gabi Pal, HHRC District Engineer, for providing background information. Mr. Hanan Roglin of Ein HaCarmel, Mr. Danny Assaf and Mr. Peretz Shaley of Geva Carmel, and Mr. Yaakov Mizrahi of Zruda, local residents who attended steering committee meetings and advised as representatives of the local community stakeholders; “The Zion Oil & Gas Company, who contributed funds towards the completion of this nomination; and Architect Rachel Shalem who helped with statutory background material.

From the INPA:

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- District Office: Mr. Yigal Ben-Ari, Director of INPA North District, who gave this project his support and cooperation. Ms. Revital Weiss, INPA north district liaison to UNESCO, diligently and cheerfully assisted with acquiring background data from the INPA administration. Mr. Mikki Ladell of the Statutory & GIS Unit at the INPA northern office deserves special thanks for meticulously preparing the maps included in this dossier.
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From the University of Haifa:

Special thanks go to Professor Yossi Ben-Artzi, the former rector of the University and a leading expert on the historical geography of Mount Carmel, for his enthusiastic support and continuing interest in the project. The University of Haifa has naturally adopted the heritage sites of the region and built on the years of academic research through the Zinman Institute of Archaeology. Being among the original initiators of the nomination, they have become key stakeholders as an integral part of the local community. Professor Mina Weinstein-Evron and Professor Daniel Kaufman who continue developing the multidisciplinary research (with the cooperation of colleagues and students) of this site of Outstanding Universal Value, have indefatigably advanced the nomination through their first hand knowledge of the site. We also thank Professor Avaraham Ronen, who advised and contributed background materials from his years of excavation at the site; Mr. Reuven Yeshurun for providing some of the photographs and continued advice; and Mr. Danny Rosenberg who was in charge of assembling the relevant material for the feasibility report and contributed considerably to the assembling of this dossier.

Other prominent individuals involved were:

Nominations are often multi-disciplinary and we had the opportunity of receiving professional and academic input from Professor Amos Bien, geologist, who contributed his extensive knowledge of the geology the Mount Carmel; Dr. Sigal Abramovich, palaeontologist, who offered insights into the Rudist reef; Ms. Hava Lahav, the Society for the Protection of Nature in Israel (SPNI) representative to the District Planning Commission, who provided wise advice on the geological significance of Mount Carmel.

In the framework of the preparation process of the nomination, whereby ICOMOS-Israel provides local evaluation expertise to the Israel World Heritage Committee, Mr. Gideon Koren, Chairman of ICOMOS Israel and other members who reviewed the feasibility documents are to be complimented for their professional comments and instructive notes that helped to bring about this improved version.

Last but not least – Professor Michael Turner, Chairman of Israel World Heritage Committee and Mr. Daniel Bar Eli, Secretary-General of Israel National Commission for UNESCO, are warmly thanked for their close involvement and constant accompanying of this dossier from the beginning and along the entire complicated process of preparation.
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List of Abbreviations:

- EAMH - Early Anatomically Modern Human
- BP - Before Present
- INPA - The Israel Nature and Parks Authority
- HHRC - Hof HaCarmel Regional Council
- IAA - Israel Antiquities Authority
- IMT - The Israeli Ministry of Transport
- IEC - The Israel Electric Corporation
- CDA - Carmel Drainage Authority
- SPNI - The Society for the Protection of Nature in Israel
- SPIHS - Society for Preservation of Israeli Heritage Sites
- NOP - National Outline Plans
- DOP - District Outline Plans
- UBP - Local Urban Building Plans
1. IDENTIFICATION OF THE PROPERTY

   a. COUNTRY: Israel

   b. REGION: Regional Council Hof-HaCarmel

   c. NAME OF PROPERTY: Sites of Human Evolution at Mount Carmel: The Nahal Ma’arot / Wadi el-Mughara Caves

   d. EXACT LOCATION
      (Geographical Coordinates): 32º 40' 12" N; 34º 57' 55" E

   e. MAPS OF THE NOMINATED PROPERTY AND BUFFER ZONE:
      The nominated property and buffer zone are located on state-owned lands. A 500 metre wide strip of land along its western perimeter is leased to the adjacent settlements: Kibbutz Ein Carmel to the north and Moshav Geva Carmel to the south.

   f. AREA OF NOMINATED PROPERTY (SITE) AND BUFFER ZONE:
2. DESCRIPTION

A. DESCRIPTION OF PROPERTY

Mount Carmel is a notable landmark in the northern region of Israel. It is a twenty km long precipitous wall of dolomitic limestone, running from the Haifa Bay in the north to Zichron Yaakov and Binyamina in the south, rising steeply to about 500 metres above sea level. The mountain is rich in its biological, geological and geomorphologic diversity with contrasting landscapes, a mosaic of settlements, agricultural areas, prehistoric and archaeological sites. A total of over 200 prehistoric sites of various periods and cultures have been surveyed or excavated to date throughout the Mount Carmel range and the adjacent coastal plain in an area of approximately 22,000 hectares.

The western side of Mount Carmel, undulating gradually from the central ridge to the Mediterranean coastal plain, is dissected by frequent valleys and rainy season watercourses. The proposed site is located in one of these valleys, Nahal Ma’arot, ca. 4 km east of the sea shore and ca. 2 km south-east of the town of Atlit. The site comprises a group of four natural caves (Tabun, Jamal, el-Wad and Skhul) and their geo-morphological environs, the river bed and the steep banks formed by one of the best-preserved rudist reefs in the Mediterranean region.

A number of prehistoric sites of the Mount Carmel area, such as Kebara Cave, Misliya Cave, Nahal Oren, Raqefet Cave, and the submerged site of Atlit Yam, have been excavated and researched, their findings widely featured in local and international prehistoric dialogue. In particular, the site of Nahal Ma’arot/ Wadi el-Mughara Caves has long been considered a ‘yardstick’ for studying world prehistory and represents a cultural and natural heritage site with significant global interest
Sites of Human Evolution at Mount Carmel: The Nahal Ma’arot / Wadi el-Mughara Caves

Geological Map

Map 2.02. Geological map of the area, courtesy of INPA GIS Unit

Map 2.03. Site plan. Source: Israel Antiquities Authority Archives, Mandate Record Files: file No. 193. Wadi El-Mughara, based on Garrod 1937
The Nahal Ma’arot/ Wadi el-Mughara caves are situated on a cliff at the northwestern face of the valley’s southern bank, at the point where Nahal Ma’arot opens westward towards the Mediterranean coastal plain. During the late 1920’s and early 1930’s, when the caves were first excavated and achieved worldwide renown as prehistoric sites, the valley was known as Wadi el-Mughara, literally “Valley of the Caves”. The four caves are found within an area of circa 2 hectares, incorporated within the Nahal Ma’arot Nature Reserve which covers some 300 hectares. This area is protected and arranged as an open-air display of prehistoric life, with various interpretative features at the caves of Tabun, Jamal and el-Wad (for an in-depth description of the site today, see chapter 5). The site enjoys typical Mediterranean climatic conditions with annual precipitation of ca. 600-800 mm and mean annual temperature of 18.8°C. A large variety of landscapes and habitats are found within walking distance of the caves: riverbeds, hills supporting Mediterranean forests or maquis, swamps, coastal dunes, agricultural fields and the sea. These provided in prehistoric times, as they do today, a varied ecotonal setting and an easily accessible catchment area of mountainous and coastal plain terrains.

The largest, deepest, and most visible cave at the site of Nahal Ma’arot/ Wadi el-Mughara is el-Wad Cave (translated as ‘Cave of the Stream’), situated 44.5 meters above sea level, a few dozen meters north-east of Jamal and Tabun Caves. The cave has a well formed arched entrance, originally flanked by two ‘window’ openings, one of which was artificially enlarged, possibly during medieval times. In 1928, when the cave was the subject of C. Lambert’s sounding, the opening was still blocked by a medieval wall of limestone blocks (see figure 2.02), and the cave featured ‘stalactites and stalagmites in the process of formation’ (Richmond: 1928). The wall was removed during Garrod’s excavation in 1929-1933. The entrance leads into a large irregularly shaped chamber, the first of six as
the four caves. It consists of a single chamber with a floor covered with brecciated layers and an arched entrance, clearly visible from the mouth of the valley. At the time of Lambert’s initial investigation of the site in 1928 there were two stone structures outside the cave that were later removed. The Jamal Cave was investigated during the 1990’s (see the history of research chapter 2b) yielding artefacts attributed to the Acheulo-Yabrudian cultural entities (~400,000-250,000 years BP).

Figure 2.04. Garrod’s excavation at Tabun Cave, 1929-1933, photo courtesy of J. Callander & A. Ronen

Closest to the south-western tip of the reef is Tabun Cave (‘The Oven’), its opening, above a steep talus, facing north. Prior to the commencement of excavations only the inner chamber, with its chimney clearly representing the last of a series of collapse events, was observable. The first excavations of the cave took place over five seasons from 1929-1934. As the excavation progressed downward, leaving an impressive stratigraphic section of some 23 metres (see figures 3.03 and 3.05), the walls of the cave opened out in an irregular way, to eventually form the large cave it is today (see figure 2.09: sections and plan).

Tabun Cave has yielded mainly Lower and Middle Palaeolithic finds, representing the Late Acheulian and Acheulo-Yabrudian cultural entities (~500,000-250,000 years BP) and a full sequence of the Mousterian (250,000-45,000 years BP). Most famously, the complete skeleton of a single Neandertal woman, known as “The Woman from Tabun” was discovered by Dorothy Garrod in the 1929-1934 excavation (see chapter 2B and annex 4.A – List of Granted Excavation Licenses, IAA).

Between the Caves of Tabun and el-Wad is the Jamal Cave (Camel Cave), the least known of the four caves. It consists of a single chamber with a floor covered with brecciated layers and an arched entrance, clearly visible from the mouth of the valley. At the time of Lambert’s initial investigation of the site in 1928 there were two stone structures outside the cave that were later removed. The Jamal Cave was investigated during the 1990’s (see the history of research chapter 2b) yielding artefacts attributed to the Acheulo-Yabrudian cultural entities (~400,000-250,000 years BP).

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The smallest, most remote of the Nahal Ma’arot/Wadi el-Mughara Caves is Skhul Cave (Cave of the Kids). It is situated a short way up the valley, beyond a curve, approximately 100 meters east of the three other caves, which are clustered together (see figure 2.03: site plan). The cave itself is but a few meters deep, forming what should more accurately be called a rock shelter and terrace (see figure 2.10: sections and plan). Blasting operations carried out in 1928 in search of a quarry site destroyed the north-eastern corner of the shelter wall within which the cave is located (the scar is still visible today) but, apart from fallen rocks which had to be removed, the cave and the terrace were hardly affected by this operation. The Cave was investigated in 1929 by Garrod, and excavated in 1931-1932 by McCown. Skhul Cave has yielded Middle Palaeolithic finds attributed to the Late Mousterian culture (ca. 150,000-45,000 years BP), including 11 skeletons of what is termed Early Anatomically Modern Humans (EAMH), presently dated to ca. 80,000-120,000 years BP.
The extraordinary potential of the Mount Carmel region and of the Nahal Ma’arot/ Wadi el-Mughara Caves in particular was first revealed in the late 1920’s and early 1930’s, with Dorothy Garrod’s excavations of the caves of Tabun, Skhul, and el-Wad. The importance attributed to this area as the focus of research on the Lower Palaeolithic, Middle Palaeolithic (Mousterian Culture) and the Natufian culture of the Epipalaeolithic dates back to these early discoveries.

Today the most informative Mousterian sites in south-western Asia are concentrated in two principal areas: the Zagros foothills of NE Iraq and south-west Iran with a small number of excavated sites (Klein, 2009), and the Levant, with more than fifty excavated sites across the region, including the now regarded ‘classic’ Nahal Ma’arot/ Wadi el-Mughara Caves.

The rich Mousterian layers uncovered at the site over 90 years of ongoing research include abundant lithic industries found in stratified deposits, faunal remains which were the basis for the first palaeo-environmental curve, constructed by the paleontologist Dorothea Bate in 1937 (Garrod & Bate, 1937), and a singularly diverse array of hominid remains: it is only here that both Neandertals and EAMH are found in a single Mousterian cultural complex (see Value 3 in chapter 3.c: Comparative Analysis, and annex 4.B - Selection of Archeological Findings). The complex hamlet of el-Wad remains as a yardstick for ongoing interdisciplinary research of the Natufian, and continuously serves as a basis for comparison to other Natufian occurrences in the Levant.

At the time of their original excavation, as well as today, the archaeological discoveries at the Nahal Ma’arot/ Wadi el-Mughara Caves remain outstanding and unparalleled elsewhere.
Figures 2.09. Plan and Sections of Tabun Cave. Source: Israel Antiquities Authority Archives, Mandate Record Files: file No.193, Wadi el- Mughara, based on Garrod 1937.

Figures 2.10. Plan and Sections of Skhul Cave. Source: Israel Antiquities Authority Archives, Mandate Record Files: file No.193, Wadi el- Mughara, based on Garrod and Bate 1937.
B. HISTORY AND DEVELOPMENT

History of Research:
The outstanding archaeological value of the site of Nahal Ma’arot/ Wadi el-Mughara was first realized in 1928. The government of the British Mandate over Palestine had decided to construct a new deep-water harbour at Haifa, for which the cliffs of Wadi el-Mughara were considered a potential quarry. As the Department of Antiquities was already aware of the potential historic significance of the area due to the plain visibility of the caves themselves, and the ‘flints and flakes in large numbers [which] cover the slopes’ (Richmond: 1928), C. Lambert, Assistant Director, was dispatched to investigate the site. Three weeks of trial excavations of el-Wad Cave during November 1928 yielded a wealth of flint and bone implements, querns, beads, stone structures and human remains. The most striking find was a bone sickle haft, carved in the shape of a young animal (see figure 2.11), ‘which was the first example of Stone Age art to be discovered in the Near East’ (Garrod & Bate: 1937). As a result of this first sounding,

Figure 2.11. Natufian Carved Bone Sickle Haft With Carving of Young Animal. Source: Israel Antiquities Authority Archives, Mandate Record Files: File No.193, Wadi El-Mughara

Figure 2.12. Wadi el-Mughara during Garrod’s excavations, 1929-1934. Source: Israel Antiquities Authority Archives, Mandate Record Files: file No.193, Wadi El-Mughara, based on Garrod 1937.

Map 2.04. Excavations at el-Wad over the years, from Weinstein-Evron, et al., in press.
the British School of Archaeology in Jerusalem together with the American School of Prehistoric Research concentrated their efforts to the Wadi el-Mughara caves, and embarked on seven seasons of excavation from 1929 to 1934, headed by D. Garrod and T. McCown.

In the years that have elapsed since the onset of excavations at the archaeological site of Nahal Ma’arot/Wadi el-Mughara, it was subject to continuing scientific exploration and research, frequently referenced in relation to archaeological excavations elsewhere. For thirty years after Garrod and McCown concluded their works the site was left untouched, but in 1967 excavations resumed and have been ongoing since and the site’s potential is far from being exhausted. The history of research at the site can be tentatively divided into three main phases:

1. **The British Mandate Excavations**
   - 1928 – C. Lambert (el-Wad Cave and Terrace; on behalf of the Department of Antiquities).
   - 1929-1934 – D. Garrod (Tabun, el-Wad Cave and Terrace; on behalf of the Council for British Research in the Levant and the American School of Prehistoric Research).
   - 1932 – T. McCown (Skhul Cave; on behalf of the Council for British Research in the Levant and the American School of Prehistoric Research).

2. **The State of Israel Excavations**
   - 1967-1971 – A. Jelinek (Tabun Cave; on behalf of the University of Michigan, the University of Arizona).
   - 1973-2002 – A. Ronen (Tabun Cave; on behalf of the University of Tel Aviv, the University of Haifa).
   - 1988-1989 – M. Weinstein-Evron (el-Wad Cave; on behalf of the University of Haifa).
   - 1994-2006 – M. Weinstein-Evron and D. Kaufman (el-Wad Terrace; on behalf of the University of Haifa).

3. **The State of Israel Continuing Excavations**
   - 2007-current – M. Weinstein-Evron, D. Kaufman and R. Yeshurun (el-Wad Terrace; on behalf of the University of Haifa).

A complete list of all excavation licenses granted by the Israel Antiquities Authority (IAA) is included in annex 4A.

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**Figure 2.13. Ongoing Excavations at el-Wad Terrace, photos by R. Yeshurun.**

**Figure 2.14. Current view of the site and its facilities. Photo courtesy of Albatross Aerial Photography.**
Development of Buildings and facilities.

A field laboratory was installed near the river bed below the el-Wad Terrace in 1967 as part of the University of Michigan’s excavations of 1967-1969. The field laboratory, a one-story prefabricated structure of 175 sq m, still stands in its original location and is used for preliminary study of the finds during ongoing excavations, as well as for storing finds and equipment.

Upon the declaration of the caves and their surroundings as a national Nature Reserve in 1971, a plan for the protection and development of the park and caves was prepared and implemented under the supervision of the Israel Nature Reserves Authority (to become in 1998 the INPA).

With growing recognition of the site’s universal significance, a decision was made to facilitate visitor access and enhance the experience of the site through the presentation of Prehistoric life. In 1989 the site and the caves were temporarily closed to the public and visitor facilities were installed. These included stairways and paths between the caves, and the installation of various interpretative measures in the different caves, including an audio/visual presentation which is shown at el-Wad Cave (for more information on presentation and interpretation at the site see chapter 5d + 5h).

In addition, a local Urban Building Plan (HC-185b) was prepared for an area of 1.4 hectares of government owned land to the immediate west of the Nahal Ma‘arot Nature Reserve. The plan designated areas for visitor facilities, parking areas and an access road, and annexed the additional area to the Nature Reserve. The construction of the following facilities took place in 1989:

- A round office building for the Nature Reserve staff
- An adjoining rounded building housing a visitor centre with a cashier point and a souvenir shop
- Public toilets
- An entrance gate and adjoining shed
- Paths, stairs and handrails
- A ramped access path for people with disabilities
- Fencing and iron gates
- A small stone-clad room for electric wiring for the audio/visual presentation installed at el-Wad Cave
- A protective roof above the chimney at the rear chamber of Tabun Cave
- Parking areas

An additional round structure, a library (which functions as a conference hall accommodating up to 50 people) was constructed in 1994 near the parking lot and offices.

At present, the office building houses the Nahal Ma‘arot Nature Reserve staff, as well as the offices of the Carmel District of the INPA, with its Carmel Educational Guiding Centre. The area currently excavated at the northern part of the el-Wad Terrace is situated by a portable greenhouse made of iron construction and transparent PVC cover, installed in recent years.

A fenced service area containing a small shed used as a warehouse is situated near the parking area, north of the site’s access road. A cooling container located there is used to store meat for eagles (part of a project aimed at rehabilitating the eagle population of Mount Carmel). Just east of the entrance to the nature reserve, on the banks of Nahal Ma‘arot, is a recreation and picnic area with wooden tables and benches.

Regional water and electricity infrastructures are present at the site. Prior to the site having been declared a nature reserve, a water pumping station was installed in the valley, approximately 30 meters north of Skhul Cave. In addition, an electric power line crosses the valley from north-west to east, supported on poles located mostly along the northern bank of the river bed. The site is connected to the national power grid through this power line.

All buildings on site are one-storied and measure a total of approximately 450 sqm.
Figure 2.15. General view of the site. Photo courtesy of Albatross Aerial Photography.
3. JUSTIFICATION FOR INSCRIPTION

A. CRITERIA FOR INSCRIPTION

The study commissioned by UNESCO and undertaken by ICOMOS in 2004 Filling the Gaps - an Action Plan for the Future (February 2004) identified and analyzed gaps in the representation of countries/regions, chronologies, typological and thematic frameworks which appear on the World Heritage List and the Tentative Lists. One of the conclusions of this study was that ‘the ancient Near and Middle East is often seen as the cradle of humanity, reflecting several of the major cultures and empires. These are under-represented on the World Heritage List’. The study relates to and adopts an earlier study, Potential fossil hominid sites for inscription on the World Heritage List (Stringer & Gamble: 1997) undertaken by ICOMOS in order to address emerging trends in World Heritage nominations. This study suggests the following six criteria for selection of hominid sites for inscription:

1. Reliable and scientifically sound dating of material:
2. The existence of large quantities of fossil samples:
3. The antiquity of the finds: (While age is not a sufficient criterion by itself, it must be recognized that finds from 5-4 million years ago when hominids were splitting from the last common ancestor are still extremely rare.)
4. The potential for further finds:
5. The existence of a context - groups of closely related hominid sites and even landscapes which preserve good environmental and archaeological evidence;
6. An important historical position in the discovery and demonstration of human evolution.

In the ICOMOS study, the site of Nahal Ma’arot/ Wadi el-Mughara Caves was identified as one of the six fossil hominid properties most strongly recommended for inscription throughout the world. Two of these (Sterkfontein Valley in South Africa and Atapuerca in Spain) have since been inscribed.

Moreover, the report summarizing UNESCO’s 2008 International Experts’ Seminar on Prehistory and the World Heritage Convention: Towards an Action Plan and the Related Thematic Studies (Sanz, 2008) highlights the disparity in representation of types of prehistoric sites: the largest number of prehistoric sites inscribes on the WHC list to date are Rock Art sites (approximately a third of all prehistoric sites on the list and on tentative lists), while sites of human evolution are significantly less represented.

It is within this context that the nomination of Nahal Ma’arot/ Wadi el-Mughara Caves must be considered, for the site represents the thematic and chronological framework of Human Evolution which is currently insufficiently represented on the World Heritage Centre List.

The Nahal Ma’arot/ Wadi el-Mughara Caves comprise an archaeological prehistoric site within a declared nature reserve. The nomination is based on the criteria stated in paragraph 77 of the Operational Guidelines for the Implementation of the World Heritage Convention (2008). It is proposed that the site of Nahal Ma’arot/ Wadi el-Mughara Caves be inscribed under criteria: (iii) (v) and (viii).

Criterion (iii): to bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared.

The site of the Nahal Ma’arot/ Wadi el-Mughara Caves displays one of the longest prehistoric cultural sequences in the world. From the Acheulean complex, at least 500,000 years BP, through the Mousterian culture of 250,000-45,000 years BP, and up to the Natufian culture of 15,000-11,500 years BP and beyond, it testifies to at least half a million years of human evolution. As such, it has become a key site of the chrono-stratigraphic framework for human evolution in general, and the prehistory of the Levant in particular.

Research at Nahal Ma’arot/ Wadi el-Mughara Caves has been ongoing since 1928, and continues to promote multidisciplinary scientific dialogue. The potential for further excavation and archaeological research at the site is to date far from exhausted.

Criterion (v): to be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change.

The Nahal Ma’arot/ Wadi el-Mughara Caves are a central site of the Natufian culture in its Mediterranean core zone. This significant regional culture presents the transition from Palaeolithic to Neolithic ways of life, from nomadic hunter-gatherers to complex...
Figure 3.01. El-Wad Cave (left) and Jamal Cave (right). Photo by A. Bronsberg.
The Natufian culture of the late Epi-Palaeolithic period marks a dramatic change from the previous, nomadic forager societies which occupied the Levant. This is manifested by the earliest occurrence of elaborate architecture, as well as the outstandingly rich and diverse Natufian cemetery excavated at the site, testimony to the complex social organization of the last hunter-gatherer society and the various adaptations it underwent on the threshold of agriculture.

Criterion (viii): to be outstanding examples representing major stages of earth’s history, including the record of life, significant ongoing geological processes in the development of landforms, or significant geomorphic or physiographic features;

The site of The Nahal Ma’arot/Wadi el-Mughara Caves demonstrates the existence of Neandertals (Tabun Cave) and Early Anatomically Modern Humans (EAMH) (Skhul Cave and terrace) within the same Middle Palaeolithic cultural framework, the Mousterian culture, thus displaying an outstanding stage of the earth’s history, which is of universal value to the scientific comprehension of human evolution, within the clearly defined geographic area of Mount Carmel.

The State Party views this nomination as the first property of a Serial National Nomination of Human Evolution sites at Mount Carmel, as defined in paragraphs 137-140 of the Operational Guidelines to the WHC, and in accordance with the adoption of the HEADS Action Plan at the 34th session of the World Heritage Committee in Brasilia, 2010.

The caves of Mount Carmel include the southern extremity of the Neandertal range, as well as the northernmost known remains of EAMH dating to ca. 80,000-120,000 years BP, thus being the only locality of a unique overlap in prehistoric human dispersal. As such, the site is of outstanding significance for the study of the diversity of human evolution. In part, the prehistoric settlements of Mount Carmel, scattered along its ridges, ravines and coastal plain, can be related to the changing shore line of the past 500,000 years. In this they are analogous to the rudist reef of the Carmel, a continental shelf edge phenomenon which attests to far earlier regional and global climatic changes and fluctuating sea-levels. Together, these two phenomena define a cultural-geographic entity which demonstrates the history of the earth and correlates palaeo-environmental and climate changes with prehistoric settlements, providing unique insights into the earth’s history and record of life.

The following statement reflects these criteria, and aims to establish the Outstanding Universal Value of the Human Evolution sites at Mount Carmel as well as that of the Nahal Ma’arot/Wadi el-Mughara Caves, in accordance with paragraph 139 of the Operational Guidelines to the World Heritage Convention.

The geographic entity defined as Mount Carmel in northern Israel incorporates one of the longest sequences of human presence in the world, beginning with the Lower Palaeolithic and continuing through the Neolithic and Chalcolithic periods, to the present. The archaeological layers exposed at the Mount Carmel sites bear unique witness to this long sequence of human evolution through the major stages of the Stone Age and beyond, and exhibit the roots of our cultural and evolutionary diversity. This has provided the ultimate scientific time-scale for the dating

1. Mount Carmel - General

Based on the recommendations of the Prehistory Working Group in Paris during November 2008, some criteria that should be taken into account when starting the nomination process for archaeological sites were identified. According to these recommendations, a potentially eligible prehistoric site:

- Provides exceptional insight into theme;
- Establishes chronology;
- Expands the evidence for human experience;
- Illuminates a cultural landscape;
- Offers potential for further analysis;
- Is of historic importance in shaping our knowledge of prehistory.

The following statement reflects these criteria, and aims to establish the Outstanding Universal Value of the Human Evolution sites at Mount Carmel as well as that of the Nahal Ma’arot/Wadi el-Mughara Caves, in accordance with paragraph 139 of the Operational Guidelines to the World Heritage Convention.

The geographic entity defined as Mount Carmel in northern Israel incorporates one of the longest sequences of human presence in the world, beginning with the Lower Palaeolithic and continuing through the Neolithic and Chalcolithic periods, to the present. The archaeological layers exposed at the Mount Carmel sites bear unique witness to this long sequence of human evolution through the major stages of the Stone Age and beyond, and exhibit the roots of our cultural and evolutionary diversity. This has provided the ultimate scientific time-scale for the dating

(1) Israel recognizes that this criterion has not been used explicitly for human evolution, but believes that in the World Heritage Committee decision to combine the criteria and with the adoption of the HEADS programme, criterion (viii) should be legitimately applied to this property.

(2) Tabun Cave at Nahal Ma’arot / Wadi el-Mughara, and Kebara Cave at the southern end of Mount Carmel

(3) Skhul Cave, together with the Qalzeh Cave near Nazareth, some 30 km to the east of Mt Carmel.

(4) These recommendations were adopted by the World Heritage Committee at its 33rd session in Seville, 2009.
of prehistory in the region as well as a central reference for ongoing global archaeological discourse.

The specific importance of the Mount Carmel caves is expressed primarily in the outstandingly long sequence of human occupation and the clear association between the various archaeological remains with fossil hominids. It is only here that both Neandertals and EAMH’s are found in a single Mousterian cultural complex. Furthermore, of just over 70 Neandertal sites worldwide, the two sites of Tabun Cave and Kebara Cave which represent the southern extremity of the Neandertal range are located within this region. Moreover, the Carmel range, together with the Qafzeh Cave near Nazareth, marks the northernmost distribution to date in which the remains of EAMH dating to ca. 80,000-120,000 BP have been discovered. This makes the Mount Carmel region an important locality acknowledged worldwide.

Mount Carmel, with its rudist reef and the multiple caves within it, is a natural landmark clearly visible from the coastal plain which parallels its western slopes, and is of regional geological significance. It provides important insights into the geological history of the area and the formation processes of its caves. The many palaeo-environmental changes registered in the caves’ geological, anthropogenic, sedimentological, as well as zooarchaeological and palaeo-botanical sequences can be related to both regional and global climatic changes such as fluctuations in humidity, temperature and sea-level changes, all of which are of paramount significance for the study of human cultural and biological evolution. Multi-disciplinary research highlights the various palaeo-environmental changes and their relationship with the main socio-cultural processes and human impact on ancient environments, providing unique evidence of the earth’s history and record of life. Within the Mount Carmel range with its wealth of prehistoric sites, the cluster of caves found at Nahal Ma’arot/Wadi el-Mughara are of particular importance, and display an exceptionally rich array of prehistoric findings, revealed in 90 years of scientifically sound archaeological research.

In particular, the rudist reef of Mount Carmel is a geological phenomenon unique in its size and exposure throughout the Middle East. This reef, a typical Upper Jurassic-Lower Cretaceous era phenomenon, was constructed by rudist bivalve mollusks and is nowadays found on continental-shelf areas of the same era in the Mediterranean, the Middle East, Southeast Asia, the Caribbean and Gulf of Mexico.

The presence of Rudists is directly related to the Carmel range and shore being a coastal plain along the continental shelf edge, which in the course of millions of years has seen major changes in water levels, alternately exposed and submerged in accordance with extreme environmental changes alongside local tectonics.

Similarly, sites of human occupation on the Carmel range as well as along its coastal plain were influenced by palaeo-environmental changes relating to the continental shelf edge. During the 500,000 years of human habitation which has been documented at the archaeological site of Nahal Ma’arot/Wadi el-Mughara, this plain has seen substantial changes in sea levels. For example, during the Last Glacial Maximum (ca. 20,000 years BP), sea levels were approximately 120 metres lower than those of the present day, and have since been rising and in the process flooding existing settlements, such as the Neolithic site of Atlit Yam. The various prehistoric settlements found in the area, mostly on Mount Carmel and occasionally under water, can in part be related to the changing shore line of the past 500,000 years. As such, the Mount Carmel Caves provide unique evidence and a continuous time-line to the Earth’s history by correlating climate change with the prehistoric settlements.

Map 3.01. Overlap of the Neanderthal and EAMH approximate Ranges.
Based on Klein 2009.

(5) An additional Neandertal site situated a approximately 50 kilometres to the north-east, the Amud cave (near the Sea of Galilee), is considered part of this group.
Due to the abundance of prehistoric themes which are associated with the Nahal Ma’arot/ Wadi el-Mughara Caves, this nomination identifies and singles out each of the values which characterise the site:

1. The long cultural sequence and changes in life-ways;
2. Key site in the History of research;
3. Human evolution;
4. The earliest burial site;
5. The Natufian culture.

Each of the above values and their associated attributes will be discussed separately to establish the site’s Outstanding Universal Value (OUV).

Value 1: Long cultural continuum and changes in life-ways:

The long cultural sequence that has been revealed at the site extends from the Lower Palaeolithic to present day, thus representing at least half a million years of human evolution. This long stratigraphic sequence is considered to be the site’s prime asset.

Moreover, in contrast to sites which display earlier but similar or longer sequences of human presence (see comparative analysis, chapter 3.c.), the sequence found at the Nahal Ma’arot/Wadi el-Mughara caves encompasses the last 500,000 years of human evolution, which are characterised by ever-evolving and accelerating technological developments and significant changes in life-ways, including the control of fire, the appearance of Anatomically Modern Human (AMH), deliberate burials, and the transition from hunting-gathering to agriculture. The variation and diversity of artifacts found at the site reflects this dynamic era, and is therefore of particular value to the study of human evolution.

The long cultural sequence that has been revealed at the site extends from the Lower Palaeolithic to present day, thus representing at least half a million years of human evolution. This long stratigraphic sequence is considered to be the site’s prime asset.

2. History of research:

Based on Dorothy Garrod’s findings (Garrod & Bate, 1937), the cultural sequence uncovered at the Nahal Ma’arot/ Wadi el-Mughara caves became a cornerstone for the study of the prehistory of the southern Levant. The four caves, together, represent a key site for the study of the Lower Palaeolithic through the Middle, Upper and Epi-Palaeolithic, to the Neolithic sequence. Archaeological, anthropological and palaeo-ecological multidisciplinary studies have been continuing at the site since the first excavations were conducted in the late 1920s to early 1930s, continuing for the next 90 years. Garrod, the first archaeologist at the site, established the cultural yardstick which provided the general chrono-stratigraphic framework for the prehistory of the region.

On the basis of the faunal remains retrieved from this composite site, Dorothea Bate (Garrod & Bate, 1937) established the first faunal-environmental curve to be constructed for any prehistoric site in the world. The research of the site has since incorporated major scientific breakthroughs and advanced technologies in the archaeological sciences. This is best expressed by the fact that the site of Nahal Ma’arot/ Wadi el-Mughara appears in hundreds of publications and in canonical textbooks as a key reference for the study of chrono-cultural sequences not only in the Levant but in reference to Human Evolution sites around the world.

Legend

A. Acheulean B. Acheulo-Yabrudian C. Early Epi-Palaeolithic D. Late Epi-Palaeolithic E. Lower Palaeolithic F. Middle Palaeolithic G. Neolithic

Table 3.01. The Nahal Ma’arot/Wadi el-Mughara Caves and their Chronological Framework

<table>
<thead>
<tr>
<th>Period</th>
<th>Jamal</th>
<th>Tabun</th>
<th>el-Wad</th>
<th>Skhul</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pottery Neolithic</td>
<td>7,500-6000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pre-Pottery Neolithic</td>
<td>11,500-7,500</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Late Epi-Palaeolithic</td>
<td>15,000-11,500</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Early Epi-Palaeolithic</td>
<td>20,000-15,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Upper Palaeolithic</td>
<td>45,000-20,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Middle Palaeolithic</td>
<td>250,000-45,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lower Palaeolithic</td>
<td>Ca. 500,000-250,000</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
3. Human Evolution

A large number of human fossil remains have been found at three of the four caves and adjoining terraces of Nahal Ma’arot/Wadi el-Mughara. These can be roughly separated into three groups: At Tabun Cave, the complete skeleton of a single Neandertal woman, known as “The Woman from Tabun” was discovered by Dorothy Garrod in the 1929-1934 excavation. At Skhul Cave and Terrace, 11 skeletons of Early Anatomically Modern Humans (EAMH) were uncovered by Theodore McCown between 1929-1934. While “The Woman from Tabun” is dated to ca. 60-50,000 years BP, the Skhul skeletons are at present dated to ca. 80,000-120,000 years BP. The third and largest group of skeletons and skeletal fragments (currently numbering over 100 individuals) was mostly excavated by Garrod and continued by later and ongoing research expeditions at what is considered to be the burial ground of el-Wad. (See history of excavations at the site, chapter 2b).

These skeletons are dated to the Natufian culture of the later parts of the Epi-palaeolithic period (ca. 15,000-11,500 years BP).

The occurrence of two human types, Neandertals (at Tabun Cave) and EAMH (at Skhul Cave) within the same Middle Palaeolithic cultural framework, (the Mousterian culture) is unmatched anywhere in the world. Both fossil human types are key specimens in the debate concerning the demise of Neandertals and the origin of Homo sapiens.

4. The earliest burial site uncovered so far, dating back to the Middle Palaeolithic Period:

The excavations that have taken place at the site since the late 1920’s show that within this long sequence are some of the most significant developments in human evolution, in terms both of cognition and culture. One is the early existence, within the Middle Palaeolithic Period, of the intentional burial of the dead at Skhul Cave. Significantly, Skhul is the earliest burial site to have been discovered to date\(^6\), demonstrating evidence of ritual burial, including grave offerings from as early as 80,000-120,000 years ago.

5. The Natufian culture:

The Natufian culture (ca. 15,000-11,500 years BP), unique to the Levant, was a culture of complex hunter-gatherer groups on the threshold of agriculture. While dozens of Natufian sites are known from Sinai to Northern Syria, the richest and largest sites are in the so-called ‘core area’ which incorporates mainly sites in northern Israel (including Mount Carmel and the Galilee). Within this nucleus, large semi-sedentary or sedentary ‘base-camps’ are found displaying stone-built architecture, numerous graves, groundstone features, art and decorative items and a huge quantity of other finds, including lithics and faunal remains.

The Natufian culture of the Epi-Palaeolithic period, specifically its earlier parts, marks a dramatic change from the previous, mobile forager cultures which occupied the Levant, and precedes the first farming societies.

The site of el-Wad was the first Natufian base camp to be explored and the culture was largely defined by Garrod, following her 1920’s-1930’s excavations. The site incorporates the complete Natufian sequence, from its earliest appearance to its final stages. The transition from hunter-gatherers to sedentary communities on the threshold of agriculture is best expressed at el-Wad Cave and Terrace where thick accumulations of lithics and faunal remains were discovered. The site also includes a Natufian cemetery containing more than 100 individuals interred in a variety of burial modes. This is the richest and most diverse Natufian cemetery.

(6) Additional human remains uncovered at Tabun Cave include a mandible (Tabun II) a femur (Tabun III) and hand and wrist bones (Tabun IV-VI).

(7) A similar burial site of roughly the same period was excavated at Qafzeh Cave in the Lower Galilee, some 30 km to the east of the Carmel range.
ever found, testimony to the complex social organization of the last hunter-gatherer society and the various adaptations it underwent prior to the adoption of agriculture.

As the site presents one of the longest and most complete Natufian sequences, it is recognized as one of the hallmarks of this unique Levantine culture, a point recently re-acknowledged in the 2nd International Natufian Conference held in Paris (7-11 September, 2009). In many respects, the extensive Natufian occupation of the site signals the transition from Palaeolithic to Neolithic ways of life, from plant gathering and animal hunting to plant and animal-domestication and husbandry.

Other important sites related to this transition within the region of Mount Carmel are the Natufian of Kebara Cave and Raqefet Cave, the Natufian and Pre-Pottery Neolithic site of Nahal Oren and the Pre-Pottery Neolithic of Atlit Yam and Sefunim Cave.

The Nahal Ma’arot/ Wadi el-Mughara site, integrating all of the above-mentioned elements, is of Outstanding Universal Value. It is unique in the breadth and richness of highly significant elements relating to human evolution in terms of excavated artefacts as well as in terms of the natural and cultural contexts. Questions relating to the extent of global dispersal of human types and their subsequent biological and cultural evolution are highlighted through the unique range of human remains excavated at the site, followed by the outstanding socio-cultural developments exhibited in later periods. The ensemble of all these elements, each of them scientifically prominent in its own right, when found in a single site creates an exceptionally long and well integrated account of the evolutionary process that characterised prehistoric times in this region, and thus sheds light on the evolution of human kind as a whole.

The State Party views this nomination as the first property of a Serial National Nomination of Human Evolution Sites at Mount Carmel, as defined in items 137-140 of the Operational Guidelines of the World Heritage Centre (WHC). While the majority of sites identified and surveyed throughout Mount Carmel have not yet been excavated, the sites which have been researched may at this point be considered for future inscription as part of the proposed serial nomination:

1. Kebara Cave: The southernmost cave in the Carmel range, situated south of the town of Zichron Ya’akov. The cave has been intermittently investigated from the 1930’s until 1990 by several archaeological expeditions. Kebara Cave revealed remains dated mainly to the Middle (Layer F) and Upper Palaeolithic (Layers E, D1-D2) periods, as well as Epipalaeolithic finds attributed to the Kebaran cultural complex (Layer C) and the Natufian culture (Layer B). The cave presents rich assemblages of flint and bone tools as well as botanical remains. Human remains were also among the more significant finds, including the burial of a Neandertal adult and a Neandertal infant, and skeletal remains of an Early Natufian cemetery.
2. Misliya Cave: This collapsed cave is situated on the western slopes of the Carmel ridge facing the Mediterranean. The site was first documented in the 1920’s, with ongoing excavations commencing in 2001. The main finds at the site are attributed to the Middle Palaeolithic including varied lithic and faunal assemblages and well constructed hearths. The earlier Acheulo-Yabrudian culture was also unearthed at the site.

3. Nahal Oren Cave and Terrace: Situated near the outlet of Oren Valley to the Coastal plain. The site has been intermittently excavated from the 1940’s until 1970, and displays an occupational sequence starting with the Epipalaeolithic period (Kebaran and Natufian cultures) and ending with the Pre-Pottery Neolithic (PPN A and PPN B) and pottery Neolithic. Notable finds are a Natufian burial ground with walls and pavements, and a Neolithic (PPNA) settlement featuring several round/oval structures with built hearths and grinding stones.

4. Raqefet Cave: Situated at the south-eastern slopes of Mount Carmel, above Nahal Raqefet. The cave was discovered in the 1950’s and the first excavation took place in the early 1970’s. Excavations were resumed in 2004 and research is on-going. Raqefet Cave represents a long sequence of occupation beginning in the Late Middle Palaeolithic and concluding in the Pottery Neolithic period. The most prominent finds belong to the Late Natufian period. These include dozens of bedrock features and many human burials concentrated in the outer chamber of the cave.

5. Sefunim Cave: Situated on the southern bank of Nahal Sefunim, ca. 3 km east of the Mediterranean Sea shore, the cave has two chambers and a terrace. The site was first studied in the 1940’s, and excavations were resumed in the 1960’s. The cave exhibits an extended period of occupation starting with the late Middle Palaeolithic period. Other remains were attributed to the Upper Palaeolithic and the Epipalaeolithic periods, Pre-Pottery Neolithic B, and later.

6. Atlit Yam (underwater site): The submerged site of Atlit Yam is situated near the town of Atlit off the Mediterranean shore. The site revealed remains dated to the Pre-Pottery Neolithic period. Among the important remains are stone built structures, one of the earliest constructed wells, a megalithic installation and over 70 human skeletons. The site also yielded important data regarding the complex economy practiced by its inhabitants, based on terrestrial and marine resources.
COMPARATIVE ANALYSIS

ICOMOS’s comparative study Potential Fossil Hominid Sites for Inscription on the World Heritage List (Gamble & Stringer, 1997) identified the Mount Carmel caves within the sites with hominid remains that score most highly on their criteria and therefore are recommended for consideration as World Heritage Sites (group 2).

The study divided the course of human evolution into four periods:

- a. 5 million years to 1 million years BP.
- b. 1 million to 300,000 years BP.
- c. 300,000 to 30,000 years BP.
- d. 150,000 - 10,000 years BP.

Of these four periods, C and D were deemed relevant as potential justification for inscribing the human evolution sites at Mount Carmel as a World Heritage Site.

Geographical distribution

With regard to sites inscribed on the World Heritage List, Europe and North America are clearly the regions with the most prehistoric sites on the list (35). Latin America and the Caribbean have 14 sites, followed by Asia and the Pacific (12), Africa (10), and the Arab States (6). The imbalance can also be observed in the Tentative List, with the predominance of sites in Europe and North America (56). The main difference between the World Heritage List and the Tentative List is that the second most dominant region in the Tentative List is Asia and the Pacific (48). Latin America and the Caribbean (29) follow, with Africa (27) and the Arab States (10) at the bottom of the scale.

Within the framework of the Action Plan for Pre-History supported by the UNESCO Spanish Funds in Trust, a meeting and workshop were held at Nahal Ma’arot/Wadi el-Mughara in 2008 (26–29, December) organized by the Israel National Commission for UNESCO in collaboration with the WHC, the Israel National Parks and Nature Reserve Authority (INPA), Israel Antiquities Authority (IAA), as well as experts and scholars from different universities in Israel. The workshop focused on the re-evaluation and updating of the prehistoric sites on the Tentative List of Israel, and underscored the importance of the Mount Carmel sites.

The current thematic initiative of Prehistory and World Heritage was adopted by the World Heritage Committee at its 33rd session in Seville (2009) and considered prehistory within three sub-headings: Human Evolution, Sites, and Rock Art. More recently, the World Heritage Committee at its 34th meeting in Brasilia in 2010 adopted the HEADS (Human Evolution: Adaptions, Dispersals and Social Developments) Action Plan, within which types of Human Evolution properties for World Heritage Listing were identified. Among the types identified in item 15.6 (WHC-10/34, conv/inf.5F2), the site of Nahal Ma’arot/Wadi el-Mughara Caves falls within the following categories:

1. Deposits with human remains, including intentional ones, such as burials
2. Evidence of human occupation, use and modification of caves or rock shelters
3. Sites important to the history of science

Of other caves and hominid sites, comparative examples of the three categories above can be found both within the World Heritage List and on the Tentative List (tables 3.02, 3.03).

The study of the origins of humans is an open question in constant renewal. A close examination of the World Heritage List will reveal that only a limited number of the sites are related to the process of Human Evolution (7 sites on the World Heritage List, 10 on the Tentative List).

When starting the comparative analysis of the site, the following criteria should be considered:

- Interdisciplinarity in producing the nomination file and in the evaluation;
- Scientific recognition and ongoing process and research in the site;
- Eligibility depends more on the possibilities to highlight the discoveries and disseminate knowledge than on spectacular, esthetical or monumental remains;
- Comprehensive research and interpretation of the palaeo-ecological context;
- Facilities for the interpretation of the outstanding universal value of the site;
- Clear and close involvement of local communities.

Method of Comparison:

The method of comparison chosen for this report relates to the Outstanding Universal Values identified and described in the Statement of Significance above. This nomination identifies and singles out each of the five Values which characterise the site, as described in chapter 3.B.

Table 3.02. Human Evolution Sites on World Heritage List. Based on Sanz 2008.

<table>
<thead>
<tr>
<th>Sites with hominid findings in the World Heritage List</th>
<th>Category</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ethiopia - Lower Valley of the Awash</td>
<td>Cultural</td>
</tr>
<tr>
<td>Ethiopia - Lower Valley of the Omo</td>
<td>Cultural</td>
</tr>
<tr>
<td>South Africa - Fossil Hominid Sites of Sterkfontein,</td>
<td>Cultural</td>
</tr>
<tr>
<td>Swartkrans, Kromdraai, and Environs</td>
<td></td>
</tr>
<tr>
<td>Tanzania - Ngorongoro Conservation Area (Olduvai Gorge)</td>
<td>Mixed</td>
</tr>
<tr>
<td>China - Peking Man Site at Zhoukoudian</td>
<td>Cultural</td>
</tr>
<tr>
<td>Spain - Archaeological Site of Atapuerca</td>
<td>Cultural</td>
</tr>
<tr>
<td>Indonesia - Sangiran Early Man Site</td>
<td>Cultural</td>
</tr>
</tbody>
</table>
Table 3.03. Potential Evolution Sites with Hominid findings on Tentative Lists. Based on Sanz 2008.

<table>
<thead>
<tr>
<th>Sites with Hominid findings on the Tentative List</th>
<th>Category</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chad - The Ancient Hominid site of Djourab</td>
<td>Natural</td>
</tr>
<tr>
<td>Ethiopia - Konso-Gardula (paleo-anthropological site)</td>
<td>Mixed</td>
</tr>
<tr>
<td>Kenya - Great Rift Valley Ecosystem</td>
<td>Mixed</td>
</tr>
<tr>
<td>South Africa - Pleistocene occupation sites of Klasies River, Border Cave, Wonderwerk Cave and comparable sites relating to the emergence of modern humans</td>
<td>Cultural</td>
</tr>
<tr>
<td>China - Yangtze Gorges Scenic Spot</td>
<td>Mixed</td>
</tr>
<tr>
<td>Philippines - The Tabon Cave Complex and all of Lipuan</td>
<td>Cultural</td>
</tr>
<tr>
<td>Uzbekistan - Boysun</td>
<td>Mixed</td>
</tr>
<tr>
<td>Gibraltar - Forbe's Quarry, Gorham's Cave and Devil's Tower</td>
<td>Cultural</td>
</tr>
<tr>
<td>Georgia - Dmanisi Hominid Archaeological Site</td>
<td>Cultural</td>
</tr>
<tr>
<td>Italy - The Murge of Altamura</td>
<td>Cultural</td>
</tr>
</tbody>
</table>

Table 3.04. Proposed Values and Criteria for inscription of the Nahal Ma’arot / Wadi el-Mughara Caves site on the World Heritage List.

<table>
<thead>
<tr>
<th>Value / Criteria</th>
<th>II</th>
<th>III</th>
<th>IV</th>
<th>V</th>
<th>VIII</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Long Sequence:</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Continuous and long sequence of human evolution and adaptation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Key Site:</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Importance to the history and development of science</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Human Evolution: Neandertals and Modern Humans</td>
<td></td>
<td>X</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Presence of Neandertals and EAMH in a limited geographical setting and single cultural complex</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Earliest Burial known to date:</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Middle Palaeolithic burial grounds</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Natufian Culture:</td>
<td></td>
<td>X</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Extensive and repetitive occupations attributed to the Natufian culture of the late Epi-Palaeolithic period, signifying the gradual transition from Palaeolithic to Neolithic life ways</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Each of these values and their associated attributes was assessed separately and thus assigned the appropriate criteria (table 3.04), and then compared to the attributes of other prehistoric sites inscribed with similar values and criteria on the World Heritage List or on national tentative lists, as recommended by:

1. The ICOMOS thematic survey and comparative study by Gamble and Stringer (1997) (Potential fossil hominid sites for inscription on the World Heritage List) which identified the Mount Carmel caves within the sites with hominid remains that score most highly on their criteria and therefore are recommended for consideration as World Heritage Sites (group 2).


Sites which are not on any of these lists, but nevertheless deemed of international significance when examined through the particular lens of a specific value were also included in the comparison. A conclusion as to the validity of the Nahal Ma’arot/ Wadi el-Mughara Caves as a World Heritage Site is drawn as a result of each comparative table, separately for each of the values.
### Value 1: Long sequence

Table 3.05. Prehistoric Sites inscribed on the WH List and in Tentative Lists with long sequences Based on HEADS / Sanz 2008.

<table>
<thead>
<tr>
<th>Site</th>
<th>Brief Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Israel – Nahal Ma’arat/Wadi el-Mughara Caves</strong></td>
<td>The stratigraphy of the Nahal Ma’arat Cave complex represents a long sequence of at least 500,000 years from the Lower Palaeolithic through the 20th century.</td>
</tr>
<tr>
<td><strong>Ethiopia – Lower Valley of the Awash</strong></td>
<td>The Awash Valley contains one of the most important groupings of palaeontological sites on the African continent. The oldest human and animal remains are dated to (at least) 4 million years BP, with remains of <em>Australopithecus ramidus</em> – 5-4.4 million years BP, and <em>Australopithecus garhi</em> – 2.5 million years BP.</td>
</tr>
<tr>
<td><strong>Ethiopia – Lower Valley of the Omo</strong></td>
<td>This Palaeo-anthropological site contains remains found in 17 locations, dated between 2.0 million years BP and 200,000 years BP. Among these are 12 individual hominids identified as <em>Australopithecus Boisei</em> and <em>Homo erectus</em>.</td>
</tr>
<tr>
<td><strong>Kenya – Great Rift Valley Ecosystem</strong></td>
<td>A great body of evidence for early hominid development has been found here ranging in age from 4 million years BP (<em>Australopithecus anamensis</em>) to 1.4 million years BP (<em>Homo erectus</em>), including artifact sites dated 2-1.3 million years BP. The site also contains evidence for later Neolithic occupation.</td>
</tr>
<tr>
<td><strong>South Africa – Fossil Hominid Sites of Terkfontein, Swartkrans, Kromdraai, and environs</strong></td>
<td>The site contains many hominid fossils, including those of <em>Australopithecus Africanus</em> and the <em>Paranthropus</em>, dating back to between 4.5-2.5 million years BP. The site also contains evidence for the use of fire 1.8-1 million years BP. The area thus contains essential elements that define the origin of evolution of humanity.</td>
</tr>
<tr>
<td><strong>South Africa – Pleistocene occupation sites of Klasies River, Border Cave, Wonderwerk Cave and comparable sites relating to the emergence of modern humans</strong></td>
<td>This site contains the (arguably) oldest remains of EMAH in the world as well as evidence for early use of marine resources by humans. The Klasies River site revealed human fossils dated between 115-60,000 years BP, while the Border cave shows a Middle Stone Age sequence dated 170-50,000 years BP.</td>
</tr>
<tr>
<td><strong>Tanzania – Ngorongoro Conservation Area (Olduvai Gorge)</strong></td>
<td>The Ngorongoro Conservation Area has yielded an exceptionally long sequence of crucial evidence related to human evolution and human-environment dynamics, collectively extending from 4.0 million years BP to the beginning of this era, including physical evidence of some of the most important benchmarks in human evolutionary development.</td>
</tr>
<tr>
<td><strong>China – Peking Man Site at Zhoukoudian</strong></td>
<td>The site contains the remains of the <em>Sinanthropus pekinensis</em> of the Middle Pleistocene as well as the remains of <em>Homo sapiens</em> dating to 18,000-11,000 years BP. The site provides important data concerning prehistoric human societies of the Asian continent and human evolution.</td>
</tr>
<tr>
<td><strong>China – Yangtze Gorges Scenic Spot</strong></td>
<td>The site contains fossil remains dated to 2.04-2.01 million years BP as well as later material dated to 6,000-5,000 years BP.</td>
</tr>
<tr>
<td><strong>Indonesia – Sangiran Early Man Site</strong></td>
<td>The site, excavated since 1936 revealed remains of early hominids including <em>Megantropus palaeo</em> and <em>Pithecanthropus erectus</em> (<em>Homo erectus</em>). The geological stratigraphy of the Sangiran area covers 2 million years, from the late Pliocene to recent periods. This evidence indicates that hominids have inhabited the area for at least 1.5 million years. The Palaeolithic tools can be dated to around 800,000 years BP, and the sequence of cultural material continued through to the Neolithic.</td>
</tr>
<tr>
<td><strong>Philippines – The Tabon Cave Complex and all of Lipuun</strong></td>
<td>This was the first to establish the presence of humans in the Philippines during the Pleistocene period. The different cave sites document a virtually continuous occupation between at least 50,000 BP to ca. 9,000 years BP. The Tabon Cave itself is the site where possibly the oldest Homo sapiens sapiens fossil evidence in Southeast Asia in the form of a tibia fragment has been found.</td>
</tr>
<tr>
<td>Site</td>
<td>Brief Description</td>
</tr>
<tr>
<td>----------------------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Uzbekistan – Boysun</td>
<td>The site, specifically Teshik-Tash includes Neandertal skeletal remains dated to ca. 70,000 years BP.</td>
</tr>
<tr>
<td>Gibraltar (Gibraltar defences) -</td>
<td>At this site, a massive karstic block of Jurassic limestone rising to 426 metres above sea level, over 140 caves have been listed including five Neandertal sites and at least ten Neolithic sites. Among them is Gorham's Cave which has a 17 metre deep stratigraphy with occupation commencing 100,000 years BP and ending with a Carthaginian shrine in the 3rd century BC. This site, the subject of an international research project, has revealed Neandertal occupation 24-28,000 years BP making it one of the last sites in which these hominids survived in the world.</td>
</tr>
<tr>
<td>Georgia – Dmanisi Hominid</td>
<td>The site revealed a remarkable record of an early dispersal of hominids from Africa. Dated to 1.75 million years BP, the site contains several primitive and small-brained individuals, attributed to the <em>Homo erectus sensu lato</em>.</td>
</tr>
<tr>
<td>Archaeological Site</td>
<td>The site of Lamalunga Cave contains human skeletal remains of a hominin species believed to be <em>Homo heidelbergensis</em>, dated to between 400,000 and 100,000 years BP, with the most likely values around 150-250,000 years BP. The remains are of outstanding interest as they include a complete skeleton especially well preserved.</td>
</tr>
<tr>
<td>Italy – The Murge of Altamura</td>
<td>The cave complex contains a rich fossil record of the earliest human beings (<em>Homo antecessor</em>) in Western Europe. The sequence starts nearly 1.0 million years BP and continues until the common era, thus representing an important contribution for the study of human evolution.</td>
</tr>
<tr>
<td>Spain – Archaeological Site of</td>
<td>The long sequence of archaeological finds at Nahal Ma’arot/Wadi el-Mughara Caves covers at least half a million years of human occupation, thus demonstrating one of the longest continuous successions of occupation at a single composite site in human history revealed to date. Important sites with long sequences of hominid occupation are known in other parts of the world (see tables 3.06, 3.07), but those either span shorter periods (for example Gorham’s cave in Gibraltar and Tabon Cave in the Philippines), or longer periods with large gaps of hominid occupation (for example Yangtze Gorges in China and the Great Rift Valley Ecosystem in Kenya), thus representing different segments of human evolution. Comparable sites are Sierra de Atapuerca in Spain (inscribed in 2000 under criteria III and V) and Olduvai Gorge within the Ngorongoro Conservation Area (extended in 2010 to include the archaeological finds under criterion IV), displaying long sequence of occupation from nearly one million years BP and until the 20th century as well as its rich fossil record of the earliest of human remains in Europe (Atapuerca) and the famous remains of Homo habilis (Olduvai Gorge). Also comparable is the site of Zhoukoudian, China (inscribed in 1987 under criteria III and VI) with a sequence starting ca. 700,000 years BP, presenting Middle Pleistocene remains of Sinanthropus pekinensis and Homo sapiens sapiens remains dating to 11-18,000 years BP. However, the findings in each of these sites highlight different stages within the overall sequence of human biological and cultural evolution. It should also be noted that while the archaeological sequence revealed at Nahal Ma’arot/Wadi el-Mughara is concentrated in an area of a few hundred square metres, the sites of Zhoukoudian and Atapuerca spread over an area of a few kilometres, while the site of Olduvai Gorge, with its magnificent sequence of 4 million years, spreads over an area of over 800,000 hectares. The special significance of the Nahal Ma’arot/Wadi el-Mughara Caves is to be found in its display of more than 500,000 years of human evolution, highlighting accelerating technological developments and significant changes in life-ways within an exceptionally long and diverse cultural sequence.</td>
</tr>
<tr>
<td>Atapuerca</td>
<td></td>
</tr>
</tbody>
</table>
Table 3.06. Comparative Analysis of length of sequence at world heritage prehistoric sites.

<table>
<thead>
<tr>
<th>Site</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nahal Ma‘arot</td>
<td>6,000 - present</td>
</tr>
<tr>
<td>Wadi el-Mughara Caves</td>
<td>6,000 - 7,500 (Pottery Neolithic)</td>
</tr>
<tr>
<td>Ethiopia</td>
<td>7,500-11,500 (Pre-Pottery Neolithic)</td>
</tr>
<tr>
<td>Lower Valley of the Awash</td>
<td>11,500-15,000 (Late Epi-Palaeolithic)</td>
</tr>
<tr>
<td>Ethiopia</td>
<td>15,000-20,000 (Early Epi-Palaeolithic)</td>
</tr>
<tr>
<td>Lower Valley of the Omo</td>
<td>20,000-45,000 (Upper Palaeolithic)</td>
</tr>
<tr>
<td>South Africa</td>
<td>45,000-250,000 (Middle Palaeolithic)</td>
</tr>
<tr>
<td>Sterkfontein, Swartskrans, Kromdraai and Environs</td>
<td>500,000 BP. Common Era</td>
</tr>
<tr>
<td>Tanzania</td>
<td>1.0 million BP. - Common Era</td>
</tr>
<tr>
<td>Olduvai Gorge</td>
<td>1.8-1.0 Million BP.</td>
</tr>
<tr>
<td>China</td>
<td>500,000 BP. Common Era</td>
</tr>
<tr>
<td>Sangiran</td>
<td>1.5 million - 400,000 BP.</td>
</tr>
<tr>
<td>Indonesia</td>
<td>4.5 - 2.5 million BP.</td>
</tr>
<tr>
<td>Prehistoric World Heritage Sites</td>
<td></td>
</tr>
</tbody>
</table>

Table 3.07. Comparative Analysis of length of sequence at prehistoric sites on tentative lists.

<table>
<thead>
<tr>
<th>Site</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nahal Ma‘arot</td>
<td>500,000 bp. - Common Era</td>
</tr>
<tr>
<td>Wadi el-Mughara Caves</td>
<td></td>
</tr>
<tr>
<td>Chad</td>
<td>2.0 Million - 200,000 BP.</td>
</tr>
<tr>
<td>Site à Hominidés anciens du Djourab</td>
<td></td>
</tr>
<tr>
<td>Ethiopia</td>
<td>4.0 - 1.4 million BP.</td>
</tr>
<tr>
<td>Komno-Gardula</td>
<td></td>
</tr>
<tr>
<td>Kenya</td>
<td>170,000 - 50,000 BP.</td>
</tr>
<tr>
<td>Great Rift Valley Ecosystem</td>
<td></td>
</tr>
<tr>
<td>South Africa</td>
<td>2.04-2.03 Million BP.</td>
</tr>
<tr>
<td>Klasies River, Border Cave, Wonderwerk Cave</td>
<td>50,000 BP. - 9,000 BP.</td>
</tr>
<tr>
<td>China</td>
<td>1.75 Million BP.</td>
</tr>
<tr>
<td>Yangzte Gorges Scenic Spot</td>
<td></td>
</tr>
<tr>
<td>Philippines</td>
<td>100,000 BP. - Common Era</td>
</tr>
<tr>
<td>The Tabon Cave Complex and all of Lipuun</td>
<td></td>
</tr>
<tr>
<td>Gibraltar</td>
<td>400,000 BP. - 0,000 BP.</td>
</tr>
<tr>
<td>Forres quarry Garham cave and Devils tower</td>
<td>ca. 70,000 BP.</td>
</tr>
<tr>
<td>Georgia</td>
<td></td>
</tr>
<tr>
<td>Dmanisi Hominid Archaeological Site</td>
<td></td>
</tr>
<tr>
<td>Italy</td>
<td></td>
</tr>
<tr>
<td>The Murgia of Altamura</td>
<td></td>
</tr>
<tr>
<td>Uzbekistan</td>
<td></td>
</tr>
</tbody>
</table>
**Value 2: A Site of Importance to the History of Science**

Table 3.08. Key Prehistoric Sites with Importance to the History of Science. Based on HEADS / Sanz 2008.

<table>
<thead>
<tr>
<th>Site Brief Description</th>
<th>Site</th>
<th>Brief Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>The site represents a long continuum of scientific research, from the 1920’s until the present and thus it is a key site for understanding the development of prehistoric research in the Levant and beyond.</td>
<td>Israel - Nahal Ma’arot/ Wadi el-Mughara Caves</td>
<td>Careful excavations beginning at the end of the 19th century revealed a long sequence beginning in the Middle Palaeolithic and through the Upper Palaeolithic. The Middle Palaeolithic levels included a cemetery containing eight Neandertal skeletons which have contributed to our understanding of Neandertal lifeways and their anatomy.</td>
</tr>
<tr>
<td>The site bears importance for the study of human evolution and has modified our conception of the history of humankind. The most spectacular discovery came in 1974, with the reconstruction of the famous Lucy (Australopithecus afarensis). The site has been studied since 1973, revealing a large number of well-preserved hominid fossils shaping our understanding of human evolution.</td>
<td>Ethiopia - Lower Valley of the Awash</td>
<td>The site, excavated in the early 1900’s, revealed the burial of an ‘aged’ individual (with possible evidence for healing), today considered the earliest Neandertal burial, dated to ca. 60,000 years BP. The site bears importance to our understanding of Neandertal anatomy and social life.</td>
</tr>
<tr>
<td>Ngorongoro Conservation Area has yielded physical evidence to some of the most important benchmarks in human evolutionary development. The extent and density of the assemblages of Olduvai Gorge are remarkable. Several of the fossil types in the hominid lineage come from this site. Furthermore, future research at the property is likely to reveal more evidence concerning the rise of Anatomically Modern Humans, modern behavior and human ecology. Excavation work there was pioneered by Mary Leakey beginning in 1931 and continuing into the 21st century, alongside extensive geological research.</td>
<td>Tanzania - Ngorongoro Conservation Area (Olduvai Gorge)</td>
<td>The Vézère valley contains over 140 prehistoric sites dating from the Palaeolithic Period including 25 decorated caves. The area has been explored since the first half of the 20th century. The sites hold a significant place in the history of Eurasian prehistoric research as several of the eponymous sites are located here. In addition the decorated caves provide a unique view to the symbolic ethnological and esthetics of human culture.</td>
</tr>
<tr>
<td>Since the early 1920’s the Zhoukoudian locality has been studied and has become important to the history of palaeoanthropology as a central site for establishing the status of Homo erectus pekinensis and for revealing finds of early fully modern humans.</td>
<td>China – Peking Man Site at Zhoukoudian</td>
<td>This cave, with its famous wall painting discovered at the end of the 19th century, has contributed to our understanding of late Upper Palaeolithic, Magdalenian art and thus bears importance for the research of prehistoric art.</td>
</tr>
<tr>
<td>At this site, a massive karstic block of Jurassic limestone rising to 426 metres above sea level, over 140 caves have been listed including five Neandertal sites and at least ten Neolithic sites. One of the first Neandertal fossils to be discovered (in 1848) was found at Forbes’ Quarry. The Gibraltar sites are still studied today and present some of the most recent Neandertal remains known, dated between 28,000-24,000 years BP.</td>
<td>Gibraltar – Forbes’ Quarry, Gorham’s Cave and Devil’s Tower</td>
<td>The caves of the Sierra de Atapuerca with their rich fossil record of the earliest human beings in western Europe, from nearly one million years ago and extending up to the Common Era, represent an important site for the study of human cultural and biological evolution. Research at the site has been conducted since the mid-19th century and the large samples of well excavated anthropological and archaeological remains place this site as an important locality in the history of prehistoric research.</td>
</tr>
</tbody>
</table>
Conclusion:
The Nahal Ma’arot/ Wadi el-Mughara Caves have been the subject of continuous multidisciplinary research. Archaeological, anthropological and environmental studies conducted at the site are among the earliest systematic studies conducted at archaeological sites worldwide. From the 1920’s to the present day, archaeological campaigns at the site have employed excavation and analysis methods which are at the forefront of archaeological practice. The ongoing research at the site for the last 90 years has helped shape scientific perceptions of human evolution in this region and worldwide, and is paralleled only at a small number of sites that have been the focus of research for decades.

The importance of the Nahal Ma’arot/ Wadi el-Mughara Caves for the history of prehistoric research in the region and worldwide lies in that it was one of the earliest sites in the southern Levant excavated and studied in a systematic way as early as the late 1920’s. The length of the sequence represented at the site and the scale of the early excavations and other campaigns throughout the years has prompted numerous research initiatives in different fields and enabled a comprehensive and detailed study of various realms of archaeological, anthropological and ecological inquiry. Significantly, the site holds the potential for future interdisciplinary research which will continue to contribute to the development of more refined pictures of both Levantine and global prehistory and human evolution.

<table>
<thead>
<tr>
<th>Site</th>
<th>Brief Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Israel – Nahal Ma’arot/ Wadi el-Mughara Caves</td>
<td>The site holds evidence for the occurrence of two human types, Neandertals (Tabun Cave) and EAMH (Skhul Cave) within the same cultural complex and geographic setting.</td>
</tr>
<tr>
<td>Israel- Amud Cave</td>
<td>Excavations in Amud Cave, situated in Nahal Amud a few kilometers west of the Sea of Galilee, revealed the partial skeleton of an adult Neandertal dated to 53,000 years BP and a partial skeleton of a Neandertal infant dated to 61,000 years BP. Additional fragmentary remains were also retrieved mostly of very young individuals.</td>
</tr>
<tr>
<td>Israel- Kebara Cave</td>
<td>Kebara Cave, in the southern part of the Carmel range, includes Neandertal burials of an infant and an adult to date the southernmost Neanderthal remains. These, together with additional fragmentary remains, are dated to ca. 60,000 years BP.</td>
</tr>
<tr>
<td>Israel- Qafzeh Cave</td>
<td>Located near Nazareth in the Lower Galilee, 30 km east of the Carmel Caves, Qafzeh Cave has yielded EAMH burials. These include five partial skeletons and cranial or postcranial fragments of ten additional individuals.</td>
</tr>
<tr>
<td>Morocco- El’Aliya and Dar A-Sultan 2</td>
<td>These sites present artifacts of the Aterian culture and while situated close to the margins of the Neandertal range, they revealed no evidence for the presence of this hominin.</td>
</tr>
<tr>
<td>France- Saint-Césaire</td>
<td>The site includes multiple layers from the Middle and Upper Palaeolithic periods, including assemblages attributed to the Mousterian, Châtelperronian, and Aurignacian. A nearly complete Neandertal skeleton, was found within a Châtelperronian context.</td>
</tr>
<tr>
<td>France- Arcy-sur-Cure</td>
<td>This Middle/Upper Palaeolithic site includes the remains of Neandertal fossils associated with Châtelperronian artifacts and is dated to 34,000 years BP.</td>
</tr>
</tbody>
</table>
Spain—El Sidron

Discovered in the 1990s, El Sidron Cave revealed the remains of at least eight Neandertals dated to ca. 44-42,000 years BP.

Gibraltar—Forbes' Quarry, Gorham's cave and Devil's tower

These sites demonstrate remarkable Neandertal fossils that constitute their most southern European occurrence. They are also among the latest of the Neandertal survivors dated to 28-24,000 years BP at Gorham’s Cave.

Uzbekistan—Boysun

The site, specifically Teshik-Tash, is located near the eastern edge of the reconstructed range of Neandertal dispersal. It includes Neandertal skeletal remains dated to ca. 70,000 years BP.

**Conclusion:**

The Nahal Ma’arot/Wadi el-Mughara Caves are an exceptional example where both EAMH and Neandertals have been found in the same cave complex (a Neandertal in Tabun Cave and EAMH in Skhul Cave). As the caves of Mount Carmel represent the southern extremity of the Neandertal range\(^{(1)}\), dating to ca. 60,000-50,000 years BP as well as the northernmost known remains of EAMH dating to ca. 80,000-120,000 years BP\(^{(2)}\), this situation is unique to the Nahal Ma’arot/Wadi el-Mughara site, and as such is of outstanding significance to the study of human dispersals and evolution. Very late Neandertal remains (dated 24,000-28,000 years BP) have been excavated in the south of Europe - at Gough's Cave in Gibraltar. Also, there are earlier European sites (40,000-35,000 years BP) which apparently show inter-stratification of the Châtelperronian culture and the following Aurignacian culture. Such sites are Piage, Roc de Combe and Grotte de Fréas. No skeletal remains, Neandertal or modern, have been reported from any of these three sites. At two other French sites, Saint-Césaire and Arcy-sur-Cure, Neandertals are associated with the Châtelperronian, so the conclusion is that all finds of this culture should be associated with the Neandertals. At the same time, there are as yet no skeletal remains found with the early Aurignacian, even though the culture is assumed to be the work of AMH. To conclude, as of yet there is no other single site or group of sites which displays skeletal remains of both types as is true for our region. The possibility of coexistence of Neandertals and AMH in Europe, therefore, is based primarily on the archaeology and not on fossil remains.

It is also important to emphasize that in the southern Levant Neandertals appear later than EAMH, while in Europe, where EAMH are absent, the Neandertals are followed by fully Modern Human. Sites encompassing the archaeology of the two hominids have been found in Europe (see examples above), but these display the remains of the later Modern Humans (first appearing ca. 30,000 years BP), who eventually succeeded the Neandertals.

\(^{(1)}\) Tabun Cave at Nahal Ma’arot / Wadi el-Mughara and Kebara Cave.

\(^{(2)}\) Skhul Cave together with the Qafzeh cave near Nazareth, some 30 km to the north-east of Mt Carmel.

**Value 4: An early (Middle Palaeolithic) Burial Site**

Table 3.10. Early Prehistoric Burial Sites.

<table>
<thead>
<tr>
<th>Site</th>
<th>Brief Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Israel—Nahal Ma’arot/Wadi el-Mughara Caves</strong></td>
<td>Excavations in Amud Cave, situated in Nahal Amud a few kilometers west of the Sea of Galilee, revealed the partial skeleton of an adult Neandertal dated to 51,000 years BP and a partial skeleton of a Neandertal infant dated to 61,000 years BP. Additional fragmentary remains were also retrieved.</td>
</tr>
<tr>
<td><strong>Israel—Amud Cave</strong></td>
<td>Kebara Cave is the southernmost cave in the Carmel range, situated south of the town of Zichron Ya'akov. Human remains are among the prominent finds, including a Neandertal burial of an infant and an adult (as well as other isolated finds). Significantly, the hyoid bone of the latter was preserved, providing important evidence regarding the speech capabilities of the Neandertals.</td>
</tr>
<tr>
<td><strong>Israel—Kebara Cave</strong></td>
<td>Located near Nazareth in the Lower Galilee, ca. 35 km east of the Carmel Caves, Qafzeh Cave yielded burials of only EAMH. These include five partial skeletons and the cranial or postcranial fragments of ten additional individuals. One of the burials (Qafzeh 13), contained a grave offering of fallow deer antlers.</td>
</tr>
<tr>
<td><strong>Israel—Qafzeh Cave</strong></td>
<td>The cave, excavated in the 50’s, yielded nine partial skeletons, some of which suggest intentional burial including Shanidar 4 that was associated with clumps of flower pollen. A few of the Neandertal skeletons, even though exhibiting signs of severe pathologies, still survived to relatively advanced age.</td>
</tr>
<tr>
<td><strong>Iraq—Shanidar Cave</strong></td>
<td></td>
</tr>
<tr>
<td>Site</td>
<td>Brief Description</td>
</tr>
<tr>
<td>------------------------------</td>
<td>--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Syria-Dederiyeh Cave</td>
<td>This cave in northern Syria was excavated in the 1990s and revealed partial Neandertal skeletons of two infants, fragments of two other children and at least six adults. At least some of the site's burials seem to be intentional.</td>
</tr>
<tr>
<td>France-La Ferrassie</td>
<td>The site's excavations began at the end of the 19th century and revealed a cemetery including eight Neandertal skeletons.</td>
</tr>
<tr>
<td>France-La Chapelle-aux-Saints</td>
<td>This site excavated in the early 1900s revealed the first recognized Neandertal burial. The burial of an ‘aged’ individual (with possible evidence for healing), is significant for our understanding of Neandertal social life.</td>
</tr>
<tr>
<td>France-Le Roc de Marsal</td>
<td>The site in the Dordogne yielded a possible grave of a Neandertal infant.</td>
</tr>
<tr>
<td>Uzbekistan – Boysun</td>
<td>Teshik-Tash, located near the approximate eastern edge of the Neandertal range, includes Neandertal skeletal remains dated to ca. 70,000 years BP. Prominent among the finds is the skull of an eight-nine year old boy in a shallow grave surrounded by a few pairs of mountain goat horns.</td>
</tr>
</tbody>
</table>

**Conclusion:**

Skhul Cave, in the site of Nahal Ma’arot/Wadi el-Mughara, is an exceptional burial ground of EAMH dated to ca. 80,000-120,000 BP, comparable both in terms of date and number of burials to Qafzeh Cave. Other sites which display what appear to be intentional burials are known at Tabun, Kebara and Amud Caves in Israel, Dederiyeh Cave in Syria, Teshik-Tash Cave in Uzbekistan, Shanidar Cave in Iraq, Kebara in the Ukraine, La Ferrassie and La Chapelle-aux-Saints in France and other sites. These are all Neandertal sites, the earliest of them dated to 70,000-60,000 years BP, i.e. later than the dating of Skhul. Hence, the sites of Skhul Cave alongside Qafzeh Cave, represent the largest and earliest occurrence of intentional burial of the dead.13

It is important to note that the identification of the skeletal remains of some of these sites (such as Teshik-Tash Cave and Shanidar Cave) as intentional burial rather than a ‘disposed dead body’ is circumspect and therefore still disputed by some (Klein 2009).

(13)“Except perhaps at Taramsa Hill, Egypt, and by inference from Skhul and Qafzeh, Israel, there is no evidence so far that the (strictly) African contemporaries of the Neanderthals buried their dead, but the site sample is relatively small” (Klein 2009:572).
Site | Brief Description
--- | ---
Israel-Kebara Cave | Kebara Cave is one of the first Natufian sites to be explored. The cave yielded a wealth of Early Natufian flint, stone and bone items. Some of the groundstone items are decorated as are bone sickle hafts. Of note are the abundant bone and shell beads and pendants and several art objects. There is a large collective burial within the cave including one individual found with a flint lunate still imbedded in one of its vertebrae.

Israel-Nahal Oren | This Late Natufian base camp contained architectural features and a cemetery. In addition to the burials (some 50 individuals) there was a wealth of flint, stone and bone artifacts, a few art objects and shells. Of note are the large pipe-mortars and hearth found in direct association with the burials.

Israel-Raqefet Cave | The site has been studied since the 1960’s and has been revisited in the last decade. The site is a good example of a Late Natufian cemetery. It encompasses more than 15 burials, placed in different cavities in the rock. The site also presents rich assemblages of material culture, including flint, stone and bone items as well as many cupmarks, faunal remains, shells and beads.

Jordan-Wadi Hammah | The site has yielded structures and remains attributed to the Early Natufian. Among the finds are hearths, a few burials, a wealth of flint and bone items, bone beads and several decorated stone objects. Of note is the hunter’s tool kit incorporating a number of prepared flint projectiles. Also of significance are the two caches of stone mortars and pests. Rich finds of decorated items and ochre have also been found. Obtaining 14C dating of different levels was possible due to collagen preservation in bone and the retrieval of charcoal.

Syria-Abu Hureyra | This Late Natufian site in northern Syria has three occupation levels. It presents a complex of small and large artificial pits cut into the bedrock and a wealth of material made of flint, stone and bone. Of special significance are the botanical remains that were retrieved, a very rare occurrence. On the basis of these finds it was possible to trace changes in subsistence economy through time related to climatic shifts.

Conclusion:
Natufian sites are spread mainly, although not solely, throughout the Mediterranean ecozone. Among these sites, el-Wad, with its cave and terrace finds, stands out as an exceptional example of a Natufian base-camp with rich assemblages of material culture expressing the transition from a hunter-gatherer way of life to sedentary communities just prior to the transition to agriculture.

The duration and extent of the excavations at el-Wad Cave and Terrace makes this site one of the most intensively and thoroughly excavated Natufian sites. El-Wad shows multiple Natufian burials, some elaborately decorated, and complex architectural remains. The site has yielded rich assemblages of material cultures including hundreds of thousands of flint tools and debitage items, numerous basalt and other ground stone tools, dozens of bone tools, as well as a wealth of faunal remains and mollusks. Rich finds of decorated items and ochre have also been found. Obtaining 14C dating of different levels was possible due to collagen preservation in bone and the retrieval of charcoal. While comparing these finds to other Natufian sites is not easy, as each site brings forth a unique ecological, economic and social complex, it seems that the richness and variety of Natufian finds at el-Wad, as well as its complete sequence, stands out even when compared to important sites such as Kehara Cave, Nahal Oren, Raqefet Cave, Hayonim Cave, and Eynan as well as more distant sites such as Wadi Hama 27 and Tel Abu Hureyra. Although these sites contribute greatly to our knowledge of the Natufian culture, it seems that the duration and extent of the excavation at el-Wad with its large and diversified cultural assemblages make it one of the leading sites for understanding the socio-economy of this culture on the verge of agriculture. Nahal Ma’arot/Wadi el-Mughara caves, and in particular el Wad Cave and Terrace, are therefore key sites in the research of the Natufian culture and the transition to sedentism and agriculture.

Summary:
The comparative study convincingly demonstrates the Outstanding Universal Value ingrained in the Mount Carmel range as a geo-cultural unit. Significantly, the site of Nahal Ma’arot/Wadi el-Mughara Caves clearly stands as a representative of one of the longest sequences of human and biological and cultural evolution. Specifically, it was a setting for a diverse population of hominids and exhibits a unique period in the evolution of early modern humans. In addition, it amply demonstrates the passage from mobile hunter-gatherers to sedentary communities on the threshold of agriculture. These qualities, together with the contribution of the long lasting research conducted at the site and its state of conservation, make the Nahal Ma’arot/Wadi el-Mughara Caves an exceptional archive of information regarding the natural setting and lifeways of early human communities in southwest Asia.
With the beginning of archaeological excavations at The Nahal Ma’arot / Wadi el-Mughara Caves in 1928, prehistoric remains were revealed and documented. (see bibliography chapter 7e). The archaeological materials/artifacts from the excavations conducted until 1934 are on display or archived in a number of academic institutions and museums around the world (14). Despite the easy access and the fact that some of the caves were used by local shepherds until the early 20th century, the Nahal Ma’arot/Wadi el-Mughara compound remained generally undisturbed. It retains its authenticity due to the gradual accumulation of subsequent layers, which has kept the prehistoric remains unexposed until archaeological excavations commenced in the late 1920’s.

Between 1934 and 1967, the site was left unprotected. Access was via a dirt path from the Haifa-Tel Aviv road, but the site and its environs remain to this day mostly untouched thanks to a lack of development pressures. Hence, the site retains its authenticity as the arena of a succession of prehistoric communities, their habitat clearly defined by the natural layout of the riverbed and its cliff banks.

The form of the caves and their environs remains largely intact, in spite of the massive roof collapse of Tabun Cave, following its late Middle Palaeolithic occupation, an event which aided in the preservation of the archaeological layers at the site. In terms of use and function, the caves ceased to be used as dwellings in the early 20th century, and now serve as an open air museum of prehistoric times. The caves and their surroundings which are located within the nature reserve continue until this day to be natural and entirely undeveloped, presumably not much different in spirit and feeling to their appearance in prehistoric times.

The wealth of finds produced by ongoing excavations at the site is now on display or archived in various institutions around the world (see chapter 7d). From inception, the excavations were carried out with what was considered to be cutting edge scientific research methodology, and backed by meticulous documentation, both textual and graphic, during as well as after the completion of work on site.

The documents are widely accepted as credible and truthful information sources. Hominid fossil remains from Skhul Cave, Tabun Cave and el Wad Cave and Terrace were photographed in situ during the course of their exposure and prior to their removal during Garrod’s excavations in 1929-1934. These pictures authenticate the origin of the finds and the credibility of the associated research.

The graphic ‘excavation section’ displayed at Tabun Cave today demonstrates and supports this documentation and enhances the connection between artifacts which were retrieved from the site and their origin, between the location and the movable archaeological finds which together mold our comprehension of the site’s Outstanding Universal Value.

(14) As listed in Garrod and Bate (1937: Table-page). Field notes, excavation reports and other archival materials are held in the archives of the Israel Antiquities Authority, MAN Museum in St. Germain en-Laye, France, and the Peabody Museum, Harvard University.
The four caves which make up the site are located in close proximity to each other, all within a stretch of ca. 200 metres along the southern bank of the wadi. In the past, several of the caves may have been occupied simultaneously. Together with the wadi, the surrounding areas currently not excavated but rather left as ‘witness areas’, and the opposite bank, the Nahal Ma’arot/ Wadi el-Mughara caves form a complete habitat of prehistoric life, defined by still intact visual and physical boundaries.

The environment exploited by the humans who inhabited the caves at Nahal Ma’arot/ Wadi el-Mughara over the past 500,000 years presumably extended beyond the immediate site of archaeological excavation and into the wider context of their surroundings, which included the river valley, the mountain above the caves, the coastal plain and, occasionally, the coast itself. During the Natufian era, there is also clear evidence of long-distance contacts with other regions, well beyond the local setting.

The immediate topographic setting of the caves is clearly defined by the geographical confines of the westward sloping valley and the rudist reef which forms its two banks, providing a visual basin of the prehistoric habitat as viewed by the succession of communities which occupied the caves and their terraces. The proposed site as defined in map 1.02 captures this ‘visual habitat’ in its entirety, defined by the cave, the terrace and the area which can be viewed from them. All these are perceived as the integral elements of the prehistoric cave-dweller’s home. This area (as well as its enveloping buffer zone) is protected by the Nahal Ma’arot Nature Reserve, its features clearly represented and expressing the site’s Outstanding Universal Value.
Figure 3.12. View to the west towards the sea from Tabun terrace, December 2010. Photo by A. Bromberg.
4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

A. PRESENT STATE OF CONSERVATION

The archaeological site of Nahal Ma’arot/ Wadi el-Mughara has been excavated during long periods over the past 90 years (see chapter 2b, Annex 4.A – List of Granted Excavation Licenses, IAA). Findings uncovered in these excavations are on display and in storage at a variety of museums and academic institutions around the world, as detailed in chapter 7.d.

At present, the state of conservation of each of the caves at the site of Nahal Ma’arot/ Wadi el-Mughara is as follows:

Skhul Cave has not been revisited since the termination of Garrod and McCown’s excavations in 1934. Apart from isolated breccia patches on the walls of the cave, bedrock has been reached in the cave and its terrace, and as an archaeological site it appears to be exhausted. Skhul Cave is not visible from the entrance to the Wadi and situated off the tourist circuit, and, therefore, significantly less visited than the other caves.

Tabun Cave was excavated first by Garrod in 1929-1934 who defined the general cultural section as we know it today. Jelink (1967-1971) and Ronen (1973-2002) continued with more in-depth excavations, refining and detailing Garrod’s cultural sequence with updated techniques. Excavations at Tabun Cave ceased in 2002. At present most of the inner chamber of the cave is still filled with sediment and awaits further research. A roof shed was constructed above its open chimney in 1989 to protect the cave from the hazards of weather. The cave itself cannot be accessed by the public, but only viewed from the observation terrace along the visitors’ trail. Brecciated layers at the opening of the cave are protected by this terrace, as is the area just outside the cave, under the footpath.

Jamal Cave was excavated between 1992 and 1994. Only a local stratigraphic section was exposed, but the cave appears to offer limited amounts of deposit to be further explored. Similar to Tabun Cave, the interior of the cave and the reconstructed scene of life during the Middle Palaeolithic period within it, is viewed from outside the cave, beyond metal railings which prevent public access.

At el-Wad Cave, an audio/visual presentation was installed in chamber V in 1989. A wide paved path was laid to allow safe access into the cave, designed as a floating concrete plate propped on spacers in order to minimize contact with the remaining layers of deposit below. Geo-physical surveys conducted in the cave revealed that the inner chambers (III to VI) still contain considerable depth (at least 3 metres) of sediments above the bedrock. Since el-Wad Cave is very deep and therefore dark, visitors do not wander off the walking path when inside it, a setting which supports the preservation of unexcavated areas. A slight problem arises during autumn and winter when the cave is occasionally inhabited by fruit bats, their acidic excrement causing some decay of the concrete foot path.

The vast area of terrace which extends down the slope in front of el-Wad and Jamal Caves presumably contains more remains of the Natufian base camp. A confined area at the northern end of this terrace has been since 1994 the subject of ongoing research, and...
Figure 4.01. The foot path leading into el-Wad Cave, photo by A. Bronberg.
is protected by a portable greenhouse made of iron construction and transparent PVC cover, and a surrounding fence. Finds from this excavation are initially stored at the field laboratory on site, where preliminary analysis takes place. All findings are eventually transferred and stored at the facilities of the Zinman Institute of Archaeology, University of Haifa. Skeletal remains undergo a process of consolidation and preservation, and are subsequently kept at the institute’s collection room for continued anthropological analysis.

All the caves, terraces and their environs are subject to a routine check by the park staff at the start of every work day before the site is opened to the public. The ranger and site personnel are present at the site during visitors’ hours, and maintenance personnel are present at the site on a daily basis.

B. FACTORS AFFECTING THE PROPERTY

I. Development pressures

The site has been well established as a nature reserve since 1971, and as such there are no development or construction programmes which can affect the site at present. All neighbouring areas, as well as part of the buffer zone are designated agricultural lands or open forested nature reserves by their statutory classification (see chapter 5b, 5c, 5d, and annexes 1I-1L). These are accepted land-use designations are limited.

II. Environmental pressures

No harsh environmental conditions are characteristic of the site and buffer zone. Thus, no special actions are needed to address unlikely disasters such as floods, earthquakes, or extreme climate conditions. Similarly, the site is not exposed to the hazards of various human environmental pressures such as pollution sources (main roads, industry etc.), illegal logging or grazing etc.

III. Natural disasters and risk preparedness

Although usually not in the immediate vicinity of the Nahal Ma’arot/ Wadi el-Mughara site, fires occur annually on Mount Carmel, where dry annual vegetation and pine trees are ubiquitous. Most recently, an unusually widespread forest fire broke out in early December 2010, resulting in 4,000 hectares of burnt natural forest, mostly within the area of the Mount Carmel National Park, managed jointly by the INPA and the Jewish National Fund (JNF). The direct vicinity of the Nahal Ma’arot/ Wadi el-Mughara site remained untouched by this fire. Provisions against possible fires on site include personal gear for rangers (4 wheel fire reels, fire extinguishers at various locations) as well as two fire hydrants and a portable fire hose cart. The water is sourced from a water pumping station on site.

Vegetation and shrubs along paths and in the parking areas are cleared and trimmed as part of the regular work plan. Park personnel are skilled in fire protection regulations and assisted by personnel from other nature reserves in the area when necessary. On a regional scale, the nearest fire department is situated near the cities of Hadera and Haifa, 30 minutes away. A small fire station is situated in the Carmel Park range. All are available on call. It is likely that the current provisions as described above will be reexamined and upgraded in the wake of the December 2010 fire.

In this context it is important to note that the attributes which encompass the Outstanding Universal Value of the Nahal Ma’arot/ Wadi el-Mughara site as described in this document are not vegetation or built objects at the site, but rather the caves and their location in the wider context of Mount Carmel, and the archaeological strata which have thus far been only partially excavated. These attributes are unlikely to be affected by fire.

IV. Visitor / tourism pressures

Entrance to the site is restricted to paying visitors. With current visiting arrangements, the Nature Reserve’s capacity has been assessed at 800 people per day (more detail in chapter 5.H), in relation to the disruption to local flora and fauna. The caves and their adjacent terraces occupy a limited area within the nature reserve forming a series of spaces which allow only a small number of visitors at one time. Nevertheless, the carrying capacity of the caves is presumably similar due to the short duration of the touring circuit (circa 45 minutes), the rocky nature of this area, and the caves themselves being only partially accessible, as described above (chapter 4.A).

At present, circa 800 visitors arrive only on select peak days during in the autumn and spring holidays, and during such days are directed by the staff to different areas of the site in order to avoid over-crowding. More generally, visitor numbers saw a peak of over 100,000 visitors per annum in 1989-1990, and have since dropped considerably (For more detail see chapter 5.H), rendering a potential increase in visitor numbers an opportunity rather than a threat.

Damage caused by misconduct is very infrequent within the site’s perimeter. Most visitors and tourists act in accordance with the site’s postings, pamphlets and the instructions of the professional staff. The entrance to the area of the caves is monitored by park staff and is fenced; entrance to the caves is possible only when the site is open to the public. Vandalism has not been a problem at the site.

V. Number of Inhabitants within the property and the buffer zone

The proposed property and most of the proposed buffer zone cover the area defined as a nature reserve, which is forested and uninhabited.

On its western side, the buffer zone extends to encompass the agricultural fields between the nature reserve and Route 4, described in map 5.01 as Buffer Zone B. This area is also uninhabited, yet is regularly frequented by the approximately 15 farmers who cultivate their crops there. At the southern edge of Buffer Zone B, immediately to the east of Route 4, there is an active commercial nursery which sells plants and gardening equipment. The nursery is accessed via the existing road leading into the site and has its own parking area.
5. PROTECTION AND MANAGEMENT OF THE PROPERTY

A. OWNERSHIP

The property is owned by the State of Israel. The buffer zone is also owned by the State of Israel. A 500 metre wide strip of land along the western perimeter is leased to the adjacent settlements: Kibbutz Ein Carmel in the north and Moshav Geva Carmel in the south.

An area of circa 310 hectares surrounding the Nahal Ma’anot / Wadi el-Mughara site was declared a Nature Reserve (Nahal Ma’anot Nature Reserve) in 1971, a status which today entrusts the management of the site to The Israel Nature and Parks Authority (INPA), under the auspices of the National Parks, Nature Reserves, National Sites and Memorial Sites Law, 1998. The powers vested in the INPA are also enshrined in the Wildlife Protection Act of 1955, the Planning and Building Law of 1965, and the Antiquities Law of 1989.

As a declared Nature Reserve managed by the INPA, the site enjoys several levels of protection ranging from the state, statutory level to daily on-site practices. No activity is allowed on site without permits from the IAA and the INPA, and no further development or physical interventions are allowed within its area. At present, the IAA issues excavation permits annually, pending submission of a summary report of the previous year’s excavation season. The protective measures common to all INPA sites are detailed in Annex 3B+3C.

The area devoted to visitors’ facilities is annexed to the Nahal Ma’anot Nature Reserve and subject to Urban Building Plan (UBP) HC-185b: Nahal Ma’anot Visitors Centre, approved in 1989.

Along and within the western perimeter of the proposed buffer zone lies a strip of land which is leased to the adjacent settlements and is subject to UBP MSC-18 (Kibbutz Ein Carmel) in the north and UBP MSC-16 (Moshav Geva Carmel) in the south. Both plans, adopted in 1985, designated these areas as agricultural lands.

B. PROTECTIVE DESIGNATION

An area of circa 310 hectares surrounding the Nahal Ma’anot / Wadi el-Mughara site was declared a Nature Reserve (Nahal Ma’anot Nature Reserve) in 1971, a status which today entrusts the management of the site to The Israel Nature and Parks Authority (INPA), under the auspices of the National Parks, Nature Reserves, National Sites and Memorial Sites Law, 1998. The powers vested in the INPA are also enshrined in the Wildlife Protection Act of 1955, the Planning and Building Law of 1965, and the Antiquities Law of 1989.

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The property is protected by the following state laws:

- The Israel Lands Administration Law, 1960.
- The Planning and Building Law, 1965, and Amendment 31 (fourth addition), 1991.
- The Antiquities Authority Law, 1989.

Complete or summarized versions of these laws are included in annexes as detailed in Section 5.c. and 7.b.

In 2004 the Nahal Ma’anot/Wadi el-Mughara Nature Reserve was annexed to the Mount Carmel National Park through UBP HC-294 which redefined the area between the two parks as a nature reserve.

The above plans with the relevant parts of their texts are included in annexes 11-1L.

The property is protected by the following state laws:

- The Israel Lands Administration Law, 1960.
- The Planning and Building Law, 1965, and Amendment 31 (fourth addition), 1991.
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The Nahal Ma’arot/Wadi el-Mughara Caves

The Nahal Ma’arot Nature Reserve is included in Haifa District Outline Plan (DOP) No. 6, as well as in NOP No. 3 for Roads; in NOP No. 8 for Nature Reserves; in NOP No. 12 for Tourism and Recreation; in NOP No. 22 for Forestry; in NOP No. 34 for Water and Drainage and in NOP Plan No. 31 and No. 35 for Construction, Development and Conservation. Their relevance to the nominated site and its buffer zone are outlined below:

Haifa DOP No. 6 (2003):
In this plan the area of Nahal Ma’arot is indicated as a national park. The area of the stream called Ma’arot is indicated as ‘river bed strip’, defined as the stream channel and its surroundings at a minimum width of 100 metres from each bank.

The plan stipulates that no plans regarding a national park and/or river bed strip may be deposited by a planning institution before an INPA representative and a representative of the umbrella body of the environmental organizations have had a chance to voice their opinion. Designating the area of Nahal Ma’arot as a river bed strip dictates the following prerequisites: ensuring the uninterrupted water flow within the stream channel and the wadi areas, planning the river bed strip in order to conserve and rehabilitate the landscape and natural systems around the stream, setting guidelines regarding the fostering of open areas along the stream for outdoor recreation, setting guidelines for the drainage system and determining terms and limitations for structures and facilities within the river bed strip.

NOP No. 3 for Roads (1976) and NOP 3 Change No. 4 (1989): The aims of this national plan are to demarcate a national network of roads, establish the levels and functions of the roads on a national level, preserve land strips for the national road system and establish guidelines for the preparation of road plans. In National Outline Plan 3, a regional road was proposed between Kerem Maharah Village and Daliyat el-Carmel, south of Nahal Ma’arot. In the 4th change to the plan this road was canceled.

NOP No. 8 for National Parks, Nature Reserves and Landscape Reserves (1981): The plan defines areas that were declared or will be declared in the future as national parks, nature reserves or landscape reserves. The area surrounding the Nahal Ma’arot is designated as a “declared national park”, meaning it has been declared in accordance with The National Parks and Nature Reserves Law of 1963. The purpose of the plan is to identify areas for nature conservation, protect areas of high scenic value from unsustainable development and preserve areas with historical, archeological, and architectural or landscape significance or high recreational and tourism potential. Over one-quarter of the country’s land area is designated for these purposes in the plan. The plan defines a national Park as an area designated for public recreation in nature or for preservation. The plan protects the national park area, forbids altering its designation, defines permitted uses within its area and ordains the National Council for Planning and Building and the INPA as the authorizing organizations.

National Outline Plan No. 12 for Tourism and Recreation (1983): The plan views Israel as a ‘tourism oriented country’ and as such relates to foreign and local tourism accommodations, high-quality tourism services, recreation areas, and preservation of natural, landscape and heritage values. The plan identifies 17 central tourism regions representing the major tourism resources of the country. They are distinguished by their nature and landscape values, community system, historic heritage and visitor sites. The region of Hof Carmel and Zichron Ya’acov, which contains the Nahal Ma’arot Nature Reserve, is classified “Extensive Rural Area”; distinctly focused on seasonal sea tourism and mountain tourism, with a secondary focus on nature sites. The plan, originally approved in 1983, is currently undergoing amendment processes.

National Outline Plan No. 22 for Forestry (1995): The goal of National Outline Plan 22 is to pinpoint and outline the boundaries of forested areas, designate areas for future afforestation, safeguard the forests and create the infrastructure to maintain them. The plan enshrines in Israeli law the status of forests, most of the natural woodlands and future planted areas. In this plan Nahal Ma’arot is indicated as a “Nature Reserve” in accordance with the INPA Israel Nature and Parks Authority. The area north of Nahal Ma’arot is indicated as a Natural Forest for Preservation and the area south of Nahal Ma’arot is indicated as an Existing Planted Forest.

NOP No. 34 B/3 For Water And Drainage (2006): The purpose of this plan is to provide a comprehensive solution to sewage while protecting public health, the environment, water resources, open spaces, agriculture and nature and landscape values. It establishes areas for sewage collection, designates areas for wastewater treatment plants and effluent reservoirs, and aims to ensure the existence and uninterrupted flow of streams and their surroundings. Nahal Ma’arot is indicated as a ‘main drainage artery’ where according to the plan there should be rehabilitation, conservation and development of environmental, cultural and landscape values as well as ensuring the functioning of the drainage artery and its flooding area.

NOP No. 35 For Construction, Development AndConservation (2006): This comprehensive plan attempts to create a long-term strategy for anticipated population growth. It is based on the ‘Israel 2020 masterplan’ which was advanced by the Ministry of Interior’s planning administration and approved by the cabinet at the end of 2005. Its main emphases are on responding to building and development needs while protecting open spaces and land reserves. The plan promotes the efficient use of land; conservation of open space; limitations on establishing new villages and towns; increased density within existing municipalities; and distinction between areas worthy of development and areas worthy of preservation.

NOP 35 limits present trends towards urban sprawl and attempts to ensure the integrity of large swaths of agriculture land; Nature reserves and national parks, which make up some 30% of the country’s land resources along with the forests that comprise an additional 10% of land holdings, are also integrated into this Outline Plan. The cabinet decision determined that ministries and their associated bodies should aim to inculcate into their activities the means of implementing policies attached to the plan. The area of Nahal Ma’arot in NOP 35 is indicated as a Nature Reserve and the area of the stream called Ma’arot is indicated as ‘river bed strip’. The area surrounding the nature reserve is indicated as ‘Integrated Conservation Texture’, aimed at holistically addressing and reconciling natural, agricultural, landscape, settlement and heritage values.

NOP 35 supersedes the previous NOP 31.
The Israeli Ministry of Transport (IMT) is developing a proposal which will add two lanes to Route 4. With reference to this plan, a meeting with the Hof HaCarmel Regional Council (HHRC) was held, and the importance of improving the safety of access to the Nahal Ma’arot/Wadi el-Mughara site was highlighted. It was agreed that within the plan, Route 4 will be widened at this location to accommodate a suitable junction, including an art installation leading from both directions into the junction, and serving as an introductory ‘forecourt’ to the site. (See annex 5.E - Meeting Minutes December 2009 + Letter from HHRC to IMT December 2010).

In the unlikely event that the IMT plan for the whole of Route 4 is not implemented, the HHRC will undertake the preparation and completion of a local road-widening plan for this junction as described above.

A narrow road of approximately 500 metres connects the site to Route 4. At present this road suffices as access to the site, although at peak visiting times it becomes congested with heavy two-way traffic which cannot be comfortably accommodated due to insufficient width. HHRC is in the process of approaching IMT and the Ministry of Tourism for funding to widen the road upon inscription of the Nahal Ma’arot/Wadi el-Mughara site on the World Heritage List.

As mentioned, the Nahal Ma’arot/Wadi el-Mughara caves have been protected since 1971 as a National Nature Reserve and since then maintained and managed by the National Parks Authority (until 1989) and the Israel Nature and Parks Authority (INPA) since 1989. National Outline Plan (NOP) No. 8 for national Parks, Nature Reserves and Landscape Reserves redefined and slightly enlarged the boundaries of the nature reserve in 1981, and it is this boundary which we follow as the basis of the proposed buffer zone. There are three levels of management which are fully integrated by the steering committee. They include the site management by the local staff, the regional activities by the HHRC and at the national level by the INPA World Heritage Forum.

In 2003 a Site Conservation and Management Programme which describes all management procedures for the site was prepared, and it currently serves as the foundation for day to day management of the site. The existing management measures as defined by INPA will continue into the future.

In preparing this nomination, a Steering Committee of stakeholders was established, including representatives of the following bodies: INPA, IAA, Haifa University, Carmel Drainage Authority, Kibbutz Ein Hacarmel & Mosheh Geva Carmel, the Society for the Protection of Nature in Israel (SPNI), The Society for Preservation of Israel Heritage Sites (SPHIS), Carmel Tourism Organization, and headed by the HHRC. On inscription, this steering committee will become the governing body at the regional level and ensure the coordination with the site activities on one hand and the INPA World Heritage Forum on the other. The steering committee will convene three times a year at regular intervals to discuss management issues relating to the site’s ongoing interface with existing infrastructure establishments and the local community, as well as long term plans.

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On a national level, the INPA, which is responsible for the management of eight World Heritage sites in Israel(1), has established a special UNESCO Sites Forum which convenes every 6 months (in June-August and December-February of every year) to discuss issues pertaining to these sites, as well as sites on the Tentative List and new nominations under preparation. The forum is attended by site managers and members of the Israel National Commission for UNESCO board, including the representatives of the INPA. The decision to prepare a nomination file for the Nahal Ma’arot/Wadi el-Mughara site was adopted in this forum in December 2009, and the nomination will be ratified in February 2011. For further information about this forum, see Annex 3.C – INPA World Heritage Sites Forum: Regulating Articles.

MAP 5.01: Map of proposed site and sub-division of buffer zone.

The management of the site varies slightly in relation to land use and ownership:

**Buffer Zone A**: The management of the Nahal Ma’arot Nature Reserve is defined within the INPA regulation for National Parks and Nature Reserves and subject to the regulations of the IAA for preserving archaeological sites.

**Buffer Zone B**: Joint management by the relevant members of the Steering Committee – INPA, HHCRC, Moshav Geva Carmel, Kibbutz Ein Carmel.

The INPA is responsible for the maintenance of the parking area as well as all other buildings and facilities found within the reserve. It is also in charge of the marked hiking paths in the valley, including a geological trail on its northern bank and a trail leading to the cliffs above the caves.

The INPA offices of the site management also house the INPA Carmel Guiding Centre and the Carmel and Coast district management of the INPA.

Visitors’ safety is managed through the implementation of designated parking places within the reserve, marking paths, construction of handrails and fencing of hazardous spots and areas near the caves and the steps leading to them. Safety is a priority concern of the reserve management and the site's touring circuit has been adjusted in accordance with the INPA safety regulations. In this regard, the site has general and specific signposts and pamphlets explaining safety regulations and hazards in Hebrew, Arabic and English. This data also appears in the web site of the INPA. First aid is available in the reserve's offices and the personnel are trained in first aid. Permanent first aid stations and clinics are located close by in each of the neighboring settlements (Kibbutzim and Moshavim). In addition, three major hospitals are within 25-45 minutes from the caves. Professional first Aid (‘Magen David Adom’) is available on call, 10-15 minutes from the site.

![Figure 5.02. Signage at the entrance to the Nahal Ma’arot Nature Reserve. Photo by A. Bromberg](image)

(1) World Heritage Sites in Israel which are declared National Parks and managed by the INPA: Masada, the Nabatean towns of Haluza, Mamshit, Avdat and Shivta of Incense Route - Desert Cities in the Negev (serial site & cultural landscape), The Biblical Tels - Megiddo, Hazor and Beer Sheba (serial site).
F. SOURCES AND LEVELS OF FINANCE

As with all INPA National Parks, the management of the site, including the cost of staff salaries and regular maintenance, is financed through the annual budget of the INPA with individual site accounting.

At Nahal Ma’arot Nature Reserve the permanent staff includes a site manager, one ranger, one part-time maintenance worker, and a cashier, who is also the site administrator. Seasonal employees are hired as necessary.

A regular yearly budget of circa 35,000 NIS is awarded to the site for ongoing maintenance. Utility bills (water, telephone, mail and electricity), which amount to 60-80,000 NIS per annum, are also covered by an INPA designated budget.

Additional funding is received from the following sources within the INPA:

1. INPA Carmel District Office:
   - Circa 10,000 NIS per annum for the implementation of the Annual Maintenance Work Plan.

2. INPA North District Office:
   - Publicity and marketing expenses—through the INPA’s North District community liaison designated budget
   - Security and Safety expenses—through the INPA’s North District Security and Safety designated budget

3. INPA Head Office:
   - Special designated budgets, including funding for free guided tours during the spring and autumn holidays, special educational activities, and activities related to the conservation of the natural and cultural values of the site. Due to the unique importance of Site Interpreters at the Nahal Ma’arot/ Wadi el-Mughara Caves, the site enjoys a permanently allocated special budget for guided tours.

The site receives an income from fees charged for admission to the National Reserve and from the sales of the site’s souvenir shop. All income is processed through the site’s cashier point, and covers 70-85% of the site’s expenditures.

**Table 5.01. Nahal Ma’arot Nature Reserve Annual Budget Analysis for 2009 + 2010**

<table>
<thead>
<tr>
<th>Year</th>
<th>Regular Maintenance</th>
<th>Office: Mail &amp; Telephone bills</th>
<th>Utilities: Water &amp; Electricity bills</th>
<th>Salaries</th>
<th>Total Expenses</th>
<th>Total income (Cashier) (point)</th>
<th>Operating Costs funded from INPA budgets</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009 - allocated budget</td>
<td>35,000</td>
<td>37,80000</td>
<td>31,200</td>
<td>414,000</td>
<td>518,000</td>
<td>320,000</td>
<td>198,000 NIS</td>
</tr>
<tr>
<td>2009 - actual income/outcome</td>
<td>25,000</td>
<td>42,900</td>
<td>31,900</td>
<td>367,000</td>
<td>466,000</td>
<td>387,000</td>
<td>79,800 NIS</td>
</tr>
<tr>
<td>2010 - budget</td>
<td>35,000</td>
<td>18,000</td>
<td>38,000</td>
<td>440,000</td>
<td>531,000</td>
<td>370,000</td>
<td>161,000 NIS</td>
</tr>
<tr>
<td>2010 - actual income/outcome</td>
<td>25,000</td>
<td>21,450</td>
<td>23,000</td>
<td>401,000</td>
<td>470,450</td>
<td>333,800</td>
<td>136,650 NIS</td>
</tr>
</tbody>
</table>

2009 Annual Site Expenditures (in %)
- Maintenance
- Office
- Utilities
- Salaries

2010 Annual Site Expenditures (in %)
- Maintenance
- Office
- Utilities
- Salaries

Nahal Ma’arot Nature Reserve 2010 Sources of Income (in NIS)
- Regular INPA Maintenance Budget
- Own Income
- Designated INPA Budgets
- Maintenance Plan Budget (from INPA Regional Office)
The INPA offices at Nahal Ma’arot Nature Reserve house the site office, the INPA Carmel and Coast Regional Headquarters, and the INPA Carmel Educational Guiding Centre. The site is managed by Mr. Dudi Weiner, who is also responsible for the management of two other INPA sites nearby (Hof Habonim Nature Reserve and Nahal Taninim Nature Reserve). There are two other full-time employees (a site Ranger and warden; a site administrator and cashier), and one part-time worker (a custodian) in charge of day to day maintenance.

All members of staff undergo periodical training within the INPA according to the demands of their position at the Nature Reserve.

Guides working at the site are employed by the Carmel educational guiding centre, which supplies guides to all INPA sites in the Carmel and Coast Region. Approximately 25% of the centre’s activities take place at Nahal Maarot Nature Reserve, accumulating to 300 guide days per annum. These days are not evenly distributed throughout the year, as more guiding takes place during holidays and peak months.

Guides are often, although not exclusively, Haifa University students majoring in history, geography, tourism, archaeology and biology. All guides must be licensed guides or otherwise holders of the Ministry of Education’s certification. They are trained by Carmel Educational Guiding Centre staff prior to commencing work at the site, and adhere to a pre-structured interpretation programme. To ensure the quality of educational activities offered at the site, as well as to promote the guides’ professional development, a periodic monitoring and feedback mechanism was developed, and is managed by the Centre’s staff.

Since 1994, scientific expeditions have been ongoing in the Natufian hamlet of el-Wad Terrace. These are directed by Professor Mina Weinstein-Evron, Professor Daniel Kaufman and since 2007 also by Mr. Reuven Yeshurun on behalf of the Zinman Institute of Archaeology, University of Haifa. This multidisciplinary research includes the cooperative efforts of scholars from various academic institutions in Israel and abroad. The areas of interest encompass the reconstruction of site organization, architecture, technology, burial practices, symbolic behaviour, population characteristics, archaeo-zoology and archaeobotany, palaeo-environmental reconstruction and subsistence activities. Excavations seasons are conducted on an annual basis, always with the participation of students and volunteers. The results of the excavation are regularly provided to the Israel Nature and Parks Authority, and presented to the Carmel Educational Guiding Centre staff and site guides as part of an annual update. Other public organizations such as Rotary Clubs and tour guide courses have also attended lectures and presentations describing new developments at the el-Wad archaeological excavation.

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(1) A guide’s work day includes 5-8 hours of on-site guiding.
With current visiting arrangements, the site’s capacity has been assessed at 800 people a day\(^2\) without noticeable effect on the wildlife and pathways. Most visitors arrive on weekends during the warm hours of the day, which are wildlife low-activity hours, so the disruption is minimal. This number of daily visitors can be seen at present only during select peak days in the autumn and spring holidays. Visitor activity on week days during the school year (September to June) is characterized by groups of school children on educational excursions, amounting to approximately 1/3 of all visitors to the site\(^3\). Weekend activity tends to be characterized by individuals and families with young children on a day out. Peak months are March, April, May, October and November, with circa 5,000-7,000 visitors a month.

Visitor numbers are monitored and managed by the staff personnel at the entrance to the Nature Reserve. The park manager directs visitors to different focal areas, when the need to reduce pressure on the caves’ facilities arises.

Table 5.03. Visitors per annum to the Nahal Ma’arot Nature Reserve 2006-2010.

<table>
<thead>
<tr>
<th>Year/Data</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010**</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local*</td>
<td>39,119</td>
<td>41,408</td>
<td>41,623</td>
<td>46,929</td>
<td>45,299</td>
</tr>
<tr>
<td>Foreign</td>
<td>609</td>
<td>628</td>
<td>730</td>
<td>389</td>
<td>517</td>
</tr>
<tr>
<td>Total</td>
<td>39,728</td>
<td>42,036</td>
<td>42,362</td>
<td>47,318</td>
<td>45,816</td>
</tr>
</tbody>
</table>

*ca. 50% are Children

** Data available 1 January 2010 to 14 December 2010

Prehistoric sites are known to be relatively less accessible to the public, as they tend to be of low visibility, non-monumental and therefore not easily grasped. Due to the fragmented nature of prehistoric finds and the scarcity of recognizable remains, in effect “they have nothing to show to the public”\(^4\), this in spite of the uniqueness and rarity of the evidence they bear on the history of mankind.

At the Nahal Ma’arot/Wadi el-Mughara site, the existence of prehistoric hominids can be experienced mainly through the attributes of the caves and their environmental context, and the Natufian rock cut basins at el-Wad Terrace. With this in mind, and in view of the growing recognition of the outstanding value of the site, the INPA\(^5\) undertook a major upgrade of the Nahal Ma’arot Nature Reserve in 1989. All interpretive measures at the site were installed during this renovation, and were aimed at promoting awareness of prehistory and enhancing the accessibility of the site to the public through the presentation of prehistoric life.

A trail consisting of stairs and paths which connects between the caves of Tabun, Jamal and el-Wad was laid in 1989. An observation viewpoint overlooking the Mediterranean was constructed, with wooden benches, railings and water taps. The progression of the tour was designed to begin from the most ancient and general (regional geology of 200-50 million years BP – the Palaeo-Tethys Ocean and the Rudist reef), onwards to the formation of the caves (a few million years BP), and culminate in the prehistoric cultures at this site (500,000 years BP and onwards). Skhul cave, located some distance away from the three other caves (see map 2.03) was left outside the main tourist circuit, signed, but otherwise without interpretive measures. It is accessible through

[15,062 school children visited the site in 2009; 12,600 school children in 2010]
[Mr Jean Paul Demoule, Centre of Protohistoric Research, in Sanz 2008]
[In its previous incarnation as The Nature Reserves Authority (1971-1998)]
the walking trail of the Nature Reserve. All three caves were equipped with a diverse array of interpretive measures, considered to be at the forefront of prehistoric sites presentation techniques at the time of their installation. They include the following:

1. **Signage:**
   a. General signage giving data about the reserve- at the entrance to the site.
   b. Signs describing the nature reserve in terms of geology, biology and plants, located along the visitors’ trail.
   c. Signage describing the geological context of the caves- the rudist reef, the geological processes of limestone dissolution and tectonic movement, and the rising and falling of sea levels.
   
   For example, at the entrance to Jamal Cave there is a sign describing the formation process of the cave (figure 5.05).
   
   d. A glass-covered panel at the entrance to Tabun Cave describing the geological history of the cave and the archaeological sequence and chronology, and displaying representative artifacts of each of the major periods found and highlighted in the annotated archaeological section of the cave (Acheulean and Acheulo-Yabrudian cultures, through to the Mousterian culture) (figure 5.06).
2. Displays:
a. At Tabun Cave- A graphic portrayal of the archaeological 'excavation section', displaying the outstandingly long sequence of the site, and including the excavation grid and some archaeological excavation apparatus for demonstration. Metal railings create an observation point which overlooks the cave and prevents public access.
b. At Jamal Cave- Display of a reconstructed scene depicting day-to-day life at the cave during the Middle Palaeolithic period through life-size figures, and the material culture of wooden and stone household utensils, hunted animals, fruits which were collected, leather processing, and some archaeological grid data. The display is viewed from outside the cave, beyond metal railings which prevent public access into the cave itself (figure 5.07).
c. At the terrace between Jamal and el-Wad- A reconstructed domed hut made of local vegetation, with life-size figures of children, relating to the day-to-day family life of the Middle Palaeolithic period in Jamal Cave.
d. In El wad Cave- Deep inside chamber 5 of the cave, the story of prehistoric man in the Carmel and the geological process of the formation of the caves is presented with audio-visual effects of lights, shadows, shades and sound, followed by a 20 minute movie. The movie is considered the highlight of the visit to the site, much loved by children and adults alike. The system was installed in 1989 and upgraded in 2005 (transferred to new media, new lighting and shadow effects). There is a current proposal for further upgrades.
e. At el-Wad terrace, near the original stone cut basins- A reconstruction of an early Natufian burial using a replica of Homo 25 (the best preserved of all the skeletons' of Garrod's 1929-1934 excavations), a single skeleton in a contracted posture as found in situ, his skull surrounded by a circlet of dentalium shells. The original (Homo 25) is on display at the Rockefeller Museum, Jerusalem.

3. Other Interpretative measures:
f. A hands-on activity point for children and families simulating an archaeological excavation area, including two locus areas and a soil sifter for digging and sieving.
g. Metal silhouettes of local contemporary animals- designed and installed in 2007 at the entrance to the site-
h. Metal silhouettes of human figures- installed in the early 2000’s at the entrance to Tabun cave.

4. Interpretive infrastructure
i. A stone clad service room of approximately 5 sq meters has been erected north of el-Wad Cave to protect the electrical infrastructure related to the audio-visual installation at el-Wad Cave.
5. Site Interpreters

The interpretative measures at the site were designed to complement a guided tour, with the guide stopping to elaborate and further explain the information presented through the various interpretive measures as described above.

Currently, most visitors tour the site on their own, and the original interpretation concept is not always self evident to the visitors. Signage is to be upgraded to accommodate this new visiting pattern. To this end, the use of personal portable audio devices is being examined.

On weekends and holidays, scheduled guided tours leave hourly (subject to weather conditions) and are included in the entrance ticket. During week days a two hour guided tour in Hebrew, Arabic or English can be booked at additional cost. Depending on the availability of guides, other languages are arranged upon request. On holidays and for special events, professional actors perform dramatic reconstructions in one of the caves of the reserve. A considerable part of the guided activity in the Nature Reserve is geared towards young children of kindergarten and early primary school age, as topics related to prehistory are particularly appealing to these ages.

The Carmel Educational Guiding Centre located at the site offers the local communities educational training programmes on site and at the local schools. In some of the schools, activities are part of the curriculum, while in others they are part of the enrichment programme which supplements the core curriculum. The Carmel Centre works with the Jewish and Arab sectors, and offers activities relating to prehistoric man, such as making objects from natural materials, cave fashions, and dramatic reconstructions of prehistoric life.

An information Centre operates at the site on weekends and holidays in cooperation with the local Carmelim nonprofit Tourism Organization.

(6) Apart from the four caves which make up this nomination, the cliffs of the Nahal Ma'arot Nature Reserve are riddled with caves which have been surveyed and found to have little archaeological significance.
Future plans:
In the past year a plan for improving disabled accessibility to the site has been developed with architect Eitan Blum. Presently the site is accessible up to El Wad Cave via a ramped concreted trail, with resting points along the way (Figure 5.13). This trail will be improved to comply with present regulation. Hand grips and stopping point will be added, as well as a viewing deck near the cave.

The use of replicas of the artifacts from the site will be increased, as these objects are tangible and easily grasped, thus excellent sources for conveying information about the life and environment of prehistoric peoples. To this end, the possible erection of a museum at the site, as described in chapter 5.d, will be an excellent opportunity for enhancing the relationship between the astonishing artifacts and human remains which are curated in museums around the world, and their source. In addition, the use of life-size figures will continue, with careful attention given to the challenging environmental conditions of an open-air museum which require durability and regular maintenance.

Upon inscription, the different values which constitute the Outstanding Universal Value of the site as defined in this nomination will be used as the basis for new focal points in an upgraded all-site-encompassing Interpretation and Maintenance Plan to ensure the effectiveness and longevity of the various interpretive measures.

J. STAFFING LEVELS (PROFESSIONAL, TECHNICAL, MAINTENANCE)

The Nahal Ma’arot Nature Reserve staff includes:

Professional: Site manager - Mr. Dudi Weiner
Technical: Site Ranger & warden - Mr. Izhak Avior
Site administrator + cashier - Ms. Anat Zohar-Yuster
Maintenance: Site custodian - Mr. Afif Araga (part time)

Name and address of the person in charge

Mr. D. Weiner, Nature Reserve Manager (INPA)
Tel: 057-5722113, 04-9841750
E-mail: st.mearot@npa.org.il
Mailing address: Nahal Ma’arot Nature reserve, 30860, Hof HaCarmel, Israel
Figure 5.13. The ramped access trail for people with disabilities leading to el-Wad Cave. Photo by A. Bromberg.
6. MONITORING

A. KEY INDICATORS FOR MEASURING THE STATE OF CONSERVATION

A Site Conservation and Management Programme was prepared for Nahal Ma’arot Nature Reserve by the INPA’s erstwhile Site Manager, Mr. Doron Rotem, in 2003. This programme serves to this day as the basis of day to day management and regular monitoring of the site.

Administrative arrangements are well established through specific site regulations as well as the general regulations of INPA. The site manager and site ranger routinely monitor the site and its facilities to ensure that they operate and are maintained in accordance with INPA regulations and international treaties. The administrative arrangements and the operative regulations are strictly kept, and site personnel carry out all aspects of site management.

An annual Maintenance Work Plan is prepared by the site manager and approved by the INPA Carmel and Coast Regional Office. This plan stipulates a series of periodic monitoring and maintenance activities as outlined below:

- During Jelink’s excavations at Tabun cave (1967-1971), the south west wall of the cave was identified as unstable, and was therefore structurally supported and consolidated (figure 6.01). The cliff area and the tourist trail below it are checked daily by staff personnel. In the event that a fallen rock is found, it is measured, recorded, and removed from the area. The general state of the cliff’s stability is periodically surveyed so as to anticipate the possibility of a large-scale rock slide.

- The ongoing excavation at el-Wad Terrace comprises exposed layers which are covered by a protective roof. It is routinely checked by INPA staff, and periodically by the University of Haifa’s archaeologists, particularly after strong storms and rainy spells. This area is also routinely monitored for shrub growth and sprayed accordingly.

- El-Wad Cave is an active karstic cave, with continuous water dripping and the formation of stalagmites. There is a large variety of Cyanobacteria (also known as blue-green algae) on the walls of the cave, which have been surveyed. Humidity, which is fairly constant, is checked at three points in the cave (Chamber I, Camber III, Chamber VI), and data collected every two days. In any event, the remaining archaeological sediments in chambers III to VI would presumably not be affected by changes in humidity or algae levels.

- A fruit bat colony which has been occupying el-Wad Cave has been monitored by the INPA during the last few years, resulting in the installation, two years ago, of metal netting at the entrance to el-Wad Cave to reduce the bat population in the cave.

As described in chapters 4.b.IV (Visitor/tourism pressures) and 5.h (Visitor facilities and statistics), the carrying capacity of the site was estimated at around 800 visitors a day in the caves and the nature reserve. Numbers of visitors are continually monitored and recorded by the staff personnel attending the entrance to the fenced area.

All the caves and their environs, as well as the whole length of the tourist trail are subject to a routine check by the park staff at the start of every work day before opening the site. The ranger and site personnel are present at the site during visitors’ hours, and maintenance personnel are present at the site on a daily basis. The ranger ensures that all facilities are operating in accordance with the park safety regulations. Monitoring for public health (parasites, ticks) is carried out each summer. The trails throughout the Nature Reserve are monitored bi-annually, as stipulated by the Site Conservation and Management Programme.

B. ADMINISTRATIVE ARRANGEMENTS FOR MONITORING PROPERTY

Monitoring of day to day conditions of Nature Reserve and the caves is the responsibility of the Nahal Ma’arot Nature Reserve and the INPA Carmel and Coast Regional Office:

Mr. D. Weiner, Nahal Ma’arot Nature Reserve Manager
INPA
Nahal Ma’arot Nature Reserve
Hof HaCarmel, 30860. Israel
Tel: 057-5722113, 04-9841750
E-mail: st.mearot@npa.org.il

Monitoring of the ongoing excavation at el-Wad Terrace is the responsibility of the University of Haifa:

Prof. Mina Weinstein-Evron, Director of Excavation
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Haifa 31905. Israel
Tel. 972-4-8240377
E-mail: evron@research.haifa.ac.il

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E-mail: ryesherun@research.haifa.ac.il
C. RESULTS OF PREVIOUS REPORTING EXERCISES

Based on previous work and field experiences, the managers and experts who are employed by the INPA at nature reserves and National Parks are pledged to provide a complete report regarding the care of the areas and monuments for which they are responsible. These are used as manuals for the site operating teams. Specific instructions and guidelines are formulated and compiled in the INPA operating files, which are customized for each site. These instructions are based on international standards, established professional ethics, and upon field experience. As mentioned earlier, a Nahal Ma’arot Nature Reserve Site Conservation and Management Programme was prepared in 2003, and serves to this day as the basis of day to day management of the site. For contents of this file, see Annex 3.D – ‘Excerpts from INPA’s Nahal Ma’arot Nature Reserve’.

Ongoing instructions regarding the care and handling of the site and its surroundings are distributed among the site staff regularly.
### 7. DOCUMENTATION

#### A. PHOTOGRAPHS, SLIDES, VIDEO FILM

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**Sites of Human Evolution at Mount Carmel**

**The Nahal Ma’arot/ Wadi el-Mughara Caves**
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<td><a href="mailto:avi_dg@hcarmel.org.il">avi_dg@hcarmel.org.il</a></td>
<td>Confirmed</td>
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<td>Figure 5.09</td>
<td>JPG/PDF</td>
<td>Replica of Homo 25 in situ at el-Wad Terrace</td>
<td>12-2010</td>
<td>R. Liberty-Shalev</td>
<td>R. Liberty-Shalev</td>
<td><a href="mailto:rlshalev@gmail.com">rlshalev@gmail.com</a></td>
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<td>Figure 5.10</td>
<td>JPG/PDF</td>
<td>Hands-on archaeological excavation area for children</td>
<td>12-2010</td>
<td>R. Liberty-Shalev</td>
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<td><a href="mailto:rlshalev@gmail.com">rlshalev@gmail.com</a></td>
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<td>Figure 5.11</td>
<td>JPG/PDF</td>
<td>Metal silhouettes of local contemporary animals</td>
<td>12-2010</td>
<td>R. Liberty-Shalev</td>
<td>R. Liberty-Shalev</td>
<td><a href="mailto:rlshalev@gmail.com">rlshalev@gmail.com</a></td>
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<td>Figure 5.12</td>
<td>JPG/PDF</td>
<td>The ramped access trail for people with disabilities leading to el-Wad Cave</td>
<td>12-2010</td>
<td>R. Liberty-Shalev</td>
<td>A. Bromberg</td>
<td><a href="mailto:rlshalev@gmail.com">rlshalev@gmail.com</a></td>
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<td>Figure 5.13</td>
<td>JPG/PDF</td>
<td>Reconstruction of necklace found with Homo 23, currently on display at the Rockefeller Museum</td>
<td>1928-1934</td>
<td>Unknown</td>
<td>IAA Archives</td>
<td><a href="mailto:uzi@israntique.org.il">uzi@israntique.org.il</a></td>
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<td>Figure 6.01</td>
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<td>Consolidated cliff to the west of Tabun Cave</td>
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<td>A. Bromberg</td>
<td><a href="mailto:avi_dg@hcarmel.org.il">avi_dg@hcarmel.org.il</a></td>
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<td>Figure 7.01</td>
<td>JPG/PDF</td>
<td>View of Nahal Ma’arot/Wadi el-Mughara Caves</td>
<td>12-2010</td>
<td>A. Bromberg</td>
<td>A. Bromberg</td>
<td><a href="mailto:avi_dg@hcarmel.org.il">avi_dg@hcarmel.org.il</a></td>
<td>Confirmed</td>
</tr>
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</table>
AUTHORIZATION

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B. TEXTS RELATING TO PROTECTIVE DESIGNATION, COPIES
OF PROPERTY MANAGEMENT PLANS OR DOCUMENTED
MANAGEMENT SYSTEMS AND EXTRACTS OF OTHER PLANS
RELEVANT TO THE PROPERTY.

Protective Designation
The material related to protective designation (texts, plans and maps) referred to in different
sections of the nomination dossier (Section 5.b (legislation), 5.c (means of implementation)
and 5.e (excerpts from copies of management systems), as well as the management system as
referred to throughout the dossier is detailed in the Addenda Section, as follows:

1. Statutory Planning Documents (referred to in Section 5.b & 5.d) National
Outline Plans (NOP):
Annex 1.A – NOP No. 3 for Roads (north section)
Annex 1.B – NOP No. 8 for Nature Reserves (north section)
Annex 1.C – NOP No. 12 for Tourism and Recreation (text only)
Annex 1.D – NOP No. 22 for Forestry (north section)
Annex 1.E – NOP No. 31 (text only)
Annex 1.F – NOP No. 34-b3 for Water and Drainage (north section)
section)

District Outline Plans (DOP)
Annex 1.H – Haifa DOP No. 6

Local Urban Building Plans (UBP)
Annex 1.I – UBP HC-185b: Nahal Ma’arot Visitor Centre
Mount National Park
Annex 1.L – UBP MSC-16: Geva Carmel

2. Protective Legislation (referred to in Section 5.b)
Annex 2.E – The National Parks, Nature Reserves, National Sites and Memorial

3. Management systems (referred to in Section 5.e)
Annex 3.A – MAB-8 Mount Carmel Biosphere Reserve Plans
Annex 3.B – INPA: General Background
Annex 3.D – Excerpts from INPAs Nahal Ma’arot Nature Reserve Site Conservation
and Management Program, 2003
Recent records in regard to archaeological work carried out in the nominated property are the following (see the full details of the publications in Section 7.e):


All other recent records, including planning, administrative and management documents are archived at the various organizations’ archives of the IAA. The materials from the relevant excavation reports are found in the IAA archives while field notes are kept by the excavators themselves. The archaeological materials and field notes of the Jamal excavations of 1992-94 are held in the IAA archives.

The artifacts from the excavations conducted by F. Valla and O. Bar-Yosef at el-Wad Terrace are in the storage facilities of the IAA and the University of Haifa’s laboratories. Excavation reports are stored in the IAA archives while field notes are kept by the excavators themselves. The archaeological materials and field notes of the Jamal excavations of 1992-94 are held in the IAA archives.

The skeletons uncovered during M. Weinstein-Evron and D. Kaufman’s excavations at el-Wad are stored in the Zinman Institute of Archaeology, University of Haifa, Israel. The skeletons are spread worldwide as follows: The Museum of Natural History (formerly Royal College of Surgeons Collection), London (Skhul IX, and possibly X, XI); the Peabody Museum, Harvard University, Cambridge, Mass. (Skhul II, III, V, VI, VII, VIII); Rockefeller Museum, Jerusalem (Skhul I, IV) and Tel Aviv University (Skhul III). Part of Skhul V is kept at the Wenner-Gren Foundation for Anthropological Research, New York.

All skeletons of Garrod’s excavations at el-Wad are curated at the Peabody Museum, Harvard University, Cambridge, Mass. The one exception is Homo 25, which is on display at the Rockefeller Museum, Jerusalem.

The archaeological collections from the excavations conducted during the period of the British Mandate are curated in some 40 academic institutions and museums. Field notes, excavation reports and other archival materials are held in the archives of the IAA, MAN Museum in St. Germain en Laye (France) and the Peabody Museum, Harvard University.

Materials from the renewed excavations at Tabun Cave are now found in the Department of Anthropology, University of Arizona, Tucson, Arizona, at the storage facilities of the IAA, and at the University of Haifa’s laboratories. Excavation reports are stored in the IAA archives while field notes are kept by the excavators themselves. The archaeological materials and field notes of the Tabun excavations of 1933-35 are held in the IAA archives.

The materials from the renewed excavations at Tabun Cave are now found in the Department of Anthropology, University of Arizona, Tucson, Arizona, at the storage facilities of the IAA, and at the University of Haifa’s laboratories. Excavation reports are stored in the IAA archives while field notes are kept by the excavators themselves. The archaeological materials and field notes of the Tabun excavations of 1933-35 are held in the IAA archives.

The Woman from Tabun is on display at The British Museum of Natural History, London. Other fragments from Tabun are at the Rockefeller Museum, Jerusalem; Tel Aviv University, Tel Aviv; and at the University of Pennsylvania Museum, Philadelphia.

The Skhul skeletons are spread worldwide as follows: The Museum of Natural History (formerly Royal College of Surgeons Collection), London (Skhul IX, and possibly X, XI); the Peabody Museum, Harvard University, Cambridge, Mass. (Skhul II, III, V, VI, VII, VIII); Rockefeller Museum, Jerusalem (Skhul I, IV) and Tel Aviv University (Skhul III). Part of Skhul V is kept at the Wenner-Gren Foundation for Anthropological Research, New York.

All skeletons of Garrod’s excavations at el-Wad are curated at the Peabody Museum, Harvard University, Cambridge, Mass. The one exception is Homo 25, which is on display at the Rockefeller Museum, Jerusalem.

The skeletons uncovered during M. Weinstein-Evron and D. Kaufman’s excavations at el-Wad are stored in the Zinman Institute of Archaeology, University of Haifa, Israel. The ongoing scientific projects at the Nahal Ma’arot / Wadi el-Mughara caves include archaeological, anthropological, geological, zoo - archaeological, archaeo - botanical and palaedo-environmental aspects. During analysis, artifacts are stored in the facilities of the University of Haifa. Upon completion of the analyses, all studied materials will be transported to the storage facilities of the Israel Antiquities Authority in Beit Shemesh.
The addresses of the main inventory records and archives are listed below:

1. Israel Antiquities Authority (IAA)  
   British Mandate Archive & Central Archive  
   Rockefeller Museum Building  
   POB 586  
   Jerusalem, 91004  
   Israel

2. National Treasures Archive  
   Israel Antiquities Authority (IAA)  
   Amal St 6  
   Western Industrial Park  
   Beit Shemesh 99052  
   ISRAEL

3. The British Museum  
   The Central Archive  
   British Museum  
   Great Russell Street, WC1B 3DG  
   London  
   UK

4. Harvard University  
   Peabody Museum of Archaeology and Ethnology  
   Harvard University  
   11 Divinity Avenue  
   Cambridge, MA 02138  
   USA

5. MAN Museum  
   Musée d’Archéologie Nationale  
   Château de Saint-Germain  
   Place Charles de Gaulle  
   78105 Saint-Germain-en-Layé cedex  
   France

6. Cambridge University  
   Museum of Archaeology and Anthropology (MAA)  
   Downing Street  
   Cambridge  
   UK CB2 3DZ

7. The University of Arizona  
   The University of Arizona Library  
   1510 E. University Blvd.  
   Tucson, AZ 85721-0055  
   USA

8. University of Haifa  
   The Zinman Institute of Archaeology  
   Mount Carmel  
   Haifa 31905  
   ISRAEL

9. The Israel Nature and parks Authority (INPA)  
   Central Archive  
   3 Adam Ve’Olamo St.  
   Jerusalem, 95463  
   Israel

10. INPA Northern District Archive  
    Megiddo National Park  
    Mobile Post Megiddo  
    Israel

Museums which have received collections from the Wadi El-Mughara prior to 1937:

1. British Museum (London, UK)  
2. Cambridge University Museum of Archeology and Ethnology (Cambridge, UK)  
3. Glasgow University Museum (Glasgow, Scotland)  
4. Homanian Museum (London, UK)  
5. Ipswich Museum (London, UK)  
6. Lancing College Museum  
7. London Museum (London, UK)  
8. Manchester University Museum (Manchester, UK)  
9. Newbury Museum (Newbury, UK)  
11. Pitt-Rivers Museum, Oxford (UK)  
12. McGill University Museum, Montreal (Canada)  
13. Royal Ontario Museum, Toronto (Canada)  
14. Staatsliches Museum fur Vor- und Frühgeschichte, Berlin (Germany)  
15. Bernisches Historisches Museum, Berne (Switzerland)  
16. Moravske Zemske Museum, Brno (Czech Republic)  
17. Musees Royaux du Cinquantenaire, Brussels (Belgium)  
18. Magyar Torteneti Muzeum, Budapest (Hungary)  
19. Nationalmuseet, Copenhagen (Sweden)  
20. Museo Antropologico Nacional, Madrid (Spain)  
21. Institut de Paleontologie Humaine, Paris (France)  
22. Musee du Trocadero, Paris (France)  
23. Museo Missionario-Entolologico, Palazzo del Laterano, Rome (Italy)  
24. Urgeschichtliches Institut der Universitat, Vienna (Austria)  
25. Hebrew University, Jerusalem (Israel)  
26. Palestine Museum, Jerusalem (Israel)  
27. Brown University, Providence, Rhode Island (USA)  
28. Davenport Public Museum, Davenport, Iowa (USA)  
29. Detroit Institute of Arts, Detroit, Michigan (USA)  
30. Mount Holyoke College, South Hadley, Massachusetts (USA)  
31. Museum of Natural History and Art, Holyoke, Massachusetts (USA)  
32. Peabody Museum of Harvard University, Cambridge, Massachusetts (USA)  
33. Peabody Museum of Yale University, New Haven, Connecticut (USA)  
35. University Museum, Philadelphia, Pennsylvania (USA)  
36. University Museum, Ann Arbor, Michigan (USA)  
37. University of California, Berkeley, California (USA)  
38. University of Chicago, Chicago, Illinois (USA)  
39. Vassar College, Poughkeepsie, New York (USA)  
40. Wesleyan University, Middletown, Connecticut (USA)

(3) This list appears as an un-numbered front sheet in Garrod & Bate (1937) under the title: “MUSEUMS WHICH HAVE RECEIVED COLLECTIONS FROM THE WADI EL-MUGHARA”. Cities & countries of location denoted here in parenthesis have been added for clarity, and do not appear in the original list.


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E-mail: modi@hcarmel.org.il

B. OFFICIAL LOCAL INSTITUTION/AGENCY

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E-mail: carmel-sela@hcarmel.org.il
Modi Bracha, Deputy Head of Hof HaCarmel Regional Council
E-mail: modi@hcarmel.org.il

INPA Northern District
Megiddo National Park, Mobile Post Megiddo.
Tel. 972-4-652-2167; Fax. 972-4-642-0312
E-mail: mz.zafon@npa.org.il

The Nahal Ma'arot Nature Reserve (INPA)
Tel. 972-4- 9841750/2; Fax. 972-4- 9843144
E-mail: mh.carmel@npa.org.il

Carmel Drainage Authority
Contact person: Mr. Mosheh Izraeli, Director
Tel. 972-4-9844550
Fax. 972-4-9844210
E-mail: mosh@ein-carmel.org.il
C. OTHER LOCAL INSTITUTIONS

INPA: The Nahal Ma’arot Nature Reserve - Carmel Educational Guidance Centre
Tel. 972-4- 9841750; Fax. 972-4- 9843144
E-mail: mh.carmel@npa.org.il

IAA: The Haifa District Centers for Archaeology
Contact person: Mrs. Einat Kashi
Tel. 972-4-6261757
E-mail: einat@israntique.org.il

Moshe Stekelis Museum of Prehistory, Haifa
Tel. 972-4-8371833; Fax. 972-4-8377019
E-mail: haifazoo@netvision.net.il

Carmelim - Tourist association
http://www.carmelim.org.il/ (Hebrew)
Tel. 972-4-8136239
E-mail: carmelim@hcarmel.org.il

D. OFFICIAL WEB ADDRESS

Hof HaCarmel Regional Council:
The official website: http://www.hof-hacarmel.co.il/ (Hebrew)

University of Haifa - The Zinman Institute of Archaeology:
http://arch.haifa.ac.il/home.php

INPA Sites:
The official website: http://www.parks.org.il
The “contact us” section of the website details the means of contact according to:
E-mail address, snail mail and telephone and fax numbers of INPA's Jerusalem and Regions offices.
E-mail: info@parks.org.il. Spokesman: udovrut@npa.org.il
Information Center and tour reservations: moked@npa.org.il

Israel Antiquities Authority:
The official website: http://www.antiquities.org.il/home_eng.asp
9. SIGNATURE ON BEHALF OF THE STATE PARTY
Sites of Human Evolution at Mount Carmel
The Nahal Ma’arot / Wadi el-Mughara Caves

Volume II
Annexes

Submitted to the World Heritage Centre - UNESCO
By the State of Israel - January 2011
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Annex 5.E – Meeting Minutes December 2009 + Letter from HHRC to IMT December 2010

Annex 5.F – Letter from HHRC to IEC, December 2010

Annex 5.G – Educational Activities at Nahal Ma‘arot Field Study Centre General Description.
Chapter 1: Statutory Planning Documents

National Outline Plans (NOP)
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- Annex 1.D – National Outline Plan No. 22 for Forestry (north section)
- Annex 1.E – National Outline Plan No. 31 (north section)
- Annex 1.F – National Outline Plan No. 34-b3 for Water and Drainage (north section)

District Outline Plans
- Annex 1.H – Haifa District Outline Plan No. 6

Local Urban Building Plans (UBP)
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- Annex 1.L – Urban Building Plan MSC-16: Geva Carmel
1965 Planning and Construction Law

NATIONAL OUTLINE PLAN – HIGHWAYS

NOP (TAMA) No. 3 (Revision 4)

(Relevant Excerpts)

PLAN GUIDELINES

Interpretation

1. A Each term in this plan is used the same way as in the National Outline Plan for Highways No.3 TAMA (hereinafter the "Principal Plan"), and this plan will be interpreted as one piece with the Principal Plan – assuming no other meaning is implied.

   B In the Principal Plan, any term not explicitly defined will have the same meaning as in the 1965 Planning and Building Law, whether or not defined explicitly in it – if no other meaning is implied.
Scheme Revision

2. The road network in the Principal Plan scheme will be amended using the following changes, cancellations, and additions:

5. **Distance between building line and highway**
   
   If not indicated otherwise on the map, highway network scheme, or Local Outline Plan, the distance between the building line and highway will be: 80 meters for a regional highway.

6. **Building prohibited in the planned strip**
   
   No buildings apart from highway facilities will be permitted in the planned strip.

7. **Building restrictions between the building line and the edge of the planned strip**
   
   In the area between the building line and the edge of the planned strip no building apart from a service building will be permitted. A permit for a service structure in this area depends on district board approval.

8. **Deviation from Plan**
   
   Instructions may be issued to deviate from the highway route described in this plan. This will be at the discretion of the District Board's with the approval of the National Board, in order to adjust the highway route in accordance with local conditions.

"Regional Highway"

A highway with at least two lanes having entries and exits via junctions, or, in some cases, interchanges, connecting localities in one or more areas and receiving traffic from local highways, whether planning for the highway exists in the plan or the highway exists;

"Building Line"

The line parallel to the highway and at a distance from it, as indicated in Section 5 of this plan
"Highway facilities"

Structures or facilities that form part of the highway, including road structure, bridges, water conduits, curbstones, fences, highway lighting, traffic lights, traffic circles, channels, bus stops, shoulders, pedestrian overpasses and underpasses, etc.

"Service Structure"

A structure serving highway users, including gas station, service station, car repair shop, restaurant, kiosk, etc.

The maximum highway width for the regional highway marked on the highway network scheme, is 60m.

---

1965 Planning and Construction Law

NATIONAL OUTLINE PLAN – HIGHWAYS

Plan No. TAMAM 3

PLAN GUIDELINES

1. Plan Goal – to map out first stage of the country's road network.

2. Plan definitions:

"Map" – map on a scale of 1:100,000 forming an inherent component of the Plan.

"Highway Route Scheme" – scheme submitted to local authority and local board relevant to the matter as described in Section 3 of this Plan.

"Highway" – fast road, fast suburban road, main highway, regional highway.

"Planned Strip" – land to be used for the whole road, including road structure, shoulders, central dividing section, slopes and draining channels, land allocated to junctions.

"Proposed Highway" – highway shown in the Plan that is not yet built.
Annex 1.A – NOP No. 3 for Roads (north section)
National Master Plan for Roads No. 3
Change No. 4

Existing Freeway
Proposed Freeway
Existing Suburban Freeway
Proposed Suburban Freeway
Existing Main Road
Proposed Main Road
Existing Regional Road
Proposed Regional Road
Existing Interchange
Proposed Interchange
Plan Border Line
Suburban Freeway Cancellation
Main Road cancellation
Regional Road Cancellation
1965 Planning and Building Law

NATIONAL OUTLINE PLAN – NATIONAL PARKS, NATURE RESERVES, AND SCENIC RESERVES

Plan No. TAMA 8

(Relevant Excerpts)

PLAN GUIDELINES

MINISTRY OF THE INTERIOR

1965 Planning and Building Law

National Outline Plan

Approved by the following government decision:

No. 693 Date: 21.6.81

Signed by the Government Secretary for the Minister of the Interior

Definitions

1. In this Plan:

National Park – a public recreation area in the heart of nature or to preserve sites of historical, archeological, architectural importance, or scenery etc., which have been left in their natural state or installed in the location for this purpose by planting trees or establishing facilities or buildings directly for this purpose;

Listed National Park – a National Park listed in the 1963 National Parks and Nature Reserves Law (Parks Law) which appears as a black line with brown shading on the scheme.

8. Permitted Uses

In the plan area, a detailed plan can be used to show where it is allowed to place switching and transformer stations, telephone switchboards, and water...
installations, including artificial water channels, providing they take up no more than 1/3 the number of dunams indicated Appendix 1 of this plan and have been approved by the National Planning and Building Board as indicated in Section 7 and if it is guaranteed that the conditions regarding the nature of the areas zoned for national parks or nature reserves or scenic reserve in this plan are met.

9. Public utilities supply lines

Electricity, telephone, and water lines will be allowed in the plan area subject to the guidelines for each plan and after consulting the National Parks and Nature Reserves Authority on a case by case basis.

10. Regarding other approved plans

This plan does not derogate from the guidelines in any other approved plans existing prior to approval of this plan.

11. Others uses for National Parks

The "National Park" definition notwithstanding, it is possible to designate in this plan, according to the Planning Law, areas of the National Park for structures or facilities for different purposes if such are required to achieve the primary zoning of the National Park, even if some or all of the public do not have free access to these areas or have no access whatsoever.

12. Right of use of agricultural land and forest

This plan does not derogate from the right of use of agricultural land and forest.

13. Change in zoning of agricultural land and forest

If agricultural land according to the first amendment of the Planning Law was in the plan area prior to the plan coming into effect, its zoning can in no way be changed without permission from the Committee for the Preservation of Agricultural Land.

14. Title

This plan is entitled "National Outline Plan for National Parks, Nature Reserves, and Scenic Reserves – No. 8TAMAM."
2. **Plan Purpose**

The purpose of the plan is to identify land currently zoned or to be zoned in future as a national park, nature reserve or scenic reserve.

3. **Establishing plan boundaries**

A. The scheme provides a guideline regarding land zoned in this plan for national parks or nature reserves or scenic reserves.

B. The detailed boundaries of the areas zoned in this Plan shall be decided –

   1. National parks or nature reserves – by the scheme that accompanies the Declaration Order in the Parks Law.
   
   2. National parks or nature reserves – deposited or valid based on outline plans or detailed plans deposited or valid, on a case by case basis.
   
   3. Regarding proposed national parks or nature reserves – according to detailed plans or outline plans to be approved in the future.
   
   4. Regarding scenic reserves, based on outline plans or detailed plans to be approved in the future.

6. **Prohibition on revoking land zoning**

Zoning of the land in this plan cannot be changed without consulting the Council for National Parks and Nature Reserves.

7. **Permission regarding land zoning**

According to the Planning Law, land can be used for other purposes aside from national parks or nature reserves or scenic reserves on land zoned in this plan for national parks or nature reserves or scenic reserves, on condition that it comprises no more than 1/3 the number of dunams stated in Appendix 1 to this plan for each area assigned to national parks or nature reserves or scenic reserves and provided that allocation has been approved by the National Planning and Building Board,
<table>
<thead>
<tr>
<th>Category</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Parks, Nature Reserves and Landscape Reserve</td>
<td>National Master Plan No. 8 for</td>
</tr>
</tbody>
</table>
NATIONAL OUTLINE PLAN – TOURISM & LEISURE

Plan No. TAMA 12

PLAN GUIDELINES

(Relevant Excerpts)

MINISTRY OF THE INTERIOR

1965 Planning and Building Law

National Outline Plan

Approved by the government following decision:

No. 1214  (9.1.83)

Signed by Government Secretary for the Minister of the Interior

Note: This plan comprises text only and is not expressed in a map.
2.2 General Guidelines

(A) District Outline Plans define and categorize the sites in the plan that are intended to function as tourism centers and areas as defined and classified in this plan.

(B) Where the boundary of a tourist center or region are only shown as symbols on Scheme 1, the borders of the tourism center or region will be the borders of the planning district in which the center or tourism region is located.

(E) A Local Outline Plan which applies to a local planning district which is all or partly a tourism center region according to the plan, or which is all or partly part of them, cannot be deposited or approved unless the following conditions are met:

(1) Surveys of the accommodation and holiday facilities as defined in Sections 1.3 and 1.4 for the tourism center or region were conducted and the demand forecasts for these facilities and existing tourism facilities were examined for suitability as a tourism center or region.

(2) Tourism and holiday areas outlined in the local planning district; permitted and prohibited uses established; permission for direct and indirect uses for tourism obtained; uses which might be hazardous for tourism prohibited, and the plan should provide guidelines for environmental appropriation, transportation and parking arrangements, etc. for promoting tourism and vacationing while considering the location’s conditions to the satisfaction of the District Planning and Building Board.
### Table 1 cont.

<table>
<thead>
<tr>
<th>Planning Region &amp; Region Number</th>
<th>Tourism Center/ Region Number</th>
<th>Total Beds</th>
<th>Youth Hostels, Field Schools</th>
<th>Campsites Youth Hostels, Field Schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>6 Haifa District</td>
<td>Hof Carmel</td>
<td>590</td>
<td>100</td>
<td>60</td>
</tr>
<tr>
<td></td>
<td>HaCarmel and Ziezhon Vaadkov</td>
<td>1,050</td>
<td>450</td>
<td>110</td>
</tr>
</tbody>
</table>

- **Note:** 3 stars, not recommended, Christian hostels
- **Note:** 4-5 stars, Convalescent Home, Village
- **Note:** 1-2 stars, not recommended, Christian hostels
- **Note:** 3 stars, Convalescent Home, Holiday Villages
2.3 Detailed Guidelines

The Guidelines will apply to: tourism centers and regions – indicating type, level, size, and tourism activity

<table>
<thead>
<tr>
<th>District / Sub-district Planning Region</th>
<th>Name of Tourism Center / Region</th>
<th>Type of Tourism / Region</th>
<th>Level</th>
<th>Main Specialization</th>
<th>Additional Secondary Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>6. Haifa District</td>
<td>Hof HaCarmel &amp; Zichron Yaakov</td>
<td>Attractive rural area</td>
<td>4</td>
<td>Summer vacation, day trips, seasonal Mountain vacations</td>
<td>Nature sites</td>
</tr>
</tbody>
</table>
1965 Planning and Building Law

NATIONAL OUTLINE PLAN – FORESTS AND FORESTRY

PLAN NO. TAMA 22

PLAN GUIDELINES

APPENDIX 1

APPROVED BY

Ministers Committee for Internal Affairs and Services
Wednesday January 11, 1995

(Relevant Excerpts)

Definitions

4. Definitions for the terms below appear alongside them.

E. Natural Forest for Conservation: Area of forest woodlands, orchards, undergrowth and other prized natural vegetation containing Israeli flora, as defined and marked on the scheme.

G. Current Planted Forests: Planted woodland area as defined and marked on the scheme.
1965 Planning and Building Law

REVISED NATIONAL OUTLINE PLAN – INTEGRATED CONSTRUCTION, DEVELOPMENT, AND IMMIGRANT ABSORPTION, PLAN NO. TAMA 31

Integrated National Outline Plan – Building, Development, Immigrant Absorption, Plan No. TAMA 31

(Excerpts)

Plan Name


Note: This plan was cancelled by NOP 35 in 2005

Plan Goals

To ensure the quality of life and quality of Israel's environment under rapid development conditions.

11.2.1

Natural Resources: (part of the Open Scenic Area in the scheme found in Appendix 1A, vertical green hatching in environmental guidelines scheme), is an area that in the opinion of environmental experts is characterized by high quality natural and scenic resources. No development will be allowed on this area of land other than for tourism and recreation and land conservation, and for infrastructure components such as roads, electricity or telephone pipelines or lines, in accordance with the natural scenery guidelines of the planning institution. To remove all doubt, it is clarified that farming activity will not be restricted on this land.

Notwithstanding the aforesaid, permission will be granted on land defined as natural resource to expand localities as stipulated in sub-Section 11.1.3 C-F, following receipt of an environmental impact survey.

The planning institution will not permit any plan for all or part of the natural resource area unless a representative of the umbrella organization of the public bodies responsible for
environmental conservation and a representative of the Nature Reserves Authority are invited to the discussion.

11.2.2 Landed allocated for water resources conservation: (blue hatching on environmental guidelines scheme) – these areas are sensitive for ground water and surface water conservation. No permission will be granted to plans that are liable to affect ground water quality in these areas. A plan to construct 100 or more residential units will therefore be required to remove and purify waste water at a level that will prevent ground water contamination, and must all comply with the guidelines of ministries pertaining to the matter. Inside these areas, employment centers and other land uses will be permitted that do not interfere with this objective and may include industries that will not contaminate the ground and surface water. In the event of doubt, the entity drawing up the plan is required to provide an expert opinion or environmental impact survey, as determined by the planning institution.

11.2 Environmental Guidelines Scheme (Appendix 2A)

11.1.4 Nature Reserves and National Parks – (colored green in Appendix 1A) – are utilized for such purposes and definitions as indicated by the National Outline Plan No. 8, and the 1992 National Parks and Nature Reserves Law.

Not all parks, nature reserves, national parks, and scenic reserves have been marked on the plan, and these parks and reserves may contain others that have not yet been approved. To remove any doubt, it is clarified that these are subject to Paragraph 12.2.

2.8 To establish guidelines for the conservation of open areas, nature resources, and areas of scenic value, and areas that be left in their natural state – in order prevent damage to these areas during the process of accelerated development.

Plan Documents

3.1 The following schemes are appended to this plan and constitute an integral part thereof:

3.1.1 Land Designations and Uses (Appendix 1A)

3.1.2 Environmental Guidelines (Appendix 2A)
1965 Planning and Building Law

INTEGRATED NATIONAL OUTLINE PLAN

STREAMS AND DRAINAGE

NOP 34B/3

Plan Guidelines

August 2006

(Relevant Excerpts)

6.4.1 Primary Drainage Area – strip of influence 100 m wide each side of the drainage area course.

6.5 As long as the flood overflow area of an approved plan is undecided, the map boundaries will be taken as planning Information for Sections 8, 9, 11 purposes.

6.6 Streams, stream boundaries and environments that are shown on the map must be indicated on the plan.

6.7 In the case of streams marked on the map, if the plan does not state the boundaries of streams and their environments, the boundaries will be 100 m on both sides of the stream.

7. Use of Drainage Areas, Protection Zones, and Flood Overflows

7.1 The only activities allowed near drainage areas are activities that ensure the drainage area will function properly, including stabilizing the drainage area and banks and landscape development. Permission will be granted for agricultural uses, construction of crossings and bridges above and below the
drainage area, infrastructure lines, roads, and railway lines, and pedestrian pathways, and, subject to the aforesaid in Section 14.3 – also mining and quarrying. All permissible activities and usages according to this section will be conditioned upon their not damaging the proper functioning of the main drainage area.

7.2 Protective strips will be permitted in the area, which will function as stated in sub-Section 7.1, as well as the laying of service roads to maintain the drainage area.

7.3 A planning institution may, in accordance with a plan, permit any usage inside the flood overflow zone marked on the map, provided the institution is persuaded that the proposed activities will consider the zone's flow regulating function and ecological significance.

7.4 Permission will be given to construct facilities and structures inside the drainage area's protection and influence zone if, in the opinion of the planning institution, there is no risk of water contamination.

7.5 As far as possible, priority will be given to free and continuous passage for pedestrians and cyclists along the drainage course or protection strips or zones of influence.

7.6 A planning institution that is authorized to permit the work described in Sections 7.1-7.5 will give its opinion regarding environmental issues.

7.7 Nothing stated in this section shall grant permission, authorization or approval for activities under any law.

7.8 Nothing stated in this section shall derogate from valid ownership rights.

8. **Plan Approval**

8.1 A planning institution that is considering a plan for extensive widening, will deliberate on said plan after receiving an expert opinion from the Drainage Authority under whose jurisdiction the plan applies.
8.2 A planning institution weighing a plan affecting a primary drainage zone, its protection strips and influence zones, a secondary drainage zone and its protection strips, and drainage area marked on the map, with the exception of a plan which does not alter the ground surface, will only consider it after receiving an expert opinion from the Drainage Authority under whose jurisdiction the plan applies.

8.4 The planning institution that is deliberating regarding a plan or Request for Use Permit involving a drainage area or adjacent drainage area, will investigate the need in consultation with the relevant bodies in terms of the plan's effects or requested usage on the drainage area.

8.5 A plan that affects a drainage area, its protection strips, influence zones, and flood overflow areas, must provide maximum protection of the drainage area loops, and address the environmental issues affecting the landscape and ecology.

8.6 A building plan that includes existing or planned drainage areas must incorporate said areas within the open public areas while ensuring their continued function as drainage areas.

8.7 A plan that requires a drainage area to be traversed by infrastructure lines, roads, or railway lines, will be approved only after receiving an expert opinion from the Drainage Authority in whose jurisdiction the plan area applies.

8.8 A planning institution shall give its opinion regarding the compatibility of the Appendix on Administering the Handling of Surface Runoff Water and Drainage with other documents submitted with the plan, for example: an environmental impact survey, appendix on scenic elements, and so on.

8.9 A planning institution that is deliberating regarding a plan prepared as an appendix to the Administering Surface Runoff and Drainage document relating to a highly sensitive scenic and environmental area, will submit the appendix for expert opinion to the Nature and Parks Authority. If the Nature and Parks Authority is requested to submit its expert opinion it will provide this to the planning institution within 30 days of the day the required plan
documents were presented, or later, at the request of the Nature and Parks Authority, and as decided by the planning institution.

9. Permit approval

9.1 A copy of a request to a planning institution for a building permit or permit to use land in a primary drainage zone, protection strips and influence zones, secondary drainage zone, protection strips and overflow area which are marked on the map, will be sent to the Drainage Authority in whose jurisdiction the land subject of the request is situated.

9.3 On receiving a copy of the request mentioned in sub-Section 9.1, the Drainage Authority will render its expert opinion or comments to the relevant planning institution within 30 days of the date the copy of the request was received, or longer as decided by the planning institution, if the Drainage Authority so requests. If the Drainage Authority does not provide its opinion or comments by the deadline, the planning institution will consider this an opinion without comments.

13. Flexibility and Accuracy

13.1 In the case of plans with deviations in the route of the drainage areas or flood overflow zones marked on the scheme that are caused by the scale of the map which prevents complete accuracy or topographic conditions, the changes caused by the deviations will not be taken as plan revisions, providing they make no significant difference to the plan.

13.2 The route of the drainage area, its protection strips, influence zones, and overflow areas will be indicated in plans.

13.3 The route of a stream's areas and its environment will be indicated in plans.
Planning and Building Law, 5725-1965

NATIONAL INTEGRATED OUTLINE PLAN

FOR CONSTRUCTION, DEVELOPMENT AND PRESERVATION

NOP 35

Plan Guidelines

(Relevant Excerpts)

MINISTRY OF THE INTERIOR
Planning, Building and Construction law 5725-1965

Approved National Outline Plan
by the government as per Decision No. 4467
on 25 Heshvan 5761 (Nov. 27, 2005)
and was stamped by the Government Secretary and
the Interior Minister

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Gov’t. Sec’y
Interior Minister

ERETZ
EXPLANATORY REMARKS

To facilitate a clear distinction within the national space between areas that promote development and areas marked for preservation, and in order to reflect the planning principles, NOP 35 had to develop a new component in the planning language, which is referred to as “texture.” The textures are planning areas outlined on the textures plan, and are different from each other in their quantitative and spatial relationships between land zoning and its usage, at the development and preservation levels within them, and the rules that provide and direct these relations within them are as follows:

Integrated preservation texture – whose purpose is to unite a continuum of nature, agricultural, scenic, settlement and heritage values while creating a greed backbone from north to south and open barriers along the main stream channels in the center. This texture aims to achieve maximum integration between these characteristic values and between limited development in the center of the country and cautious development in peripheral areas.

As a program that emphasizes the nurturing and establishment of the open areas, the plan employs new terminology: landscape range, coastal strip, stream strip and scenic strip.

Stream strips include the stream channels marked on the Textures Plan, and a plan within the area of the stream strip requires guidelines concerning rehabilitation of the stream and the habitats found there, stabilizing the stream banks, etc.

Areas that have a significant scenic-environmental value were defined in NOP 35 as highly sensitive scenic-environmental areas, and their purpose is to preserve land, water and air resources while providing for cautious and controlled development that integrates into its surroundings.
In order to ensure maximum preservation of the highly sensitive areas, the provisions of NOP 35 require submitting a scenic-environmental appendix to the plans with regard to landscape ranges and with regard to highly sensitive scenic-environmental areas. This appendix will include, as determined by the planning institute, a scenic-environmental analysis of alternatives; a description of the environmental, agricultural, heritage and scenic values in the area of the plan and nearby; an analysis of the plan’s impact on the ecological system if carried out; proposed instructions for minimizing damage; and construction and rehabilitation design.

5. Definitions

Stream strip – a strip of land that includes the stream channel, the stream banks and an area of 100 meters beyond each bank, or any other area as defined by a planning institution provided it includes the stream channel and its banks.

Open area – an area designated on the district outline plan for the following purposes: nature reserve, scenic reserve, national park, forest, open rural scenic area, agricultural area, a stream and surrounding area, swimming beach, metropolitan recreational area, reserve, metropolitan / regional park, or other similar purpose; and roads, railroad tracks, utility lines, mining and quarrying.


The provisions specified in Sections 6.1 – 6.5 shall apply to all parts of the plan unless explicitly stated otherwise.

6.2 Preserving the continuum of open areas and highly sensitive scenic-environmental areas
6.2.1 The district outline plan for the additional area for development will be submitted only if the following conditions have been fulfilled:

1. The continuum of open areas has been preserved as well as possible within the planned area to which the plan pertains and in neighboring planning areas;
2. The additional area is located, insofar as possible, in areas that are not highly sensitive scenic-environmental areas and whose agricultural value is marginal.

6.2.2 The provisions of Section 6.2.1 shall also apply, mutatis mutandis, to local plans that can be approved in accordance with the flexible provisions defined in the district outline plans.

7. Provisions Regarding the Different Textures

7.4 Integrated preserved texture

7.4.1 Adding an area for development

A district outline plan for adding an area for development in an integrated preservation texture shall be submitted only if the following conditions have been fulfilled:

1. The planning institution has weighed the proposed development in consideration of the need to preserve natural, agricultural, scenic and heritage values and the continuum of open areas, with the intent to ensure restricted development in the center of the country and more extensive development in the peripheral areas.
2. The development does not make a significant change in the region’s character.
3. The planning institution has been presented with a survey of the areas included in the area being planned (or in a different area based on the boundaries established) and are zoned for
development according to a valid plan and are not zoned for construction according to a local plan; and the planning institution has been convinced on the basis of this survey that the additional area for development is justified.

4. In a plan whose main purpose is the addition of residential areas, the planning institution is convinced of the need for expansion after being presented with a memorandum for maximizing land reserves.

5. In a plan whose main purpose is the addition of employment areas:
   a) The planning institution has considered the supply and demand in the planning area (or another area according to the boundaries defined) and is convinced of the need for additional employment area in the region;
   b) The planning institution has considered the impact of the plan on the renewal and enhancement of the adjacent urban localities and, as deemed necessary, has verified the existence of a cooperation arrangement, including sharing income, among several local authorities.

7.4.2 Adding an area for construction

A local plan for an integrated preservation texture that changes the zoning of an area that is not zoned for construction to an area that is zoned for construction, shall be submitted only if the area whose zoning was changed is adjacent to an area zoned for construction in a valid plan.

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9. **Provisions for Additional Markings on a Texture Plan**

9.2 **Stream strip** (marked on the plan as a thick blue line)
9.2.1 A plan that applies in full or in part to an area marked as a “stream strip” shall be submitted only if the following conditions have been fulfilled:

1. The plan applies to most of the stream strip in within the planning area.

2. Included among the main goals of the plan is the rehabilitation and preservation of the stream and this includes, among other things, provisions for preserving the stream and its habitats, the stream’s function as a drainage channel, designing and stabilizing its banks, and preserving – insofar as possible – the public’s right of way along the stream channel.

9.2.2 Notwithstanding the provisions of paragraph 9.2.1, the planning institution shall be entitled to submit a plan if one of the following conditions has been fulfilled:

1. The plan applies to an area in which the stream passes inside a built canal or a closed conduit and as such, its scenic and ecological value has been lost.

2. The plan corresponds with a plan approved as stated in paragraph 9.2.1.

3. The planning institution has received consideration of the stream strip as part of the plan documents and is convinced that the plan does not jeopardize the rehabilitation and preservation of the stream and its planned drainage capacity.

9.7 Nature reserve, scenic reserve and national park (marked on the plan in dark green outlined in black)

9.7.1 A plan that applies to an area designated in this plan as a nature reserve, scenic reserve or national parks (hereinafter, “reserves and parks”), shall be subject to the provisions regarding the purposes and
permitted uses in the National Outline Plan for Nature Reserves and National Parks, NOP 8, for the same land purpose.

9.7.2 The planning institution shall not decide regarding the submission of a plan for an area designated in this plan for reserves and parks until a representative from the Nature and Parks Authority has been given an opportunity to state his position.

9.7.3 Nature reserves and national parks cannot be announced by virtue of this plan.

9.7.4 Notwithstanding the provisions of paragraph 9.7.1, the planning institution shall be permitted to decide to change the zoning of an area marked on this plan for reserves and parks, provided the following conditions have been fulfilled:

1. The area is not zoned for reserves and parks according to NOP 8.

2. The scope of the area whose zoning has been changed as stated is not greater than 1/3 of the scope of the area for that planning area zoned for reserves and parks and is not included in NOP 8.

3. For a local plan – the National Board has given its approval.

10. **Provisions for Marking Environmental Instructions and Infrastructure Components on the Plan**

10.1 **High scenic-environmental sensitivity** (marked on the plan in light green)

10.1.1 A district outline plan that designates an area for development in the area marked on the plan as being highly sensitive scenic-environmental area shall be submitted if the following conditions have been fulfilled:

1. A scenic-environmental appendix has been submitted to the planning institution as specified in Section 11, below.

2. The appendix has been sent for a professional opinion from the Ministry of Environmental Protection, the Nature and Parks Authority and, for an agricultural area, the Ministry of
Agriculture, within 21 days or within a longer period of time as determined by the planning institution.

3. The planning institution has examined the plan according to the findings of the appendix and the professional opinion, if any, and determined the necessary provisions in the plan.

10.1.2 Notwithstanding the provisions of paragraph 10.1.1, the planning institution shall be entitled to exempt someone from the obligation to submit a scenic-environmental appendix in the following cases:

1. An environmental impact survey has been submitted as stated in the regulations or based on a decision by the planning institution.

2. The planning institution has determined that the scenic-environmental appendix shall be attached to the local plan prepared accordingly.

3. The planning institution is convinced, after receiving the opinion from the representative of the Environmental Protection Minister, that the plan does not jeopardize the scenic, natural, agricultural, environmental or heritage values, and has stated his reasoning in his decision.

10.1.3 The provisions of Section 10.1 shall also apply, mutatis mutandis, to a local plan for a highly sensitive scenic-environmental area that is zoned for construction according to the flexible provisions in the district outline plan.

10.1.4 A planning institution discussing a local plan that applies to a highly sensitive scenic-environmental area shall ask a representative from the Nature and Parks Authority to express his opinion regarding the plan.

10.2 Preserving water resources (marked on the plan with diagonal blue dotted lines)

10.2.1 A planning institution discussing a plan in a water resources preservation area shall consider the need to define regulations regarding the penetration of aboveground runoff.

10.2.2 A local plan in a water resources preservation area which, in the opinion of the planning institution, is liable to cause pollution to the
aquifer, shall include a professional hydrological opinion and provisions to prevent damage to the aquifer.

11. SCENIC – ENVIRONMENTAL APPENDIX

11.1 The scenic-environmental appendix shall include, among other things, and as necessary according to the planning institution, the following subjects:

11.1.1 A description of the natural and agricultural scenic features, other man-made scenic features, archaeological sites, nature and heritage values, agricultural land values, unique natural phenomena and ecosystems – within the plan and adjacent to it, and ways in which these will be preserved and protected.

11.1.2 A review of tourism sites and hiking trails within the plan and adjacent to it, details of the means that will be used to preserve and protect them, and how accessible they are.

11.1.3 Analysis of how realization of the plan will impact the plan area and its environment.

11.1.4 How the proposed construction and development and the resulting activity from these will be integrated, including observation and visibility from the plan to the environment and from adjacent the tourism sites.

11.1.5 Attention to planning alternatives, insofar as this is possible, even for areas that have no scenic-environmental sensitivity.

11.1.6 Proposed provisions for the plan, or a local plan prepared accordingly, whose purpose is to minimize damage to the scenic-environmental qualities.

17. RELATIONSHIP TO OTHER PLANS

17.1 NOP 31

This plan cancels NOP 31.
1965 Planning and Building Law

DISTRICT OUTLINE PLAN HAIFA DISTRICT

DOP TAMAM 6

(Relevant Excerpts)

Plan Guidelines

December 2003

Prepared for
Ministry of the Interior
Ministry of Construction and Housing
Israel Lands Administration

2. DEFINITIONS

2.1 List of Definitions

These are the definitions relating to the terms found in this plan.
Stream Artery and / or Drainage Route – Stream, channel, canal, depression or any other natural, or man-made or arranged channel where water flows or stands permanently or temporarily.

Stream Strip and its Environment – a strip of land including the stream channel, the banks of the stream and its environment as marked on the scheme. The strip on each bank must be at least 100 m. wide until the local plan is drawn up.

Drainage Sensitivity Strip – a 100 m. strip of land on each side of a stream artery and / or drainage route as shown in Environmental Scheme A.

5.4 Representative of the Nature and Parks Authority and Representative of the Umbrella Organization for Public Environmental Bodies

A planning institution may not submit a local plan that applies to the following areas: protected open / agricultural land, a stream strip and its environment, a rural public beach and protected coastline, land relating to nature reserves, national parks, scenic reserves, forest and forestry, without giving the representatives of the Nature and Parks Authority and public environmental bodies an opportunity to state their position.

Open Areas

7.15 National Parks, Nature Reserves, Scenic Reserves, Proposed Reserves, Forests and Forestry

Nature reserves are marked with narrow, green cross-hatching

Landscape reserves are marked with widely-spaced green diagonal lines

National parks are marked with widely-spaced green cross-hatching

Forests and forestry are marked with narrow green diagonal lines and a dark brown border

Proposed reserves are outlined with a thin blue line.

A. The guidelines for the National Outline Plans TAMA 8, TAMA 13, TAMA 22, and TAMA 31 will apply to these areas on a case by case basis, whether they relate to protected open / agricultural land or they relate to another land designation.

B. The guidelines of NOP TAMA 8 will apply to areas where the National Outline Plans cited in paragraph A above do not apply.
C. A plan for designated development land, which is denoted as "Forest and Forestry," cannot be submitted without the approval indicated in NOP TAMA 22. Marking these areas as areas for development is not a commitment to revoke the designation of the land for forests and forestry.

D. Land cannot be listed as natural reserves by virtue of this plan, rather only based on a local plan.

E. If the land reserved for nature reserve / scenic reserve / national park / forests / forestry is diminished by a national outline plan, or if a national outline plan changes the zoning for such areas, that reduction / revision will be taken as a reduction or revision in accordance with this plan.

F. A local plan can designate extra land for nature and scenic reserves / national parks / forest and forestry that were not allocated for that purpose in this plan, even if this plan allocated them for some other use.

G. Drainage solutions, if required, in these areas for the purpose of improving or regulating stream arteries or for protecting the environment or the streams themselves, will maximize precautions to protect the natural resources and landscape features of the open area, including the landscape features of the stream channels and water pools.

7.16 Protected Open / Agricultural Area

Shown as light blue-green on the scheme.

7.16.1 Objectives

A. To designate areas to be preserved as open areas and thereby safeguard concentrations of natural resources, scenery, heritage, and agriculture.

B. To establish guidelines and instructions for the preservation, cultivation, and / or rehabilitation of open land and to protect them from development owing to their natural, scenic, environmental, or cultural qualities.

C. To address the need for recreation in nature from a national, district, and regional perspective.

7.16.2 Permitted Usages

A. The following usages of protected open / agricultural land are permitted:
   - Nature reserves, national parks, and scenic reserves.
   - Forest and forestry areas
The Nahal Ma’arot/ Wadi el-Mughara Caves

• Natural open spaces
• Agriculture
• Installations needed for maintaining the open area.

B. In a plan for nature reserves, national parks, scenic reserves, forest and forestry land, uses are allowed which are sanctioned in the plans applying to them according to the guidelines in Section 7.15.

C. Usage, processing, and production in farm structures, including structures for raising animals, storehouses, open-sided shelters, greenhouses and hothouses, can only be permitted based on the guidelines of a specific district outline plan on this subject, or a local outline plan for the entire local jurisdiction area or other planning zone determined by the district board, which also relates, inter alia, to the special environmental and scenic restrictions and agricultural needs in each area.

D. Use for tourism services shall be permitted adjacent to tourism sites, in accordance with the provisions of Section 7.16.3(c) below.

E. Regional engineering infrastructure and local engineering infrastructure will be permitted in a protected open / agricultural area in accordance with Section 5.2.1, except for waste disposal sites and sewage treatment plants, and provided they have been adapted to meet the environmental and scenic restrictions derived from the nature of the area.

7.16.3 Planning Guidelines and Instructions

A. Local plan guidelines

A planning institution will not approve a local plan in a protected open / agricultural area unless this plan provides detailed guidelines regarding the permitted uses, infrastructures, structures, and environmental-scenic conditions that will enable them to be sustained, according to the area’s sensitivity, its natural resources and scenery. This includes guidelines for scenic rehabilitation following development work, and supervision of building and development activities in order to minimize damage to the natural features to the fullest possible extent.

B. Drainage Solutions

Drainage solutions, if required, in protected open / agricultural areas for the purpose of regulating stream arteries or to protect the environment or artery itself, will take maximum precautions to protect the natural resources and landscape features of the open land, including the landscape features of the stream channels and water pools.
C. Tourism Services

A local plan designating land for tourism services in a protected open / agricultural area cannot be submitting without fulfilling all the following conditions:

1. The area is zoned to provide tourism services near to a tourist site.

2. The total constructed area and the land for development are an amount compatible with the needs of the tourist site and where the principal area and services areas do not exceed 500 sq. m. under any circumstances.

3. An environmental document and an integration document have been submitted which examine the suitability of the building areas and development area, the facilities, and their building specifications to the nature and character of the tourist site, open landscape, and natural resources surrounding the site.

7.17 The Stream Strip and its Environments

Marked in light blue-green on the scheme; stream course – pale blue.

7.17.1 Objectives

A. To conserve stream channels and wadis so that water can flow through them.

B. To define instructions for planning a stream strip and rehabilitating and preserving natural systems along the length of the stream and throughout its landscapes.

C. To define instructions for nurturing open areas for recreation in the heart of nature along the length of the stream and its surrounding area.

D. To define instructions regarding the drainage systems, the stream's usage, and the arrangements for it to serve as a drainage system, while giving priority to the ecological system and care for the bodies of water along the stream's length.

E. To establish conditions and restrictions for buildings and facilities near the stream strip.

7.17.2 Usages

- The usages permitted under Section 7.16.2.

7.17.3 Planning guidelines and instructions

A. A plan that affects the area adjacent to a stream strip cannot be submitted unless the main focus of the plan is the stream and it applies to the entire stream strip.
Notwithstanding the above, the district board may submit a plan that does not meet these guidelines in the following cases:

1. If a plan applies to part of the stream strip and does not interfere with the goals of this plan, and where limiting the plan area does not prevent all necessary factors regarding the stream from being examined and does not interfere with the ability to plan the entire stream.

2. If a plan applies to a major section of the stream strip zone and if the stream strip is not the main issue in it and it does not interfere with the aims and objectives of this plan.

B. A plan for the stream strip cannot be lodged unless it provides guidelines, among other things, regarding: the stream strip width, rehabilitation of the stream and its habitats, the flood overflow area, the stream as a drainage course, prevention of pollution to the stream, landscaping and stabilizing the banks, hiking routes and cycle paths.

C. A plan for the stream strip cannot be lodged unless it preserves the public's right of way to the stream and as far along its course as possible.

D. A planning institution can agree to exempt a plan from the provisions of paragraphs A and B for areas in which the stream flows in a constructed channel or pipeline, on the day application of the plan commences.

E. A building permit for a stream strip will not be granted without a guarantee that it will not lead to pollution of the stream.

F. A plan for the stream strip may not be submitted unless its drainage proposals – if these are necessary to improve or regulate the stream arteries and protect the environment or actual drainage area – give priority to conserving the natural resources and scenery, including the scenic qualities of the stream channels and pools of water.

G. In the case of a local plan for a stream strip and its environment, in which one bank is near to an urban, coastal urban, rural urban, coastal rural urban development area, and a plan as described in paragraph A has been prepared, the Group A usages permitted for an urban development zone as stated in Section 7.19.2 will be granted, with the exception of cemeteries on the bank next to the said area.

H. In a local plan for a stream strip and its environment, where both banks are adjacent to an urban, coastal urban, rural urban, coastal rural urban development area, and a plan as described in paragraph A has been prepared, the Group A and B usages permitted for an urban development zone as stated in Section 7.19.2 will be granted.
Regional Ordinance Plan No. 6

Infrastructures and Environmental Guidelines Plan

Drainage Authority Borderline
Drainage Sensitivity Strip
Streams

Water Drilings - For Information Only
Drillings - Protective Radius B
Drillings - Protective Radius C

Sites of Human Evolution at Mount Carmel
Regional Ordinance Plan No. 6
Land Designation Plan

Nature Reserve
National Park
Landscape Reserve
Forest and Afforestation
Forest and Afforestation overlapping Nature Reserve
Proposed Reserve
Protected Agricultural/Open Area
Stream Strip and its Surrounding
Agricultural Area/Open Rural Scenery
Suburban Tourism Development Center
Rural Tourism Development Center
Rural-Coastal Tourism Development Center
Hof HaCarmel Planning District

Urban Building Plan HC-185b

Nahal Ma'arot Nature Reserve Visitors Centre

**District:** Haifa

**Region:** Hadera

**Land owner:** Israel Lands Administration

**Initiators:** Nature Reserves Authority

Area of plan: circa 13.8 dunam

**Diagram Legend:**

- Plan boundary – blue line
- Area for Service Building – orange with black perimeter
- Proposed route – red
- Parking – red with diagonal red lines
- Existing Route – white
HAIFA DISTRICT
HOF HACARMEL LOCAL PLANNING DISTRICT

OUTLINE PLAN HC / 294

Arrangements And Changes For The Boundaries Of Har HaCarmel Park And Awarding Permanent Status And Recognition To Ein Hod
(Relevant Excerpts)

Initiators
1. Planning Administration
2. Israel Lands Administration

Date:

Document deposited: 17 September 2000
Document validated: 19 November 2003
1.9 **Plan Goals**

1. To extend Har HaCarmel Park by 7,034 dunams and alter the boundaries by removing land from the National Park at Yemin Orde, Nir Etzion, and built and planned areas in Ein Hod, and create alternative designations; designate the land for a Nature Reserve not for visitors' use under the 1998 – National Parks Law, Nature Reserves, National Sites, and Memorial Sites.

2. Ensuring land for public enjoyment by:

2.1 Allocating land for Har HaCarmel Park

as a nature reserve where wildlife, vegetation, and inanimate features will be left undisturbed in their natural state.

as a National Park, where, among other things, activities and buildings erected for the park’s purposes, will be permitted.

The natural forest will be further preserved in its natural state without outside intervention to protect its qualities and characteristics apart from where interface is necessary to protect and sustain the land.

2.2 Safeguarding the general landscape in the plan area and conserving its important archeological, historical, and natural sites so that the general public and future generations can enjoy them without interference.

2. **Outline Plan**

2.1 **List of Uses**

2.1.1 **Nature Reserve**

The area on the diagram marked with green crisscross lines against a light green background indicates the extension of HaCarmel Park through designating an area of land for a Nature Reserve not for visitors' use under the 1998 – National Parks Law, Nature Reserves, National Sites, and Memorial Sites.

In accordance with to National Outline Plan 22 the land will be left in its natural state without outside intervention, to preserve its qualities and characteristics, with the exception of the interface required to protect and maintain the terrain and prevent forest fires. In parts of the forest legally used for grazing, activities will be allowed to encourage grazing. The interface will require coordination between KKL and the Nature Authority either through a joint interface, or by dividing the park into areas, or through any other solution. The Forest Ordinance will apply to areas inside the plan which the law designates as natural forest reserves.

Orders by the security forces will apply to areas closed off for security purposes under Paragraph 2.1.10.
# HAIFA DISTRICT

Local Planning District – Hof HaCarmel and Moradot HaCarmel

Detailed Plan ח"ש / 18,

Revision of Detailed Plan ח"ש / 17A and

Division of Parcel in Local Outline Plan -- Atlit 555

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>1. District</td>
<td>Haifa</td>
</tr>
<tr>
<td>2. Sub-district</td>
<td>Hadera</td>
</tr>
<tr>
<td>3. Location</td>
<td>Ein Carmel</td>
</tr>
<tr>
<td>4. Regional council</td>
<td>Hof HaCarmel</td>
</tr>
<tr>
<td>Local council</td>
<td>Atlit</td>
</tr>
<tr>
<td>5. Borders</td>
<td>Shown by blue line on scheme</td>
</tr>
<tr>
<td>6. Plan area</td>
<td>3,908 dunams</td>
</tr>
<tr>
<td>7. Complete blocks</td>
<td>10556, 10563,</td>
</tr>
<tr>
<td>8. Sections of blocks</td>
<td>10555, 10557, 10564, 10566, 10567, 10559</td>
</tr>
<tr>
<td>9. Scheme</td>
<td>The scheme attached to this plan is integral to it, so is the situational map of the site area (scale 1:2,500) which serves as an Appendix to this plan.</td>
</tr>
<tr>
<td>10. Landowner</td>
<td>The State. The Development Authority, KKL through the Israel Lands Administration and others.</td>
</tr>
<tr>
<td>11. Initiating Applicant</td>
<td>Israel Lands Administration</td>
</tr>
<tr>
<td>12. Planner</td>
<td>Israel Lands Administration</td>
</tr>
<tr>
<td>13. Definitions</td>
<td></td>
</tr>
<tr>
<td><strong>&quot;Locality&quot;</strong></td>
<td>As defined in the 1954 Regional Councils Ordinance</td>
</tr>
<tr>
<td><strong>&quot;Zone&quot;</strong></td>
<td>A land area marked with an agreed legend in the key and scheme showing the type of usage permitted for the land and buildings in this zone and the designated usage according to this plan.</td>
</tr>
<tr>
<td><strong>&quot;Building Plan&quot;</strong></td>
<td>A scheme consistent with this detailed plan showing the location and use of buildings, structures, and installations existing or proposed, their dimensions, building access, indication of service roads and internal paths in the different zones and between the zones and parking areas. It will show the garden and planted areas, engineering installations, water, drainage, channeling, sewage, and electricity systems, levels, fences, and instructions for each zone's development, which should all relate to the measurement and topography situational map.</td>
</tr>
<tr>
<td><strong>&quot;Service Road&quot;</strong></td>
<td>In a building plan – a road connecting a structure, group of structures, and / or activity to a local or regional road</td>
</tr>
<tr>
<td><strong>&quot;Environmental Hazard&quot;</strong></td>
<td>A situation or activity creating one of the following: air, water, ground, noise pollution, transport hazards, aesthetic or other nuisances as defined by the authorized authority: Ministry of Health, Environmental Conservation Authority, Ministry of Transport, or any other authority qualified in this regard.</td>
</tr>
</tbody>
</table>
14. **Plan Goal**

A. Registration of *Ein Carmel* land in the land registry based on the scheme.

B. To revoke and unify existing blocks and parcels and redistribute according to existing situation and land development

C. Determine targets and zones

D. Cancel existing roads and plot new roads

E. Cancel designated lands and rezone to public lands

F. Change and cancel all previous plans related to the area's division for registration purposes.

15. **Roads**

   National and regional roads will be expropriated and registered to the State. Local roads inside or near the locality will be expropriated under Section 8 of the Law and registered in the local authority's name under Paragraph 26 of the Law or leased to the regional council by the land owner. (Local authority — also kibbutz).

16. **Land Division in Plan**

   The land included in the plan must be divided as shown on the scheme. Any divergence must be approved by the District Board as required under Paragraph 139 of the Law

17. **Expropriation for Public Needs and Registration**

   The land required for public needs as defined in Paragraph 188B of the Law will be legally expropriated and registered to the locality or regional council as appropriate or leased to them by the land owner.

18. **Purposes**

   Per scheme.

19. **Building Lines**

   Building lines as per scheme.

20. **Development and Construction**

   All development and construction shall be approved based on a further detailed plan or legally approved building plan

21. **Conversion of Designated Land to Public Land**

   The plan includes redistribution with the owners' consent and was compiled in
accordance with Article 7, Section 3 of the 1965 Planning and Building Law, whereby, according to this plan, the original designated land in the scheme will become public land as defined under the 1969 Land Law, Paragraph 107.

Land which is no longer used for its designated purpose will be registered to the adjacent land owners.

22. Implementation Stages
   7 years

<table>
<thead>
<tr>
<th>Zone</th>
<th>Land (dunams)</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>3,349</td>
<td>85.4</td>
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<tr>
<td>Farm Buildings</td>
<td>113</td>
<td>3.0</td>
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<tr>
<td>Residential</td>
<td>168</td>
<td>4.2</td>
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<tr>
<td>Park HaCarmel</td>
<td>13</td>
<td>0.3</td>
</tr>
<tr>
<td>Industry</td>
<td>28</td>
<td>0.7</td>
</tr>
<tr>
<td>Water Installations</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Cemetery</td>
<td>8</td>
<td>0.2</td>
</tr>
<tr>
<td>Private Open Space</td>
<td>4</td>
<td>0.1</td>
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<tr>
<td>Roads</td>
<td>187</td>
<td>5.1</td>
</tr>
<tr>
<td>Wadis and Ditches</td>
<td>37</td>
<td>1.0</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>3,908</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>
Residential

Residences + storage area, children’s houses, toddler group, preschool, youth club, kibbutz school, laboratories, kibbutz public buildings, dining room, kitchen, social club, clinic, kibbutz offices, weapons room, personal supplies, clothing supplies, laundry, steam room, gasoline tanks for kibbutz use, private open space, paths, internal roads, playground equipment, tennis court, sports hall, swimming pool, children’s pool, basketball court, amphitheater.

Farm Buildings

Cow sheds, milking sheds, straw storage, chicken coops, silage pits, storehouses, carpentry, welders, car repair, open sided shelter, workshops and storage buildings, other buildings and installations for animal accommodation, animal feed production, generator.

Industrial Uses

Factories and workshops, infrastructure facilities for supporting efficient industrial activities, including offices, warehouses, roads, yards, and parking.

Agriculture

Agricultural processing and buildings exclusively for agricultural and security.

Private Open Spaces

Landscaped area and internal paths, no building is permitted in this area apart from installations, landscaping, water supply, electricity, cleaning, sewage, and bomb shelters.
Scheme Legend:

Plan boundary – blue line

Approved plan boundary – dotted blue line

Agriculture zone – diagonal green lines

Residential zone – yellow

Farm buildings – brown outlined green

Public buildings – brown outlined dark brown

Industry – purple

Light industry – purple outlined dark purple

Services and storage – grey outlined dark purple

Cemetery – green criss-cross yellow background

School – green crosses yellow background

Children’s House and School – orange

Private open – green outlined dark green

Valleys / ditches – blue

Water installations – grey

Sports area – green outlined brown

Proposed roads – red

Existing / approved roads – brown

Electricity lines – line dot, line dot

Gasoline pipe – line-three dots, line-three dots.
HAIFA DISTRICT

Local Planning District – Hof HaCarmel

Detailed Plan 16/16, Detailed Plan Revision 23/23

For Registration Purposes

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Regional council</td>
<td>Hof HaCarmel</td>
</tr>
<tr>
<td>2. District</td>
<td>Haifa</td>
</tr>
<tr>
<td>3. Sub-district</td>
<td>Hadera</td>
</tr>
<tr>
<td>4. Location</td>
<td>Geva Carmel</td>
</tr>
<tr>
<td>5. Complete blocks</td>
<td>11842</td>
</tr>
<tr>
<td>6. Sections of blocks</td>
<td>10555, 10566, 11840, 11841, 11843, 11845, 11847, 11849</td>
</tr>
<tr>
<td>7. Borders</td>
<td>Shown by blue line on diagram</td>
</tr>
<tr>
<td>8. Plan area</td>
<td>2,767 dunams</td>
</tr>
<tr>
<td>9. Diagram</td>
<td>The 1:10,000 scale diagram which is attached to this plan is integral to it and to the three 1:2,500 scale situational maps of the site area which is attached as an Appendix.</td>
</tr>
<tr>
<td>10. Land owner</td>
<td>The State. The Development Authority, KKL through the Israel Lands Administration and others.</td>
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<tr>
<td>11. Initiating Applicant</td>
<td>Israel Lands Administration</td>
</tr>
<tr>
<td>12. Planner</td>
<td>Israel Lands Administration</td>
</tr>
<tr>
<td>13. Definitions</td>
<td>&quot;Landholding&quot; Land unit of a moshav, contiguous or noncontiguous, which is used for</td>
</tr>
<tr>
<td><strong>&quot;Locality&quot;</strong></td>
<td>farming, farm buildings, and the owners' residence.</td>
</tr>
<tr>
<td><strong>&quot;Moshav&quot;</strong></td>
<td>As defined in the 1954 Regional Councils Ordinance.</td>
</tr>
<tr>
<td><strong>&quot;Zone&quot;</strong></td>
<td>According to definition of the Cooperative Associations Ordinance &quot;Companies&quot; Regulations File (RF) 2977, 3283, 2477, 4051.</td>
</tr>
<tr>
<td><strong>&quot;Building Plan&quot;</strong></td>
<td>A land area marked with an agreed legend in the key and diagram showing the type of usage permitted for the land and buildings in this zone and the designated usage according to this plan.</td>
</tr>
<tr>
<td><strong>&quot;Service Road in the Building Plan&quot;</strong></td>
<td>A diagram consistent with this detailed plan showing the location and use of buildings, structures, and installations existing or proposed, their dimensions, building access, indication of service roads and internal paths in the different zones and between the zones and parking areas. It shows the garden and planted areas, engineering installations, water, drainage, channeling, sewage, and electricity systems, levels, fences, and instructions for each zone's development.</td>
</tr>
<tr>
<td><strong>&quot;Law&quot;</strong></td>
<td>Road connecting a structure, group of structures, and/or activity – to a local or regional road.</td>
</tr>
</tbody>
</table>

14. Plan Goal

A. Present a detailed plan for the pending land registration of Geva Carmel Moshav in the land registry based on the diagram.

B. Revoke and unify existing blocks and parcels and redistribute them according to the existing situation and future land development.

C. Determine targets and zones.

D. Cancel existing roads and plot new roads.

E. Cancel designated lands and rezone to public lands.

F. Change to detailed plan no. 27/23.

G. Determine the number of landholdings (A' Parcels) and plots for professionals.

15. Land Division in Plan

The division of the land in the plan as shown on the measurement plans for registration must be consistent with the diagram. Any divergence must be approved by the District Board as required under Paragraph 139 of the 1965 Planning and Construction Law.

16. Expropriation and Registration of Public Areas

A. National and regional roads will be expropriated and registered to the State of Israel.

B. Local roads linking plots of land inside or next to the locality, and/or...
connecting localities to regional roads, shall be expropriated under Paragraph 8 of the 1965 Planning and Construction Law, and registered in the local authority’s name according to Paragraph 26A of the above law. Local Authority-Moshav.

C. The remainder of the land designated for public use under Paragraph 188B of the 1965 Planning and Construction Law shall be legally expropriated and registered to the local locality (Moshav) committee.

D. Private open space shall be registered to the local locality committee.

E. The local Planning and Building Board has the right to expropriate land for public purposes according to Paragraph 190 of the 1965 Planning and Building Law. Land registration shall comply with this law.

F. The plan includes redistribution with the owners' consent and was compiled in accordance with Article 7, Section 3 of the 1965 Planning and Building Law. Whereby, according to this plan, the original designated land in the diagram will become public land as defined under the 1969 Land Law, Paragraph 107. Designated land no longer which is no longer used for the purpose designated will be registered to the adjacent land owners.

17. Land designation and usage

Per diagram.

18. Building Lines

Building lines as per diagram.

19. Development and Construction

All development and construction shall be approved based on a further detailed plan or legal, authorized building plan.

20. List of Plots

A. The moshav includes a total of 80 plots ('A' Plots) as shown below:
   3-81, 106.

B. The moshav has a total of 18 plots for professionals:
   82-86, 88-92, 94-101.

21. Residential Farming Zone – 'A' Parcel (landholding) – regarding land which is contiguous or noncontiguous that is registered in the plan as 'A' Parcel will have all parts of the 'A' Parcel indicated by a serial number whereas if an 'A' Parcel is noncontiguous each part shall also receive a second mark, numerical or alphabetical.

Parcel 'A' is divided into two sub zones. In the zone marked yellow on the diagram, which may be no more than 2-4 dunams in size, residential and farm buildings can be built and all farming activities can be undertaken. Furthermore, in the 'A' Parcel where there is land contiguity, this is the front of the parcel next to the road.

In the second zone – where residential building is not permitted – agricultural farm buildings, buildings for animals, and agricultural processes are allowed.

22. In the residential zone, people with no landholdings may build structures for secondary industries, public employees, and professionals

23. The agricultural zone may only be utilized as designated.
### Summary of Area Dimensions

<table>
<thead>
<tr>
<th>Zone</th>
<th>Land Area (dunams)</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>849</td>
<td>30.6</td>
</tr>
<tr>
<td>Residential ('A' Parcels)</td>
<td>1634</td>
<td>59.1</td>
</tr>
<tr>
<td>Homes for Professionals</td>
<td>15</td>
<td>0.5</td>
</tr>
<tr>
<td>Public Buildings</td>
<td>56</td>
<td>2.0</td>
</tr>
<tr>
<td>Open Public Spaces</td>
<td>50</td>
<td>1.7</td>
</tr>
<tr>
<td>Park HaCarmel</td>
<td>4</td>
<td>0.2</td>
</tr>
<tr>
<td>Roads</td>
<td>102</td>
<td>3.8</td>
</tr>
<tr>
<td>Wadis and Ditches</td>
<td>57</td>
<td>2.1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2,767</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

**Diagram Legend:**

Plan boundary – blue line
Approved plan boundary – dotted blue line
Agriculture zone – diagonal green lines
Residential zone in agriculture settlement ('A' Parcels) – yellow
Residential zone for professionals – yellow outlined green
Public water installations – brown outlined dark brown
Existing / approved roads – red
Park HaCarmel – green criss-cross on green background
Open public space – green
Wadis / ditches – blue
Electricity lines – line dot, line dot,
Gasoline pipe – line-three dots, line-three dots.
Chapter 2: Protective Legislation

Israel Lands Administration Law (1960)

(No. 33)

ISRAEL LANDS ADMINISTRATION LAW, 5720-1960*

1. In this Law, the term "Israel lands" has the same meaning as in the Basic Law: Israel Lands⁴, and the provisions of this Law shall be subject to the provisions of that Basic Law and to the provisions of the Israel Lands Law, 5720-1960⁵;

2.
   - (a) The Government shall establish an "Israel Lands Administration" (hereinafter referred to as "the Administration") to administer Israel lands.
   - (b) The Government shall appoint the Director of the Administration. The obligation to advertise a vacancy under section 19A the State Service (Appointments) Law, 5719-1959⁶, shall not apply to his appointment. Notice of the appointment shall be published in Reshumot. The Director of the Administration shall be directly subordinate to the Minister of Agriculture, and the powers of a Minister within the meaning of the aforesaid Law shall vest in the Minister of Agriculture.
   - (c) The employees of the Administration shall be State employees.

3. The Government shall appoint an "Israel Lands Council" which shall lay down the land policy in accordance with which the Administration shall act, shall supervise the activities of the Administration and shall approve the draft of its budget, which shall be fixed by Law.

4. The Director of the Administration shall submit to the Israel Lands Council, at least once a year, a report on the activities of the Administration. The Government shall submit a report on the activities of the Administration, at least once a year, to the Knesset.

5. In the State Property Law, 5711-1951⁷-

   - (1) subsection (b) of section 5 shall be replaced by the following subsection:
   
   "(b) Save with the approval of the Israel Lands Council, the Government shall not sell, or otherwise transfer the ownership of, or let or lease, Israel lands, within the meaning of the Basic Law: Israel Lands, which are not urban land and the area of which exceeds 100 dunams."

   - (2) the following paragraph shall be added to subsection (a) of section 6:

   "(4) the Director of the Israel Lands Administration or a person authorised by him in that behalf, in respect of Israel lands, within the meaning of the Basic Law: Israel Lands.";

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Israel Lands Administration Law (1960)

- (3) the words "or the Director of the Administration of Israel Lands" shall be added after the words "or other person authorised" in subsection (e) of section 6.

6. In the Development Authority (Transfer of Property) Law, 5710-1950 (5)

- (1) the words "The Development Authority is competent" in the opening passage of section 3 shall be replaced by the words "Subject to the Basic Law: Israel Lands and the Israel Law, 5720-1960, the Development Authority is competent";

- (2) subparagraphs (a) to (d) of paragraph (4) of section 3 shall be replaced by the following:

"save with the approval of the Israel Lands Council, the Development Authority shall not sell or otherwise transfer the ownership of, or let or lease, Israel lands, within the meaning of the Basic Law: Israel Lands, which are not urban land and the area of which exceeds 100 dunams;"

- (3) the following closing passage shall be added after paragraph (10) of section 3:

"Every act under this section in respect of Israel lands shall be done by the Israel Lands Administration."

- (4) section 4 shall be repealed;

- (5) the passage in section 5 from the words "the Development Authority shall not incur any expenditure" to the end of the section shall be deleted.

7. The Minister of Finance and the Minister of Agriculture jointly are charged with the implementation of this Law and may make regulations as to any matter relating to such implementation.

DAVID BEN-GURION
Prime Minister

LEVI ESHKOL
Minister of Finance

MOSHE DAYAN
Minister of Agriculture

YITZHAK BEN-ZVI
President of the State

Passed by the Knesset on the 1st Av, 5720 (25th July, 1960) and published in Sefer Ha-Chukkim No. 312 of the 5th, Av, 5720 (29th July, 1960), p. 57; the Bill and an Explanatory Note were published in Hatzot's Choq No. 413 of 5720, p. 36.

(1) Sefer Ha-Chukkim No. 312 of 5720, p. 56; supra, p. 48.

(2) Sefer Ha-Chukkim No. 312 of 5720, p. 56; supra, p. 49.

(3) Sefer Ha-Chukkim No. 279 of 5719, p. 86; LSI vol. XIII, p. 87.

http://www.geocities.com/savepalestineconf/israellaws/fulltext/landsadmin... 06/12/2006
PLANNING AND BUILDING LAW
5725-1965
SECOND EDITION

COMPLETELY UPDATED, INCORPORATING ALL AMENDMENTS, UP TO AND INCLUDING AMENDMENT NO. 43

ARYEH GREENFIELD - A. G. PUBLICATIONS
December 1995
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CHAPTER ONE: INTERPRETATION

Definitions

1. In this Law -
   "licensed architect" - as defined in the Engineers and Architects Law;
   "flight safety" includes the abatement of nuisances caused by flying;
   "building" - any structure, whether of stone or of concrete, mud, steel, wood or
   any other material, and includes -
   (1) any part of a said building and anything permanently
   attached to it;
   (2) any wall, earthwork, fence or the like that encloses or delimits,
   or is intended to enclose or to delimit any area of land or any space;
   "nonconforming building" - a building that does not conform to any of the
   provisions of a scheme or with any other regulation applicable to it under this Law, whether
   enacted for a particular category of buildings or applicable to it because it is located in a
   particular zone or area, or a building which does not conform with a provision of a permit
   issued for its construction under any Law that deals with planning and building;
   "owner" includes a long term lessee within its meaning in the Land Law
   5729-1969;
   "road" - a way for the passage of vehicles, pedestrians or livestock, including
   railways, road structures, traffic islands, retaining walls, noise prevention walls or
   embankments, and also ditches, excavations and culverts along the side of the road or under
   it, including road installations;
   "permit" includes authorization;
   "practical engineer" - within its meaning in the Engineers and Architects Law,
   who is registered in the Register of Practical Engineers and Technicians as a building
   practical engineer or as an architectural practical engineer;
   "relaxation" - authorization to carry out work that requires a permit under section
   145, in deviation from the provisions of a scheme or other regulation applicable in the place
   in question, such work not constituting nonconforming use;
   "Engineers and Architects Law" - the Engineers and Architects Law 5718-1958;
   "road structure" - an interchange, bridge or tunnel, including an excavation or
   embankment at the beginning or end of one of those;
   "plot" - a unit of land, established in a scheme in consequence of partition, or
   combination or of combination and partition, or in a partition or combination drawing, even
   if it has not yet been registered as a plot in the Land registry, whether building on its is
   permitted or not;
   "commission engineer" - the engineer of a Local Planning and Building
   Commission;
   "planning institution" - any authority empowered with regard to schemes or
   permits;
   "railway" - within the meaning of the introductory passage and of paragraphs (1)
   and (2) of the Railways Ordinance (New Version) 5732-1972, as well as installations for use
   by a railway or connected to it, which constitute an integral part of it;
"road installations" - each of the following installation along a road: curbstones, fences, barriers, railings, light poles, traffic lights, stops for taking on passengers and letting them off, vehicle wait stations, street benches, garbage collection installations, first aid alarm stations and traffic lights;

"infrastructure installations" - infrastructure lines and connections, within the meaning of section 274B(c) of the Municipalities Ordinance, as well as communication cables, gas transportation lines and pipes for the transportation of dangerous substances, within the meaning of the Dangerous Materials Law 5753-1993;

"local authority" - a municipality or local council;

"total area permitted to be built" - the total area that may be built, including areas for the main purpose and areas intended for service;

"nonconforming use", in relation to any land or building - use thereof for a purpose for which its use is not permitted - either specifically or by virtue of its location in a particular zone or area - according to any scheme or regulation applicable to it under this Law or according to a permit under any Law that deals with planning and building;

"scheme" - any of the schemes dealt with in Chapter Three, including a change of a scheme, its suspension or cancellation;

"road scheme" - a plan for a road included in a national outline scheme for roads or in a national outline scheme for railways, or a plan derived from a national outline scheme for roads, or a scheme for a road that constitutes a main traffic artery in respect of which the Local Planning and Building Commission concerned decided - with the District Commission's agreement - that it be deemed a road scheme for purposes of this Law, or in respect of which the Minister of Transport decided - after consultation with the Minister of the Interior and with the Local Commission concerned - that it be deemed a road scheme for purposes of this Law;

"environmental effect survey" or "survey" - a document that surveys the connection between a proposed scheme and the environment, within which it is to be implemented, including evaluations of the scheme's expected or envisioned effects on that environment, and particulars of the means required to prevent or reduce negative effects, as shall be prescribed in regulations.

Publication in a newspaper

1A. (a) "Publication in a newspaper", for purposes of this Law -

(1) publication in two Hebrew language daily newspapers, at least one of which is a widely circulated newspaper as said in subsection (b), and in a place where a local newspaper appears at least once a week - additional publication in the local newspaper;

(2) in a local planning area, in which the Arabic speaking population constitutes at least 11% of the total population, one publication in a newspaper published in Arabic, one in a widely circulated newspaper published in Hebrew and one in a local newspaper as aforesaid;

(3) if, in the opinion of the chairman of the District Commission, there is a substantial portion of the public in a local planning area which do not read any of the three most widely circulated newspapers, within their meaning in subsection (b), publication in one newspaper from a list determined by the Minister of the Interior for that local planning area, in one widely circulated Hebrew newspaper and in one local newspaper as aforesaid.

(b) The Minister of the Interior shall, for this purpose, publish once a year in Reshumot - after consultation with the organization that represents a majority of advertisers in the State - a list of the three daily Hebrew newspapers that are most widely circulated in the State; publication in one of them shall be deemed publication in a widely circulated newspaper.
CHAPTER TWO: PLANNING INSTITUTIONS

Article One: The National Board

2. (a) A National Planning and Building Board (hereafter: National Board) shall be set up to advise the Government on everything related to general policy in the implementation of this Law, including matters of legislation, and to perform the other functions assigned to it by this Law and by any other enactment.

(b) The National Board shall consist of:

1. the Minister of the Interior or his representative, who shall be the chairman;

2. eleven members of the Government, from time to time decided upon by the Government, or their representatives;

3. a person with professional training in planning and building appointed by the Minister of the Interior;

4. a person with professional training in housing and building appointed by the Minister of Housing;

5. a person with professional training in matters of parks and nature reserves, appointed by the Minister of the Interior in consultation with the National Parks and Nature Reserves Council;

6. the mayors of Jerusalem, Tel Aviv-Yafo and Haifa;

7. the mayors of two other municipalities, the chairman of three local councils that are not regional councils, and the chairman of two regional councils; for this purpose the Minister of the Interior shall designate the municipalities, local councils and regional councils;

8. one member appointed by the Minister of the Interior from among the persons registered in the Register of Engineers and Architects under the Engineers and Architects Law 5718-1958;

9. one representative of a women’s organization, appointed by the Minister of the Interior upon recommendation by a national organization of women’s organizations which, in the opinion of the Minister of the Interior, is representative and concerned;

10. a representative of the Technion Israel Institute of Technology;

11. a representative of the settlement institutions, appointed by the Minister of the Interior upon recommendation by the Jewish Agency;

12. a person with professional training in sociology, appointed by the Minister of the Interior;

13. a representative of the roof organization of public bodies concerned with preserving the quality of the environment, appointed by the Minister of the Interior from a list of candidates submitted to him by that organization;

14. a representative of the young generation, appointed by the Minister of the Interior in consultation with bodies, which he believes are concerned.

(c) The head of a local authority may, as a member of the National Board, be replaced by one of his deputies, appointed by him for that purpose.

(d) The National Board’s term of office shall be five years.
(c) A member of the Board may be reappointed to be a Board member for additional terms of office.

Publication in Reshumot
3. The appointment of a member of the National Board shall be published in Reshumot.

Replacement of absent member
4. If a member of the Board is unable to carry out his functions for a certain period of time, because he is absent or is incapacitated by illness or for any other cause, then the person who appointed him may appoint a substitute for him for that period, but the substitute shall be appointed in the same manner and on the same conditions as the member whose place he takes.

Secretary and consultants of National Board
5. (a) The Minister of the Interior shall appoint a secretary for the National Board.
   (b) The National Board may appoint its own technical consultants.

Subcommittees
6. (a) The National Board may -
   (1) appoint permanent committees and committees for specific matters from among its members, and it may prescribe their powers and functions;
   (2) appoint technical consultants for aforesaid committees;
   (3) delegate to aforesaid committees some of its powers, except powers that relate to a national outline scheme or to advice on legislation on planning and building.
   (b) If the member of a committee, to which any power was delegated under this section, dissents from a committee decision, then the committee shall - on his demand - refer the matter to the Board for final decision.

Article Two: District Commission

District Commission
7. (a) Every district shall have a District Planning and Building Commission (hereafter: District Commission), which shall consist of the following:
   (1) the District Commissioner or - in his absence - another representative of the Minister of the Interior, who shall be chairman;
   (2) a representative of the Minister of Environment;
   (3) a representative of the Minister of Defense;
   (4) a representative of the Minister of Construction and Housing;
   (5) a representative of the Minister of Health;
   (6) a representative of the Minister of Agriculture;
   (7) a representative of the Minister of Justice;
   (8) a representative of the Minister of Transport;
   (9) a representative of the Minister of Tourism;
   (10) a representative of the Israel Lands Authority;
   (11) the District Planner, as said in section 8(a);
(12) five members appointed by the Minister of the Interior upon recommendation by the local authorities in that District (hereafter: local authority representatives);

(13) one member appointed by the Minister of the Interior, who is an architect or engineer registered in the Register of Engineers and Architects within its meaning in the Engineers and Architects Law, or a person with an academic degree in the field of regional and town planning, provided the following two conditions apply to him:

(a) he is familiar with matters of planning and building;
(b) he is not a State employee or an employee of a Local Commission or of a local authority in that District;

a said member shall be appointed on the recommendation of the organization that represents a majority of person qualified as aforesaid, as the Minister of the Interior shall determine in a notice in Reshumet.

(b) The local authorities in the District shall submit their recommendations said in subsection (a)(12) within 30 days after the day on which they were asked to do so by the Minister or by a person on his behalf, if they did not do so, then the Minister may appoint the five members without recommendation.

(c) The membership in the District Commission of the Ministers’ representatives, as said in paragraphs (2), (4), (5) and (8) of subsection (a), or of their substitutes (hereafter: permanent representatives) shall be their only occupation, unless the Minister of the Interior agreed that the Minister in charge give them additional responsibilities.

District Planner, District Commission secretary and consultants

8. (a) (1) The Minister of the Interior shall appoint a District Planner and a secretary for each District Commission; the District Planner may be appointed from among State employees or from among persons who are not State employees.

(2) The appointment of a District Planner from among persons who are not State employees shall be in accordance with the provisions of the Mandatory Tenders Law 5752-1992, and – when he has been appointed - the emoluments that apply to public servants shall apply to him.

(b) A District Commission may, in a specific matter, consult a technical consultant designated by it, and it also may appoint for itself permanent professional consultants, including a legal consultant.

Period of tenure

9. (a) The period of tenure of a District Commission shall be five years; however, if a new District Commission has not assumed its functions, the preceding Commission shall continue in office for six additional months; and the new District Commission shall begin its functions at the end of those six months with whatever number of members have been appointed by that time.

(b) A Minister may replace his representative on a District Commission at any time.

(c) If a member of a District Commission, other than the representative of a Minister, is unable to perform his functions during a certain period because he is absent or because he is incapacitated by illness or because of any other reason, then the person who appointed him may appoint a substitute for him for that period, but the substitute shall be appointed in the manner and on the conditions of the member whose place he takes.

Local engineer on District Commission

10. Whenever a District Commission deals with a scheme within the area of a local
authority, it shall invite the local authority's engineer, if there is one, and its representatives to attend, and if they attend, they shall give them an opportunity to state their case before the matter is decided.

10A. Repealed

Objections subcommission

11. (a) A District Commission shall select from among its members at least one subcommission of five members, to hear objections to schemes under Chapter Three, Article Six (hereafter: objections subcommission), composed of the following:

- (1) the chairman of the District Commission or his substitute or a person appointed by the chairman from among the District Commission's members, who shall be the chairman of the objections subcommission;
- (2) a representative of the Minister of Justice;
- (3) one of the members who are permanent representatives;
- (4) one of the representatives of the local authorities;
- (5) a member elected by the District Commission.

(b) If an objections subcommission hears an objection to a scheme that concerns a certain local authority or Local Commission, and if the local authorities representative on the objections subcommission is a member or employee of the local authority or Local Commission that is concerned with the scheme under discussion, or if he was recommended under section 7(b) - by a said local authority, then the chairman shall appoint another local authorities representative for that hearing.

Contestations subcommission

11A. (a) A District Commission shall select from among its members at least one subcommission of five members, to hear contestations under section 111 (hereafter: contestations subcommission), composed of the following:

- (1) the chairman of the District Commission or his substitute or a person appointed by the chairman from among the District Commission's members, who shall be the chairman of the contestations subcommission;
- (2) a representative of the Minister of the Environment;
- (3) a representative of the Minister of Justice;
- (4) the District Planner;
- (5) a member from among the local authorities representatives.

(b) If a contestations subcommission hears an objection to a scheme that concerns a certain local authority or Local Commission, and if the local authorities representative on the contestations subcommission is a member or employee of the local authority or Local Commission that is concerned with the scheme under discussion, or if he was recommended under section 7(b) - by a said local authority, then the chairman shall appoint another local authorities representative for that hearing.

Other subcommissions

11B. A District Commission may select from among its members additional subcommissions of five members each, including at least one representative of the local authorities; the Commission shall appoint a chairman from among the members of the District Commission for each subcommission selected as aforesaid, and it may delegate powers to it.

Despatch of decisions of subcommissions

11C. Decisions of subcommissions shall be sent to all members of the District Commission within ten days after their adoption.
Faulty decision - discussion in District Commission
11D. At least two members of the District Commission may demand in writing - within seven days after receipt of a subcommission decision - that the matter on which the subcommission decided be discussed by the District Commission plenum, on the grounds that the subcommission's decision is faulty in legal or planning terms; the demand shall include the main points of the grounds; when a said demand has been received, the District Commission shall discuss the matter and its decision shall be final.

Standing of subcommission decision
11E. Subject to the provisions of section 11D, a decision by a subcommission shall have the same effect as a decision by the District Commission.

District planning area.
12. (a) Any area in a district, which is not a local planning area under Article Three or a planning area under Article Four, shall also be a local planning area, and in that area the District Commission of that district shall - in addition to its other powers under this Law - have all the powers which the Local Commission would have, if that area had been declared a local planning area, except for powers of a district licensing authority said in subsection (c).
(i) If a said area is included in the area of a local authority, on the day on which this Law came into effect or on any later date, then the provisions of subsection (a) shall no longer apply to it from the end of five years after the day on which this Law came into effect, or after the date on which the area is included in the area of a local authority, whichever is later; the Minister of the Interior may, in respect of a particular area, extend the period by another five years.
(c) The composition of a licensing authority for a district planning area shall be:
(1) the chairman of the District Commission or his substitute;
(2) the District Planner.

Article Two "A": Contestations Committee

Contestations committee
12A. Each District shall have a contestations committee, composed of the following:
(1) a lawyer with at least five years experience, provided he is familiar with planning and building matters, to be appointed jointly by the Minister of the Interior and the Minister of Justice, and he shall be the chairman; an said lawyer shall not be appointed if the Ministers believe that there are conflicts of interest between his role as chairman and his other activities;
(2) a representative of the District Planner, who is familiar with planning and building matters;
(3) one member to be appointed by the Minister of the Interior, who is an architect or an engineer registered in the Register of Engineers and Architects, within its meaning in the Engineers and Architects Law, or a person with an academic degree in the field of town and regional planning, provided the following holds true for each of them:
(a) he is familiar with planning and building matters;
(b) he is not a State employee or an employee of a Local Commission or of a local authority in that District;
an aforesaid member shall be appointed on the recommendation of the organization that represents a majority of persons with the said qualifications, as the Minister of the Interior shall prescribe by notice in Reshumot;

(4) (a) two representatives of the public, to be appointed by the Minister of the Interior on the recommendation of the local authorities in the District;

(b) the local authorities in the District may submit their recommendations to the Minister of the Interior within 45 days after the day on which the Minister asked them to do so; if they fail to do so, then the Minister may appoint the representatives of the public without the recommendation;

(c) the Minister of the Interior shall not appoint a representative of the public who is a member of a local authority council, of a Local Commission, of a Special Commission or of a Joint Commission, or who is an employee of one of the said bodies.

Powers of contestations committee

12B. (a) These are the functions and powers of a contestations committee:

(1) to hear and to decide contestations of decisions of a Local Commission, of a local licensing authority or of a Joint Commission of several Local Commissions in the same District, on any matter on which this Law gives the right to contest their decisions;

(2) to hear and to decide contestations of decisions of a Local Commission or of a local licensing authority as said in paragraph (1), the subject of which is partition and unification of land under Chapter Four, or a permit under this Law, including any relaxation or permit for nonconforming use;

(3) to hear contestations of decisions of a Local Commission on a scheme that is within its competence under section 62A, and to decide whether to approve a said scheme, with or without changes, or on conditions to be set by it, or to reject it;

(4) to hear and to decide any other contestation, which this Law empowers it to hear and decide.

(b) A contestations committee may obtain the opinion of experts on any matter heard by it, whether at its initiative or at that of the parties concerned; the Minister of the Interior may make regulations under this section.

(c) A contestations committee’s decision shall be sent to the parties and to the chairman of the Local Commission, by registered mail, within seven days after its adoption.

(d) (1) A decision of a contestations committee under subsection (a)(1) and (2) shall be final;

(2) a decision by a contestations committee’s under subsection (a)(3) may be contested before the District Commission, under section 111.

Establishment of additional contestations committees

12C. (a) The Minister of the Interior may, after consultation with the Local Commissions concerned, set up additional contestations committees under this Article, for one or more local planning areas in a certain District, if he is satisfied that it is necessary to do so.

(b) Notice that a contestations committee has been set up, of its composition and of the area of its competence shall be published in Reshumot, and a copy of it shall be sent to the chairman of the District Commission, within the limits of which the contestations committee was set up; the chairman of the District Commission shall send a copy of the notice to the Local Commissions in the District, and the Local Commissions shall give the notice to anyone who requests it.
Legal procedure
12D. The Minister of Justice may, with the agreement of the Minister of the Interior, set legal procedures for contestations committees.

Expenses of contestations committees
12E. (a) The expenses of contestations committees, including the remuneration of committee members, shall be included in the budget of the Ministry of the Interior.

(b) If more than one contestations committee was set up in a District, then the Minister of the Interior may set the proportion of the local authorities' participation in the expenses of the additional committees that were set up, taking into account the amount of contestation fees to be collected in that District.

(c) When the Minister of the Interior has set the rate of a local authority's participation according to subsection (b), then that amount shall constitute a debt owed by the authority to the State Treasury, as of the day on which notice to that effect was delivered to it from the Minister of the Interior. The State Treasury may deduct a said debt from amounts due to the local authority from the State Treasury under any enactment or agreement or in some other way, under a demand from the Minister of the Interior, and that in spite of any pledge, charge, attachment or other prohibition of transfer, which are in effect for the said amount, and payment to the contestations committee shall be deemed payment to the local authority.

Article Three: Local Commission

Local planning area
13. (a) The Minister of the Interior may, after consultation with the National Board, the District Commission and the local authority concerned, declare, by order, an area to be a local planning area (hereafter: planning order).

(b) If a planning order in respect of a local planning area includes the area of a regional council, then it shall not include also areas of a local authority other than a regional council, or of a municipality, unless the Minister of the Interior is satisfied - after consultation with the Minister of Agriculture - that setting up the local planning area will not injure the special character of the regional council concerned.

Contents and publication of the planning order
14. A planning order shall specify the boundaries or extent of the planning area, it shall be published in Reshumot, on the notice boards of each local authority located within the area and in the office of each aforesaid local authority.

Effect of planning order
15. A planning order shall come into effect on the date set in it, or - if none was set - on the fifteenth day after the date of its publication in Reshumot.

Change of planning area
16. The Minister of the Interior may change the extent or boundaries of a local planning area on the same conditions and in the same manner as he may declare such an area.

Local Commission
17. Every local planning area shall have a Local Planning and Building Commission (hereafter: 'Local Commission').
Commission in a single local authority

18. (a) In a local planning area which includes the area of only one local authority, the council of the local authority shall be the Local Commission.

(b) The representatives of the following Ministries and bodies shall be regularly invited to the deliberations of the Local Commission and of the subcommission, to participate in an advisory capacity:

(1) representatives of the Minister of the Interior, the Minister of the Environment, the Minister of Construction and Housing, the Minister of Health, the Minister of Police and the Minister of Transport;

(2) a representative of the Israel Lands Authority;

(3) a representative appointed by the Minister of the Interior, who is an architect or engineer registered in the Register of Engineers and Architects within its meaning in the Engineers and Architects Law, or a person with an academic degree in the field of regional and town planning, provided the following two conditions apply to any of them:

(a) he is familiar with matters of planning and building;
(b) he is not a State employee or an employee of a Local Commission or of a local authority in that District;

a member under this paragraph shall be appointed on the recommendation of the organization that represents a majority of person qualified as aforesaid, as the Minister of the Interior shall determine in a notice in Reshumot.

(4) a representative of the Minister of Agriculture - on the Local Commission, within the area of which a regional council is located.

(c) On the recommendation of the representative of the Minister of the Interior, the chairman of the Commission shall invite the representative of a Minister who is not named in subsection (b), who has an interest in the matter before the Commission; the said representative shall participate in an advisory capacity only.

(d) Any two of the representatives who participate in the Local Commission in an advisory capacity, as said in subsection (b), may jointly contest any decision of the Local Commission or of the subcommission before the contestation commission, and that may approve, change or cancel the decision of the Local Commission.

(e) The Local Commission shall set up a subcommission for planning and building (in this section: subcommission), composed of the following:

(1) the head of the local authority or one of his deputies, appointed to this position by the council;

(2) in a local authority council with fewer than 21 members - not more than six council members, and in a local authority council with 21 or more members - not more than ten council members; however, if the council has a management committee on which not all factions are represented, then the total representation of said factions on the subcommission shall be proportional to their representation on the council, but not less than one representative;

(3) a representative of the firefighting authority, the area of which includes the area of the Local Commission, who has professional training in fire prevention, shall be regularly invited to the deliberations of the subcommission and he shall be heard in an advisory capacity on matters that relate to fires.

(f) All responsibilities and powers of the Local Commission shall be vested in the subcommission, and its decisions shall - subject to subsection (g) - be treated like decisions of a Local Commission.

(g) Every decision of the subcommission shall be sent to all members of the Local Commission within ten days after its adoption; every member of the Local Commission or aforesaid representative may demand in writing - within seven days after receipt of a decision - that the matter be discussed by the Local Commission plenum; the demand shall
include particulars of the grounds; when a said demand is received, the Local Commission shall discuss the matter at its next meeting; if no said demand was submitted, then the subcommission's decision shall - to all intents and purposes - be deemed a Local Commission decision.

Commission for several local authorities
19. (a) In a local planning area, in which more than one local authority is located (hereafter: area authorities), the Local Commission shall consist of the following:

1. the District Commissioner or his representative, and he shall be the chairman;
2. seven persons appointed by the Minister of the Interior from a list of persons recommended by the area authorities, taking into account - as far as possible - that all area authorities be represented and that the number of inhabitants of each of them be taken into consideration, but no employee of any of those authorities shall be appointed and at least two of the appointees shall not be members of the council of an area authority;
3. repealed

(a) The representatives enumerated in section 18(b) shall be regularly invited to the deliberations of the Local Commission in an advisory capacity; the provisions of section 18(d) shall apply to Local Commission decisions under this section.
(b) A representative of the firefighting authority of the area that includes the area of the Local Commission, who has professional training in the prevention of fire, shall be regularly invited to the Commission's deliberations and shall be heard - in an advisory capacity - on matters that relate to fire; if the area of the Commission belongs to more than one firefighting authority, then the Minister of the Interior shall designate the firefighting authority which shall appoint a representative for purposes of this subsection.

Engineer and secretary of Local Commission
20. (a) In a Local Commission under section 18, the engineer of the local authority shall be the commission engineer.

(b) In a planning area to which section 19 applies, the Local Commission shall appoint the commission engineer from among persons qualified to be engineers under the Local Authorities (Engineer of Local Authority) Law 5752-1991.
(c) The engineer of the Local Commission shall also serve as the commission's secretary.

Period of tenure of members of Local Commission
21. The tenure of a member of a Local Commission, in the area of which there is more than one local authority - other than the District Commissioner and the representative of a Minister - shall cease at the end of five years after his appointment, but not before another member was appointed in his place or before he was reappointed; if a Local Commission member was appointed on the recommendation of the council of a local authority, then the next local authority may recommend that another member be appointed, and he shall be appointed in his place.

Publication in Reshumot
22. Notice of the appointment of any member of a Local Commission, which is dealt with in section 21, shall be published in Reshumot.

Repealed

Budget
24. (a) If the planning area of a Local Commission includes the area of only one
local authority, then its income and expenditure estimates shall be included in the budget of that local authority.

(b) If the planning area includes the area of several local authorities, then the Local Commission shall every year prepare a draft budget, showing its income and expenditure estimates, and the Local Commission may, in its said budget, impose on the local authorities in its area, monetary payments to finance that budget, in quotas such as it may prescribe.

(c) The date for the preparation of the budget may be set by regulations.

(d) The budget shall be submitted for approval by the Minister of the Interior, and amounts shall be paid out of the Local Commission’s monies only under a budget approved as aforesaid, and the Local Commission shall assume no liability otherwise than under a budget or under a decision approved as aforesaid.

Collection of fees
25. Fees payable under regulations under this Law to a Local Commission in respect of lands or buildings within the area of a local authority shall be paid to that local authority and shall be part of its income; said fees in respect of lands or buildings located elsewhere shall be paid to the exchequer of the Local Commission and shall be part of its income.

Vesting of immovable property
26. (a) Real estate expropriated by a Local Commission or to be vested in it otherwise by virtue of or under this Law, shall be registered in the land registers in the name of the local authority within whose area the real estate is located, or - if expressly so provided in the scheme or if there is no said local authority - in the name of the State.

(b) The person in whose name property as aforesaid is registered shall effect any transaction in its respect under orders which the Local Commission issued in accordance with this Law, and he shall effect no transaction in their respect, except under aforesaid orders.

Implementation of Law by Local Commission
27. (a) It is the duty of the Local Commission, and that of every local authority within a planning area that includes more than one local authority, to insure compliance with the provisions of this Law and of every regulation made under it.

(b) It there is a planning and building subcommission, then Local Commission and also the subcommission are under obligation for the aforesaid implementation.

District Commission may enforce implementation
28. (a) The District Commission may, in writing, direct a Local Commission to do everything necessary for the fulfillment of tasks assigned to the Local Commission by or under this Law, either generally or in respect of a certain place.

(b) If a Local Commission has not complied with an order or demand under this Law from the District Commission - including an order on the preparation of schemes and the expropriation of lands or buildings - within the time prescribed by the District Commission, then the District Commission may itself do everything necessary for the implementation of the order or demand at the expense and in place of the Local Commission, and it may collect the expenses from it; for this purpose, the District Commission shall have all the powers of the Local Commission, and whatever it does shall be deemed to have been done by the Local Commission.

(c) For purposes of this section, a planning and building subcommission and a local licensing authority shall be treated like a Local Commission.
29. Repealed

Delegation of powers of Local Commission that serves several local authorities

29A. A Local Commission under section 19 may, to the extent prescribed by the Minister of the Interior by regulations, delegate powers to a subcommission selected by it from among its members.

Licensing authority

30. The chairman of the Local Commission or the chairman of the local subcommission, and the engineer of the Local Commission shall together be the local licensing authority for granting permits under section 145.

Delivery of particulars and information to District Commission

31. A Local Commission shall, from time to time, deliver to the District Commission, on its demand, any information which in the District Commission’s opinion is necessary in order to determine:

(1) the needs of the planning area, in respect of the layout and widening of roads and open spaces;
(2) the needs of the planning area, in respect of any other matter within the District Commission’s competence;
(3) the estimated direction and character of the planning area’s development;
(4) any matter that relates to the District Commission’s functions.

Article Four: Special Commission

Special planning area

32. (a) The Minister of the Interior may, upon recommendation by the Minister of Construction and Housing, declare by order that an area located within one district shall be a special planning area, if one of the following conditions is met:

(1) there is as yet no settlement in the area and it is designated for the establishment of a new settlement; or
(2) on the day on which this Law comes into effect and immediately before the order is published, at least 75% of the aggregate number of dwelling units in existence or under construction in the area are dwelling units erected or being erected by or on behalf of the State, and if the local authority within whose borders the area is located was consulted on the making of the order.

(b) The Minister of the Interior may declare by order, after consultation with the Minister of Construction and Housing and with the consent of the local authority concerned, or - when the local authority rejects or does not consent to the recommendation of the Minister of Construction and Housing within 90 days after the day on which it was delivered to it - with approval by the National Board upon the proposal of the Minister of Construction and Housing, that any area within the area of that local authority shall be a special planning area, if the State prepared a scheme under which at least 75% of the total number of dwelling units in that area are to be erected by or on behalf of the State.

(c) Sections 14 to 16 shall apply, mutatis mutandis, to the contents, publication, coming into effect and changes of the order and - except as otherwise provided expressly for that matter in this Article or in Article Five of Chapter Three - the provisions of this Law shall apply to a special planning area.

(d) In this section, “dwelling unit” - a set of rooms, with domestic amenities, intended as the dwelling of one family.
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Period of validity of order that declares a special planning area

33. (a) An order that declares a special planning area shall be in effect during the period prescribed therein, but not longer than five years after the date on which it came into effect.

(b) The Minister of the Interior may, in the manner specified in section 32, extend the validity of an aforesaid order for an additional period of not more than five years, and the Minister of the Interior also may - on recommendation by the Minister of Construction and Housing - revoke a said order.

Special Commission and its composition

34. Every special planning area shall have a Special Planning and Building Commission (hereafter: Special Commission), consisting of:

(1) two representatives of the Minister of the Interior, one of whom shall be the chairman, and one with professional training in planning and building;
(2) two representatives of the Minister of Construction and Housing, one of them with professional training in housing and building;
(3) a representative of the Minister of Health;
(4) a representative of the Minister of Justice;
(5) a representative of the Minister of the Environment;
(6) a representative of the Minister of Transport;
(7) a representative of the Minister of Defense;
(8) four representatives of the local authority within which the area to which the deliberations relate is located.

Secretary of commission

35. The engineer of the local authority concerned shall be the secretary of the Local Commission; if there is no local authority or no local authority engineer, the Minister of Construction and Housing shall appoint the secretary.

Powers and functions

26. (a) In a special planning area all powers and functions of the District Commission shall vest in the Special Commission alone, as if the special planning area were a district, and in that area the Special Commission shall also have all the powers of a Local Commission, as if that area were a local planning area to which section 13 applies; every provision of this Law, which requires approval by the District Commission for anything done by the Local Commission shall not apply in a special planning area.

(b) There shall be a special licensing authority for a special planning area: the said licensing authority shall be composed of the chairman of the Special Commission and of the Commission's secretary.

Article Five: Joint Commission

Establishment of Joint Commissions

37. The Minister of the Interior may, after consultation with the National Board and the planning institutions concerned, set up by order a Joint Planning and Building Commission for more than one district or more than one planning area (hereafter: Joint Commission).

Composition Joint Commissions

38. (a) The Minister of the Interior shall prescribe the composition of a Joint
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Commission, and shall appoint its members upon recommendation by the planning institutions concerned.

(b) If the planning institutions did not recommend the same composition or agreed members, or if they made no recommendation at all within the time prescribed by the Minister of the Interior, then the Minister may prescribe the composition and appoint the members.

(c) The Minister of the Interior may appoint additional members to a Joint Commission, but not more than one fifth of all the members.

Powers of Joint Commission
39. The Joint Commission shall, within the area prescribed for it, have those powers of a District Commission, of a Local Commission, of a district licensing authority or of a local licensing authority - as the case may be - which were assigned to it by the order of the Minister of the Interior, and the Minister of the Interior may, by order, prohibit or restrict the exercise of those powers and functions by the planning institutions concerned.

Publication in Reshumot
40. Every order under this Article shall be published in Reshumot.

Article Six: General Provisions

Vacancy on agency
41. No act of a planning institution shall be invalidated only because, at the time it was done, the place of a member of the institution was vacant for any reason whatsoever.

Quorum
42. (a) The quorum at meetings of planning institutions shall be one half of their members; if there is no quorum when a meeting is opened, the chairman shall delay the opening of the meeting for 15 minutes; after that time the meeting shall also be legal if attended by one third of the members, including the chairman, but by no fewer than two members in addition to the chairman.

(b) If a meeting was validly opened under subsection (a), then its continuation shall be legal only as long as two members are present, in addition to the chairman.

(c) Notwithstanding the provisions of subsections (a) and (b), the quorum at a meeting of a planning institution, which has fewer than four members, shall be at least two.

Equality of votes
43. If the votes are equally divided at a vote in the meeting of a planning institution, the chairman shall have the casting vote in the matter.

Rules for deliberations and business
44. Unless otherwise provided in this Law, meetings of a planning institution shall be chaired by the chairman of the institution or, in his absence, by a person elected by the institution from among its members; other rules for the deliberations and business of a planning institution, including deliberations and business of a subcommission thereof, shall be prescribed by the institution itself, insofar as they have not been prescribed by this Law or by regulations under it.
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Absence of member from meeting of planning institution

44A. (a) If a member of a planning institution was absent from three consecutive meetings of the planning institution or of a subcommission of the planning institution, or if he was absent from more than one third of the meetings in the course of one year and nobody took his place, then he shall cease to be a member of the planning institution; the period of one year shall be counted from the day on which he was appointed member of the planning institution.

(b) (1) If a member of a planning institution was absent from two consecutive meetings in which his substitute also did not participate, then - immediately after the second consecutive meeting of the planning institution from which the member of the institution was absent - the chairman shall send notice to the member of the institution and to the person who appointed the member and to the person who recommended him for membership in the institution - and if the member is a Minister’s representative, then a copy shall also be sent to the Government Secretariat; the notice shall state the dates of the planning institution meetings from which that member was absent, and the full text of this section; the notice shall be sent by registered mail and shall state that - if the member does not participate in the next meeting of the planning institution, then he shall cease to be a member of the planning institution and his appointment shall lapse;

(2) On December 31 of each year, the chairman of a planning institution shall send a notice to each member of the institution, specifying the meetings in which he participated and those from which he was absent during that period; if the member was absent from one third or more of the number of meetings that were held, then the chairman of the planning institution shall send the said notice also to the factors enumerated in paragraph (1).

(c) If a member of a planning institution was absent as said in subsection (a), and if the notice said in subsection (b) was sent to him, then the chairman of the planning institution shall inform the member and the factors enumerated in subsection (b) that his membership in the planning institution has lapsed.

(d) (1) When the membership of a member in a planning institution has lapsed, then that member shall not be reappointed to that planning institution during one year after the day on which his membership lapsed;

(2) when the membership of a member lapsed in a planning institution that is not a subcommission, then his membership shall also lapse in all subcommissions of that planning institution.

(e) In this section, “planning institution” - other than a Local Commission and a subcommission of a Local Commission.

Resignation of member

45. Members of a planning institution who hold office by appointment - except the District Commissioner, the representative of a Minister and a member of a Joint Commission under Article Five who is not a member of a District Commission - may resign by written notice of resignation delivered to the chairman of the planning institution on which they serve; the resignation becomes effective when the notice is delivered.

Confidentiality

46. If, in the course of proceedings of an institution or of a subcommission thereof, a member of a planning institution learns anything which the institution or subcommission has decided to keep confidential, then he shall not disclose it to any person to whom he does not have to disclose it under any Law.

Member or employee of institution with interest in a scheme

47. (a) If a member of a planning institution has - directly or indirectly, in person
or through a relative, agent, partner or relative of any of those - any share or interest in any matter to be considered by the institution or by a subcommission thereof, then he shall -

1. inform the chairman thereof, in writing or orally, immediately after he learns that the said matter is to be considered; if the notification is made orally, it shall be entered in the record of the next following meeting of the institution or subcommission;

2. absent himself from the deliberation of the institution or subcommission on that matter and he shall not vote on any decision of any question connected therewith.

(b) If an employee of a planning institution has - directly or indirectly, in person or through a relative, agent, partner or relative of any of these - any share or interest in any matter about to be dealt with or considered by the institution or by a subcommission thereof, then he shall inform the chairman of the institution thereof in writing immediately after he learns that the said matter is to be dealt with or considered by the institution or subcommission, and he shall not deal with the matter and shall not be present at deliberations of the institution or subcommission thereof.

(c) If a person violates the provisions of this section, then he shall be liable to one year imprisonment; this provision shall not derogate from a person's criminal or civil responsibility under any other Law.

(d) In this section, the "relative" of a certain person -

1. a spouse;
2. a parent, grandparent, descendant, descendant of a spouse, and a spouse of any of these;
3. a brother, sister or spouse of either;
4. a body corporate of which he is a manager, or in the capital of which he has a share of more than 5%.

Conflict of interest

47A. (a) A member of a planning institution shall not participate in any discussion or vote in connection with any objection or contestation, other than a proceeding under section 62(d), if one of the following holds true:

1. he is the representative of the body that initiated the scheme up for discussion, or of a body that objected to or contested that scheme;
2. in his capacity as a member he participated in the decision of that planning institution, against the decision of which objection or contestation has been submitted.

(b) The provisions of subsection (a) shall not apply to deliberations of a Local Building and Planning Commission and of its subcommissions, and not to deliberations of the committee on defense installations or of the contestations committee on defense installations under Chapter Six.

(c) If a member of a planning institution learned of circumstances that prevent his participation in a vote and discussion under this section, then he shall immediately inform the chairman of the Planning Commission by letter or by an announcement to the record.

(d) If the planning institution is a subcommission, then the chairman of the plenum of the Commission shall decide who of the planning institution's members shall replace the member to whom the provisions of subsections (a) or (c) apply.

Unlawful grant of permit or approval

48. (a) If a member of a planning institution votes on or otherwise participates in one of the following decisions, then he shall be liable to one year imprisonment:

1. a decision to approve or to recommend approval of a scheme,
knowing that the scheme conflicts with the provisions of a scheme that prevails over it according to this Law;
(2) a decision to grant or recommend the grant of any other approval or of any permit - other than an approval or permit for a relaxation or for lawful nonconforming use - knowing that the approval or permit conflicts with a scheme.
(b) If an employee of a planning institution states - in writing or orally during the institution's proceedings - that any of the following approvals or permits may be granted, and if the approval or permit is granted on the strength of his statement, then he shall be liable to one year imprisonment:
(1) approval of a scheme which he knows to be in conflict with the provisions of a scheme that prevails over it under this Law;
(2) any other approval or permit - other than an approval or permit for a relaxation or for lawful nonconforming use - knowing that it conflicts with any scheme.

Substitute for member of planning institution
48A. (a) Whoever appoints a member of a planning institution may appoint one or more substitutes for him in the same manner in which the member is appointed; however, only one substitute shall represent him at any meeting of the planning institution.
(b) The qualifications required of a member are also required of his substitute.
(c) When a member is absent from a meeting of a planning institution, his substitute shall have the status of a member in respect of that meeting.
(d) Section 45 shall also apply to a substitute.

Despatch of planning institution’s decisions
48B. (a) To a person who is not a member of the planning institution the institution's decisions shall be sent by registered mail.
(b) To members of the planning institution, the institution's decisions shall be sent by mail, and they shall be deemed to have been delivered three days after they were mailed.
CHAPTER THREE: SCHEMES

Article One: National Outline Scheme

Provisions of national outline scheme

49. The national outline scheme shall prescribe planning for the whole area of the State, among them:

1. the purposes and uses of land, while safeguarding the agricultural designation of land suitable therefor;
2. industrial zones and mineral extraction areas;
3. the layout of the main highway system, railway lines, national supply routes, ports, national water supply arteries, dams, reservoirs, power stations, the electricity, telecommunications and airports networks and aerial approach routes to them, including the designation of areas in which restrictions in the interest of flight safety shall apply; however, it shall not provide for an airport without approval by the Minister of Transport or the Minister of Defence;
4. provisions on recreation areas, afforestation and soil conservation;
5. provisions for the preservation of antiquities, holy places, landscape features and areas which shall be left in their natural condition;
6. places for public enterprises and public objectives of national importance;
7. forecasts of changes in the State's population distribution, the stages of its development and their desirable timing; forecasts of the size of settlements, the location and size of new settlements; the place, category and size of settlements; and it may enact provisions on matters which may be the subject of a district outline scheme.

Partial scheme

50. The National Board may direct that the national outline scheme be prepared in installments, according to different areas of the State or according to matters that are subjects of the scheme, and each such installment shall be dealt with in the same manner as the national outline scheme.

Preparation of scheme

51. The National Board shall, in a manner it finds appropriate, make public the subject of a scheme about to be drawn up, and it shall issue orders on its preparation; these orders shall be implemented by the person appointed for that purpose by the Minister of the Interior, or by the person whose bid was accepted in a public competition.

Delivery of copy to District Commission

52. (a) When a national outline scheme has been prepared, the National Board shall deliver a copy thereof to the District Commissions, and every District Commission may - within a period allowed by the National Board - submit its comments on the scheme to the Board.

(b) When a District Commission has received a scheme said in subsection (a), it shall inform the Local Commissions which - in its opinion - have an interest in the scheme, of the receipt of the scheme and of its provisions, and it shall enable them to examine the scheme in the District Commission's offices.

Approval of scheme

53. The National Board shall submit a scheme prepared in accordance with its orders to the Government, together with the comments of the District Commissions, and the Government may approve it without alterations or - after its reconsideration by the Board - approve it with alterations or reject it.

Publication
54. When the Government has approved a scheme, it shall make notification of that fact in Reshumot. The scheme shall be published in a manner and to an extent prescribed by the National Board.

Article Two: District Outline Scheme

Objectives of scheme
55. The objectives of a district outline scheme are the determination of the details necessary for the implementation of the national outline scheme in the district, as well as any matter of general importance for the district which is likely to be the objective of a local outline scheme, including the creation of appropriate conditions for the district in respect of security and employment.

Preparation of scheme
56. Every District Commission shall, within five years after the date on which this Law came into effect, prepare a district outline scheme and submit it for the approval of the National Board, as the National Board shall specify by order; if it did not do so, then the National Board may direct a person appointed for that purpose by the Minister of the Interior to prepare the scheme.

Provisions of the scheme
57. The District Commission may, after consultation with the Local Commissions in the district, prescribe in a district outline scheme provisions on any matter which can be the subject of a local outline scheme, among them:
   (1) areas and boundaries for urban and rural development;
   (2) agricultural areas;
   (3) different categories of industrial zones;
   (4) afforestation areas and archeological areas;
   (5) district telecommunications, transport and road networks;
   (6) cemeteries to serve more than one locality;
   (7) “frozen” areas, not to be assigned to any specific purpose;
   (8) provisions on preservation of the sea shore;
   (9) conditions for the grant of relaxations from the scheme’s provisions.

Orders by the National Board
58. (a) The National Board may require the District Commission to enact provisions in a district outline scheme, which the District Commission is authorized to enact in the scheme according to this Article, as well as provisions on matters for which the National Board is competent in respect of a national outline scheme.
   (b) If the District Commission does not comply with an order by the National Board under this Article within the time prescribed by the National Board, then the National Board may direct that it be carried out by a person appointed for that purpose by the Minister of the Interior.

Powers of person appointed to carry out order
59. A person appointed by the Minister of the Interior under sections 56 or 58 shall - in respect of his duties under the appointment - have all the powers of the District Commission, and anything done by him shall be deemed to have been done by the District Commission.

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60. Repealed

Article Three: Local Outline Scheme

Objectives of scheme
61. The objectives of a local outline scheme are:

(1) to control the development of land in the local planning area, while safeguarding the designation of suitable lands for agricultural purposes;

(2) to ensure appropriate conditions in respect of health, sanitation, cleanliness, safety, security, transport and convenience, and to prevent nuisances by the planning and use of land, including the reservation of zones for residential, industrial and commercial purposes;

(3) to protect every building and object of architectural, historical, archaeological or similar importance;

(4) to protect and develop places that are important from the point of view of nature or beauty.

Scheme within the competence of Local or District Commission
61A. (a) In this Law:

'scheme within the competence of Local Commission' - a local outline scheme or a detailed scheme that includes only one or several of the subjects specified in section 62A(1) to (9);

'scheme within the competence of District Commission' - a local outline scheme or a detailed scheme that includes subjects not specified in section 62A(1) to (9), whether or not in addition to subjects specified in those paragraphs.

(b) A Government Ministry, a Local Commission or a local authority - each within its bounds - as well as a land owner or a person with an interest in land (hereafter: submitter of scheme) may prepare a local outline scheme or a detailed scheme and submit it to the Local Commission; if the scheme is within the competence of the District Commission, then the submitter of the scheme shall submit a copy of it to the District Commission.

(c) The Local Commission shall hear a scheme within the competence of the Local Commission, and it may decide to deposit and to approve it, with or without changes; however, if it decided to deposit a scheme that includes enlarging areas, as said in section 62A(3), then the Commission shall send notice to every registered owner, as far as that is possible.

(d) A scheme within the competence of the District Commission shall be heard by the Local Commission and the District Commission according to section 62, and the District Commission may decide to deposit and to approve it, with or without changes.

Scheme within the competence of a District Commission
62. (a) When a scheme within the competence of a District Commission is submitted to a Local Commission, then the Local Commission shall discuss it and transmit its recommendations to the District Commission within 60 days after the scheme was submitted to it; the Local Commission may recommend that the said scheme be deposited, with or without changes, or that it be rejected; the Local Commission shall send a copy of its recommendations - within seven days after it decided on them - to the submitter of the scheme.

(b) The District Commission shall discuss the scheme transferred to it under subsection (a), after it has been subjected to a preliminary examination under section 62B.
if the Local Commission failed to transmit its recommendations within the said 60 days, then the District Commission shall discuss the scheme even without the Local Commission’s recommendations.

c) Within 15 days after the Local Commission’s recommendation was delivered to him, the submitter of the scheme may object before the District Commission against a recommendation by the Local Commission to reject the scheme or to deposit it with changes under this section.

d) The District Commission shall discuss the objection submitted and the scheme, and it may accept the objection, or it may reject it and deposit the scheme with conditions and changes, or it may reject the scheme.

Scheme within the competence of a Local Commission

62A. (a) A detailed scheme or a local outline scheme which includes only one or several of the subjects specified below is a scheme within the competence of a Local Commission, as said in section 61A(2):

1. the combination and partition of plots, within the meaning of Chapter Three, Article Seven, on condition that the plan does not include a change of the total area for each land use, except as said in paragraphs (2) and (3);

2. widening a road along a right of way approved in a scheme that is in effect, except for a road approved in a national outline scheme;

3. increases of the area designated in a scheme that is in effect for public purposes, as follows: roads, parks, recreation and sports areas, antiquities, parking areas, bus and railway stations that are not terminals, markets, cemeteries, buildings for educational, religious and cultural purposes, community institutions, hospitals, clinics, air raid shelters, emergency warehouses, water supply installations;

4. change of a building line prescribed in a scheme;

5. a change of rules under a scheme on architectural building or design;

6. a change in the division of built areas permitted in a single scheme, without changing the total area permitted to be built in the scheme, on condition that the total area permitted to be built for any land use designation is not increased by more than 50%;

7. a change in rules on the size of a plot, on which a building may be erected;

8. an increase in the number of dwelling units, without increasing the areas for the main purposes, on condition that the public institutions and infrastructure included in the scheme provide for the needs that result from increasing the number of dwelling units;

9. any matter that may be applied for as a relaxation under section 147, subject to the provisions of section 151; the provisions of this paragraph shall not derogate from the Local Commission’s power to grant relaxations under section 147, but the Local Commission shall grant relaxations under section 147 only together with a reduction of the rights set in the scheme approved under this paragraph; the Minister of the Interior shall prescribe ways for the publication of a scheme deposited under this paragraph.

(b) The provisions of subsection (a) do not derogate from the provisions of section 147.

Preliminary planning examination

62B. (a) A District Commission shall discuss a scheme within its competence after it underwent a preliminary planning examination by the District Planner or by a person authorized by him to do so; the District Planner shall conclude the planning examination and
deliver his written comments within 30 days after the scheme was transmitted to the District Commission under section 62(b) or (c).

(b) If the District Planner concludes that the submitted scheme was not drawn up in accordance with the provisions of the Law and of the regulations, or with the planning institution’s requirements, as said in section 85, then he shall return it, with his remarks, to the submitter of the scheme for correction, and he shall so inform the local authority engineer; when a scheme has been returned, the District Planner shall carry out an additional preliminary planning examination within 30 days after the corrected scheme is submitted.

(c) The District Planner may consult with the Ministers’ representatives said in section 7, and with other members of the District Commission; the scheme shall be available for examination by all Commission members; Commission members may submit their remarks on the scheme during a time set by the District Planner in a notice to Commission members;

(d) The District Planner may obtain opinions from any professional of his choice; having received such opinions, he shall attach them to his remarks; if the chairman of the District Commission is satisfied that - because of the preparation of opinions - the District Planner will not complete his examination within 30 days, as said in subsection (a), then he may extend the period for the submission of the District Planner’s remarks by an additional 30 days; an extension under this subsection shall not extend the periods stated in section 85(b)(1).

(e) The provisions of this section shall apply, mutatis mutandis, also to a preliminary examination of a scheme within the competence of a Local Commission by the engineer of the Local Commission under section 62A.

Provisions of local outline scheme

63. In a local outline scheme the submitter of the scheme may - while safeguarding the designation of suitable lands for agricultural purposes - make provisions on any other matter that can be the subject of a district scheme, and also on the following matters:

(1) delimitation of areas and the conditions of the use of land and buildings in each area, including provisions on -
   (a) land areas or buildings which must not be used for a certain purpose, or which shall be used only for a certain purpose;
   (b) places for refuse dumps and for the disposal and utilization of refuse, manure and waste matter;
   (c) networks and installations for the supply of water and electricity, telecommunications services and other similar services;
   (d) land for open spaces, whether public or private, and lands intended to be preserved in their natural condition;
   (e) land for airports, ports, railway stations, bus stations, markets, abattoirs or other public services;
   (f) land for cemeteries, including discontinuation of the use of existing cemeteries;
   (g) land where it is permitted to quarry stone or to excavate earth or sand or to crush stone, the conditions on which those operations may be carried on, and land where those operations shall be prohibited;
   (h) prohibitions, restrictions or conditions about advertising on land and buildings;

(2) laying out new roads and the diversion, widening, alteration and abolition of existing roads;

(3) setbacks and building lines, beyond no building may protrude;

(4) conditions and restrictions on the size of the area on which a building
may be erected, on the open space around any building, and on the height, safety and quality of a building in any particular zone or place;

5. the permitted building density;

6. conditions and ways of carrying out housing schemes;

7. conditions for the grant of relaxations from the provisions of the scheme, subject to the provisions of sections 147 to 153;

8. the obligation of owners of land or buildings, or of persons who have rights in them, to grant to the public, to owners or persons who have rights in adjoining land or buildings, to the local authority or to an authority that acts under Law, a right of passage or a right to run through the land or building drainage or sewage water, water supply pipes and surface water channels, networks or installations for the supply of electricity, fuel, gas, and communications, and to plant temporary anchors in the land, and the conditions for granting an aforesaid right;

9. the roads or public areas to be vested in and registered in the name of the State or of a local authority, as provided in section 36;

10. the stages by which different provisions of the scheme are to be implemented.

Sheltered housing

63A. (a) If an outline scheme or a detailed scheme designated land for housing, then the said designation shall be deemed to include also a permit to build sheltered housing, for persons who the Ministry of Labor and Social Welfare agreed should live in homes, provided not more than six persons in need of sheltered housing live in one occupied residential building; this restriction shall not apply to unoccupied residential buildings; the provisions of this section shall not derogate from the powers of a Local Commission to include in an outline scheme or in a detailed scheme land designated as aforesaid for institutions, homes or the treatment of any number of persons in need of treatment.

(b) In this section -

"home" - as defined in the Homes Supervision Law 5725-1965;

"persons in need of sheltered housing" - within their meaning in the definition of "home".

Order to prepare scheme and to implement approved schemes

64. If a District Commission concluded that it is necessary to prepare a scheme within the bounds of a local planning area, then it shall order the Local Commission to prepare a local outline scheme or a detailed scheme, as the case may be, and to submit it within a time set by it; the District Commission may instruct the Local Commission what subjects are to be included in the scheme and it may also order it to implement a scheme that has been approved; this provision is in addition to the District Commission’s powers under section 28.

65. Repealed
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Article Four: Detailed Scheme

66. Repealed

67. Repealed

68. Repealed

Provisions of detailed scheme

69. As long as there are no appropriate provisions in an outline scheme, a detailed scheme may make provisions on any matter which may be the subject of a local outline scheme under section 63, and also provisions on the following:

1. the partition of land into plots or building sites, the shape of such plots or building sites and the length of their frontage;
2. the location of land for roads, open spaces, parks, schools, telephone exchanges, mail distribution installations, places for religions, welfare, health, cultural, assembly, recreational and sports purposes, public parking areas, air raid shelters and warehouses, and other public purposes;
3. the location of buildings assigned to special purposes and the definition of areas in which special restrictions shall apply;
4. the location of buildings assigned to special purposes and the definition of areas in which special restrictions shall apply;
5. the protection of places, structures and other objects of national, religious, historical, archaeological, scientific or aesthetic importance;
6. the demolition or rehabilitation of dilapidated buildings, which constitute a danger to life or are unfit for habitation because of health reasons;
7. the rehabilitation of buildings in overpopulated or overbuilt areas or in areas where any additional building may - in the Local Commission's opinion - result in excessive population or building density, and the prescription of special conditions for building permits in such areas;
8. the allocation of land to any landowner or person who has an interest in any land, whose rights were adversely affected by the implementation of a scheme;
9. the location, volume, height, shape and external appearance of buildings;
10. the planting of trees and the installation of benches and other accessories in roads and open spaces;
11. the number of buildings that may be erected on a plot, the number of apartments in each building and the number of rooms in a building or apartment;
12. the cost of the scheme, including the cost of its preparation and implementation.

Adjustment of plots

70. (a) If a detailed scheme includes land that does not meet the conditions of the scheme in respect of the area or shape of plots, then the detailed scheme may prescribe provisions -

1. that make it possible to vest in a said land owner, on his demand, land which abuts on his land (hereafter: supplementary land), but that must be done so that his land, together with the supplementary land, will meet the conditions of the scheme in respect of the area or shape of plots, and on the additional condition that the remaining abutting land meets those conditions;
2. that regulate the manner in which supplementary land is to be vested and the registration of such vesting in the Land Register in accordance with the provisions of Article Seven - mutatis mutandis - and with regulations.

(b) The recipient of supplementary land shall pay the value of the
supplementary land to its former owner and shall compensate him for any damage caused
to the remainder of the abutting land in consequence of the separation.
(c) In this section, “owner” does not include lessee.

**Article Five: Special Scheme**

**Special scheme**
71. A Special Commission may at any time prepare an outline scheme or a detailed
scheme for all or for part of a special planning area, all as it finds appropriate; however,
every scheme in effect within the special planning area immediately before the order to
declare the special planning area came into effect shall remain in effect, unless changed or
cancelled by the Special Commission, as provided by this Law.

**Approval of special outline scheme**
72. An outline scheme prepared by a Special Commission shall require approval by
the Minister of the Interior, given on the recommendation of the Minister of Construction
and Housing, and for that purpose the Minister of the Interior shall have all the powers
conferred by section 109, an aforesaid outline scheme for a new settlement, or one against
which objection was filed under section 106, shall be approved only after consultation with
the National Board.

**Objection to and contestation of scheme of Special Commission**
73. Objection to a detailed scheme of a Special Commission shall be submitted to
the Special Commission, which shall consider and decide it; the Commission’s decision to
dismiss or allow an objection, or to confirm or set aside a scheme may be contested before
the National Board, which for that purpose has the powers of a planning institution under
section 116.

**Objection to other decisions**
74. If, under this Law, there is a right to object against a decision of a Local
Commission or of a District Commission to which sections 72 and 73 do not apply, and if
the decision was made by a Special Commission, then contestation shall be filed with the
Minister of the Interior and the Minister of Construction and Housing jointly, and each of
the Ministers may delegate his powers under this section, either generally or for a particular
case or category of cases; however, a member of a Special Commission shall not consider
or decide on an aforesaid contestation.

**Law applicable to special scheme**
75. Subject to the provisions of this Article, the provisions that apply to a scheme
within the competence of a District Commission shall apply to a scheme prepared by a
Special Commission.

**Regulations**
76. The Minister of the Interior may, in consultation with the Minister of
Construction and Housing, make regulations on the exercise of the powers of a Special
Commission, as far as provisions for that purpose have not been made by this Law.
construction until its sale; "completion of construction" - within its meaning in the Property Tax and Compensation Fund Law 5721-1961.

(d) The Minister of the Interior may, in regulations with approval by the Knesset Interior and Environment Committee, prescribe -

(1) provisions for full or partial exemption from the obligation to pay levy for categories of building schemes in new settlement areas or development areas, as defined for the purposes of section 11 of the Income Tax Ordinance;

(2) categories of structures for agricultural purposes, construction of which shall not - for the payment of levy - be deemed a realization of rights;

(3) provisions on the full or partial exemption from the obligation to pay levy on the appreciation of real estate included in a scheme, in the area of which building was actually permitted in the past under another scheme that was never not duly approved, or under approval by a planning institution.

Extension of times

20. The Minister of the Interior may, on application, extend a time prescribed in this Schedule.

Special agreement for Israel Lands Authority

21. The agreement on payments from the Israel Lands Authority to local authorities, as it was before the Planning and Building (Amendment No. 18) Law 5741-1981 went into effect, shall apply to Israel lands, as defined in the Basic Law: Israel Lands, which were not leased out for long periods, instead of the levy and notwithstanding the provisions of this Schedule.

FOURTH SCHEDULE

(Section 36a)

Definitions

1. In this Schedule, "site" - a building or group of buildings or part thereof, including their near surroundings, which - in the opinion of a planning institution - are of historical, national, architectural or archeological importance.

Preservation scheme

2. (a) A site preservation scheme shall be treated like a local outline scheme (hereafter: preservation scheme).

(b) A preservation scheme may be prepared by a Local Commission, and it may be prepared by interested parties, subject to section 3.

Preservation scheme proposed by interested parties

3. (a) A Local Commission may adopt - with or without changes - a preservation scheme proposed to it by an owner of real estate, or by a local authority within whose boundaries the site is located, or by any body approved for this purpose - generally or specifically - by the Minister of the Interior (in this section: preservation scheme by interested parties).

(b) The Local Commission shall decide on the adoption of a preservation scheme by interested parties within six months after the day on which it was proposed; if the Commission did not decide within that period, then the applicant may submit the scheme to the District Commission.
(c) If a person deems himself injured by the rejection of a preservation scheme by interested parties or by changes made in it, then he may contest it before the District Commission within 30 days after the day on which he was informed of the rejection.

Provisions for interim period
4. When a preservation scheme has been submitted to a Local Commission, or when the Commission has decided that such a scheme be prepared, then the Commission may issue instructions on the prohibition and restriction of activities at the site included or to be included in the scheme, such as are liable to injure the objectives of the preservation, for as long as the scheme is under the planning authorities' consideration (hereafter: site intended for preservation); the provisions of sections 77, 78 and 79 on the publication of a notice on the decision to prepare a preservation scheme, on prohibitions and restrictions during the period of its preparation and on exemptions from obligatory payments shall apply, mutatis mutandis, to a decision under this section; however, the prohibitions and restrictions shall not be imposed for a period of more than one year after the notice was published; the Local Commission may, with approval by the District Commission, extend the said period for an additional period of not more than one year; for this purpose, "period of preparation" - from the day on which notice of the decision to prepare a preservation scheme was published until it is deposited, or until the prohibitions and restrictions under this section have lapsed.

Notification
5. If a District Commission decided to deposit a preservation scheme, then it shall notify the owners and possessors of real estate within the bounds of the scheme; a said notice shall be delivered or sent by registered mail, according to the known addresses of the owners and possessors.

Changes according to scheme
6. A preservation scheme may include provisions on permitted uses of the site, including additional construction that may be added, and rules may also be made on the relationship between those provisions and the provisions of schemes that apply to the site.

Change or use of site intended for preservation
7. (a) The owner or possessor of a site intended for preservation, who wishes to change the site or to use it, may do so only in accordance with the provisions of the preservation scheme.
   (b) In this section, "change" - any act that requires a permit under section 145 of the Law, including an "internal change" - if specifically so prescribed by the preservation scheme.

Lack of source for payment of compensation
8. (a) If a Local Commission is sued for payment of compensation under sections 197 and 198 for real estate included in a preservation scheme, and if the Local Commission realizes that it has no source from which to finance the said claim, then the Local Commission may - at its own initiative or upon request by the local authority within whose bounds the real estate is located, at any stage of hearings on the claim, and even after judgment thereon - initiate a scheme for the cancellation or alteration of the preservation scheme.
   (b) If compensation said in subsection (a) was not paid and the real estate was restored to the objective prescribed for it in the scheme before the preservation scheme, then the person who had rights in the real estate when the preservation scheme was approved, or when the preservation scheme was cancelled or changed, shall not be obligated
to pay any appreciation levy because of the cancellation or because of the change of the preservation scheme.

Tax exemption
9. (a) If real estate within the bounds of a preservation scheme was injured, as said in section 197, and if under section 208 no compensation was paid to the injured party, then the provisions of section 5 of the Municipal and Government Taxes (Exemptions) Ordinance 1938 (hereafter: Ordinance) shall apply to that real estate, subject to the provisions of subsections (b) and (c); the person entitled to exemption under the Ordinance is whoever was injured as aforesaid, and as long as he is so injured.

(b) If the real estate was a source of income, due to its commercial use, then a person so authorized by the Minister of the Interior may determine the rate of exemption and its duration, taking into account the extent of the injury to the real estate as a source of income.

(c) A person so authorized by the Minister of the Interior may, at the request of the local authority concerned, reduce the rate of exemption, taking into account the extent of prejudicial effect to the real estate and the duration of the exemption.

Preservation Commission
10. Every local authority shall establish a Preservation Commission, composed as follows:

1. in a local authority that is a Local Commission under section 18 of the Law - the head of the authority or the chairman of the planning and building subcommittee, and in a local authority located in a local planning area under section 19 of the Law - the head of the local authority or one of his deputies, and he shall be the chairman;

2. three members of the authority council, elected by the authority;

3. an employee of the authority, who is familiar with matters of planning and building, appointed by the head of the authority;

4. a person qualified on the subject of site preservation and settlement sites, selected by the authority council, and he shall be in an advisory capacity.

Invitations
11. The engineer of the local authority and the District Planner of the district in which the Site Preservation Commission functions - or their representatives - shall be invited to every session of the Commission.

List of sites for preservation
12. (a) A Site Preservation Commission shall prepare, within two years after its establishment, a list of sites within its boundaries which it deems worthy of preservation (hereafter: list of sites).

(b) In the list of sites shall be specified the reasons why a site is worthy of preservation, the extent to which it can be developed, particularly on the owners and holders of other rights in the site, and other particulars, as the Site Preservation Commission finds appropriate.

(c) The list of sites shall be used by the Site Preservation Commission and by the planning authorities.

(d) The Site Preservation Commission may change the list of sites at any time.

(e) The provisions of Chapter Two, Article Six of the Law shall apply, mutatis mutandis, to the Site Preservation Commission, as if it were a planning authority.
Functions of Site Preservation Commission

13. In addition to its functions and powers under sections 12, 14 and 15, a Site Preservation Commission shall advise the local authority and the Local Commission, the planning area of which includes the local authority's area of jurisdiction, on any matter connected with the preservation of sites, and it may also advise the District Commission, if so requested by it.

Maintenance

14. (a) If a Site Preservation Commission finds, based on the expert opinion of the local authority's engineer, that a site intended for preservation is in actual danger of damage, or that the site's preservation will be prejudicially affected to an extent liable to negate the objective of its preservation, then the Site Preservation Commission may - through the engineer of the local authority - require the owners to carry out maintenance work on the site within a period set by it; if there is real danger of damage to the intended site, and if the owners did not carry out the work, then the local authority may carry out whatever work is essential in order to prevent damage to the site, and the owners shall be liable to repay the said expenses, if the local authority did not decide to bear part or all of those expenses.

(b) If a site said in subsection (a) is real estate held by a protected tenant, under the Tenant Protection Law 5742-1972 (hereafter protected tenant), then the Preservation Commission may - through the engineer of the local authority - require the lessee to carry out maintenance work on the site within a period set by it, and the provisions of section 70 of the said Law shall apply, mutatis mutandis, to the said work.

(c) Said demands shall specify the division of expenses between the owner of the real estate and the protected lessee, as prescribed by the head of the local authority after he examined a written expert opinion by the local authority's engineer and by its legal adviser, concerning the real estate to be repaired and other circumstances.

(d) If the work was not carried out and there is real danger of damage to the intended site, then the local authority may carry out whatever work is necessary to prevent damage to the site, and the cost of the work shall be charged in accordance with a division set under subsections (a), (b) and (c).

(e) A person appointed by the Site Preservation Commission may - in order to inspect a site and assess the need for maintenance work - enter the site and carry out the necessary examinations, and for that purpose he shall have the powers prescribed by section 257 of the Law.

Expropriation and compensation

15. (a) If maintenance work on the site was not carried out by the person required to do so within the time allotted by the Site Preservation Commission as said in section 14, and if the Commission holds - on the basis of an expert opinion by the engineer of the local authority - that there is cause to fear that the site will be damaged in a manner liable to negate the objective of its preservation, then the local authority within whose jurisdiction the site is located may expropriate the site or part of it.

(b) A site shall not be expropriated, as said in subsection (a), unless the District Commission gave its consent thereto, after having given the real estate owner an opportunity to bring his arguments before the Site Preservation Commission and before the District Commission.

(c) For purposes of compensation for the expropriation, as said in subsection (a), the site's development potential - were it not slated for preservation - shall not be taken into account.

(d) (1) If a site was expropriated under this section, then the local
ANNUITY LAWS, 5738 - 1978

Chapter One: Interpretation

Definitions.

1. In this Law -

"antiquity" means -
1) any object, whether detached or fixed, which was made by man before the year 1700 of the general era, and includes anything subsequently added thereto which forms an integral part thereof;
2) any object referred to in paragraph (1) which was made by man in or after the year 1700 of the general era, which is of historical value, and which the Minister has declared to be an antiquity;
3) zoological or botanical remains from before the year 1300 of the general era;

"antiquity site" means an area which contains antiquities and in respect of which the Director has made a declaration under section 28 (a);

"land" includes any part of any sea, lake, river or other water and the bottom thereof;

"excavation" or "digging" includes a search for antiquities and a trial digging;

"collection" means an assemblage of antiquities, other than antiquities in the possession of a dealer in antiquities as trading stock;

"collector" means a person who collects antiquities otherwise than for the purpose of trading therein;

"museum" means any permanent exhibition of antiquities open to the public and any institution keeping a collection and exhibiting it for purposes of research, education or entertainment;

"the Department" means the Department of Antiquities and Museums of the Ministry of Education and Culture;

"the Council" means the Archaeological Council;

"the Director" means the Director of the Department;

"the Minister" means the Minister of Education and Culture.
Chapter Two: State Ownership of Antiquities

State ownership of antiquities.
2. (a) Where an antiquity is discovered or found in Israel after the coming into force of this Law, it shall within boundaries fixed by the Director become the property of the State.
(b) A person who alleges that any antiquity was discovered or found before the coming into force of this Law shall bear the onus of proof.

Notification of discovery of antiquity.
3. A person who discovers or finds an antiquity otherwise than in an excavation under a licence pursuant to this Law shall notify the Director within fifteen days of the discovery or find.

Request for delivery.
4. The Director may in writing request a person in possession of an antiquity referred to in section 2(a) to deliver it up to him, and he may reward the deliverer if he considers that the circumstances justify his doing so.

Request for loan of antiquity.
5. The Director may in writing request any person in possession of an antiquity to give it to him for the purpose of inspection or any other purpose for a period not exceeding ninety days.

Discontinuance of work after discovery of antiquity.
6. (a) Where a person carrying out any works on land, whether his own land or the land of another, discovers an antiquity thereon, he shall notify the Director as provided in section 3 and shall discontinue the works until the expiration of fifteen days from the date of delivery of the notification unless during that period he receives remission from the Director to continue the work.
(b) Within fifteen days from the date of delivery of notification as aforesaid, the Director may notify the owner and the occupier of the land, in writing, of the conditions for continuation of the work or may direct its permanent discontinuance.

Compensation.
7. (a) A person affected by a notification of the Director under section 6(b) shall be entitled to compensation for the damage caused to him.
(b) A demand for compensation shall be submitted to the Director in the manner and at the time prescribed by regulations.
(c) Where the demand of the person affected is not accepted, wholly or in part, the Court shall decide.

Waiver of rights of State.
8. The Director may waive State ownership of an antiquity in writing, and upon his doing so the antiquity shall cease to be the property of the State.
Chapter Three: Excavations

Excavation Licence.
9. (a) No person shall dig on any land, or otherwise search, for antiquities, including the use of a metal detector, or gather antiquities, unless he has obtained a licence to do so from the Director (hereinafter referred to as an "excavation licence") and in accordance with the conditions of the licence.

(b) When deciding upon an application for an excavation licence, the Director shall consult with the Council and shall make the scientific and financial ability of the applicant his prime consideration.

(c) An excavation licence shall define the area in which digging is permitted.

(d) The issue of an excavation licence shall not by itself confer on its holder the right of entry to land in another's domain.

Right of entry.
10. (a) No person shall enter any land for which an excavation licence has been issued unless he is the occupier thereof or has been authorised on behalf of the occupier and subject to the consent of the holder of the licence.

(b) During the excavation, no person, other than the Director or a person empowered by him, shall photograph, paint, draw or otherwise depict the excavation or the antiquities discovered in it, save with the permission of the holder of the licence.

Safety Measures.
11. (a) The holder of an excavation licence shall, both during the excavation and thereafter, until the expiration of the period stipulated in the licence, take all measures required -

   (1) to ensure the well-being of workers and visitors at the place of the excavation and the fencing off of such place;

   (2) to protect, and ensure the preservation of, the place of the excavation and the antiquities discovered thereat;

   (3) to prevent all damage or nuisance to neighbouring property.

(b) Where the holder of a licence does not comply with the provisions of subsection (1), the Director may, without prejudice to the provisions of section 13, after warning the holder of the licence in writing, take the required measures in his stead and collect from him the expenses involved.
Particulars and publications relating to excavation.
12. (a) At the dates prescribed by the Director, but not less than once a year from the date of commencement of the excavation, the holder of an excavation licence shall deliver to the Director in writing -
(1) a report as detailed as possible of the excavation, including sketches, plans and photographs of the work carried out;
(2) particulars of the antiquities discovered in the excavation, including photographs and other pictures.

(b) The holder of a licence shall have an exclusive right of publication in respect of the excavation for ten years from the termination thereof. Publication in contravention of this subsection shall be a civil wrong under the Civil Wrongs Ordinance (New Version)\(^1\).

(c) Within five years from the date of termination of the excavation, the holder of the licence shall bring out an appropriate scientific publication concerning the findings and results of the excavation and shall deliver two copies of the same to the Director, he shall also deliver to the Director two copies of every publication brought out by him concerning the findings and results of the excavation.

Revocation and Withholding of excavation licence.
13. Where the holder of an excavation licence infringes any of the provisions of this Law or the regulations made thereunder or any of the conditions of the licence, the Director may revoke or suspend the licence or attach further conditions thereto; and where he infringes the provision of section 12 (c), the Director may refrain from granting him another excavation licence until he complies with the said provision.

Waiver by agreement
14. The Director may, after consultation with the Council, enter into an agreement with the holder of an excavation licence concerning a waiver of the rights of the State in antiquities discovered in the excavation and concerning the apportionment of such antiquities between the State and the holder of the licence.

Chapter Four: Dealing in and Export of Antiquities

Licence.
15. A person may only deal in antiquities if he is in possession of a licence therefor from the Director and in accordance with the conditions of the licence, which shall be prescribed by regulations.

Place of business of dealer
16. (a) A licence to deal in antiquities shall indicate the place of business. It shall only be valid for that place and shall be displayed there in a conspicuous position.

(b) A person shall not exhibit a licence which has expired.

Duty to keep inventory.
17. A dealer in antiquities shall keep an inventory in the manner prescribed by regulations.

Revocation of licence.
18. (a) The Director may revoke a licence to deal in antiquities permanently or suspend it for a period prescribed by him if the holder is convicted of an offence under this Law or the regulations made thereunder.
   (b) A dealer whose licence has been revoked or suspended shall be treated as a collector.

Antiquity of national value.
19. (a) The Director may in writing notify the owner or possessor of an antiquity that the antiquity is of national value.
   (b) Within three months of notification under subsection (a), the Director may request that the antiquity be sold to the State.
   (c) (1) Where a person wishes to sell or otherwise transfer an antiquity of national value, he shall give advance notice to the Director.
      (2) Within three months of receipt of notice under paragraph (1), the Director may request that the antiquity be sold to the State. If the Director does not so request, the owner of the antiquity may sell or otherwise transfer it after he or the possessor thereof has, in writing, communicated to the Director the name and address of the purchaser or transferee.
   (d) Where the antiquity is an integral part of a group of antiquities, the Director may only request as provided in subsection (b) or (c) in respect of the group as a whole.
   (e) Where the Director and the owner or possessor of the antiquity do not reach agreement as to the consideration, the court shall decide the matter.

Presumption of knowledge.
20. Where a dealer in antiquities offers any article for sale as an antiquity, his plea that he did not know that the article was not an antiquity shall not be heard.

Restriction as to replica or composite.
21. (a) A person shall not sell or display for sale a replica or imitation of an antiquity without indicating thence, in the manner prescribed by regulations, that it is not a genuine antiquity.
   (b) A person shall not sell an antiquity consisting of parts of different antiquities - whether with or without supplements or additions - without indicating the composite character in the manner prescribed by regulations.

Restrictions on export of antiquities.
22. (a) A person shall not take out of Israel an antiquity of national value save with the written approval of the Director.
   (b) A person shall not take out of Israel any other antiquity save with the written approval of the Director.

Chapter Five: Collectors of Antiquities

Notice to Director.
23. A collector shall communicate to the Director, at his request, particulars prescribed by regulations in consultation with the Committee on Education and Culture of the Knesset concerning antiquities in his possession and shall permit the Director or a person empowered by him in writing to make a photograph or sketch or a cast, print or other reproduction thereof.

Antiquity of particular scientific importance.
24. (a) The Director or a person empowered by him may notify a collector that an antiquity in his possession is of particular scientific importance (any such antiquity hereinafter referred to as a "special antiquity").

(b) The Director or a person empowered by him shall keep a record of special antiquities and of the particulars, photographs and sketches obtained or made under section 23 which shall be open to inspection by the public as he shall prescribe.

Transfer of special antiquity.
25. (a) Where a collector wishes to sell or otherwise transfer a special antiquity, he shall give advance notice to the Director.

(b) Within twenty-one days of receiving the notice, the Director may request that the antiquity be sold to the State. Where the antiquity is an integral part of a group of antiquities, the Director may only request as aforesaid in respect of the group as a whole.

(c) Where the Director and the collector do not reach agreement as to the consideration, the court shall decide the matter.

Chapter Six: Museums

Removal of antiquity from control of museum
26. (a) Where the owner or director of a museum wishes to sell or otherwise transfer an antiquity which is in the museum or in the museum's collections or to dispose of one of the museum's collections, he shall give advance notice to the Director.

(b) Within twenty-one days of receiving the notice, the Director may request that the antiquity or collection be sold or transferred to the State, as the case may be.

(c) Where the Director and the owner or director of the museum do not reach agreement as to the consideration to be paid for the antiquity or collection, the court shall decide the matter.

Notice to director.
27. The provision of section 23 shall apply to the owner or director of a museum in respect of the antiquities in the museum and in its collection.
Antiquity site.
28. (a) The Director may declare a particular place to be an antiquity site. The declaration shall be published in Reshumot.
(b) Where the director declares as aforesaid, a note to such effect shall be entered in the Land Register and notice shall be given to the owner and the occupier of the place, if their identity or addresses are known, and to the District Planning and Building Commission.

Prohibition of operations on antiquity site.
29. (a) A person shall not carry out, or allow to be carried out, any of the following on an antiquity site, save with the written approval of the Director and in accordance with the conditions thereof:
1. building, paving, the erection of installations, quarrying, mining, drilling, flooding, the clearing away of stones, ploughing, planting, or interment;
2. the dumping of earth, manure, waste or refuse, including the dumping thereof on adjoining property;
3. any alteration, repair or addition to an antiquity located on the site;
4. the dismantling of an antiquity, the removal of part thereof or the shifting thereof;
5. writing, carving or painting;
6. the erection of buildings or walls on adjoining property;
7. any other operation designated by the Director in respect of a particular site.
(b) Notice of the designation of an operation under paragraph (7) of subsection (a) shall be published in Reshumot.
(c) Where an antiquity site is used for religious requirements or devoted to a religious purpose, the Director shall not approve digging or any of the operations enumerated in subsection (a) save with the approval of a Committee of Ministers consisting of the Minister as chairman, the Minister of Religious Affairs and the Minister of Justice.

Saving of Law.
30. The provisions of this Law shall not derogate from the requirement of a permit under the Planning and Building Law, (5725-1965²)

Restoration to previous condition.
31. A person who has carried out one of the operations specified in section 29 without approval or in contravention of the conditions of the approval, shall take action, in accordance with the directions of the Director, to restore the antiquity site of the antiquities situated thereon to its or their former condition; but the Director may, after giving the person written notice, himself take all the steps required for that purpose and recover from him the expenses incurred.
Chapter Eight: Expropriation

32. (a) The Minister may expropriate -
   (1) an antiquity site the expropriation of which is, in his opinion, required for purposes of
       conservation and research;
   (2) any land the expropriation of which is, in his opinion, required in order to enable
       digging thereon.
(b) Subsection (a) shall not apply to an antiquity site used for religious requirements or devoted
to a religious purpose and owned by a religious institution: provided that a Committee of
Ministers consisting of the Minister, the Minister of Religious Affairs, the Minister of Justice
and the Minister of Foreign Affairs may, with the approval of the Committee on Education
and Culture of the Knesset, make it applicable thereto with or without restrictions.

Mode of Expropriation.
33. Expropriation shall be in accordance with the Land (Acquisition for Public Purposes) Ordinance,
1943, and for this purpose the Minister shall, mutatis mutandis, have all the powers and
functions of the Government under that Ordinance.

Chapter Nine: Archaeological Council and Objection Committee

Archaeological Council.
34. (a) The Minister shall appoint an Archaeological Council and shall by regulations prescribe its
      composition and period of tenure and procedure for its deliberations and work.
      (b) The Council shall advise the Minister and the Director on matters of archaeology and
          antiquities they may bring before it and shall carry out the functions assigned to it by this
          Law.
      (c) The Council may delegate powers to committees from among its members.

Objection Committee.
35. There shall be established by the side of the Council an Objection Committee of three members,
two of them appointed by the Council otherwise than from among its members and one a Judge, or
person qualified to be a Judge, appointed by the Minister of Justice to be chairman of the
Committee.

Powers of Objection Committee
36. (a) A person who considers himself aggrieved by any of the following decisions of the Director
      may object thereto before the Objection Committee, but without the filing of objection
      voiding the decision:
      (1) the fixing of the boundaries of an area referred to in section 2(a);
      (2) a second or subsequent request for delivery of an antiquity under section 5;
      (3) a refusal to grant, the revocation or suspension of, or the attachment of conditions to,
          an excavation licence
      (4) a refusal to grant, or the revocation or suspension of, a licence to deal in antiquities;

(5) a refusal to grant a permit under section 22(b);
(6) notification that a particular antiquity is of national value;
(7) notification to a collector that an antiquity in his possession is a special antiquity;
(8) notification that a particular antiquity is or is not an integral part of a group of antiquities;
(9) refusal to grant approval under section 29.

(b) In an objection proceeding, the Objection Committee may give any decision the Director is competent to give under this Law.

(c) An Objection Committee shall have all the powers vested in a committee of inquiry within the meaning of the Commissions of Inquiry Law, 5729-1968.4

Chapter Ten: Offences and Penalties

Offences and Penalties
37. (a) A person who wilfully injures or, in any manner, wilfully defaces any antiquity or antiquity site or contravenes any of the provisions of section 9 (a) is liable to imprisonment for a term of three years or a fine of 150,000 pounds.

(b) A person who contravenes any of the provisions of section 6 is liable to imprisonment for a term of two years or a fine of 150,000 pounds.

(c) A person who contravenes any of the provisions of sections 3, 15, 19(b), 21 or 29 is liable to imprisonment for a term of two years or a fine of 100,000 pounds.

(d) A person who contravenes any of the provisions of section 11(a) is liable to imprisonment for a term of one year or a fine of 30,000 pounds.

(e) A person who contravenes any other provision of this Law or the regulations thereunder is liable to imprisonment for a term of six months or a fine of 30,000 pounds.

Presumption.
38. If a person is found on an antiquity site with digging implements in his possession or nearby with which it must be supposed digging has recently been done on that site or is found with a metal detector in his possession or nearby, he shall, unless he proves otherwise, be presumed to have intended to discover antiquities.

Chapter Eleven: Miscellaneous

Certificate by Director to be prima facie evidence.
39. A certificate by the Director that some particular land contains antiquities or that some object is an antiquity shall be prima facie evidence thereof.

Powers of entry and examination.
40. The Director or a person empowered by him in that behalf in writing may at any reasonable time enter upon any land to examine whether the provisions of this law or the regulations made or conditions of any certificate issued thereunder have been complied with thereon or to examine any antiquity discovered or found thereon and to make a sketch or photograph or a cast, print or other reproduction thereof.

Delegation of powers.
41. Subject to any regulation, the Director may, by notice in Reshumot, delegate any of his powers under this Law, other than his powers under sections 8, 13 and 14.

Controlled places.
42. (a) In this section, "controlled place" means -
(1) land in the possession of the Department;
(2) an antiquity site.
(b) A police officer or a person authorised in that behalf by the Director in writing may remove from a controlled place any person who contravenes therein any of the provisions of this Law or the regulations thereunder.
(c) The Minister may by regulations enact provisions as to visits to controlled places and the behaviour of visitors therein, fees for admission thereto, the protection thereof and the protection of the antiquities, accessories and furniture situated therein.

Application of Law in military area.
43. (a) The following provisions shall apply in a military area:
(1) no person shall enter it for purposes of this Law save with the prior approval of a person empowered in that behalf by the Minister of Defence;
(2) no act shall be done therein on behalf of the Director save with the consent of the Minister of Defence;
(3) no antiquity shall be dealt with therein on behalf of a military body save with the approval of the Director.
(b) For the purposes of this section, "military area" means any land occupied by the Defence Army of Israel or any other branch of the Defence Establishment approved by the Minister of Defence, and includes an area used for military exercises.

Inapplicability.
44. The Minister may, in consultation with the Council and with the approval of the Committee on Education and Culture of the Knesset, prescribe, by order, that any of the provisions of this Law or the regulations thereunder shall not apply to antiquities, museums, excavations and antiquity sites defined in the order.

Saving of Validity.
45. This Law shall add to, and not derogate from, any obligation imposed or power conferred by another enactment.
Implementation and regulations.
46. (a) The Minister is charged with the implementation of this Law and may make regulations as to any matter relating to its implementation, including the collection of fees for licences issued under it.
(b) The Minister of Justice may make rules of procedure for proceedings under this Law by the Objection Committee established under section 35.

Applicability to State.
47. (a) For the purposes of this Law, the State shall be treated like any person.
(b) The provision of subsection (a) shall not derogate from the provision of section 8 of the Civil Wrongs (Liability of the State) Law. 5712-1952.5

Repeal.
48. There are hereby repealed -
   (1) the Antiquities Ordinance.6
   (2) the Antiquities (Enclosures) Ordinance, 1935.7

Transitional Provisions.
49. (a) A licence issued under the Antiquities Ordinance which was in force immediately before the coming into force of this Law shall be deemed to have been issued under this Law.
(b) The schedules of historical monuments and sites published under the Antiquities Ordinance which were in force immediately before the coming into force of this Law shall be deemed to have been published under section 28 of this Law.

Publication.
50. This Law shall be published in Reshumot within fifteen days of the date of its adoption by the Knesset.

EFRAYIM KATZIR  MENAHEM BEGIN  ZEVULUN HAMMER
President of the State  Prime Minister  Minister of Education and Culture

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Passed by the Knesset on the 23rd Shevat, 5738 (31st January, 1978)
and published in Sefer Ha-Chukkim No. 885 of the 3rd Adar Alef, 5738 (10th February, 1978), p. 76; the Bill and an Explanatory Note were published in Hatza'ot Chok No. 1250 of 5736, p. 314.

1 Dina Medinat Yisrael (Nusach Chadash) N. 10, p.268; NV vol. II, p. 5

2 Sefer Ha-Chukkim of 5725, p. 307; LSI vol. XIX, p. 330.
4 Sefer Ha-Chukkim of 5729 p. 28, LSI vol XXIII, p. 32
5 Sefer Ha-Chukkim of 5712, p. 339, LSI VOL. VI, p. 147.
1989 ISRAEL ANTIQUITIES AUTHORITY LAW

The Law of the Israel Antiquities Authority states that the IAA is the organization responsible for all the antiquities of the country, including the underwater finds. The IAA is authorized to excavate, preserve, conserve and administrate antiquities when necessary.

Chapter One: Interpretation

1. Definitions and Interpretations
(a) In this Law –
“Antiquities Law” refers to the Antiquities Law, 5738-19781;
“Site” refers to an antiquities site as it is defined in the Antiquities Law;
“the Council” refers to the Council appointed in accordance with paragraph 6;
“the Director” refers to the Director or the Council;
“the Law” refers to the Law resulting from this legislation;
“the Minister” refers to the Minister of Education and Culture.
(b) All other terminology will have the connotation that they have in accordance with the Antiquities Law, unless they have been accorded a different meaning in this Law.

Chapter Two: The Law and Its Foundations

Paragraph One: Establishment of the Authority and Its Functions

2. Establishment of the Authority
The Antiquities Authority is established as a result of this Law.

3. The Authority - Corporation
the Authority is a corporation.

4. The Authority - a State-controlled body
The Authority is a State-controlled body as defined in paragraph 9(2) of the State comptroller Law, 5718-1958 [consolidated version]2.

5. Functions of the Authority
(a) The [primary] function of the Authority is to attend to all antiquities' affairs in Israel, including under water antiquities.
(b) The Authority may, with respect to the antiquities and sites, undertake any activity to discharge its functions, including –
(1) the uncovering and excavation of sites;
(2) the preservation, restoration and development of sites;
(3) the administration, maintenance and operation of sites and their supervision;
(4) the preservation and restoration of antiquities;
(5) establishing supervision over archaeological excavations;
(6) the administration of the State’s treasures for antiquities, their supervision and control;
(7) setting in motion supervision with respect to offences under the Antiquities Law;
(8) preparing archaeological investigations and furthering their progress;
(9) preparing, administering and maintaining a scientific library of the archaeological history of Israel and her neighbors;
(10) the centralization, documentation and cataloguing of archaeological data;
(11) the establishment and advancement of educational activities in the field of archaeology;
(12) the establishment of international, scientific contacts in the field of archaeology.

c) The administration, maintenance and operation of a site located within the boundaries of a supervised national park or national reserves shall, notwithstanding that which is stated in subsection (b) (3), form part of the National Parks Authority or the Natural Reserves Authority, this in cooperation with the Authority, unless otherwise mutually agreed to.
For these purposes, “national park”, “natural reserves”, “National Parks Authority” and “Natural Reserves Authority” are to be understood in their context under the National Parks, Natural Reserves and National Sites Act, 5723-19633.

Paragraph Two: The Authority council

6. The Composition of the Council

(a) The Authority shall have a Council composed of sixteen members as follows

(1) Government representatives who are employees of the State;
   (a) the Director General of the Ministry of Education and Culture;
   (b) the Head of Cultural Administration in the Ministry of Education and Culture;
   (c) the Director of Economic and Budgetary Administration in the Ministry of Education and Culture;
   (d) the officer-in-charge of budgets in the Ministry of Finance;
   (e) the Accountant-General;
   (f) the Director of Planning in the Ministry of the Interior;
   (g) the Director of the Planning and Economics Branch in the Ministry of Tourism
   (h) the representative of the Minister of Agriculture to be appointed by the Minister of Agriculture.

(2) Two representatives with archaeological background from two of the institutions of higher learning detailed below, each from a different institution, to be appointed after consultations with the Minister:
   (a) the Hebrew University in Jerusalem;
   (b) Tel-Aviv University;
   (c) Haifa University;
   (d) Bar-Ilan University;
   (e) the Ben Gurion University of the Negev
(3) One member from among the members of the Israeli National Academy of Sciences, to be appointed by the Minister after consultations with the Academy, who will serve as the Council Chairman;
(4) the head of two local municipalities to be appointed by the Minister after consultations with the chairman of the local central government, as well as the head of the regional council, to be appointed by the Minister;
(5) the director of the museum that will display the antiquities to be appointed by the Minister after consultations with the Chairman of the Museums Council, in accordance with the Museums Act, 5743-19834;
(6) Representative from the Ministry of Religious Affairs to be appointed by the Minister of Religious Affairs.

(b) The government representative, mentioned in subsection (a) (1) (a) to (g), may appoint an alternate who, like himself, is employed by the State to participate in council meetings.
(c) Any council member who is not an employee of the State may appoint a permanent alternate in the same manner as a Council member is appointed.
(d) The minister may appoint one of the Council members to deputize as the Council Chairman.

**Term of Office**
7. (a) The term of office of a Council member who is not a government representative shall be for a period of four years; however, he may be reappointed for additional terms;
(b) A Council member whose term of office has ended shall continue in office until he is either re-elected or until the appointment of another member in his stead.

**Guidelines for the Appointment of Council Member**
8. The following shall not be appointed as a Council member:
(1) anyone charged with a shameful offence or who has been incarcerated prior to the passing of the period of limitation according to its meaning in the Criminal Registration Act and the measure for the benefit of repentant offenders, 5741-19815
(2) anyone who has a conflict of interest with respect to his business affairs and his membership in the Council; however, there will not be conflict of interest where the actual appointment of an individual to the Council comes as a result of his responsibility.

**Reimbursement of Expenses**
9. The Council chairman, his deputy and any Council member shall not accept any remuneration from the Authority for services rendered as part of their duties on the Council; however, they may claim coverage for reasonable expenses incurred as part of their duties on the Council, in an amount established by the Authority.
Expiration of a Term of Office
10. (a) A council member who is not a government representative shall terminate his term of office at the appointed time if:
   (1) a letter of resignation is tendered to the Council Chairman;
   (2) any of the conditions cited in paragraph 8 are breached;
   (3) he is unable, on a consistent basis, to discharge his duty and the Minister, after consultation with the Council Chairman, will remove him from his position through written notification;
   (4) he retires from the position to which he was appointed.
(b) The Council Chairman shall provide to the Minister the letter of resignation, as mentioned in subsection (a) (1), within 96 hours of receiving [said letter]. The resignation goes into force 48 hours after handing over the letter of resignation to the Minister, except when the Council member retracts his resignation in writing to the Minister.
(c) A Council member who is not a government representative, or a representative who is an employee of the State who was appointed to participate permanently in Council sitting as mentioned in subsection 6(b), and who is absent for an unjustifiable reason from four consecutive Council meetings, may be removed from his position in the Council by the Minister after consultation with the Council Chairman, or his appointment may be nullified, according to the circumstance, through written notification.

The Duty Rosters of the Council
11. (a) The Council shall establish for itself its own work routines and the administration of its deliberations inasmuch as these have not been established by this Law or pursuant to it.
(b) The legal quorum for Council meetings is at least seven members. If there was no legal quorum at the commencement of the meeting, the Council Chairman may postpone the meeting by thirty minutes. After this time has passed, the meeting shall be considered to be in session if there are at least five participating members, the Council Chairman or his deputy being counted among them.
(c) Once the meeting has duly commenced in accordance with subsection (a), the meeting shall duly continue with as many members as there are present.
(d) the Director, or whoever has been deputized in his place, may be present at Council meetings.

Deliberation on a Given Subject
12. If the Minister or five Council members wish to table a certain topic, the topic should be made part of the order paper for the next Council meeting.

Appointing a Subcommittee
13. The Council may appoint members to form a subcommittee, to establish a Chairman as part of its authority, to lessen the authority to establish general Council policy and the authority to approve its budget.

Authority
14. A decision of the Council or one of its subcommittees shall not be disqualified
except where the seat of the Council member or the subcommittee member was vacant, for whatever reason, at the time that the decision was made.

**Council Duties and Authorities**
15. The Council, without detracting from its other duties, shall –
(1) establish the general [operating] policies of the Authority in the area of duties;  
(2) approve the budget of the Authority;  
(3) follow up on policy implementation, the programs and budgets of the Authority;  
(4) deliberate over the financial reports provided to it by the Director.

**General Council Rules**
10. The Council, with the approval of the Minister, shall establish general rules for the operation of the sites, their administration and supervision.

**Report**
16. The Council shall provide to the Minister, at least once a year, a report on the activities of the Authority, and shall likewise provide to him, at his request, any information of its activities.

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**Chapter Three: The Director of the Authority and its Employees**

18. (a) The Council shall appoint, based on the advice of the Minister and with the approval of the government, a Director of the Authority. The Council may, based on the advice of the Minister, appoint a deputy Director.
(b) The elections subcommittee, as stated in subsection (a), shall be published in Reshumut.

**The Authority of the Director**
19. (a) The Director is responsible for the uninterrupted administration of the Authority’s dealings accordance with the decisions of the Council.

(b) Subject to the directives [outlined] in this Law, as well as the decisions of the Council, the Director shall have all of the authority necessary for the administration of the Authority, including the authority to represent the Authority in any of its duties, to sign agreements or other documents in the name of the Authority.
(c) The directives in this Law do not detract from the authority and duties granted to the Director by the Antiquities Law or any other enactment.
(d) The Director may, according to this Law, delegate some of his authority to an employee of the Authority and to authorize this employee to sign any document in the name of the Authority.

**Appointing the Director**
20. (a) The Director shall be appointed for a period of five years (hereafter: term of office). The Council, with the approval of the Minister and the government, may re-elect the Director for a additional term of office at the conclusion of the current term.
(b) The term of the Director shall terminate with one of the following:
(1) the Director resigns by letter; he presents the letter to the Minister through the agency of the Council;
(2) the Minister, after consultation with the Council and with the approval of the government, establishes that the director cannot, in a permanent manner, discharge his duties;
(3) the Minister, after consultation with the Council and with the approval of the government, decides to remove him from his position for reasons that shall be detailed.

The Employment of Workers
21. (a) the Authority may engage workers to implement its policies;
(b) the conditions of employment of Authority workers, remuneration, service lists and methods of selection for work shall be the same as those of government employees, with those changes that have been set by the Authority with the approval of the Minister and the Minister of Finance.

Terms of the Director’s Employment
22. The remuneration for the Director and the terms of his employment shall be set by the Minister with the approval of the Minister of Finance.

Chapter Three: Budget and Finance

Budget
23. (a) The Director shall prepare, at an interval set by the Council, a budgetary proposal for the activities of the authority and shall present it for approval to the Council;
(b) The budget for the Authority shall be presented to the Minister and requires the approval of both the Minister and the government.
(c) The Minister of Finance may direct the Authority in any matter that relates to the preparation of the Authority’s budget.

Finance and Capital
24. (a) The budget of the Authority shall be financed from the treasury of the State, as well as from fees and other payments to be paid to the Authority in accordance with the Antiquities Law.
(b) So that the Authority can discharge its duties, the Authority may accept donations and may likewise establish research funds.

Chapter Four: Supervision Authority

The Appointment of Inspectors
25. (a) The Council shall appoint inspectors from among Authority employees or from among those who have been legally appointed as inspectors. It can also
choose an individual who has been appointed an inspector by the enactment of a law for the purpose of supervising the implementation of the antiquities Law. The appointment shall be in writing.
(b) It is understood that the inspector shall have the authority to conduct investigations concerning offences against the Antiquities Law. It is understood that in using this authority

(1) the inspector shall have the authority of a police officer in accordance with paragraph 2 of the Criminal Code (Arrest and Search) [New Version], 5729-1969.6
(2) The inspector may utilize all of the authority allocated to a police officer at the rank of inspector in accordance with paragraph 2 or the Order of Criminal Procedure (Testimony)7, and paragraph 3 of the aforementioned Order shall be effective [ ] registered as a result of this authority.

The Authority of the Inspector
26. (a) Should the inspector have a probable basis upon which to assume that the matter requires him to operate under the authority assigned to him, he has the authority to –
(1) stop any vehicle and conduct a search;
(2) enter any place and conduct a search; however, he may not enter a place that serves as a place in which people live provided there is a search warrant from an authorized court, and paragraphs 24 and 26-29 of the Order of the Criminal Code (arrest and Search) [New Version], 5729-1969, will be in effect, with the necessary changes, with respect to a search conducted according to this clause;
(3) seize any object if the inspector has a probable cause to believe that an offence that violates the Antiquities Law was committed with it, and he may seize packing material or documents which, in his judgment, may be entered as evidence in a trial for and offence noted above.
(b) Insofar as this chapter is concerned, “object” includes any vehicle of conveyance.

Chapter Five: Transferring Employees, Assets, Privileges and Obligations

Transferring Employees
27. (a) Employees of the State who are employed in the Antiquities and Museums Department in the Ministry of Education and Culture (hereafter: the Department) on the eve of the commencement of this Law, shall be transferred to serve as employees of the Authority under terms of service that are not worse than those in effect prior to the Law being in force.
(b) The benefits of Authority employees that have been transferred and those that stem from their work as employees of the State, as mentioned in subsection (a), shall be considered as benefits that stem from work in the service of the Authority.
(c) Settlements regarding the entitlement of the Authority to disbursement amounts that shall be transferred to its service shall be allowed and will be set within one
year of the commencement of this Law in an agreement between the Authority and the government.

**Transferring of Assets**
28. Assets of the State that were, prior to the commencement of this Law, maintained by the Department, shall be transferred to the Authority. In this paragraph, “assets of the State” refer to real estate, moveables, entitlements and vested interests of every manner, with the exception of antiquities and sites. Conditions of transfer shall be set in an agreement between the Authority and the government.

**Chapter Six: Various Directives**

**Taxes**
29. The Law of the Authority has the same force as the law of the State with respect to the remittance of taxes, the stamp tax, fees [for government or other public services], probable taxes, levies and other mandatory payments.

**Damage Liability**
30. The law of the Authority has the same force as the law of the State with respect to the Law of Civil Damages (Liabilities of the State), 5712-19528.

**Rules Concerning Council Members and Employees of the Authority**
31. (a) The law for employees of the Authority has the same force as the law for employees of the State with respect to the following enactment:
(1) Knesset Election Act [New Version], 5729-19699;
(2) State Service Act (Classification of Party Activities and Fundraising), 5719-195910;
(3) Public Service Act (Gratuities), 5740-197911;
(4) Public Service Act (Restrictions at Retirement), 5729-196912;
(5) Penalties Act, 5737-197713 – directives pertaining to public employees;
(6) Testimonies Order [New Version], 5731-197114;
(7) Damages Order [New Version] 15;
(b) The State Service Act (Discipline), 5723-196316, shall apply to employees f the Authority as though they were employees of the State. In this regard, the Minister of Education and Culture is synonymous with the Minister wherever Minister is mentioned in this Law, and the Director is synonymous with the Director General wherever Director is mentioned in this Law.

**Implementation and Regulations**
32. The Minister is appointed to implement this Law and he may, after consultation with the Director and Council, enact regulation with respect to implementation.
Amendments to the Antiquities Law

33. In the Antiquities Law -
(1) In paragraph 1 –
(a) after the definition of “sites of antiquities” should come “‘The Authority’ – the Antiquities Authority as understood in the Antiquities Authority Law, 5749-1989”;
(b) in the definition of “collector” read “who had a collection” instead of “who collects”;
(c) strike the definition of “the Department”;
(d) in place of the definition of “the Director” read “‘the Director’ – Director of the Antiquities”;
(2) in paragraph 8, after “the Director” read “with the approval of the Minister”;
(3) in paragraph 14, instead of “after consultation” read “with the approval of the Minister and after consultation”;
(4) in paragraph 15, instead of “the Director” read “the Minister” and at the conclusion read: “The Minister may authorize the Director or any other employee of the Authority regarding the issue raised in this paragraph”;
(5) in paragraph 18(a), in place of “the Director” read “the Minister or an individual who has been authorized in accordance with paragraph 15”;
(6) in paragraph 34(b), after “to the Minister” comes “to the Director and to the Council of the Authority”;
(7) in paragraph 36 –
(a) in subsection (a), in place of “from the decisions of the Director” read “from the Director”;
(b) in place of subsection (b) read: (b) the appeal board may decide to accept an appeal, defer it or decide with respect to any other decision;
(8) in paragraph 42, in subsection (a) (1) in place of “the Department” read “the Authority” and in subsection (c) after “the Minister”, read “according to the suggestion of the Authority”;
(9) in paragraph 44, in place of “in the Council” read “with the Director, with the council of the Authority and with the Council”;
(10) in 46(a), after “may” read “after consultation with the Director and the Council of the Authority” and after “licenses” read “approvals, permits or services”;
(11) after paragraph 46 read:

Revenues Accruing to the Authority

46a. Fees and other revenues, with the exception of fines, collected as a result of this Law, shall be paid to the treasury of the Authority”.

Amendment to the [ ] Order

34. In the [ ] Order –
(1) I paragraph 2, in place of the definition for “an historical site” read: “‘an historical site’ – a site of antiquities as it is understood in the Antiquities Law, 5738-1978”;
(2) in paragraph 8(1) (a) (2), I place of “the Director of the Antiquities Department” read “the Director as understood in the Antiquities Authority Law, 5749-1989”.

Observance of the Law
35. Subject to paragraph 5(c), the directives in this Law cannot detract from the
directives in the National Parks, National Reserves and National Sites Act, 5723-
1963.

Transition Directives
36. (a) Anyone appointed as Director of the Department prior to the
commencement of this Act shall be considered as if he were appointment as
Director according to the Act for a term of office as at the day that the Act came
into force.
(b) The government shall pass to the Authority all of the amounts budgeted for in
the Budget Act for the current fiscal year for those activities of the Department
whose implementation was passed to the Authority and for which there has not
been an expenditure until this Act came into force. Until the end of the current
fiscal year, the budget of the activities of the Authority will be in accordance with
the budget passed to the Authority, as previously stated, with changes stemming
from the establishment of the Authority. In this case, “the current fiscal year” refers
to the fiscal year in which this Act comes into force.

Publication
37. This Act will be published in Reshumut within 30 day of its acceptance.

CHAIR HERZOG  YITZHAK SHAMIR  YITZHAK NAVON
President of the State  Prime Minister  Minister of Education
and Culture

Footnotes
* passed by the Knesset on the 21st day of Tammuz (July 24, 1989); the Bill and
Explanatory Note were published in Hatza’ot Chok 1926 of 7 Nisan 5749 (April
1. Sefer Ha-Chukkim 5738, p. 76.
2. Sefer Ha-Chukkim 5718, p. 92.
3. Sefer Ha-Chukkim 5723, p. 149; 5742, p. 34.
4. Sefer Ha-Chukkim 5743, p. 113.
5. Sefer Ha-Chukkim 5741. p. 322.
9. Sefer Ha-Chukkim 5729, p. 103.
10. Sefer Ha-Chukkim 5719, p. 190.
11. Sefer Ha-Chukkim 5740, p. 2.
15. Laws of the State of Israel, New Version 5, p. 266.
16. Sefer Ha-Chukkim 5723, p. 50.
Publication

50. This Law shall be published in Reshumot within fifteen days of the date of its adoption by the Knesset.

EFRAYIM KATZIR
President of the State

MENAHEM BEGIN
Prime Minister

ZEVULUN HAMMER
Minister of Education and Culture

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Passed by the Knesset on the 23rd Shevat, 5738 (31st January, 1978) and published in Sefer Ha-Chukkim No. 885 of the 3rd Adar Alef, 5738 (10th February, 1978), p. 76; the Bill and an Explanatory Note were published in Hatzfat Chok No. 1250 of 5736, p. 314.

1 Dinai Medinat Yisrael (Nusach Chadash) N. 10, p.268; NV vol. II, p. 5
2 Sefer Ha-Chukkim of 5725, p. 307; LSI vol. XIX, p. 330.
4 Sefer Ha-Chukkim of 5729 p. 28, LSI vol XXIII, p. 32
5 Sefer Ha-Chukkim of 5712, p. 339; LSI VOL. VI, p. 147.
National Parks, Nature Reserves, National Sites and Memorial Sites Law, 1998
Updated: 11/05/2003

This law, first enacted in 1963 and revised in 1992 and 1998, provides the legal structure for the protection of natural habitats, natural assets, wildlife and sites of scientific, historic, architectural and educational interest in Israel. The 1998 law established a united Nature and National Parks Protection Authority, instead of the previously separate entities of the Nature Reserves Authority (NRA) and National Parks Authority (NPA).

The law provides the Authority and its organs with a wide range of administrative and enforcement powers which include: declaration, establishment and maintenance of nature reserves and national parks, declaration of fauna and flora outside the confines of nature reserves as "protected natural assets," appointment of inspectors, and administrative powers to prevent harm to and to protect natural assets. A National Parks, Nature Reserves and National Sites Council, composed of all relevant stakeholders and appointed by the Minister of the Environment, advises the Authority and the relevant ministers on matters related to implementation of the law.
National Parks, Nature Reserves, Memorial Sites and National Sites Law, 1992

(Summary)

A National Parks, Nature Reserves and National Sites Council ("The Council"), nominated by the Minister of the Environment, is established by this Law to advise the Ministers of the Interior and Agriculture as to any matter relating to the implementation of this Law.

National Parks

* National parks are areas meant for "the public enjoyment of nature or for the preservation of areas of historic, archeological, or architectural importance."

* The Minister of the Interior, after consulting with the Minister of the Environment, may declare an area to be a national park after the following conditions have been met:

-- All local authorities in whose jurisdiction the park will be located must be granted an opportunity to provide input as to the nature and use of the park.

-- If the area of the park includes a holy place or an historical site, the Minister of the Interior must comply with the requirements of the Minister of Religious Affairs or the Minister of Education and Culture, to ensure the protection of the holy or historical site, respectively.

-- If the area of the park is a nature reserve, the Minister of the Interior must consult with the Minister of Agriculture.

-- If the area of the park includes a military area, or is nearby a military area, the Minister of the Interior must meet the requirements of the Minister of Defense. Prohibitions and regulations imposed under this law do not apply to the Israeli Army in a military area.

An area designated as a national park may not be changed, or its designation as such revoked, unless the Interior Minister cancels his declaration. No building work or other activity will be permitted unless it has been approved by the National Parks Authority. The Minister may not cancel the declaration of a national park without the approval of the Minister of the Environment, The Council, the local authority in which the park is located, and the Interior and Environmental Committees of the Knesset.

* A National Parks Authority, appointed by the Minister of the Environment, will manage the national parks and report to the Minister on matters relating to national parks. The Authority will be composed...
* The Minister of Agriculture may promulgate regulations to protect natural assets from damage.

**National Sites and Memorial Sites**

* The Minister of the Interior, following consultation with The Council, may declare a place to be a “national site.” As is the case with national parks, the Minister must also consult with those in whose jurisdiction the site lies. National sites are protected from damage or alteration. The Minister of the Environment may promulgate regulations delineating the means of preservation and protection of a national site. When a national site carries special local importance, the Minister of the Environment may give the local authority the authority to manage the site.

* A "Memorial Sites Council" will be appointed by the Government upon the recommendation of the Ministers of Defense, Labor, and the Interior. The Council is authorized to advise the Ministers of the Interior and Defense as to all issues concerning memorial sites. The Minister of the Interior, following consultation with the local authority and the Memorial Sites Council, may declare an area a memorial site. Upkeep and maintenance of memorial sites is the responsibility of the local authority in whose jurisdiction the site lies. The Minister of the Interior, after consulting with the Minister of Defense, is authorized to promulgate regulations concerning memorial sites.

**Bylaws and Regulations.** The Ministers of the Environment, the Interior, Agriculture and Defense may promulgate regulations as to the implementation of this law, each according to his area of authority.
of "government officials, local officials, members of scientific organizations and members of the public concerned with improvement and preservation of the Israeli landscape, development of vacation and natural sites, and the preservation of areas of historical and national importance."

**Nature Reserves**

* Following consultation with the Minister of the Agriculture, the Minister of the Interior may declare an area of scientific or educational interest to be a nature reserve. A nature reserve is "an area in which animals, plants, inanimate objects, soil, caves, water and landscape are protected from changes in their appearance, biological makeup, and natural development."

* The Minister of the Agriculture shall appoint a Nature Reserves Authority to manage the affairs of nature reserves. The eleven member authority is to be made up of government officials, members of scientific and public bodies, and representatives of the public. Among the responsibilities of the Nature Reserves Authority are "to initiate and plan the establishment of nature reserves, to manage and develop the reserves and to protect natural assets."

* Following consultation with the Israel Academy of Science, the Minister of Agriculture shall appoint a professional committee of zoologists, botanists, geographers, ecologists, and planners to advise the Nature Reserves Authority.

* The Nature Reserves Authority may set rules for the use of nature reserves, following consultation with the local authority in whose jurisdiction the reserve lies, and with the permission of the Minister of Agriculture.

**Protected Natural Assets**

* A "protected natural asset," as defined by this Law, means "any thing or class of things in nature, whether animal, vegetable or mineral, whose preservation, in the opinion of the Minister of Agriculture is of value." The Minister of Agriculture may declare, after consultation with The Council, any natural asset to be a protected natural asset throughout Israel or any specific part of it.

* A person may not damage, destroy, pick, uproot, poison or otherwise change a protected natural asset except with the permission of the Director of the Nature Reserves Authority.

* Selling protected natural assets is prohibited except with the permission of the Nature Reserves Authority. A person may not own a protected natural asset unless he receives permission from the Nature Reserves Authority.
Chapter 3: Management systems

Annex 3.A – MAB-8 Mount Carmel Biosphere Reserve Plans
Annex 3.B – INPA – General Background
Annex 3.A – MAB-8 Mount Carmel Biosphere Reserve Plans

Sites of Human Evolution at Mount Carmel
Israel Nature and Parks Authority – General Background

The Israel Nature and National Parks Protection Authority (INPA) was formed in 1998 by the merger of two bodies – the Nature Reserves Authority and the National Parks Authority. The merger came in response to the threat posed to the country’s landscapes, green open spaces and historical sites by rapid urban development, economic progress, increasing transportation and steep population growth. All these made it imperative for environmental authorities to combine forces in a strong, efficient body to better protect Israel’s natural and cultural heritage.

Enacted in April 1998, the merger constituted an effective framework for enforcement and conservation dedicated to developing, protecting and promoting Israel’s natural, historical and recreational sites.

The INPA develops and manages a wide variety of national parks and nature reserves. Nature reserves are aimed primarily at protecting wildlife, vegetation, geological formations and other natural attractions in their original state. National parks are more oriented towards conserving the environment and preserving sites while developing them for public enjoyment.

National parks are divided into several categories:

- Archaeological and historical national parks concurrently host scientific work and conduct site preparation for public admission: development, conservation, reconstruction and excavation are simultaneous with visitor tours and the necessary services for visitor safety and convenience.
- Nature and landscape national parks focus on special scenery and other features suitable for recreational activity.
- Sites of national significance focus on places bearing national symbolism for example, on battle sites, Ben-Gurion’s graveside or Jerusalem’s Old City walls.
- Parks that combine archaeology and outstanding views
- Protected beaches
- Water sources national parks
- Open spaces

Legal Status

The INPA derives its validity from the Law of National Parks, Nature Reserves, National Sites and Memorial Sites of 1998. The powers vested in INPA are also anchored in the Wildlife Protection Act of 1955, the Antiquities Authority Act of 1989, the Planning and Building Law of 1965, and additional legislation.

Purpose and Goals

The law stipulates three main goals of the INPA:
1. To preserve the country’s biodiversity, ecosystems and landscapes in national parks, nature reserves and open spaces;
2. To preserve and promote nationally-significant historical sites in national parks and nature reserves for the general public;
Israel Nature and Parks Authority – General Background

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1. To preserve the country’s biodiversity, ecosystems and landscapes in national parks, nature reserves and open spaces;
2. To preserve and promote nationally-significant historical sites in national parks and nature reserves for the general public;
3. To educate and inform the public about nature, heritage and scenic conservation, and to heighten public awareness of these topics.

To achieve these goals, the INPA does the following:

a. Preserves, manages, operates and supervises nature reserves and national parks;
b. Enforces the law through information, supervision and penalties: INPA wardens are empowered by law to fine, search, arrest or otherwise bring to justice violators of the laws that it is entrusted to enforce;
c. Initiates legislation on nature and environmental conservation;
d. Participates, as a company or an observer, in committees functioning under the Planning and Building Law and considering development issues – when committee decisions could prove detrimental to nature, the environment, natural reserves, green spaces or historical, archaeological, national or architectural sites;
e. Informs and educates the public via projects in nature reserves and parks; in schools, community centers, youth movements and military bases; and by means of local and national media;
f. Pinpoints streams, water sources and the presence of toxins; initiates and conducts scientific research and assists scholars in relevant research;
g. Participates in global environmental efforts with national and international organizations: the INPA initiates national and international conferences and participates in international forums on these topics.

INPA Organizational Structure and Budget
The INPA is a legal corporation under the Ministry of Environmental Protection. The major portion of its budget derives from admission fees to nature reserves and national parks. The remainder derives from government funds and donations.

INPA work countrywide is organized in five districts, each responsible for the national parks and nature reserves in its jurisdiction. Each employs regional wardens, park managers and nature reserve staff. An additional arm of INPA work is the Green Patrol, which supervises open spaces and, among other things, prevents squatting on government land and in open spaces.

INPA management handles national activities and logistics, and provides administrative, scientific and educational services. The head office comprises the following units:

1. Science Division – in charge of the scientific aspects of nature and heritage conservation, and headed by the INPA’s chief scientist;
2. Enforcement Division – responsible for enforcing the laws and regulations protecting Israel’s natural assets, particularly its wildlife, and for preventing illegal trade and uncontrolled hunting;
3. Planning and Development Division – in charge of planning and building new sites and infrastructure, developing existing sites, planning landscape, preserving and restoring antiquities. The division takes an active part in the preparatory procedures for officially declaring nature reserves and national parks, and is partner to the oversight of national development plans that may affect the conservation of nature, open spaces and historical/cultural assets.
Annex 3.B – INPA – General Background

5. Outreach and Communities Division – in charge of INPA site tourism, education, guiding, information and marketing.
6. Human Resources Division – deals with INPA manpower and training.

The INPA board was appointed by the government at the recommendation of the Minister of Environmental Protection. Its main task is to set the INPA’s financial policy and course of action, to approve its budget, monitor the execution of policy, and issue guidelines for the director general. The director general, a government appointment, is responsible for the implementation of the board’s directives.

The board consists of 19 members: 7 government representatives; 7 scientists (in zoology, botany, ecology, archaeology, geology, geography, history, economics, landscaping and preservation), 4 public representatives (1 each from Keren-Kayemeth LeIsrael-Jewish National Fund and the Society for the Protection of Nature, and 2 public figures); and a representative of the Union of Local Authorities.

Education and Information
Among the INPA’s more significant, long-term goals is public information and education. INPA work cannot succeed without heightened public awareness of the importance of nature, heritage and environmental conservation. Population growth and rapid development pose a threat to nature reserves and parks, the landscape, wildlife, vegetation, and historical and archaeological sites. A deeper understanding of the issues involved, effective education and respect for the environment and culture can ensure the survival of these assets.

The role of education in conservation was anchored in legislation specifically instructing the INPA to "initiate, hold and encourage educational activity, public information and training in the fields of nature, heritage and environmental conservation, including activities to raise awareness of these topics among the general public, particularly youth."

The INPA continues to expand and enhance its training and education work, addressing various population groups, notably schoolchildren and young adults. The main activities in this regard include:

- Professional guiding in nature reserves and parks;
- Compiling and distributing pamphlets and booklets, and publishing a journal;
- Joint projects with schools and other public institutions;
- Holding conferences and courses, and offering special classes for teachers;
- Operating training and visitor centers;
- Working with young women in military service who as soldier-teachers instill a respect for nature, cultural heritage and the environment in children, youth and adults;
- Organizing national information activities, such as Nature Conservation Week;
- Heightening public awareness about nature, heritage and environmental conservation through articles, interviews and surveys in local and national media;
- Producing television films about Israel’s nature and heritage for national and foreign networks.

Protective Measures for INPA Sites

INPA sites enjoy several levels of protection from state legislation to everyday, routine practices in the field. The measures apply to all INPA sites (see below) with special emphasis on those nominated for the World Heritage List, i.e. the Nahal Ma’arot / Wadi el-Mughara Caves.

A. State Law

The national parks and nature reserves are owned by the State of Israel and administrated by the Israel Lands Administration. Nominated property located in a declared national park and in a declared nature reserve comes under provisions of the National Parks, Nature Reserves, Heritage and National Sites Law, 1998. Antiquity sites are also protected by the Antiquities Law, 1978.

Thus, subterranean complexes and ancient remains above them, located in a national park and in a nature reserve, are protected by the laws of the State of Israel and included in national master plans (NMPs 8 and 35) and regional master plans (nos. 1 and 4/14). (The part of the property falling within NMP 22 is protected by the Planning and Building Law). All the master plans are detailed in the nomination dossier. Declaration documents and site plans are presented in the Addenda section of the nomination dossier. The main laws pertaining to the status of nominated sites as national parks and nature reserves are*:

a) The Israel Lands Administration Law 5720-1960
b) The Planning and Building Law, 5725 -1965, and Amendment 31 (fourth addition) to the Law, 1991 – plan for site conservation
c) The Antiquities Law, 5738 – 1978
d) The Antiquities Authority Law, 5749 - 1989

*Complete or summarized versions of these laws are included in this section (the Addenda) of the Nahal Ma’arot / Wadi el-Mughara Caves nomination dossier.

These laws prohibit activities that would change the character of a site. Necessary additions for visitor comfort are installed at the professional discretion of INPA architectural and conservation planners.

The laws ensure full legal and practical protection of ancient remains within a nominated area and its buffer zone.

B. INPA Procedures and Regulations

Under the INPA Law, the INPA is the legally responsible body for managing all national parks and nature reserves, for their declaration as such, and for law enforcement within their confines. The INPA operates the sites under its responsibility as stipulated by the said Law and as antiquity sites as stipulated by the Antiquities Law. Thus, the Nahal Ma’arot / Wadi el-Mughara Caves – which comprise part of the nominated property – are, by law, operated by the INPA. (As mentioned above, the other part of the property, located in the confines of NMP 22, is entirely under the responsibility of KKL-JNF and subject to the Planning and Building Law and the Antiquities Law).
The buffer zone around the nominated property consists mainly of forests, nature reserves and national parks at various stages of the statutory process and poses no threat to the nominated property.

**Common Management Forums for All Sites**
The national parks and nature reserves of Israel are administrated centrally, allowing for common objectives and the definition of common values. The INPA operates the national parks and the nature reserves under its auspices according to the abovementioned state laws, their derivative regulations and specific professional needs and considerations regarding inventory maintenance, protection and visitor needs. The operative apparatus is represented by, among other things, the INPA’s head office and district organizational structures (see below).
The following forums comprise the main INPA management bodies:
The Planning and Development Forum of INPA’s director general is made up of professionals and senior administrative staff, and it approves all major plans for INPA sites. The forum’s decisions are taken after a plan has been considered by INPA district staff. The plan is prepared by relevant professionals, among them independently contracted consultants and planners, in coordination with the Israel Antiquities Authority. All professional plans relating to archaeological excavations, conservation, restoration, conservation and on-going maintenance conform with scientific methods and the guidelines of international conventions.

The World Heritage (WH) Sites Management Forum – Nineteen of the sites on Israel’s Tentative List for nomination are INPA sites and a few of these have already been declared WH sites. The INPA has therefore established an internal forum for the management of (declared or nominated) WH sites. Forum members include directors at INPA’s head office and districts and of nature reserves and national parks where the nominated sites are located. The forum, headed by INPA director general Elli Amitay and the director of the archaeology and heritage department, Dr. Tsvika Tsuk, convenes every six months (or more if necessary) to discuss issues pertaining to these sites.

**Common Administrative Mechanisms – INPA Regulations**
INPA regulations in addition to state laws apply to all of its sites and are implemented in every park or reserve as regards inventory and conditions. These regulations have been collated in special portfolios and are available at INPA’s head office – Enforcement Division and at each INPA site. INPA’s chief regulations are listed here:

**Safety, Rescue and Emergency Regulations and Procedures:**
- Up-to-date safety protocols
- Possible emergency situations, areas of responsibility, and required action in case of emergency
- General site preparedness in terms of safety and security
- Directives for regular safety preparedness
- Definition of functions and basic chain of command in case of emergency
- Instructions for event site producers
Annex 3.B – INPA – General Background

- Emergency Protocols: Damage and Nuisance; Fire; Natural Disaster/Incident; Visitor Evacuation; Visitor Search/Incident; Reporting; Protocol for summoning outside assistance
- Trail Marking
- Safety in reserves/national parks/education centers
- Guidelines for designating sites permitted for rappelling and cliff-climbing
- Exceptional permission to hike on an unmarked trail
- Reporting incidents and activities
- Fire prevention
- Diving
- Guidelines for supervision and enforcement

C. General Practice at a Site
The specific practices at the Nahal Ma’arat / Wadi el-Mughara Caves are fully detailed in the nomination dossier.

Israel Nature and Parks Authority (INPA) Organizational Structure
Note: See more about INPA at the Authority's website: www.parks.org.il

1) INPA’s Head Office (located in Jerusalem)
   - INPA Board of Directors
   - Director General
   - Deputy Director General
   - Chief Scientist
   - Spokesman
   - Legal Advisor
   - Department of International and Public Relations
   - Computer Department
   - Public Relations Department

2) Science Division
   - Terrestrial and Aquatic Ecology Department
   - Physical and Environment Department
   - Scientific Information and GIS Department
   - Environmental Monitoring Unit

3) Enforcement Division
   - Claims and Authorization Department
   - Enforcement Department
   - Safety and Security Department
4) Planning and Development Division
   – Site Conservation and Development Department
   – Statutory Department
   – Open Spaces Department
   – Archaeology and Heritage Department

5) Administration and Finance Division
   – Finance and Budget Department
   – Logistics Department
   – Marketing and Economy Department

6) Outreach and Communities Division
   – Visitors Department
   – Education and Guidance Department
   – Marketing Department

7) Human Resources Division
   – Manpower Department
   – Personnel Training
   – Salary and Attendance Unit

_Districts_: Northern, Central, Southern, Eilat, Judea and Samaria; Green Patrol.
Each district is sub-divided to regions and has its own National Parks, Nature Reserves and
Information / Education Centers.

Northern District
District Office (located at Megiddo Antiquities National Park)
District Director; District Deputy Director; Education and Public Relations; District Ecologist;
Regional Planner; Researcher; Enforcer.
District Regions: Caesarea; Golan; Upper Galilee; Carmel; Lower Galilee.

Central District
District Office (located at Mekorot Ha-Yarkon National Park)
District Director; District Deputy Director; Visitors, Community, Education and Public
Relations; District Ecologist; Regional Planner; Development; Conservation and
Maintenance; Enforcer.
District Regions: Judea Hills and Jerusalem; Shefela (lowlands) and Coastal Plain; Sharon
Plain.

Southern District
District Office (located in the modern city of Beer Sheba)
District Director; District Director Deputy; District Biologist; Conservation Anchor Person;
Site Developer; Regional Planner; Researcher; Education and Public Relations; Maintenance;
Coordinator – Israel Defense Forces
District Regions: Masada; Arava; Mount Negev; North Negev.
Planning and Development Division – Archeological Department

Articles Regulating World Heritage Sites Forum

Introduction

In order to deal with World Heritage sites, both those that have been inscribed and those on UNESCO Israel's tentative inscription list, it is important that the Authority coordinate for itself the necessary action regarding interface, operation, public relations, and gaining inscription of these sites.

To this end, the Israel Nature and Parks Authority must create a forum headed by its Director General to handle the coordination required and take decisions concerning progress of the various issues.

Goal

To coordinate and advance matters relating to the World Heritage Sites and sites on UNESCO Israel's tentative list in terms of: marketing, maintenance, operation, interface, public relations, and inscription on UNESCO's World Heritage List. These matters are all dealt with by a standing forum under the Israel Nature and Parks Authority's Director General.

Forum Members

- Forum chair – Director General Eli Amitai
- Representatives of World Heritage Committee – Dr. Zvika Zuk, Dr. Eliezer Frankenberg, Zeev Margalit, Yuval Peled, Eitan Campbell, Esti Ben Hayim.
- Head office representatives – Osnat Eitan, Mazi Magnazi-Moskovich, Uzi Barzilai.
- Field representatives – senior representative (Director General to appoint) from each district's head office management.
- Representatives of relevant sites – directors of sites inscribed on the UNESCO list and directors of sites on the tentative list whose sites are candidates for inscription soon.
- Israel National Commission for UNESCO
Future Discussion Topics

1. Compiling a statutory plan of sites showing core territory and buffer zones.
2. Interface plans for sites.
3. Promoting the sites to UNESCO Israel – decision on priorities for next sites.
4. Adding natural and historical sites to tentative list.
5. Publicity, public relations, marketing.
6. Coordinating between the bodies involved in this sphere.
7. Determine Authority's policy on the subject.
8. Reports.

Number of meetings: biannual.

Convening office: Director General's Office

Forum Coordinator: Zviaka Zuk
Site Conservation and Management Program

NAHAL ME'AROT NATURE RESERVE

(EXCERPTS)

Written and Edited

Rotem Dotan, Director, Nahal Me'arot Nature Reserve, February 2003
Introduction

A Site File is an important tool for the design and market positioning of a visitors reception facility at the Nahal Me’arot Nature Reserve. Goals were derived from and defined based on the information assembled prior to writing this file and while it was written. These goals addressed the plans, vision, and aims of the Israel Nature and Parks Authority. These are the goals we should aspire to when the interface and development plans selected are put into effect. The file contains important details relating to a variety of subjects such as statutory regulations, geography, geology, geomorphology, biology, ecology, as well as technical issues concerning the site's ongoing operation. It also contains information regarding regional plans and their anticipated effect on the site.

The first three parts and their appendices provide a detailed description of the geographical and biological issues relating to the nature reserve in general and the cave site in particular. This starts off with the natural infrastructure, moves through the anthropogenic infrastructures, and concludes with flora, fauna, and historical heritage. Sections 4-6 discuss the site/nature reserve operation as it stands and address issues relating to the interface between the technical, staffing, and education and training aspects respectively of the site and nature reserve.

Sections 7 and 8 form the key sections of the file. The data found in the earlier chapters create an interface and development plan with implementation instructions. Chapter 7 discusses planning for the future (while the Site File was being compiled, some of this was implemented.)

The Site File of the Nahal Me’arot Reserve was compiled and built up over several years. Reserve director, Yehuda Boneh, and Zeev Koller, Biologist for the Central District began the process, which was continued by Reserve Director Dotan Reutenberg, and Yiftah Sinai, District Biologist for the Carmel and Amakim District. The file was revised numerous times over the years as requirements changed. While being written, changes were made to the site plan regarding the composition and number of employees who operate it and the use of different buildings. Thus, it was written in stages and over a long period of time. Nevertheless, changes will still be made in the site and its environment. Therefore this file is the foundation for a dynamic file to be kept in the Nahal Me’arot offices that will gather up-to-date material over the next few years to keep it updated.

Finally, I wish to thank everyone who has played a part in compiling this file. Most of all, I want to thank district biologist, Yiftah Sinai, for his illuminating comments on the material given to him to review. My thanks as well to the members of the Information Department, chiefly Yehoshua Shkedi, Eli Sadot, and Margaretta Wallachek, who helped focus the goals and compile parts 7 and 8, and Zvika Zuk for his comments on the archeology section. My thanks to Anat Zohar, secretary of the reserve, who has been involved in the file's incarnations since the time of Yehuda
Boneh, Zeev Koller, and Ran Gil. She has been tremendously helpful in typing the various versions as has Sigal Egozi. My thanks, too, to the former staff of the Carmel and Amakim District – Nir Inger, Nissim Bados, Naftali Gedalyahu and others – for the time they devoted and their important comments when the file was being developed and presented, and to Dalit Morad for her patience and for producing the maps required for the file and its appendices.

Dotan Rotem (Reutemerg)
Nahal Me’arot Nature Reserve, 2003
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Vision for the Nahal Me'arot Nature Reserve

1. Aims and objectives for the Reserve
2. Physical and statutory issues
3. Natural heritage and landscape – inventory and function
4. Operation and management
5. Organization
6. Education and training – public relations, marketing, advertising
7. Interface plan – planning principles (program)
8. Guidelines to implementing the plan
9. Bibliography and sources
10. Appendices
3.9 Reciprocal relations with regions / parties outside the Reserve

3.9.1 Nearby reserves and parks

We are in touch with staff from Park HaCarmel mostly for technical assistance regarding site operation.

3.9.2 Open spaces that are neither reserves nor parks

The site is surrounded on three sides by the open Nahal Me'arot Reserve, its western flank borders agriculture land.

3.9.3 Agriculture land, pasture, fishing

West of the reserve are mainly banana groves, their main impact is the accumulation of plastic bags and old piping, which are blown by the wind or thrown away by farmers. The damage is mostly aesthetic, although animals can choke to death from swallowing the plastic and food remnants if left inside or accumulated on top of it.

3.9.4 Nearby development zones

In the area around Route 4, stations with stores attached are under construction. In the future, Route 4 is to be widened and the road traffic volume will no doubt increase. There is no reason why any of this should immediately affect the natural environment or the Reserve.

Though there may be a noise hazard if the volume of traffic on this road increases, animals become accustomed to noise if there is no accompanying physical factor.

Visitors traveling in both directions on Route 4 must be able to reach the Reserve.

3.9.5 Localities in the area

Relations with nearby localities mostly involve shopping at local stores. The regional council supplies various services such as waste removal, pruning trees, and taking care of infrastructure systems as required.

3.9.6 Ecological corridors and landscape complexes

The Me'arot River's path over the small concrete bridge that crosses Route 4 can serve as an ecological corridor linking the Carmel and the Nahal Me'arot Reserve to the Karkur reserves ridges (the Karkur /Atlit Reserve) and the coast (HaBonim Reserve and Neve Yam beach nearby.) After the flooding in the winter of 1998, the Drainage Authority designed a plan which affected all the rivers running through Hof HaCarmel. The plan affecting Nahal HaMe'arot applies from the area of the offices, westwards (but not in the area of the Reserve.) The plan discusses stabilizing the river banks and widening the creek to hold peak flow rates. In terms of impact on wildlife, this mostly involves opening the creek and removing the vegetation from it, thereby exposing the wildlife and stopping it from moving through its natural range, and
possibly affecting their movement in the area. Wildlife may cease using the water passage and the river itself and cross in places where their lives are in greater danger (by crossing roads, entering human areas, etc.)

In summer and fall of 2002, new arrangements were introduced for the section between the Reserve offices and Route 4. This involved widening the creek and partially supporting it with rocks (see Appendix 6.) Until the vegetation grows back (at least two years for leafy vegetation,) this transit point will be exposed and problematic for the wildlife crossing.

The Reserve itself is located between green areas to the north, which form a continuation of the Reserve landscape of natural forests, and Ya'ar Ofer to the south. The eastern side is contiguous with the high sections of the Carmel, which also extends through the groves in Biqa't HaMaharal.

The Reserve is thus no different from the rest of this unspoilt area, rather its forms part of the general landscape. The view from Nahal Me'arot is pastoral, with farming settlements interspersed with farm land, followed by the beach and sea. It is important to keep this overall landscape as part of the trip experience and the view it offers.

The way to Nahal Me'arot consists of cliffs shaped by the sea which are built of rudists and other fossil remains.

3.9.7 Biosphere Reserve

In 1996, the Carmel was declared a biosphere reserve by the United Nations. Nahal Me'arot Reserve is inside the buffer areas surrounding the southern core of the Valonia Oak. As a buffer zone, the Reserve offers opportunities for hiking and research similar to that now offered. For additional information about the biosphere reserve, see also articles by Shosh Ashkenazi in the bibliography.

4. Operations and Management (for general site map, see Appendix 6)

4. Site Operation Year Plan

Each September, a work plan for the following year is drawn up as shown in Table 7:
### Table 7: Nahal Me'arot Nature Reserve – Work Plan 2001

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<th>Plan Budget</th>
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Two assessments of the work plan are held during the year to review the tasks.
4.2 Maintenance

Daily maintenance:

Bathrooms, office, store, picnic forest, cave trail are cleaned. Security tour and garbage can inspection. There is a routine safety inspection of railings and cliff rock falls.

Weekly maintenance:
- Clean caves: path and assembly point. Clean video projector filters.
- Clean Me'arat HaGamal exhibits and put in order.
- Clean library.

Monthly maintenance:
- Clean Me'arat Tabun and put in order
- Clean masks in Me'arat HaNahal
- Tidy edges of path along cave trail
- Paint wooden installations in nature reserve
- Change video projector light-bulbs and filters
- Clean roof air-conditioner filters

As of 2001, most of the maintenance work is concerned with Me'arat HaNahal and the cave's sound and light presentation. Exhibits in the different caves also require considerable attention. The exhibits, which are either outside in the open or inside the caves, suffer a high rate of deterioration owing to weather conditions and high humidity.

4.3 Agreements with Outside Parties

4.3.1 Carmelim Association

Cooperation with the Carmelim Tourism Association – part of the cooperation with Carmelim concerns the Regional Information Office and answering the phone on festivals when the Carmelim office is closed.

4.3.2 Business operators

The snack bar is run by an outside business. This snack bar is part of a larger structure that housed a restaurant with a kitchen and storeroom. Until June 2000, the restaurant was also open outside the nature reserve's opening hours. It was decided to terminate the running of a restaurant at the site for reasons connected to night time operation (the site's opening hours prevented the restaurant operator who was in the entire building from making a profit.) The parking area lighting, which lit up the cliffs, and primarily the organic garbage produced a smell that attracted cats and wildlife, which were exposed to human proximity and vulnerable to injury as a result of inorganic garbage remains. At the time of writing, we have been contacted by a large number of
businesses wishing to revive the restaurant as a business. Because we wish to move the ticket office and store to this building, we have not answered these businesses. However, under certain conditions, it may be possible to provide a better snack bar, perhaps with food linked to the character of the place, which would be an attraction for visitors. In 2002, an operator took over the snack bar and operates it during daytime, when the site is open. (see snack bar contract, Appendix 6.)

4.3.3. Grazing agreement

A grazing agreement was signed with a herd owner. The herd is brought into the reserve in June, after most plants have scattered their seeds, for a period of three to four months. (see Grazing Agreement, Appendix 6.) Note that from the site’s point of view, the cowherd/ herd owner is required to ensure that fences are intact to stop cows entering the site areas frequented by visitors.

4.4 Water allocation for natural environment

At present, no water is allocated to the natural surroundings. Water is only provided to meet ongoing cave site needs.

4.5 Safety Regulations

Specific to site:
No waiting is permitted at the entrance to Me’arat HaNahal due to danger from falling rocks. 
No fires may be lit in the forests used for picnicking or any other parts of the nature reserve. 
Hang-gliding and rock climbing are forbidden.

4.13 Annual Report of Activities

This report is issued in the first quarter of the following year. The main headings of the report are:

- Development, Maintenance, Safety – these parts describe the work relating to these matters – and indicate both routine and specific work.
- Staff – describes staff changes during the previous year and notes temporary staff members.
- Visitors – states number of visitors and their distribution across the year.
- Special Events – description of special public events the public held during the year.
- Professional – routine and specific interface work during the year.
- Appendices.
4.14 Multi-Annual Data Giving Visitor Numbers

The following graph shows the number of visitors to the Nahal HaMe'arot Nature Reserve during the past six years:

Since 1989, which was the year the site opened, a decline has been evident in the number of visitors, which has remained relatively stable for the past four years. The terrorist attack by the Palestinian Authority that began in late 2000 led to a sharp drop in the number of visitors and lasted to the end of that year. In the first half of 2001, there was also an overall decline in number of visitors compared with previous years. This was due to Israel's poor security situation and the fact that people do not visit places which are not sufficiently secure.

4.15 Existing Monitoring Systems

1. Temperature and relative humidity are monitored in three places in Me'arat HaNahal (entrance hall, main room, inside room). On average, data are collected every other day.

2. Air temperature is monitored in the nature reserve offices. The data are collected every other day on average.

3. Rock falls from cliffs above the cave trail are monitored. Daily inspection looking for rock falls is conducted. Fallen rocks are measured and removed.

4. The number of visitors is monitored, specifically during the High Holidays and spring festivals.

5. Hiking tracks in the open reserve are inspected twice a year. The walk through the Prehistoric man caves is inspected once a day.

6. Education and Training – Information, Marketing, Advertising
6.1 Target population and sphere of activities

The main target populations for the Nahal Me'arot Nature Reserve are:
   A. School children, elementary classes mostly (grades 1-7).
   B. Touring families
      These populations are differentiated by the times of their visits. Schools come
during the week whereas families visit on weekends and festivals.
   Other visitors to the Nahal are few in number:
   A. IDF soldiers
   B. Tourists
   C. Adults from the Arab sector
   D. High school and junior high students

6.2 Training Areas and Topics

Cave Trail

The main subject area addressed at the Nahal Me'arot site is prehistoric man and
reconstructing his prehistoric environment. Other areas are prehistory and archeology.

Additional areas deal with the geology of the region and the fossil reef. Topical
subjects are also taught, such as seasonal flora, animal life in the caves, etc.

Geological and Botanical Trail

Other trails enable in-depth discussions on geology and fossils, and also botany, with
reference to Mediterranean woodlands, turning points, and plant adaptation to rock
formations.

The reserve provides a large range of training topics. These are taught in different
frameworks.

The Cave area – topics covered: prehistory, palynology, paleontology, geology,
geomorphology, historical geography, botany, and zoology, nature conservation, and
other topics.

Open nature reserve – beside the topics above, other topics relating to nature
conservation are dealt. These include monitoring infrastructure, restoring species to
the wild, the reserve's interface and its various facets, forest fires, grazing for animals,
logging, species diversity, land-flora interaction.

6.3 On-Site Instructors and Instruction Language

On-site instructors consist mainly of geography, history, archeology, biology students
and others.

Instruction is in Hebrew, Arabic, English, Russian, and other languages, depending on
the specific instructors.
6.4 Means of Illustration and Professional Literature

6.4.1 Means of illustration

A variety of resources are used for illustration, some are painted. In Me'arat HaGamal there are animal skulls and horns of animals existing today and examples of animals and other food from nature. This cave also has plastic models showing Prehistoric man.

Me'arat HaGamal has an exhibit of flint stones used by humans which was created by Dudi Ben Ami.

There is a flint stone kit for instructors with a variety of different stones belonging to the different periods exhibited in the caves.

6.4.2 Professional literature

There is professional literature on the subject of Prehistoric man, which includes articles by archeologists and their colleagues who work at the site.

The Ecological Center library contains literature on biotics and abiotics. Aside from mentions in different books nothing specific has been written about the reserve in the literature.

6.5 Special Educational Projects

There are currently no special projects at the site or open reserve.

6.6 Training Material (instruction kits, booklets, loose-leaf folders)

Partial sets of instruction material are available for the cave trail and blue trail. There are loose-leaf folders for independent hiking for the three principle hiking trails: caves, geology, and blue trail (botany).
Chapter 4: Excavations

Annex 4.B – Selection of Archeological Findings

### Excavation License
(by courtesy of Israel Antiquities Authority)

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**Skhul IV - A Flexed Burial of an Early Anatomically Modern Human**

**Documentation: Drawing / Photo:**

![Image of Skhul IV burial](image)

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**Source of information / Bibliography:**


**Comments:**

*Photo: Israel Antiquities Authority Archives, British Mandate Record Files: file No. 193, Wadi el-Mughara.*
Finding:

**Neandertal Skeleton from Tabun**

Documentation: Drawing / Photo:

![Image of Neandertal Skeleton from Tabun](image)

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Source of information / Bibliography:


Comments: Known as “The Woman from Tabun”

Photo: Israel Antiquities Authority Archives, British Mandate Record Files: file No. 193, Wadi el-Mughara.
**Finding:**

Reconstruction of Necklace Found with Homo 23, el-Wad

**Documentation: Drawing / Photo:**

![Necklace Reconstruction](image)

**Cave:**

El-Wad Terrace  

**Date of Finding:**

15,000-11,500 years BP, Natufian (Epipalaeolithic period)

**Archeologist:**

D. Garrod  

**Year of excavation:**

1929-1934

**On behalf of:**

Council for British Research in the Levant and American School of Prehistoric Research.

**Current place of finding:**

The Rockefeller Museum, Jerusalem

**Source of information / Bibliography:**


**Comments:** Bone pendants of twin type and of dentalium shells

*Photo: Israel Antiquities Authority Archives, British Mandate Record Files: file No.193, Wadi el-Mughara.*
Finding:

**Skeleton of Homo 25 – Early Natufian Burial**

**Documentation: Drawing / Photo:**

![Skeleton of Homo 25 – Early Natufian Burial](image)

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**Source of information / Bibliography:**


**Comments:** Skull with circlet of dentalium shells

*Photo: Israel Antiquities Authority Archives, British Mandate Record Files: file No.193, Wadi el-Mughara.*
Finding:

**Carved Bone Sickle Haft with Carving of Young Animal from el-Wad**

Documentation: Drawing / Photo:

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*Photo: Israel Antiquities Authority Archives, British Mandate Record Files: file No.193, Wadi el-Mughara.*
### Finding:

**Natufian Flint and Bone Objects from el-Wad**

#### Documentation: Drawing / Photo:

![Natufian Flint and Bone Objects from el-Wad](image)

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**Late Natufian Bone Implements – El-Wad**

#### Documentation: Drawing / Photo:

![Late Natufian Bone Implements – El-Wad](image)

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**Source of information / Bibliography:**


**Comments:**

Photographs courtesy of M. Weinstein-Evron and D. Kaufman, Publishing Rights granted. Photographed by M. Eisenberg
### Finding:

**Natifian Tools: Basalt Pestles and Lissoirs made of Antlers of Fallow Deer (Dama mesopotamica)**

### Documentation: Drawing / Photo:

![Drawing of Natufian Tools](image)

### Cave:

el Wad Cave and Terrace

### Date of Finding:

15,000-11,500 years BP. Natufian (Epipalaeolithic period)

### Archeologist:

D. Garrod

### Year of excavation:

1929-1934

### On behalf of:

Council for British Research in the Levant and American School of Prehistoric Research

### Current place of finding:

Source of information / Bibliography:


### Comments:

*Photo: Israel Antiquities Authority Archives, British Mandate Record Files: file No.193, Wadi el-Mughara.*
Finding:

Natufian Sickle Hafts and Sickle Blades

Documentation: Drawing / Photo:

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<td>(Epipalaeolithic period)</td>
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<td>in the Levant and</td>
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<td>American School of Prehistoric Research</td>
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Source of information / Bibliography:


Comments:

Photo: Israel Antiquities Authority Archives, British Mandate Record Files: file No.193, Wadi el-Mughara.
**Finding:**

**Late Natufian Basalt Pestles and Shaft Straightener**

**Documentation:** Drawing / Photo:

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**Cave:**
el-Wad Terrace

**Date of Finding:**
13,000-11,500 years BP. Late Natufian, Epipalaeolithic.

**Archeologist:**
M. Weinstein-Evron and D. Kaufman

**Year of excavation:**
1995-2006

**On behalf of:**
The Zinman Institute of Archaeology, University of Haifa

**Current place of finding:**
The Zinman Institute of Archaeology, University of Haifa

**Source of information / Bibliography:**

**Comments:**
Photographs courtesy of M. Weinstein-Evron & D. Kaufman, Publishing Rights granted. Photographed by M. Eisenberg
Finding:

**Basalt Pestles Stained with Red Ochre**

Documentation: Drawing / Photo:

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<tr>
<td>The Zinman Institute of Archaeology, University of Haifa</td>
<td>The Zinman Institute of Archaeology, University of Haifa</td>
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Source of information / Bibliography:


Comments:

Photographed by M. Weinstein-Evron. Photograph courtesy of M. Otte, Université de Liège, rights granted.
Chapter 5: Other Documents

Annex 5.A – MAB-8 Mount Carmel Biosphere Reserve Plan
Annex 5.B – Nahal Ma’arot World Heritage Site: Protocol of Steering Committee No. 1, August 2010
Annex 5.D – Minutes of HHRC General Assembly Meeting, October 2009
Annex 5.E – Meeting Minutes December 2009 + Letter from HHRC to IMT December 2010
Annex 5.F – Letter from HHRC to IEC, December 2010
Annex 5.G – Educational Activities at Nahal Ma’arot Field Study Centre - General Description.
Item 5 of the Provisional Agenda: Reports of the World Heritage Centre and the Advisory Bodies

5F: Action Plan of the World Heritage Thematic Programme on Prehistory

SUMMARY

As requested by the World Heritage Committee through Decision 33 COM 5A (Seville, 2009), this information document contains a draft Action Plan of the World Heritage Thematic Programme on Prehistory (presented in its original version in Document WHC-10/34.COM/5F) with a prioritized list of actions. The Document also contains information on other related activities carried out by the World Heritage Centre, Advisory Bodies, States Parties and a Scientific working group in the framework of the Thematic Programme on Prehistory.
I. BACKGROUND

1. At its 32nd session, the World Heritage Committee, in paragraph 11 of Decision 32 COM 10A, thanked the Government of Spain for its generous offer to fund a thematic study on prehistoric sites. Financed by the Spanish Funds-in-Trust, and as a special programme for the Spanish Chair of the Committee, it was considered pertinent to start a very demanding one-year process of consultation with academic experts, scientific institutions, Advisory Bodies’ representatives, members of the World Heritage Committee and national experts to identify priorities for cooperation in the framework of the Global Strategy for World Heritage.

2. The focal area of study covers at least two and a half million years of billions of different artefacts, cultural manifestations, kinds of domestic or burial settlements and ways of colonizing even the most extreme geographies of the planet. Such a time span is further expanded when considering the antecessors of human lineage. It embodies a huge temporal development, and conveys a transcendent and significant quantity of biological, social and cultural processes related to human evolution. It refers to the earliest periods of humankind on the Earth, implying archaeological methodologies and applied research to interpret the nature and behavior of the early phases of human records and recalls attention to the wisdom and, indeed, challenge, to integrate culture and nature to identify the Outstanding Universal Value of the properties.

3. Properties with strong links to human origins are insufficiently represented on the World Heritage List and are located in all the regions of the world. The values of these properties are under-recognized, and it is often challenging for States Parties to conserve this heritage and manage its specific vulnerability.

II. CONSULTATION PROCESS

4. The World Heritage Centre organized an International Expert Meeting, Prehistory and the World Heritage Convention: Towards an Action Plan and the related thematic studies, at UNESCO Headquarters on 3 to 4 November 2009, to establish the foundations for the future development, strategy and implementation of the initiative, based on discussions between 13 international experts and representatives of the Advisory Bodies ICCROM, IUCN and ICOMOS.

5. An International Meeting, Human Evolution and the World Heritage Convention, Burgos, Spain, 21 to 25 March, 2009, involved the participation of 20 international experts, representatives of the Advisory Bodies (ICOMOS and IUCN), and scientific institutions from 14 States Parties.

6. An International Meeting, Rock Art and the World Heritage Convention, uKhahlamba/ Drakensburg Park, South Africa, 3 to 8 April 2009 involved the participation of 44 governmental delegates, Advisory Bodies’ representatives, international experts and site managers.

III. COOPERATION

8. Close cooperation with scientific institutions of interdisciplinary research and applied research for conservation was established, including: Origins Centre/ University of Witwatersrand (South Africa), University of Dar Es Salaam (United Republic of Tanzania), College de France, Muséum national d'Histoire naturelle (Incl. Musée de l'Homme) (France), Università degli studi di Roma La Sapienza (Italy), Altamira National Museum and Research Centre, Universidad Complutense de Madrid (Spain), University of Cambridge (UK), Harvard University (USA), Berkeley University (USA), Universidad de Buenos Aires (Argentina), Georgian State Museum (Georgia), Kyoto University (Japan), Hanyang University Museum (Republic of Korea), the National Museum of the Philippines (Philippines) and the Institute of Vertebrate Paleontology and Paleoanthropology (China), among others.

9. Since August 2008, the World Heritage Centre has been working in cooperation with the Advisory Bodies ICOMOS, ICCROM and IUCN. Following meetings with the Advisory Bodies in October 2009 and January 2010, a thematic study on human evolution (funded by the Spanish FIT for World Heritage) will be prepared by the Advisory Bodies.

10. Over 90 Permanent Delegations to UNESCO have been contacted in relation to information on the site managers and/or management authority of related properties on the World Heritage List and the Tentative List in order to establish cooperation and complete a questionnaire of the sites.

IV. ADOPTION OF PROGRAMME

11. The *World Heritage Thematic Programme* was adopted by the World Heritage Committee at its 33rd session, June 2009, Seville, Spain *(Decision 33 COM 5A)*.

Following the approval of the Programme, from June 2009 to May 2010 activities centred on the future progression of the Programme and preparation of the Action Plan in cooperation with international experts and institutions, UNESCO/WHC, Advisory Bodies and States Parties. During this period, the following activities took place:

12. An international Meeting, “*Preparation of the Action Plan, Scientific Working Group,*” UNESCO Headquarters, 12 to 14 September 2010. An international meeting to review the recommendations of the World Heritage Committee at its 33rd session, and to address the direction of the Programme in preparation of the finalization of the Action Plan for submission to the 34th session of the World Heritage Committee in 2010. The meeting involved the participation of scientific experts from Harvard University (USA), Muséum national d'Histoire naturelle (France), Università degli

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studied di Roma La Sapienza (Italy), University of Tübingen (Germany) and University of the Witwatersrand (South Africa). The members of the Scientific Working Group considered the Committee’s recommendation in Para. 13 of Decision 33 COM 5A, whose relevancy was considered mostly in terms of:

- Discussing the title of the Thematic Programme to better synthesize the core thematic areas of the Programme with the World Heritage Committee’s recommendations;
- Recognition of continuing cultures of indigenous communities;
- Worldwide visibility of the Thematic Programme.

13. A meeting, “Action Plan, Drafting Committee decision 33 COM 5A,” UNESCO Headquarters, Paris, 22 October 2009. Discussions focused on the recommendations of the World Heritage Committee concerning Decision 33 COM 5A related to the Programme between the representatives of the Delegations involved in drafting the Decision (Australia, Bahrain, Israel, Kenya, Spain and the USA), as well as the title and how to implement the Decision.

14. A meeting, “Action Plan, Advisory Bodies”, UNESCO Headquarters, 27 October 2009. As a follow up to the 2009 meetings, the results and conclusions were discussed by the Advisory Bodies in relation to thematic studies and the contribution of the Advisory Bodies IUCN, ICOMOS and ICCROM to future actions.

15. An international Meeting, “Action Plan Scientific Working Group”, UNESCO Headquarters, 17 to 18 May 2010. Concluding recommendations from the past 10 months’ consultation were brought together to finalize the Action Plan for submission to the 34th session of the World Heritage Committee. A revised programme title was agreed upon, “Human Evolution: adaptations, dispersals and social developments (HEADS)”, as well as defining and prioritizing areas of future development.

In addressing the recommendations of the World Heritage Committee, discussions were elaborated resulting in a revised title “Human Evolution: adaptations, dispersals and social developments (HEADS)”.

Some of the core points that have been discussed in relation to the Programme:

15.2 Human Evolution reports the origins of human life and social development. The related processes can be traced back to the earliest ancestors of human lineages, and include toolmaking at least 2.6 million years ago. This record is increasingly precious as our inherited storehouse of knowledge about the foundations and diversity of human life, experience, and social behaviour.

15.3 Properties related to the Programme account for the vast majority of human existence. So do the many biological, behavioral and technological changes which then shaped the future course of humanity as we know it today. This long process has increasingly transformed the human experience from life in a natural environment to life in a largely built environment, from a hunter-gatherer lifestyle, through the more settled ways of life of farmers, herders, and fishermen, to the present day – when for the first time a majority of human populations now live in artificial urban environments.
15.4 Over this immense span of time, human lineages have exhibited again and again a remarkable capacity to adapt, expanding from the tropics to a wide range of ever-changing environments, from equatorial regions to Arctic ones, from continents to islands, from lowlands to high altitudes, from deserts to wetlands. The diversity of human heritage is represented in archaeological sites across the world that preserves the invaluable record of early human history.

15.5 **Sites linked specifically to Human Evolution can include:**
- Properties that are related to bio-cultural processes regarding the human lineage as part of the record of life and of earth's history;
- Processes that include biological and cultural changes, dispersion, migration, cognition, and all the related adaptations at a global level;
- Origins and diversity of the genus Homo (genetically, biologically, anatomically) and its social organizations;
- Major changes corresponding to cognitive steps (e.g. speech, music, beliefs, dance and art) versus technological innovations (e.g. domestication of fire, tools production);
- Colonization of new environments and dispersion.

15.6 **Human evolution-related sites can fall into multiple categories, including some of the following identified types of properties:**
- Deposits useful for the reconstruction of palaeo-environments;
- Deposits with human remains, including intentional ones such as burials, burial mounds and megalithic graves;
- Evidence of human occupation, use and modification of caves or rock shelters, be it ephemeral or long-standing, such as in tells, and monumental or scarcely visible, such as kill and butchery sites;
- Mining sites, quarries and refuse deposits;
- Caches, campsites and abandoned or lost equipment;
- Artificial modification of the environment, as in hunting, fishing and drainage systems, ditches and enclosures, salt working sites, pottery production;
- Long-sequence evolutive landscapes related to hunter-gatherer communities;
- Places with intangible values related to criteria (vi) and associative cultural landscapes, such as palaeo-landscapes and rock art sites;
- Sites important for the history of science, such as Neanderthal, Zoukhoudian, Trinil, Cro-Magnon, Balzi Rossi, Altamira;
- Sites related to human mobility and traces of long-term repeated human movement;
- Sites related to trade.

15.7 **Concerning Rock Art,** for the purpose of the Thematic Programme, it is understood in the form of paintings and engravings as clear and long-lasting evidence for the transmission of human conceptual thoughts and beliefs through art and graphic representations. Experiences shared by site managers and international experts have highlighted a wide range of issues such as the spiritual significance of Rock Art, the need for multidisciplinary research, and the value of involving the descendants of the original artists both in management and decision-making, as well as assistance to develop guidelines for dealing with
stakeholders, to understand natural processes of weathering and to initiate and maintain documentation and monitoring systems for World Heritage sites.

V. RELATED MEETINGS

16. International Meeting, “Rock Art International Archive”, UNESCO Headquarters, 22 December 2009. In response to the preparation of an international rock art repository, a meeting was held between six representatives from specialized institutions working in the digital archiving of rock art: Consejo Superior de Investigaciones Científicas (CSIC, Spain), Origins Centre (South Africa), Centro Camuno di Studi Preistorici (Italy), International Union of Prehistoric and Protohistoric Science (UISPP), Instituto Politécnico de Tomar (Portugal) and the Swedish Archive for Rock Art Research (Sweden).

17. International Meeting, “The Chinchorro Culture from a Comparative Perspective” (Arica, Chile, 5-8 January, 2010). An international/national experts meeting was held on the comparative analysis of the nomination file of the Archaeological sites of the Chinchorro Culture, submitted to the Tentative List of Chile in 1998. Twelve specialists, 10 national experts and representatives from ICOMOS and the Chilean National Committee attended the meeting.


19. Following the decision of the Ministry of Culture and Information of Bahrain to set-up visitor and interpretation facilities at the 11 sites forming the Burial Ensembles of Dilmun and Tylos (property submitted to the Tentative List of Bahrain in 2008), a workshop was held from 13 to 17 June 2010 in order to define a preliminary action plan towards the realization of a “serial museum” concept which would interpret the values of the Burial Ensembles of Dilmun and Tylos, plan future research works at the sites, and establish a long-term management, conservation and protection system.

VI. ACTION PLAN AND WORLD HERITAGE

A. Objectives of the Action Plan

20. Key objectives:
i. Establish links between scientific research and integrated conservation by recognizing the scientific values of properties related to human origins;

ii. Operate within the framework of the Global Strategy, launched by the World Heritage Committee in 1994, to broaden the definition of World Heritage in better reflecting the full spectrum of the world's cultural and natural sites of outstanding universal value;

iii. Recognize sites that are outstanding demonstrations of traces of the earliest interaction between humankind and the land, early cultural behaviour, cognitive steps and creative expressions;

iv. Preserve the identified properties from progressive deterioration due to their ancient chronology and vulnerable fabric;

v. Develop collaborative, outreach and sustainable initiatives through fostering networks with Advisory Bodies, States Parties, National Commissions, and national and international institutions to implement the Action Plan.

B. Expected outcomes

21. The Programme will achieve the following results through the implementation of the Action Plan in the period of the Medium Term Strategy 2010 – 2013:

i. Credibility. Ensure scientific credibility of the Thematic Programme actions based on a solid support framework of applied and interdisciplinary research to develop comparative analysis, and assessment of authenticity, integrity and Declaration of OUV of sites; Update and revise national and regional Tentative Lists based on thematic studies undertaken by the Advisory Bodies;

ii. Conservation. Create twinning initiatives between World Heritage properties to share best practice methodologies for conservation and management and to develop applied research to provide long-term preservation of early sites;

iii. Capacity-building. Foster close cooperation between international and national experts, universities, research institutions, Advisory Bodies and the World Heritage Centre to develop capacity-building programmes on management and conservation for related World Heritage sites;

iv. Communication. Launch a webpage on the World Heritage Centre website to establish a resource database, a global network of information exchange and an online forum. Monographic issues will be published as part of the World Heritage Papers Series and co-financed and co-published with research institutions;

v. Communities. Set up a World Heritage community to develop cooperation through the creation of a roster of experts, site managers, Advisory Bodies and the World Heritage Centre. The Action Plan is foreseen to strengthen cooperation with local communities and assess participatory methodologies for the site to be inscribed as the initial stage of the nomination process or for already inscribed sites.

22. Objectives and related priority actions are shown in Table 1.
## TABLE 1. Objectives and Priority Actions

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Priority Actions</th>
</tr>
</thead>
</table>
| **1. Credibility** | **Action 1.1**  
Authenticity, integrity and justification of OUV  
i. Facilitate support for the nomination process and preparatory International Assistance Requests.  
ii. Elaborate methodologies for comparative analysis.  
iii. Formulate specific guidelines for serial nominations.  
iv. Explore all the possibilities of the application of criteria (i) to (vi) related to Human Evolution, as well as including extending the interpretation of criteria (viii).  
v. Foster the collaboration of scientific institutions and Advisory Bodies in setting scientific partnerships.  |
|  | **Action 1.2**  
Tentative Lists  
i. Develop quality of inventories and available information to update and support the preparation of Tentative Lists, and promote the regional harmonization of Tentative Lists.  
ii. Develop partnerships with special focus in underrepresented regions.  
iii. Identify and prioritize serial nominations that will add to the credibility, representivity and balance of the World Heritage List for nomination before 2013, e.g. archaeological cave sites, or serial sites that have contributed to a better understanding of human evolution.  |
|  | **Action 1.3**  
Thematic Studies  
i. Support the Advisory Bodies in updating their thematic studies on Human Evolution.  
ii. Develop thematic studies according to the needs of the Programme and related World Heritage Committee decisions.  |

### Outcomes
- Increased protection of sites related to Human Evolution through greater international attention and collaboration.
- Developed partnerships with a special focus on under-represented regions.
- Production of scientific and technical material to support the World Heritage Committee in taking well-informed decisions.

### Performance Indicators
- Number of nominations submitted.

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- Number of researchers and research institutions involved.
- Number of technical discussion documents prepared for meetings.
- Number of international meetings.
- Number of international research congresses in which Human Evolution and World Heritage are presented.

**Benchmarks**
- 3 nominations submitted by 2013.
- 1 serial nomination by 2013.
- 1 applied research for conservation workshop.
- 3 international meetings.
- Participation in 3 international congresses.

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Priority Actions</th>
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<tbody>
<tr>
<td><strong>2. Conservation</strong></td>
<td><strong>Action 2.1 Conservation</strong></td>
</tr>
<tr>
<td>i. Develop archaeological impact assessment guidelines for sites.</td>
<td>i. Foster low-cost methodology to monitor OUV in situ.</td>
</tr>
<tr>
<td>ii. Foster low-cost methodology to monitor OUV in situ.</td>
<td>iii. Promote applied research for conservation: research and technology.</td>
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<tr>
<td>iii. Promote applied research for conservation: research and technology.</td>
<td>iv. Develop protocol and/or international standards of intervening in sites such as caves.</td>
</tr>
<tr>
<td>iv. Develop protocol and/or international standards of intervening in sites such as caves.</td>
<td>v. Support of programmes to improve the conservation of related sites and ensure their long-term safety through guidelines and best practice manuals for conservation, implementation of new technologies.</td>
</tr>
<tr>
<td>v. Support of programmes to improve the conservation of related sites and ensure their long-term safety through guidelines and best practice manuals for conservation, implementation of new technologies.</td>
<td>vi. Develop mechanisms to evaluate feasible tourism impact for related sites.</td>
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<tr>
<td>vi. Develop mechanisms to evaluate feasible tourism impact for related sites.</td>
<td>vii. Proactive application of the World Heritage Convention to promote large-scale conservation methodologies.</td>
</tr>
<tr>
<td>vii. Proactive application of the World Heritage Convention to promote large-scale conservation methodologies.</td>
<td>viii. Provide case studies of advanced research for conservation and increase access to best practice case studies in cooperation with related institutions.</td>
</tr>
</tbody>
</table>

**Outcomes**
- Increased protection of vulnerable sites (both inscribed and yet-to-be inscribed).
- Updated and developed scientific research to extend knowledge and understanding of human origins.
- Advancement of conservation methodologies.
- Implementation of conservation protocols/guidelines for related sites.
- Establishment of guidelines for intervening in caves.
- Formulate guidelines for archaeological impact assessment.

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### Performance Indicators
- Number of guidelines finalized and published.
- Number of sites implementing low-cost methodology to monitor OUV *in situ*.
- Number of case studies in conservation at sites.
- Number of curators and conservation institutions involved.
- Number of international meetings.
- Number of institutions associated to the initiative; number of users of the web portal.
- Number of completed archaeological impact assessments on related sites.

### Benchmarks
- 1 set of guidelines for intervening in caves.
- 1 set of guidelines for archaeological impact assessment.
- 1 applied research for conservation workshop.
- 2 international meetings.
- 5 sites implementing low-cost methodologies to monitor OUV *in situ*.

### Objectives

<table>
<thead>
<tr>
<th>3. Capacity building</th>
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<tbody>
<tr>
<td>Strengthen support within the relevant global, regional, national and local institutions to develop management capacity, training initiatives and information exchange, in concordance with the broader mandate of UNESCO as the UN intellectual arm, in particular for establishing global knowledge networks and developing national capacities.</td>
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<tr>
<th>Priority Actions</th>
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<tr>
<td><strong>Action 3.1.</strong></td>
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<tr>
<td><strong>Management training</strong></td>
</tr>
<tr>
<td>i. Strengthen the capacity of World Heritage property managers to ensure management effectiveness for related sites.</td>
</tr>
<tr>
<td>ii. Implement management regional programmes for site managers.</td>
</tr>
<tr>
<td>iii. Explore opportunities in all regions concerning related sites in the framework of the Periodic Reporting Exercise.</td>
</tr>
<tr>
<td><strong>Action 3.2.</strong></td>
</tr>
<tr>
<td><strong>Cooperation in training</strong></td>
</tr>
<tr>
<td>i. Explore joint private-public sector practices to identify best training practices and ensure funding sustainability.</td>
</tr>
<tr>
<td>ii. Develop training twinning initiatives between sites.</td>
</tr>
<tr>
<td>iii. Promote inter-institutional cooperation between international higher learning institutions, National Commissions and UNESCO Category 2 Centres to foster current and potential expertise and research exchange, North-South-South cooperation, and information dissemination and application.</td>
</tr>
<tr>
<td><strong>Action 3.3.</strong></td>
</tr>
<tr>
<td><strong>Training and awareness-raising initiatives</strong></td>
</tr>
<tr>
<td>i. Develop national capacities through up-to-date training initiatives to foster awareness-raising policies, guided by the Advisory Bodies, World Heritage Centre</td>
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*Action Plan of the World Heritage Thematic Programme on Prehistory*  
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and academic institutions.

### Action 3.4

**UNITWIN**

1. Implement training and research initiatives in the framework of the UNESCO UNITWIN network in collaboration with international and national institutions and National Commissions.

#### Outcomes

- Increased global, North-South-South, and inter-institutional cooperation.
- Strengthened national and regional capacities.
- Identification of funding opportunities to support sustainability of Programme activities.

#### Performance Indicators

- Number of training workshops, number of trainers and trainees.
- Number of resource materials.
- Level of expertise involved and extent of regional balance.
- Number of institutions involved.

#### Benchmarks

- Launch of a UNESCO UNITWIN network and organization of at least 3 on-site training workshops.
- Number of trained people.
- Number of exchanges between site managers and partners through the web site of the Programme.
- 2 training courses through a UNESCO Category 2 Centre.
- E-learning modules developed in collaboration with the Advisory Bodies.

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<tr>
<td><strong>4. Communities</strong></td>
<td><strong>Action 4.1</strong></td>
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<tr>
<td>The promotion and development of communities at international, national and local levels is a vital constituent in supporting the implementation of the Programme and ensuring</td>
<td><strong>Scientific communities</strong></td>
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<td>Scientific communities</td>
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1. Establish a core interdisciplinary Working Group of experts as the source of ongoing scientific reflection, information exchange and future actions of the Programme to work in close collaboration with the World Heritage Centre.
<table>
<thead>
<tr>
<th>Action 4.2</th>
<th>Local communities</th>
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</thead>
<tbody>
<tr>
<td>i.</td>
<td>Strengthen the role of local communities in and around properties and encourage their active participation in maintenance, conservation and management.</td>
</tr>
<tr>
<td>ii.</td>
<td>Explore the possibilities of pilot projects on the relation between conservation and sustainable development at local level.</td>
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<tr>
<td>iii.</td>
<td>Cooperation with indigenous communities.</td>
</tr>
<tr>
<td>iv.</td>
<td>Develop community engagement strategies; explore the relationship with a wider range of heritage values.</td>
</tr>
<tr>
<td>v.</td>
<td>Develop participatory methodologies with local communities.</td>
</tr>
<tr>
<td>vi.</td>
<td>Integrate the potential for the development of sites through sustainable cultural tourism for the benefit of local communities.</td>
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<tr>
<td>vii.</td>
<td>Ensure management systems include proactive and cooperative community involvement;</td>
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<tr>
<td>viii.</td>
<td>Evaluate the benefit of World Heritage status for related sites.</td>
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<tr>
<th>Action 4.3</th>
<th>National communities</th>
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</thead>
<tbody>
<tr>
<td>i.</td>
<td>Develop greater cooperation between States Parties, National Commissions and private and public national institutions, particularly in the updating of Tentative Lists.</td>
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<tr>
<th>Action 4.4</th>
<th>Global community</th>
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</thead>
<tbody>
<tr>
<td>i.</td>
<td>Development of a World Heritage community for the Programme at international level to promote collaboration between site managers and States Parties for research, capacity-building, training courses, field schools, exhibitions and exchange programmes at sites.</td>
</tr>
<tr>
<td>ii.</td>
<td>Development of actions for greater public involvement.</td>
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<tr>
<td>iii.</td>
<td>Explore the possibility of World Heritage youth initiatives in the framework of Programme objectives.</td>
</tr>
<tr>
<td>iv.</td>
<td>Encourage participatory methodologies to improve knowledge and appreciation of non-monumental and vulnerable World Heritage sites, and diversify the range of evaluation methods of sites.</td>
</tr>
</tbody>
</table>

**Outcomes**
- Increased cooperation with local communities in all decision-making processes for conservation and management activities of sites.
- Updated Tentative Lists of States Parties.
- Greater flexibility in exchange of conservation methodologies and technical expertise.
- Increased awareness for early sites related to human evolution and their ties to cultural diversity.

**Performance Indicators**
- Number of training workshops.
- Number of resource materials.
- Participatory level of local population.
- Number of participants in international exchange programmes.
- Number of local practitioners participating in decision-making processes.

**Benchmarks**
- 2 on-site pilot projects in community participation.
- 1 educational programme in conjunction with World Heritage in Young Hands.
- Exchange of information between scientific community, local communities and the World Heritage Convention community through the website.

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Priority Actions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>5. Communication</strong></td>
<td></td>
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<tr>
<td>Launch a broad-reaching communications strategy, with scientific integrity as the core objective, seeking to strengthen knowledge dissemination and enlarge the awareness of the values of the properties.</td>
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<tr>
<td>The strategy will be aimed at building bridges between the scientific/academic communities and the wider general public.</td>
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<tr>
<td><strong>Action 5.1</strong></td>
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<tr>
<td>i. Implement a broad international communication strategy, focused on highlighting the scientific values and integrity of related properties.</td>
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<td>ii. Prepare an International Campaign in 2013.</td>
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<tr>
<td><strong>Action 5.2</strong></td>
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<tr>
<td>i. Launch of webpage for Programme and related activities.</td>
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<td><strong>Action 5.3</strong></td>
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<tr>
<td>i. Development of website and Rock Art World Archives, for conservation and comparative analysis in the nomination process (via Programme website). The website will also serve as an accessible networking system with information on the preparation of a nomination file or management plan, and available training and funding opportunities.</td>
<td></td>
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<td><strong>Action 5.4</strong></td>
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<tr>
<td>i. Monographic publications as part of the World Heritage Papers series.</td>
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<td><strong>Action 5.5</strong></td>
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<tr>
<td>i. Maintain and develop an international Scientific Working Group to support the dissemination of results.</td>
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### Action 5.6

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<tr>
<td><strong>Outcomes</strong></td>
<td>i. Awareness-raising programmes to encourage a platform of exchange of knowledge.</td>
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<td><strong>Outcomes</strong></td>
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<tr>
<td></td>
<td>• Increased visibility of the Programme and its activities by the web page, international-regional campaigns, and publications.</td>
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<td></td>
<td>• Greater public awareness of the authenticity, integrity and value of related sites.</td>
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<td></td>
<td>• Permanent exchange of information between the World Heritage Committee and the Human Evolution research community.</td>
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<tr>
<td><strong>Performance Indicators</strong></td>
<td><strong>Performance Indicators</strong></td>
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<tr>
<td></td>
<td>• Number of media outlets employed.</td>
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<tr>
<td></td>
<td>• Number of users of Programme webpage (WHC portal).</td>
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<td></td>
<td>• Number of users of Rock Art World Archives (WHC portal).</td>
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<td></td>
<td>• Number of publications.</td>
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<tr>
<td><strong>Benchmarks</strong></td>
<td><strong>Benchmarks</strong></td>
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<tr>
<td></td>
<td>• 2 media partnership projects.</td>
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<tr>
<td></td>
<td>• 4 publications.</td>
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<tr>
<td></td>
<td>• 1 international communication campaign created by 2013.</td>
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</tbody>
</table>

#### Objectives

<table>
<thead>
<tr>
<th><strong>6. Cooperation</strong></th>
<th><strong>Priority Actions</strong></th>
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</thead>
<tbody>
<tr>
<td><strong>Action 6.1</strong></td>
<td><strong>Action 6.1</strong></td>
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<tr>
<td>i. Cooperation with UNESCO Category II Centres to strengthen programme outreach and development of training and research initiatives at regional and international level.</td>
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<tr>
<td>ii. Cooperation with UNESCO Regional Offices.</td>
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<tr>
<td>iii. Signed agreements with research institutions.</td>
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</tbody>
</table>

**Outcomes**

- Increased access to and exchange of different methodologies, with greater emphasis on inclusive and contextualized approaches to nature/culture.

**Performance Indicators**

- Number of management plans updated.
- Number of new conservation methods implemented following training.
- Number of Centres and Regional UNESCO Offices involved.
- Number of agreements signed with research institutions.

**Benchmarks**

- 2 training workshops held at Category II Centres.
- 3 Category II Centres involved.
- 4 regional UNESCO offices involved.
- 3 contracts established with related institutions.
VII. RELATED ACTIVITIES

23. Summary of foreseen actions 2010-2013, in accordance to discussions with the States Parties:

SHORT-TERM ACTIVITIES 2010-2011

24. “Advisory Bodies Thematic Study on fossil-hominid sites” (funded by the Spanish FIT for World Heritage). In July 2010, ICOMOS and IUCN began a thematic study on hominid fossil-bearing sites for potential inscription on the World Heritage List, in support of the activities of the Programme. The study explores the wider context of early hominin remains within a regional as well as global framework, and continues with the progress made in a previous study carried out by ICOMOS. It is expected to be finalized in December 2010 and a subsequent publication will be produced.

25. International Meeting, “International Rock Art Archiv’e, UNESCO Headquarters, 5-6 July 2011. The meeting will evaluatethe current technical resources and established networks available in support of developing an international World Heritage rock art archive.

26. Webpage. A webpage for the Programme will be launched in August 2010 as part of the World Heritage Centre web portal, designed to provide a platform for knowledge resource and exchange, to reinforce and develop international cooperation and maintain information channels in the current and future developments of the Programme. At the request of international experts, Advisory Bodies and State Parties, the page aims to provide a global knowledge resource for States Parties, policymakers, experts, institutions and site managers in support of sustainable conservation following the inscription of World Heritage sites, comparative analysis for candidate sites for future nomination, and exchange of best practice case studies.

27. Publication of the key thematic areas and activities of the Programme supplemented with contributions by international experts of the Scientific Working Group (December 2010).

28. Publication of the Comparative Analysis on Archaeology of Hunter-gatherers. “Archeological sites of the Chinchorro Culture” (October 2010). Including scientific contributions from 12 international experts, the publication aims to support the identification of Outstanding Universal Value and the process of nomination for the Archeological sites of the Chinchorro Culture (Chile).

29. International Meeting, “Management Plan of Tchitundo Hulo Rock Art site”, (Angola, October 2010- January 2011). At the request of the African World Heritage Fund, an international meeting will take place to revise the management plan of the site, in the context of conservation methods for the vast spectrum of rock art in the Region, and creating twinning initiatives between sites. The activity will also comprise a two-week
on-site training workshop in Portuguese language for 20 participants, and a workshop with a Namibian Province team to finalize the site management plan. The activities will be organized by the World Heritage Centre and the African World Heritage Fund, in collaboration with the Angolan Ministry of Culture, Brazilian Ministry of Foreign Affairs, Namibian Provincial Government, AECID Office in Luanda and the Advisory Bodies. This Project Proposal falls under the objectives foreseen under the UNESCO Action Plan (Medium Term Strategy 2009-2013) and the AWHF Strategic Plan 2010-2014.

30. Publication on the results of the international meeting for the “Comparative Analysis for the Archaeological site Delta del Diquis” in Costa Rica, which was held in the framework of the nomination process of the site to the World Heritage List (6-12 March 2010, Costa Rica), as a comparative analysis of Pre-Hispanic chiefdoms in Central America.

31. Meeting “Formulation of the Conservation Plan for the Rock Art of Samaipata” (Samaipata, Bolivia, November 2010), in collaboration with the Municipality of Samaipata, Bolivia, financed by the Spanish Funds-in-Trust for World Heritage.

32. International Meeting, Preparation of a Road Map to promote the inscription of African human origin sites on the UNESCO World Heritage List (Ethiopia, February 2011). Discussions will take place in view of launching the process of establishing a road map in support of the future conservation of human origin sites in Africa. The meeting will be organized by the African World Heritage Fund and the UNESCO World Heritage Centre. Within the framework of the UNESCO Action Plan (Medium Term Strategy 2009-2013) and the African World Heritage Fund Strategic Plan 2010-2014, the activities proposed aim to establish a solid working framework and the necessary research documentation for substantiating a feasible nomination of African Human Evolution sites to the World Heritage List.

33. Development of a UNITWIN/ UNESCO Chairs network between the World Heritage Centre, National Commissions and specialized institutions. The project will primarily involve an interdisciplinary cooperation dealing with the natural history and cultural diversity related to human evolution: nature, human and conservation sciences (palaeoecology, prehistoric archaeology, palaeoanthropology, heritage conservation). It will focus on fostering North-South-South cooperation and intersectoral collaboration with social anthropology, primatology, museology and educational sciences. The project is foreseen to start in October 2011.
Hof HaCarmel Regional Council

Monday August 16, 2010

Nahal Ma’arot World Heritage Site: Steering Committee No. 1

Present:
HHRC: Carmel Sela, Modi Bracha, Gabi Pel, Dafna Nof
INPA: Revital Weiss, Zvika Zuk, Dudi Weiner, Eliezar Frankenberg,
University of Haifa: Dani Rosenberg, Mina Evron, Daniel Kaufman, Yossi Ben Arzi,
CDA: Moshe Yizraeli
SPNI: Hava Lahav
UNESCO Israel: Mike Turner
SPIHS: Ran Hedvati
Ruth Liberty, Adi Har-Noy, Hana Roglin, Yaakov Ark, Yehudit Musari, Michal Greenfeld, Sharon Barkat.

Carmel Sela – Welcomed everyone to the meeting. Is glad that when the portfolio was being drawn up and written the various bodies all went into top gear to try to advance the Nahal Me’arot Site.

Ruth – Review
- Prehistoric sites fail to receive sufficient exposure as they are not visual. The UNESCO committee gives sites like ours priority.
- On this site some 130,000 years ago, Neanderthal man and Homo sapiens both lived here. We believe the site has universal values
- First value is that there was continuous settlement for hundreds of thousands of years.
- The Skhol Cave – planned burial site dating back 90-120,000 years.
- "El-Wad" – one of the first hunter gatherer cultures in a world on the brink of agricultural development – only one in the world
- Our criteria are: 3,5, and 8.
  3 – continuous prehistoric culture for over half a million years.
  5 – main site of the Natufian culture is representative of a culture (11-15,000 BCE).
  8 – unique finding, modern + Neanderthal man in the same field space.
- Definition of core areas and buffer zones – we say what can be done in them. We recommend the buffer should be in a line with the nature reserve bordering the Nahal Me'arot area.
 Sites of Human Evolution at Mount Carmel

- Small core or just cave area.
- Large core – with addition of wadi area eastward of the cliff edge.
- In practice, the UBS designates these areas as agricultural land.

Timetable and plans
- Submission – January 2011
- Discussion – Summer 2012
- Establish museum on site
- Incorporate in tourism plans

_Zvika_ – this is the first time a regional council has undertaken a World Heritage Site project.
- Reviewed the Heritage Site submission criteria
- Explained about Heritage Sites and submission procedures
- This is the second year and the file must be checked by ICOMOS Israel and submitted in January. Evaluation and revision will be carried out in August-November.

_Mike_ – UNESCO quotes Carmel ....
- The state signed the charter for reasons of values and partnership, and the community should benefit from it. There should be added value for the community, part of the experience. It will bring employment, marketing, tourism, a drawing point.
- The fact that we are all sitting here discussing this important subject is no less important.
- We agree to work together and in complete partnership.
- Examining relations between the Israel Nature and Parks Authority and the council. What is the value object. The value is preservation, not the site and how to preserve it.

_Yossi Ben Artzi_
- To declare the Carmel a prehistoric site (part is marked and part will be marked and submitted).
- Expand the community and cooperation between us to increase the human diversity and population types (Druze, Arabs, moshavim, kibbutzim)
- Building the site museum and library.

_Sina_ – is concerned about delaying the submission in order to note the expansion.
- We have been working on the material for 5 years already.
- The core line must not affect the localities.
Moshe – Must promote the matter enthusiastically.
- It is very important to involve the community but we must not delay matters.
- We must press quickly ahead with the file and add the "Carmel" later
David Weiner – the Israel Nature and Parks Authority and Haifa is a good mix and it is important to take advantage of the opportunity presented by the fact that there is a global need for a site like ours.
- The site is willing and wants to promote it.
- There is a good relationship with the council.
- What exists in the field will not be changed, net houses, etc.
Yehudit Musari – Implement an outline and tourism plan, with planning procedures that contribute to the site.
- Use the momentum to expand the circle of residents.
Ran Hedvati – We can only move the matter forward if there is a committed project manager.
Hava – This is a very important geological site and there is work which needs to be incorporated in the submission.
Mike – This supports the place but is not part of the declaration.
Dafna Nof – is committed to the site and will work to promote it.

Notes recorded: Modi Bracha, Deputy Council Head
Summary of the Second Meeting of the Carmel Caves Steering Committee

December 21 2010.

Community Center, Hof HaCarmel Regional Council

Present: Modi Bracha, Chair and Deputy Council Head
Hanan Roglin, Chair Ein Carmel community
Yaakov Mizrahi, Secretary, Zrufa, Hof HaCarmel
Moshe Izraeli, Carmel Drainage Authority
Revital Weiss, Yossi Haan (Israel Nature and Parks Authority)
Micha Cohen (Israel Antiquities Authority)
Ruti Liberty-Shalev (Candidates File Editor)
Professor Mike Turner (Chair, Israeli World Heritage Committee)
Daniel Bar-Eli (Israel National Commission for UNESCO)

Apologies: Haifa University representative

1. Updates
   - The Candidates' File is now at the stage of gathering final data / photographs.
   - ICMOS Israel's comments have been incorporated, apart from the discussion regarding Criterion (viii)
   - The interface plan is being updated
   - The basis for candidacy is Criteria (iii), (v), (viii), (OUV).
   - Involvement of the public in nearby localities will be part of the general planning, also vis-à-vis the museum building in the buffer zone.
   - New UBPs will give consideration to the site as a World Heritage Site.

2. Submission Contents
   - 9 written copies; 1 non-bound + 10 CDs

3. Timetable – submission deadline is January 20, 2011 latest
Decided:

A. To adopt the Candidates File and submit it on January 20, 2011 signed by the Regional Council on behalf of the localities in the area, the Israel Nature and Parks Authority, the Israel Antiquities Authority, and the Israel National Commission for UNESCO, to be conveyed to the World Heritage Center.

B. The Israel Nature and Parks Authority will transfer all relevant information to the file editor as soon as possible. Involvement of the public in the localities will take place in the coming months, also regarding the museum building in the buffer zone.

C. All new plans will take the site’s needs into account as a World Heritage site. This will include electricity lines, engineering solutions, the road network, and design guidelines.

D. The implications of including Criterion (viii) will be checked with IUCN.

E. The steering committee will become the interface committee if the site becomes a listed World Heritage site.

Notes recorded by: Daniel Bar-Eli

Copies: Participants
Hof HaCarmel Regional Council

Minutes of General Assembly Meeting, No. 10-2009

Held on Monday, October 26, 2009

In the Council Meeting Room


Present: Yoram Friedman – Council Director General, Hagai Atiya – Serectgary Atlit Local Committee, Danny Adler – Council Treasurer, Moshe Elezra – Director, Municipal Department, Attorney Sharon Davidsko – Legal Advisor, Dr. Idit Nes-Visman – Council Comptroller, Zala Waxman-Gonen, Nina Lavi – Director Education Department.

Agenda

- Approval of Minutes No. 09.2009
- Information
- Approval of Municipality Tax Order for 2010.
- Local committee agreement to charge committee taxes and activities of committee for 2010.
- Nahal Me'arot—World Heritage Site
- Periodic Report – Kfar Galim
- Hayim Malul – beginning budgeted pension
- Approval of Rina Perry – Bat Shlomo Audit Committee

**Topic #7: Nahal Me'arot—World Heritage Site**

**Modi Bracha:** Presented a slide show on this subject.

**Decision**

- Council general assembly approved receipt of donation of NIS 10,000 for the Nahal Me'arot World Heritage Site.
- Agreement with the Israel Nature and Parks Authority to be presented for approval by the Council General Assembly.

**Vote:** Unanimous
Hof HaCarmel Regional Council

Mr. Yaakov Ganot
Director General
Ministry of Transport

December 16, 2010

Dear Mr. Ganot,

Re: Upgrade of traffic arrangements – Route 4 / Nahal Me'arot junction

The Nahal Me'arot site is in the process of being declared a World Heritage Site and as a result is expected to receive more visitors than the 30,000 who currently visit.

In light of this development, it is most important – and urgent – to conduct necessary planning and work aimed at improving the traffic arrangements for this junction, including adding lanes for traffic acceleration / deceleration.

At present, traffic arrangements at the junction are poor and unsafe for road users. There are no deceleration / acceleration lanes which is dangerous for drivers traveling on Route 4 toward this junction who wish to visit the Nahal Me’arot site.

We would be grateful if you would expedite planning and execution of the work to improve the traffic safety arrangements for this junction as noted above.

Sincerely

Carmel Sela
Council Head

Cc:
Mr. Shai Beres – Director General, Israel National Roads Company
Dr. Shimshon Shoshani – Director General, Ministry of Education
Mr. Noaz Barnir – Director General, Ministry of Tourism
Prof. Mike Turner – Chair, Israel World Heritage Committee
Mr. Guy Eilon – Director, Northern Region, Israel Nature and Parks Authority
Mr. Reuven Edri – Director, PWD Northern Region
Mr. Marian Brock – Director, Ministry of Transport, Northern Region
Summary of Discussion with Mr. Carmel Sela, Head of Hof HaCarmel Regional Council
Chaired by Director General
December 12, 2009

From: Gonen Saar

Participating: Gonen Saar, Alex Vizhnitzer, Igor Scheingart, Reuven Edri, Motti Kline

Date: December 16, 2009
Date of Publication: December 17, 2009
Status: PUBLISHED

Participants:

Mr. Alex Vizhnitzer, CEO, Israel National Roads Company
Mr. Carmel Sela, Head of Hof HaCarmel Regional Council
Mr. Asaf Wachner, Acting Engineer, Hof HaCarmel Regional Council
Mr. Eran Harel, office of Belsha Yalon
Mr. Igor Scheingart, Acting Director of Maintenance Department, Israel National Roads Company
Mr. Reuven Edri, Director of Northern District, Israel National Roads Company,
Mr. Motti Kline, Safety Inspector, Israel National Roads Company
Mr. Gonen Saar, Director of Authorities Department, Israel National Roads Company

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<thead>
<tr>
<th>Task</th>
<th>From</th>
<th>To</th>
<th>Planned Completion Date</th>
<th>Status</th>
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<tbody>
<tr>
<td>Route 7111 – Atlit crossing planning and</td>
<td>Gonen</td>
<td>Asher</td>
<td>16/12/09</td>
<td>New</td>
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</table>
A. The Company will advance plans regarding road traffic arrangements for the section of road, and their implementation subject to the transfer of the road to the jurisdiction of the regional council.

The regional council will explore the implications of accepting the jurisdiction and inform the Company of its decision. Meanwhile, the Deputy Director General for Operations and Maintenance will convene a meeting with the Council Engineer and PFI Project Manager to explore the possibilities for improving the layout of this section accordingly as part of this plan.

B. Northern District will immediately examine alternatives for solving the drainage problem.

"Unsupervised Roads" – Pal Yam Road

The Company will investigate whether the stretch of road is on the list of unsupervised roads.

If it is, the Company will recommend including the road in the "Unsupervised Roads" project.

Road safety overhaul at Route 4 junctions: Ofer, Geva Carmel, Me'arot HaAdam
HaKadmon, Kfar Galim

The Company will overhaul the junctions as part of upgrading Route 4 between Faradis and Tirat HaCarmel.

Agreed: the Deputy Director of the Engineering and Environmental Department, Mr. Igor Wagenfeld, will recommend alternative solutions for improving road safety at the junctions regarding field of vision.
acceleration/ deceleration lanes, etc.
Carrying out these improvements will be considered as part of the ongoing maintenance and subject to available budget.

<table>
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<tr>
<th>Route 2 – Arrangements for Route 2 exit from Neve Yam area</th>
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<tbody>
<tr>
<td>The Director of the Engineering and Environmental Department will consider the regional council’s request that drivers should have an exit to Route 2 from Route 7111 near Neve Yam.</td>
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<tr>
<th>Bet Hanina Junction</th>
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<tr>
<td>The Deputy Director of the Engineering and Environmental Department will recommend alternative solutions for improving road safety at the junction – enlarging fields of vision, new lanes, road signs, etc.</td>
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<tr>
<td>These improvements will be considered as part of ongoing maintenance and budget availability.</td>
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<tr>
<th>Name</th>
<th>Signature</th>
<th>Date</th>
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<tr>
<td>Gonen Saar</td>
<td>Adolfo Varovioff</td>
<td>16/12/09</td>
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<tr>
<td>Gonen Saar</td>
<td>Igor Wagenfeld</td>
<td>16/12/09</td>
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**Actions:**

December 17, 2009, 10.59 Discussion published by Aviv Eisenman for Gonen Saar

Mr. Yossi Dahan, Engineer
Director, Department of Infrastructure and Technical Services
Israel Electricity Corporation, Northern District
Fax: 04 864 7473

December 27, 2010

Dear Mr. Dahan,

Re: Site of Electricity Poles and Power Lines – Area of Nahal Me'arot (Route 4)

Given the plans to include the Nahal Me'arot Archeological Site as a World Heritage Site as part of the UNESCO project, we would be grateful if the Israel Electric Corporation would not place electricity poles along Route 4 (westbound) in the vicinity of the entrance to the Nahal Me'arot site, as marked on the accompanying photograph.

Thank you for your cooperation regarding the electricity poles' location.

Sincerely,

Asaf Wachner, Engineer
Deputy Engineer, Hof HaCarmel Regional Council

cc: Mr. Modi Bracha, Deputy Council Head
Gabi Pal, Council Engineer
IEC file
CARAMEL TRAINING CENTER ACTIVITIES

1. Location of the The Carmel Educational Guiding Centre at Nahal Me'arot and the advantages of this location to the site. The Carmel Center is located in offices in the Nahal Me'arot Reserve. This location is close to a large number of sites throughout the district and to the district offices themselves. It enables training to take place in the Nahal Me'arot reserve, which is the The Carmel Educational Guiding Centre's "home reserve," and just outside the door.

2. Training tracks, regional boundary and overall training layers. The Carmel Educational Guiding Centre site overlaps Carmel district land and includes Caesarea in the south, Megiddo, Hamovil Junction, as far as Haifa University. Sites in the training sphere of the Carmel Education and Public Relations Center are: Hai Bar Carmel, Mishmar HaCarmel Overnight Campground, Nahal Me'arot, Hof HaBonim, Nahal Taninim, Caesarea, Ramat HaNadiv, the area around Alonei Abba, and other places. Training focuses on the Authority's core issues and includes nature, landscape, and heritage conservation.

3. Charge for training at Nahal Me'arot. Training for a fee is available for groups and individuals. Charges are based on the Authority's training price list which is updated each year. Experiential activities are also available for children.

4. Training to give free tours of Nahal Me'arot on Shabbat and holidays. Throughout the year free tours are available on Shabbat and holidays, subject to weather conditions. On holidays and for special events, professional actors perform dramatic reconstructions in one of the caves in the reserve.

5. Dramatization at Nahal Me'arot on holidays – see (4) above.

6. Creative activity for groups (archeological dig) – see (3) above.
7. *Training in different languages*. Training programs are available in Hebrew, English, and Arabic.

8. *Publicizing activities with emphasis on the Israel Nature and Parks Authority, cooperation with the Carmelim nonprofit Tourism Organization*.

9. *Training activities for schools from the nearby community*. The Carmel Educational Guiding Centre offers training for projects in the nearby communities' schools. In some schools, activities are part of the curriculum. In others it is part of the enrichment program which supplements the core curriculum. The Carmel Center works with the Jewish and Arab sectors.

10. *Training material for distribution + proposals for prehistoric man activities in Nahal Me'arot*. The Carmel Educational Guiding Centre has a library which carries material for instructors and teachers to use. The Center offers activities relating to prehistoric man. For example making objects from natural materials, dramatic reconstructions of prehistoric life, and activities relating to "cave fashions."

11. *Information center operates on Shabbat and chagim*. Provides information on the reserve and the local area + cooperation with Carmelim nonprofit Tourism Organization.

Notes taken by: Rinat Rousseau
EXECUTIVE SUMMARY

GENERAL DATA

A. STATE PARTY: Israel

B. REGION: Regional Council Hof-HaCarmel

C. NAME OF PROPERTY: Sites of Human Evolution at Mount Carmel:
   The Nahal Ma’arot / Wadi el-Mughara Caves

D. EXACT LOCATION (Geographical Coordinates): 32º 40’ 12” N; 34º 57’ 55 E”

E. TEXTUAL DESCRIPTION OF THE BOUNDARIES OF THE NOMINATED PROPERTY:

Nominated Property: 54 Hectares.
Buffer zone: 370 Hectares.

The nominated property and the buffer zone are located on state-owned lands, mostly within the Nahal Ma’arot Nature Reserve. The north, east and south boundaries of the buffer zone follow the outline of the nature reserve as defined in National Outline Plan (NOP) No. 8 for National Parks, Nature Reserves and Landscape Reserves, which in 1981 redefined and slightly enlarged the boundaries of the 1971 nature reserve.
A 500 metre wide strip of agricultural land along the western boundary of the buffer zone outside the perimeter of the declared nature reserve is leased to the adjacent settlements: Kibbutz Ein Carmel to the north and Moshav Geva Carmel to the south. All neighbouring areas are designated agricultural lands or open forested nature reserves by their statutory designation.
EXECUTIVE SUMMARY

JUSTIFICATION: STATEMENT OF OUTSTANDING UNIVERSAL VALUE

Mount Carmel, with its rudist reef, is a natural landmark clearly visible from the coastal plain which parallels its western slopes, and is of regional geological significance, evidence of the Earth's history and the climatic changes in its evolution.

Within the Mount Carmel range with its wealth of prehistoric sites, the cluster of caves found at Nahal Ma'arot/ Wadi el-Mughara is of particular importance, and displays an exceptionally rich array of prehistoric findings, revealed in 90 years of archaeological research.

The long cultural sequence that has been revealed at the site extends from the Lower Palaeolithic to the present day, thus representing at least half a million years of human evolution. This long sequence, setting the chrono-stratigraphic framework for the prehistory of the region, is considered to be the site's prime asset.

Moreover, in contrast to sites which display earlier but similar or longer sequences of human presence, the sequence found at the Nahal Ma'arot/ Wadi el-Mughara caves encompasses the last 500,000 years of human evolution, which are characterized by ever-evolving and accelerating technological developments and significant changes in life-ways, including the control of fire, the appearance of Early Anatomically Modern Humans (EAMH), deliberate burials, the earliest manifestations of stone architecture and the transition from hunting-gathering to agriculture, involving numerous social, economic and technological innovations.
EXECUTIVE SUMMARY

Significantly, Skhul Cave is the earliest burial site to have been discovered to date\(^1\), showing evidence of ritual burial, including grave offerings and decorations from as early as 80,000-120,000 years ago, and demonstrating some of the most significant evolutionary developments in human cognition and culture.

Significant human fossil remains have been found at three of the four caves and adjoining terraces of Nahal Ma’arot/ Wadi el-Mughara. The Skhul skeletons are at present dated to ca. 80,000-120,000 years BP, "The Woman from Tabun" is dated to ca. 60-50,000 years BP, and the largest group of el-Wad skeletons are dated to the Natufian culture of the later parts of the Epi-palaeolithic period (ca. 15,000-11,500 years BP).

The occurrence of two human types, Neandertals (at Tabun Cave) and EAMH (at Skhul Cave) within the same Middle Palaeolithic cultural framework of the Mousterian culture, is unmatched anywhere in the world. The site represents the southern extremity of the Neandertal range, as well as the northernmost distribution known to date of EAMH. Both fossil human types are key specimens in the debate concerning the demise of Neandertals and the origin of *Homo sapiens*.

The Nahal Ma’arot/ Wadi el-Mughara caves, and in particular el Wad Cave and Terrace, are key sites in the research of the Natufian culture and the transition to agriculture and sedentism. The richness of Natufian finds, as well as the length and extent of the repeated excavations at el-Wad with its large and diversified cultural assemblages, make it one of the leading sites for understanding the socio-economy of this culture, on the threshold of agriculture.

\(^1\) A similar burial site of roughly the same period was excavated at Qafzeh Cave in the Lower Galilee, some 35 km to the east of the Carmel range.
EXECUTIVE SUMMARY

The Nahal Ma’arot/ Wadi el-Mughara Caves have been the subject of continuous multidisciplinary research. Archaeological, anthropological and environmental studies conducted at the site are among the earliest systematic archaeological studies worldwide, and established the cultural yardstick which provided the general chrono-stratigraphic framework for the prehistory of the region. On the basis of the faunal remains retrieved from this composite site, the first palaeo-environmental curve of a prehistoric site was constructed. The site of Nahal Ma’arot/ Wadi el-Mughara appears in hundreds of publications and in the canonical textbooks as a key reference for the study of chrono-cultural sequences not only in the Levant but in reference to Human Evolution sites around the world.

The Nahal Ma’arot/ Wadi el-Mughara site, integrating all of the above-mentioned elements, is unique in the breadth and richness of highly significant excavated artefacts and cultural contexts relating to human evolution. Questions regarding the extent of global dispersal of human types and their subsequent biological and cultural evolution are highlighted through the diverse populations of hominids excavated at the site, followed by the outstanding socio-cultural developments exhibited in later periods. The ensemble of all these elements, each of them scientifically prominent in its own right, together with the contribution of the long lasting research conducted at the site and its state of conservation, make Mount Carmel Caves an exceptional archive of information regarding the evolutionary process that characterized prehistoric times in this region, shedding light on the evolution of human kind as a whole.
EXECUTIVE SUMMARY

3. CRITERIA UNDER WHICH PROPERTY IS NOMINATED

The Nahal Ma’arot / Wadi el-Mughara Caves comprise an archaeological prehistoric site within a declared nature reserve. The nomination is based on the criteria stated in paragraph 77 of the Operational Guidelines for the implementation of the World Heritage Convention (2008). The State Party also views this nomination as the first property of a potential Serial National Nomination of Human Evolution sites at Mount Carmel, as defined in paragraphs 137-140 of the Operational Guidelines to the WHC, and in accordance with the adoption of the HEADS Action Plan at the 34th session of the World Heritage Committee in Brasilia, 2010.

It is proposed that the site of Nahal Ma’arot / Wadi el-Mughara Caves be inscribed under criteria: (iii) (v,) and (viii).

Criterion (iii): The site of the Nahal Ma’arot/ Wadi el-Mughara Caves displays one of the longest prehistoric cultural sequences in the world. From the Acheulean complex, at least 500,000 years BP, through the Mousterian culture of 250,000-45,000 years BP, and up to the Natufian culture of 15,000-11,500 years BP and beyond, it testifies to at least half a million years of human evolution. As such, it has become a key site of the chrono-stratigraphic framework for human evolution in general, and the prehistory of the Levant in particular. Research at Nahal Ma’arot/ Wadi el-Mughara Caves has been ongoing since 1928, and continues to promote multidisciplinary scientific dialogue. The potential for further excavation and archaeological research at the site is to date far from exhausted.

Criterion (v): The Nahal Ma’arot/ Wadi el-Mughara Caves are a central site of the Natufian culture in its Mediterranean core zone. This significant regional culture of the late Epi-Palaeolithic period presents the transition from Palaeolithic to Neolithic ways of life, from nomadic to complex, sedentary communities, bearing testimony to
the last hunter-gatherer society and the various adaptations it underwent on the threshold of agriculture.

**Criterion (viii)**: The site of The Nahal Ma’arot/ Wadi el-Mughara Caves demonstrates the existence of Neandertals (Tabun Cave) and Early Anatomically Modern Humans (Skhul Cave and terrace) within the same Middle Palaeolithic cultural framework, the Mousterian culture, thus displaying an outstanding stage of the earth's history, which is of universal value to the scientific comprehension of human evolution, within the clearly defined geographic area of Mount Carmel. The caves of Mount Carmel include the southern extremity of the Neandertal range, as well as the northernmost known remains of Early Anatomically Modern Human (EAMH) dating to ca. 80,000-120,000 years BP, thus being the only locality of a unique overlap in prehistoric human dispersal. As such, the site is of outstanding significance for the study of the diversity of human evolution.

The prehistoric settlements of Mount Carmel, scattered along its ridges, ravines and coastal plain, can in part be related to the changing shore line of the past 500,000 years. In this they are analogous to the rudist reef of the Carmel, a continental shelf edge phenomenon which attests to far earlier regional and global climatic changes and fluctuating sea-levels. Together, these two phenomena define a cultural–geographic entity which demonstrates the history of the earth and correlates palaeo-environmental and climate changes with prehistoric settlements, providing unique insights into the earth’s history and record of life.

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2 Israel recognizes that this criterion has not been used explicitly for human evolution, but believes that in the WH Committee decision to combine the criteria and with the adoption of the HEADS programme, criterion (viii) should be legitimately applied to this property.
EXECUTIVE SUMMARY

NAME AND CONTACT INFORMATION OF OFFICIAL LOCAL INSTITUTION

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HOF HACARMEL 30860, ISRAEL

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MODI BRACHA, DEPUTY HEAD OF HOF HACARMEL REGIONAL COUNCIL

E-MAIL: MODI@HCARMEL.ORG.IL
# SITES OF HUMAN EVOLUTION AT MOUNT CARMEL: THE NAHAL MA’AROT/ WADI EL-MUGHARA CAVES

## 7.A. PHOTOGRAPHS, SLIDES, VIDEO FILM

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<td>INPA GIS Unit Northern District</td>
<td>Dr. Zvika Tzuk 3 Am Ve’Olamo St., Jerusalem, 95463. tel: 972-2-5005444 fax: 972-2-6529232 e-mail: <a href="mailto:u.lishka@npa.org.il">u.lishka@npa.org.il</a></td>
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<td>Map 1.02</td>
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<td>Map of nominated property and buffer zone</td>
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<td>INPA GIS Unit Northern District</td>
<td>Dr. Zvika Tzuk <a href="mailto:u.lishka@npa.org.il">u.lishka@npa.org.il</a></td>
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<td>Dr. Zvika Tzuk <a href="mailto:u.lishka@npa.org.il">u.lishka@npa.org.il</a></td>
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<td>Dr. Zvika Tzuk <a href="mailto:u.lishka@npa.org.il">u.lishka@npa.org.il</a></td>
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<td>Israel Exploration Society</td>
<td>P.O.B. 7041 Jerusalem 91070 Israel tel: 972-2-6257991 fax: 972-2-6247772 e-mail: <a href="mailto:ies@vms.huji.ac.il">ies@vms.huji.ac.il</a></td>
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<td>Site plan, superposition</td>
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<td>Based on Garrod</td>
<td>IAA Archives + Survey Map by INPA</td>
<td>Dr. Zvika Tzuk <a href="mailto:u.lishka@npa.org.il">u.lishka@npa.org.il</a></td>
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<td>Dr. Uzi Dahari <a href="mailto:uzi@israntique.org.il">uzi@israntique.org.il</a></td>
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<td>Figure 2.02</td>
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<td>unknown</td>
<td>IAA Archives</td>
<td>Dr. Uzi Dahari <a href="mailto:uzi@israntique.org.il">uzi@israntique.org.il</a></td>
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<td>12-2010</td>
<td>R. Liberty-Shalev</td>
<td>R. Liberty-Shalev</td>
<td>Ruth Liberty-Shalev Kadima St. 18 Haifa, 34383 tel: 972-4-8360332 fax:972-4-8381604 e-mail: <a href="mailto:rlshalev@gmail.com">rlshalev@gmail.com</a></td>
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<td>Garrod's excavation at Tabun Cave, 1929-1933</td>
<td>1928-1934</td>
<td>unknown</td>
<td>J. Callander &amp; A. Ronen</td>
<td>Prof. Avraham Ronen Department of Archeology University of Haifa, Mount Carmel, Haifa 31905 e-mail: <a href="mailto:aronen@research.haifa.ac.il">aronen@research.haifa.ac.il</a></td>
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<td>R. Liberty-Shalev</td>
<td>Ruth Liberty-Shalev <a href="mailto:rlshalev@gmail.com">rlshalev@gmail.com</a></td>
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<td><a href="mailto:uzi@israntique.org.il">uzi@israntique.org.il</a></td>
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<td>Dr. Uzi Dahari</td>
<td><a href="mailto:uzi@israntique.org.il">uzi@israntique.org.il</a></td>
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<td>Ongoing Excavations at el-Wad Terrace (3 images)</td>
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<td>R. Yeshurun</td>
<td>R. Yeshurun</td>
<td>Mr Reuven Yeshurun</td>
<td>Department of Archeology, Zinman Institute University of Haifa, Mount Carmel, Haifa 31905 tel: 972-4-7730488 e-mail: <a href="mailto:ryeshuru@research.haifa.ac.il">ryeshuru@research.haifa.ac.il</a></td>
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| Map 2.04 | JPG | Excavations at el-Wad over the years | 2011 | M. Weinstein-Evron | M. Weinstein-Evron | Prof. Mina Weinsein Evron  
Department of Archeology,  
Zinman Institute  
University of Haifa, Mount  
Carmel, Haifa 31905  
tel: 972-4-7730488  
e-mail: evron@research.haifa.ac.il | Confirmed |
|---|---|---|---|---|---|---|
| Figure 2.14 | JPG | Current view of the site and its facilities | | Albatross Aerial Photography LTD | Albatross Aerial Photography LTD | Albatross Aerial Photography LTD  
11 Wingate st.  
Herzeliya, 46643  
Israel  
tel.: 972-9-9540066  
fax: 972-9-9540088  
e-mail: archive@albatross.co.il | Confirmed |
| Figure 2.15 | JPG | General view of the site | | Albatross Aerial Photography LTD | Albatross Aerial Photography LTD | Albatross Aerial Photography LTD  
e-mail: archive@albatross.co.il | Confirmed |
| Figure 3.01 | JPG | El-Wad Cave (left) and Jamal Cave (right) | 12-2010 | A. Bromberg | A. Bromberg | Avi Bromberg  
Hof HaCarmel Regional Council  
Hof HaCarmel 30860, Israel  
tel: 972-4- 8136221  
fax: 972-4- 8136271  
e-mail: avi_dp@hcarmel.org.il | Confirmed |
| Figure 3.02 | JPG | View west from the Carmel Range to the Mediterranean shore | 2009 | Albatross Aerial Photography LTD | Albatross Aerial Photography LTD | Albatross Aerial Photography LTD  
e-mail: archive@albatross.co.il | Confirmed |
| Figure 3.03 | JPG | Tabun Cave: presentation of archaeological sequence | | A. Ronen | A. Ronen | Prof. Avraham Ronen  
aronen@research.haifa.ac.il | Confirmed |
| Map 3.01 | JPG | Overlap of the Neanderthal and EAMH approximate Ranges. Based on Klein 2009. | 12-2010 | R. Liberty-Shalev | R. Liberty-Shalev | Ruth Liberty-Shalev rlshalev@gmail.com | Confirmed |
| Figure 3.04 | JPG | The Rudist reef of Mount Carmel | 12-2010 | R. Liberty-Shalev | R. Liberty-Shalev | Ruth Liberty-Shalev rlshalev@gmail.com | Confirmed |
| Figure 3.05 | JPG | The archaeological sequence of Tabun Cave | | A. Ronen | A. Ronen | Prof. Avraham Ronen aronen@research.haifa.ac.il | Confirmed |
| Figure 3.06 | JPG | Garrod’s excavations at Skhul terrace, 1929-1934 | 1928-1934 | Unknown | IAA Archives | Dr. Uzi Dahari uzi@israntique.org.il | Confirmed |
| Map 3.02 | JPG | Points of Contact: Neandertal and Modern Human Overlap, Based on Gibbons 2010. | 12-2010 | R. Liberty-Shalev | R. Liberty-Shalev | Ruth Liberty-Shalev rlshalev@gmail.com | Confirmed |
| Figure 3.07 | JPG | Skhul Cave | 12-2010 | R. Liberty-Shalev | R. Liberty-Shalev | Ruth Liberty-Shalev rlshalev@gmail.com | Confirmed |
| Map 3.03 | JPG | Location of main Natufian sites | 2002 | O. Bar-Yosef | O. Bar-Yosef | Ofer Bar-Yosef Harvard University, Cambridge, MA 02138, USA Office: (617) 495-2252 Stone Age Laboratory FAX (617) 496-8041 E-mail: obaryos@fas.harvard.edu | Confirmed |
| Figure 3.08 | JPG | Nahal Ma’arot / Wadi el Mughara Caves, view to south-west | | R. Yeshurun | R. Yeshurun | Mr Reuven Yeshurun e-mail: ryesshuru@research.haifa.ac.il | Confirmed |
| Map 3.04 | PDF | Main prehistoric sites of the Carmel Range. | 1-2011 | INPA GIS Unit Northern District | INPA GIS Unit Northern District | Dr. Zvika Tzuk u.lishka@npa.org.il | Confirmed |
| Figure 3.09 | JPG | Wadi el Mughara, 1928-1934 | 1928-1934 | Unknown | IAA Archives | Dr. Uzi Dahari uzi@israntique.org.il | Confirmed |
| Figure 3.10 | JPG | Shkul IV, V, VII and IX in situ at Skhul terrace during Garrod’s excavations | 1928-1934 | Unknown | IAA Archives | Dr. Uzi Dahari uzi@israntique.org.il | Confirmed |
| Figure 3.11 | JPG | View north-east across the valley from Skhul terrace | 12-2010 | R. Liberty-Shalev | R. Liberty-Shalev | Ruth Liberty-Shalev rlshalev@gmail.com | Confirmed |
| Figure 3.12 | JPG | View west towards the sea from Tabun terrace | 12-2010 | A. Bromberg | A. Bromberg | Avi Bromberg avi_dg@hcarmel.org.il | Confirmed |
| Figure 4.01 | JPG | The foot path leading into el-Wad Cave | 12-2010 | A. Bromberg | A. Bromberg | Avi Bromberg avi_dg@hcarmel.org.il | Confirmed |
| Figure 5.01 | JPG | Steering Committee Meeting No. 1 | 8-2010 | A. Bromberg | A. Bromberg | Avi Bromberg avi_dg@hcarmel.org.il | Confirmed |
| Map 5.01 | JPG | Map of proposed site and sub-division of buffer zone. | 1-2011 | INPA GIS Unit Northern District | INPA GIS Unit Northern District | Dr. Zvika Tzuk u.lishka@npa.org.il | Confirmed |
| Figure 5.02 | JPG | Signage at the entrance to the Nahal Ma’arot Nature Reserve | 12-2010 | A. Bromberg | A. Bromberg | Avi Bromberg avi_dg@hcarmel.org.il | Confirmed |
| Table 5.01 | PDF | Nahal Ma’arot Nature reserve Annual Budget Analysis for 2009+2010 (Table & pie charts) | 12-2010 | R. Liberty-Shalev | R. Liberty-Shalev | Ruth Liberty-Shalev rlshalev@gmail.com | Confirmed |
| Table 5.02+ Table 5.03 | PDF | Visitors per annum to the Nahal Ma’arot Nature Reserve 1990-2002 (Table) + Visitors per annum to the Nahal Ma’arot Nature Reserve 2006-2010 (Table & graph) | 12-2010 | R. Liberty-Shalev | R. Liberty-Shalev | Ruth Liberty-Shalev rlshalev@gmail.com | Confirmed |
| Figure 5.03 | JPG | Natufian rock cut basins at el-Wad Terrace | 12-2010 | R. Liberty-Shalev | R. Liberty-Shalev | Ruth Liberty-Shalev rlshalev@gmail.com | Confirmed |
| Figure 5.04 | JPG | Signage describing the geological context of the caves | 12-2010 | R. Liberty-Shalev | R. Liberty-Shalev | Ruth Liberty-Shalev rlshalev@gmail.com | Confirmed |
| Figure 5.05 | JPG | Sign at the entrance to Jamal Cave | 12-2010 | A. Bromberg | A. Bromberg | Avi Bromberg avi_dg@hcarmel.org.il | Confirmed |
| Figure 5.06 | JPG | Sign at Tabun Cave | 12-2010 | R. Liberty-Shalev | R. Liberty-Shalev | Ruth Liberty-Shalev rlshalev@gmail.com | Confirmed |
| Figure 5.07 | JPG | Day-to-day life during the Lower Palaeolithic period at Jamal cave | 12-2010 | R. Liberty-Shalev | R. Liberty-Shalev | Ruth Liberty-Shalev rlshalev@gmail.com | Confirmed |
| Figure 5.08 | JPG | Day-to-day life on the terrace during the Lower Palaeolithic period | 12-2010 | A. Bromberg | A. Bromberg | Avi Bromberg avi_dg@hcarmel.org.il | Confirmed |
| Figure 5.09 | JPG | Replica of Homo 25 in situ at el-Wad Terrace | 12-2010 | R. Liberty-Shalev | R. Liberty-Shalev | Ruth Liberty-Shalev rlshalev@gmail.com | Confirmed |
| Figure 5.10 | JPG | Hands-on archaeological excavation area for children | 12-2010 | R. Liberty-Shalev | R. Liberty-Shalev | Ruth Liberty-Shalev rlshalev@gmail.com | Confirmed |
| Figure 5.11 | JPG | Metal silhouettes of local contemporary animals | 12-2010 | A. Bromberg | A. Bromberg | Avi Bromberg avi_dg@hcarmel.org.il | Confirmed |
| Figure 5.12 | JPG | Reconstruction of necklace found with Homo 23, currently on display at the Rockefeller Museum | 1928-1934 | Unknown | IAA Archives | Dr. Uzi Dahari uzi@israntique.org.il | Confirmed |
| Figure 5.13 | JPG | The ramped access trail for people with disabilities leading to el-Wad Cave | 12-2010 | A. Bromberg | A. Bromberg | Avi Bromberg avi_dg@hcarmel.org.il | Confirmed |
| Figure 6.01 | JPG | Consolidated cliff to the west of Tabun Cave | 12-2010 | A. Bromberg | A. Bromberg | Avi Bromberg avi_dg@hcarmel.org.il | Confirmed |
| Figure 7.01 | JPG | View of Nahal Ma’arot/Wadi el-Mighara Caves | 12-2010 | A. Bromberg | A. Bromberg | Avi Bromberg avi_dg@hcarmel.org.il | Confirmed |
| Figure 0.01 (front/back cover) | JPG | Interior view of el-Wad Cave | 12-2010 | A. Bromberg | A. Bromberg | Avi Bromberg avi_dg@hcarmel.org.il | Confirmed |
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   e. exhibitions, etc.

3. I also understand that I shall be free to grant the same rights to any other eventual user but without any prejudice to the rights granted to UNESCO.

4. The list of photograph(s) and/or slide(s) for which the authorization is given is attached. (Please describe in the attachment the photographs and give for each a complete caption and the year of production or, if published, of first publication).

5. All photographs and/or slides will be duly credited. The photographer's moral rights will be respected. Please indicate the exact wording to be used for the photographic credit.

6. I hereby declare and certify that I am duly authorized to grant the rights mentioned in paragraph 1 of the present authorization.

7. I hereby undertake to indemnify UNESCO, and to hold it harmless of any responsibility, for any damages resulting from any violation of the certification mentioned under paragraph 6 of the present authorization.

8. Any differences or disputes which may arise from the exercise of the rights granted to UNESCO will be settled in a friendly way. Reference to courts or arbitration is excluded.

20.1. 2011

Date

Signature, title or function of the person duly authorized.
Archeological Layers

A - Bronze Age to Recent
B1 - Upper Natufian
B2 - Lower Natufian
C - Atlitian (Upper Palaeolithic)
D1 - Middle Aurignacian
D2 - Middle Aurignacian
E - Lower Aurignacian
F - Upper Levalloiso-Mousterian
G - Levalloiso-Mousterian
Nahal Me'arot Nature Reserve

Welcome!

A Mediterranean green greets you in the reserve, home to some of the most unique and beautiful species of wildlife. Please obey the following rules:

- Please obey the instructions of the reserve staff.
- Do not disturb wildlife, vegetation or geological phenomena.
- Walk only on the marked trails.
- Visits are permitted during opening hours only.
- Parking is permitted in the parking lot only.
- Please do not leave valuables in your vehicle.
- Do not litter.
- Please maintain quiet.
- Lighting fires is prohibited.
- Rappelling or cliff climbing is prohibited.
- Bringing pets into the area of the caves is prohibited.
- Playing ball games in the reserve is prohibited.
- Enjoy your visit with the Israel Nature and Parks Authority.

SHAAROT TAAL NATURAL RESERVE

nature of Nahal Me'arot

Welcome!

A Mediterranean green greets you in the reserve, home to some of the most unique and beautiful species of wildlife. Please obey the following rules:

- Please obey the instructions of the reserve staff.
- Do not disturb wildlife, vegetation or geological phenomena.
- Walk only on the marked trails.
- Visits are permitted during opening hours only.
- Parking is permitted in the parking lot only.
- Please do not leave valuables in your vehicle.
- Do not litter.
- Please maintain quiet.
- Lighting fires is prohibited.
- Rappelling or cliff climbing is prohibited.
- Bringing pets into the area of the caves is prohibited.
- Playing ball games in the reserve is prohibited.
- Enjoy your visit with the Israel Nature and Parks Authority.

Please note that the reserve is closed during heavy rain and high winds.
A CLIFF CUT IN A FOSSIL REEF
CAVES CREATED THROUGH LIMESTONE DISSOLUTION
CULTURAL REMAINS OF PREHISTORIC MAN

At the Nahal Me'arot Nature Reserve, we can observe an extraordinary concentration of geological phenomena, along with significant archaeological finds from prehistoric periods.

The spot where we are now was intermittently covered by the sea until about 1.2 million years ago. The cliff opposite us is a fossil reef which formed some 100 million years ago from skeletons of marine organisms.

The caves in front of us were formed through a dissolution process that started with the uplift of the Carmel, some 1.2 million years ago. With the progress of the uplift, the river bed cut deeper, exposing the entrance to the caves.

Stages of the cliff evolution

Groups of nomadic hunter-gatherers were attracted to this area by the caves and by the rich and varied vegetation and animal life.
Archaeological excavations in the caves have exposed finds which represent some 200,000 years of human activity. The discoveries include animal bones, stone tools, bone tools, and human skeletons.
Evidence from approximately 12,000 years ago shows a transition from nomadism to fully sedentary settlements, one of the important changes leading to the beginnings of agriculture.

Typical stone tools

ממצאים נוספים מתארים את תהליך המиграות של האדם המוקדש לחקלאות.
ה gratuitoyat של התמותה בעיר בארי. מחקרים נוספים של מחקרים נוספים של מחקרים נוספים של מחקרים נוספים של מחקרים נוספים של מחקרים נוספים של מחקרים נוספים של מחקרים נוספים של מחקרים נוספים של מחקריםائيים ארכאולוגיים גילו כי בעיר באריɨ, 12,000 שנה לפני זמננו, התתים חקלאיים נמצאו בתוכי מבני המגורים. יבשנים

End scraper
Levallois flake
Levallois point
Hand axe
Burr
Yabrudian side scraper
How was the Gamal Cave created?

Note the vent in the cave's ceiling — it is a karstic vent, from which the cave started to form. Water enriched with carbon dioxide (CO₂) dissolved the rock, gradually seeping through, and creating the hollow of the cave.

Caves of this type are known as "bell caves".

The round dents in the fossil reef rock visible at the entrance of the cave are the chambers of the living rudist organisms preserved in their calcareous shell.

Shalom Le Abram Ben Chara Shmuel - Zochi Echadah Meshul Hamishe Katerish (Hebrew):

The formation of the cave is a result of the dissolution of the rock by water enriched with carbon dioxide (CO₂)

יתר רישומים במפורש: מסתובבים במדרון דרומי במקצת הפואות

Stages of the cave's evolution

שלבים

בהתחלה המערה

The formation of the cave is a result of the dissolution of the rock by water enriched with carbon dioxide (CO₂)
Sites of Human Evolution at Mount Carmel: The Nahal Ma'arot / Wadi el-Mughara Caves Location Map
Sites of Human Evolution at Mount Carmel: The Nahal Ma'arot / Wadi el-Mughara Caves

Legend:
- W.H. Nomination Area - 1.5 hectares
- Buffer Zone

Map Design: Miki Ladell
NPA GIS Unit

28/12/2010
Sites of Human Evolution at Mount Carmel: The Nahal Ma'arot / Wadi el-Mughara Caves Local Authority Boundaries and Protected Areas

LEGEND
- W.H. Nomination Area - 1.5 hectares
- Buffer Zone
- Nahal Ma'arot Nature Reserve
- Approved National Park
- Approved Nature Reserve
- Proposed Nature Reserve
- Biosphere Reserve Mount Carmel
- Regional Council Border

Israel Nature and Parks Authority
Map Design: Miki Ladell
NPA GIS Unit
28/12/2010
Sites of Human Evolution at Mount Carmel: The Nahal Ma'arot / Wadi el-Mughara Caves Geological Map

LEGEND

- W. H. Nomination Area - 1.5 hectares
- Buffer Zone
- Nahal Ma'arot Nature Reserve
- Buc - Volcanic rock units, undifferentiated - (Upper Cretaceous)
- c1 - Yagur Fm.; Kammon Fm. - (Albian-Cenomanian)
- c2 - Deir Hanna Fm.; Chalk and limestone rock units in Mt. Carmel - (Cenomanian)
- c3 - Sakhinin and Yanuh fms.; Weradim Fm.; Tamar Fm. - (Cenomanian)
- ea - Adulam Fm. - (Lower Eocene)
- q - Alluvium - (Holocene)
- qk - Calcareous sandstone ("kurkar") - (Quaternary)
- qs - Sand dunes - (Holocene)
- sp - Mount Scopus Group - (Senonian - Paleocene)
- t - Bina Fm.; Denorim, Shivta and Nezer fms.; Or and Gerofit fms. - (Turonian)
Sites of Human Evolution at Mount Carmel: The Nahal Ma'arot / Wadi el-Mughara Caves
Main Prehistoric sites of the Carmel

LEGEND
- Prehistoric Site
- Nahal Ma'arot Nature Reserve
- Approved Nature Reserve
- Proposed Nature Reserve
- Approved National Park

Isaac Nature and Parks Authority
Map Design: Miki Ladiel
NPA GIS Unit

28/12/2010
Table 5.01. Nahal Ma'arot Nature Reserve Annual Budget Analysis for 2009 + 2010 (in NIS)

<table>
<thead>
<tr>
<th></th>
<th>2009-allocated budget</th>
<th>2009-actual income/outcome</th>
<th>2010-budget</th>
<th>2010-actual income/outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Regular Maintenance</strong></td>
<td>35,000 7%</td>
<td>25,000 5%</td>
<td>35,000 6.5%</td>
<td>25,000 6.5%</td>
</tr>
<tr>
<td><strong>Office: Mail &amp; Telephone bills</strong></td>
<td>37,800 8%</td>
<td>42,900 9%</td>
<td>18,000 3.5%</td>
<td>21,450 4.5%</td>
</tr>
<tr>
<td><strong>Utilities: Water &amp; Electricity bills</strong></td>
<td>31,200 6%</td>
<td>31,900 7%</td>
<td>38,000 7%</td>
<td>23,000 5%</td>
</tr>
<tr>
<td><strong>Salaries</strong></td>
<td>414,000 79%</td>
<td>367,000 79%</td>
<td>440,000 83%</td>
<td>401,000 85%</td>
</tr>
<tr>
<td><strong>Total Expenses</strong></td>
<td>518,000 100%</td>
<td>466,000 100%</td>
<td>531,000 100%</td>
<td>470,450 100%</td>
</tr>
<tr>
<td><strong>Total income (Cashier point)</strong></td>
<td>320,000</td>
<td>387,000</td>
<td>370,000</td>
<td>333,800</td>
</tr>
<tr>
<td><strong>Operating Costs funded from INPA budgets</strong></td>
<td>198,000 NIS</td>
<td>79,800 NIS</td>
<td>161,000 NIS</td>
<td>136,650 NIS</td>
</tr>
</tbody>
</table>

2009 Annual Site Expenditures

2010 Annual Site Expenditures

Nahal Ma'arot Nature Reserve
2010 Sources of Income (in NIS)
Table 5.02. Visitors per annum to the Nahal Ma’arot Nature Reserve 1990-2002.

Source of data: INPA Nahal Ma’arot Nature reserve

Table 5.03. Visitors per annum to the Nahal Ma'arot Nature Reserve 2006-2010.

Source: INPA Nahal Ma'arot Nature reserve

<table>
<thead>
<tr>
<th>Year/ Data</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010**</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local*</td>
<td>39,119</td>
<td>41,408</td>
<td>41,623</td>
<td>46,929</td>
<td>45,299</td>
</tr>
<tr>
<td>Foreign</td>
<td>609</td>
<td>628</td>
<td>730</td>
<td>389</td>
<td>517</td>
</tr>
<tr>
<td>Total</td>
<td>39,728</td>
<td>42,036</td>
<td>42,362</td>
<td>47,318</td>
<td>45,816</td>
</tr>
</tbody>
</table>

*ca. 50% are Children

** Data available 1 January 2010 to 14 December 2010
Re: Nahal Ma’arot Caves, Mount Carmel (1393)

Dear Regina and Tilman,

We thank the Advisory Bodies for the coordination of the mission to evaluate the Sites of Human Evolution at Mount Carmel: The Nahal Me'arot / Wadi el-Mughara Caves property.

In response to your letter (ref: GB/MA 1393) dated 9 September 2011, we are pleased to supplement our dossier with the following additional information which was also transmitted to the evaluators.

1. Integrity/ boundaries:

In the spirit of encouragement, the State Party informs the Committee of its intention to present a serial nomination\(^1\). We are confident that the site of Nahal Ma’arot/ Wadi el-Mughara Caves has integrity and displays Outstanding Universal Value in its own right, yet believe that the potential sites named in the dossier (see p.45-46 and map on p. 47) may enhance and further exemplify some of the criteria identified in the nomination. We would add that the evaluators had the opportunity of visiting some of these properties during their visit.

However, at this point we are not in a position to give further details as to when additional applications for inscription might occur. To some extent the possible phasing will be a result

\(^1\) Serial nominations, whether from one State Party or multiple States, may be submitted for evaluation over several nomination cycles, provided that the first property nominated is of outstanding universal value in its own right. States Parties planning serial nominations phased over several nomination cycles are encouraged to inform the Committee of their intention in order to ensure better planning.
of the Committee's decision for this nomination. It is also important to keep in mind that this dossier lists the sites that have been explored to date. As stated in p. 12 of the dossier, over 200 prehistoric sites have been surveyed throughout Mount Carmel, yet the majority of these have not been excavated or researched. As more archaeological evidence becomes available in the future, other relevant sites might also become candidates for this series.

2. Protection

According to the national policy of the Israel Nature and Parks Authority (INPA), Nature Reserves are, in principle, open to the public free of charge. Within the Nahal Ma'arot Nature Reserve a fenced area with controlled access has been defined to protect the caves which are sensitive to the impact of visitors. The entrance to this area is charged a nominal fee. Skhul Cave is indeed outside this area, yet it is within the nominated property and is managed and controlled by the INPA. Although not on the main tourist interpretation circuit, the cave enjoys the protection of the daily and periodic routine checks performed by the park ranger (see p.103 of the dossier) and is inaccessible to vehicles during closing hours (the road at the entrance to the site has a gate which is closed at the end of the work day). The Nature Reserve in general and the Skhul Cave in particular can be accessed on foot when the fenced area is closed, yet this does not pose a management problem for the following reasons:

a. Skhul Cave is a shallow cave with an exposed rock terrace and no visible archaeological sediments.

b. It has not been an active archaeological site since the 1930's, when its terrace was excavated to bedrock, and it is therefore not susceptible to damage inflicted by visitors.

c. Apart from a sign describing the significance of the cave, no further interpretative measures have been installed in or near the cave.

Due to all of the above, and to the fact that it is not visible from the entrance nor from the regular walking track, it attracts mostly visitors with a scientific interest.

3. Management- Involvement of the Israel Antiquities Authority

In the management of mixed sites in Israel, the responsibilities of the Israel Antiquities Authority and the Israel Nature and Parks Authority, are clearly set out by law (see annexes 2.C-2.E - The Antiquities Law 1978 + the Antiquities Authority Law 1989 + the National Parks, Nature Reserves, National Sites and Memorial Sites Law 1992+1998 in Volume II of the nomination dossier) and supplemented by an agreement signed in 2005 and outlining the protocol for cooperation between the two Authorities. This agreement has been tried and

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2 The total area of the Nahal Ma'arot Nature Reserve is 310 hectares, with the proposed property representing circa 18% of this area.
tested over the past six years with success and is applied to the nominated property. The protocol was presented to the evaluators, (who also had the opportunity to see its effective management in another nearby Nature Reserve) and a free translation is hereby attached.

4. Management- Buffer Zone Stakeholders

The evaluators also had an opportunity of meeting all the stakeholders as coordinated by the Regional Council, including kibbutz and moshav members, school teachers, local guides, university researchers, NGO's and other interested parties, and to observe their commitment. Attached is a photograph from the evaluators' meeting with representatives of the community, together with a list of those involved and their affiliation.

In the preparation of this dossier, a workshop took place in 2008 with the World Heritage Centre and in the framework of the (now termed) HEADS programme supported by the Spanish Funds in Trust. This brought together all Israeli experts and the stakeholders from the local Carmel community to deepen their understanding of the property's values and widen the existing passion and commitment of the Regional Council. The summary of this workshop is attached.

We would like to clarify that no one resides within the buffer zone. The larger part of the buffer zone (named buffer zone A in the map on p. 84 of the nomination dossier) is on state-owned lands which are designated a Nature Reserve. The western part (buffer zone B) is owned by two adjoining villages and is restricted by statutory designation to agricultural use. Both villages are represented on the steering committee which has been formed as part of the process of preparing this nomination, and they will continue to be represented on the governing body which this steering committee will evolve into upon inscription, as described on p.83 of the dossier.

5. Other issues

We would like to use this opportunity to highlight some other issues, based on further information that has become available.

It is Israel's firm belief that the Committee's decision to have a single set of criteria for World Heritage evaluation underscores the importance that the Earth's history indicated in criterion (viii) including the record of life is the quintessence of the 'mixed site'. In this context and in response to the interest expressed by IUCN's evaluator Prof. Schrenk, a large scale geological

3 77.... (viii) be outstanding examples representing major stages of earth's history, including the record of life, significant on-going geological processes in the development of landforms, or significant geomorphic or physiographic features;
map showing the stratigraphy of the rudist reef at Nahal Ma'arot Nature Reserve was provided to both evaluators and is attached to this letter. Significant stages in the geological history of the earth as exemplified by the rudist reef can be seen as supporting the unique record of human evolution which can be witnessed at this site. To reflect this, we may consider refining the boundaries of the property according to the geological survey as attached. Any such change will be well within the Nature Reserve as indicated in the dossier.

Needless to say, the debate on the sites of human evolution in Israel plays an important part in the global evaluation as can be seen in the latest World Heritage publication #29 – Human Evolution, Adaptations, Dispersals and Social Development (World Heritage Thematic Programme) in which there are references to the abovementioned workshop and the Mount Carmel property. The web link is as follows:


6. Name of the Property:

We would also request that the transliteration from the Hebrew be corrected from:

The Nahal Ma'arot / Wadi el-Mughara Caves to
The Nahal Me'arot / Wadi el-Mughara Caves

We would be happy to provide any further clarification as required.

Sincerely yours,

Daniel Bar-Elli
Secretary General
Israel National Commission for UNESCO

Cc: Mr. Kishore Rao, Director of World Heritage Centre, UNESCO
H.E Nimrod Barkan, Ambassador of Israel to UNESCO
Arch. Arie Rahamimoff, Chairperson ISWHC Committee
Mr. Yoav Sagi, Chair Israel IUCN
Adv. Gidon Koren, Chair ICOMOS Israel
Mr. Modi Bracha, Hof Carmel Regional Council

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e-mail: barelid@education.gov.il unescoil@education.gov.il
Web Site: www.education.gov.il/unesco
Dr. Tsvika Tsuk Director Department of Archaeology and Heritage
Mr. Raanan Kislev, Director of Conservation, IAA
Dr. Tyler Faith, ICOMOS evaluator
Prof. Friedemann Schrenk, IUCN evaluator
Mr. Tim Badman, IUCN
Prof. Mina Evron, Head, Zinman Institute of Archaeology, University of Haifa
Arch. Ruth Liberty-Shalev, Technion.
Ms. Pnina El-Al, Deputy Director, Department of Cultural & Scientific Cooperation,
Ministry of Foreign Affairs
Mr. Dudi Weiner, Site Manager

Appendices:
1. ICOMOS’s letter of request for additional information (ref: GB/MA 1393, 9/9/2011)
2. Agreement between the INPA and the IAA, 2005
3. Photograph from the evaluators' meeting with stakeholders & community + list of participants and their affiliation.
4. Map (no scale) showing the location of the rudist reef at Nahal Ma'arot Nature Reserve + map showing refined boundaries for the property according to the geological survey
5. Summary of the Mount Carmel workshop, 2008
World Heritage List: Nahal Ma’arot/ Wadi el-Mughara Caves, Mount Carmel (Israel) – additional information

Dear Sir,

ICOMOS is currently assessing the nomination of Sites of Human Evolution at Mount Carmel: The Nahal Ma’arot/ Wadi el-Mughara Caves (Israel) for World Heritage listing and we thank you for your assistance with the mission arranged to visit the property.

We would like to ask for clarification with regard to a number of aspects relevant to the nomination.

Therefore, we would be pleased if the State Party could consider the following points and provide additional information:

**Integrity/boundaries**

1. It is stated in the nomination dossier (p.45) that it is intended that this nomination be the first property of a future serial national nomination of Human Evolution Sites at Mount Carmel that could include Kebara Cave, MISILYA CAVE, Nahal Oren Cave and Terrace, Raqefet Cave, Sefunim Cave and Atlit Yam underwater site. Could the State Party provide information on when might this occur?

**Protection**

2. Clarify the physical protection of Skhul Cave. The nomination dossier (p.73) states that this site is not visible from the entrance to the Wadi and is not on the tourist circuit. It appears from Map 2.03 (nomination dossier p.15) that Skhul cave is outside the fenced area, whereas on p.77 it is mentioned that the entrance to the caves is fenced and that entrance is only possible when the site is open to the public.

**Management**

3. Clarify the involvement of the Department of Antiquities in the management of the nominated site and buffer zone.

4. Clarify the role of buffer zone residents in relation to management of the nominated property. Are they represented on the steering committee?

We look forward to your responses to these points which will be of great help in our evaluation process.

ICOMOS has no obligation to contact States Parties during the evaluation process. However, with a view to being as transparent as possible, ICOMOS has agreed to approach States Parties in specific cases. This does not prejudice the ICOMOS recommendation on the nomination and should be considered as preliminary information. It also does not prejudice the World Heritage Committee’s decision.
We would be grateful if you could provide ICOMOS and the World Heritage Centre with the above information by 24 October 2011.

We thank you in advance for your kind cooperation.

Yours faithfully

[Signature]

Regina Durighello
Director
World Heritage Programme

Copy to
Carmel Sela, Head of Hof Hacarmel Regional Council
Mr. Daniel Bar-Eli, Secretary General, Israel National Committee for UNESCO
Prof. Michael Turner, Chair, Israel World Heritage Committee
Arch. Ruth Liberty-Shalev
Tilman Jaeger, IUCN
UNESCO World Heritage Centre, Paris
**Agreement between the Israel Nature and Parks Authority and the Israel Antiquities Authority**

The aim of this Agreement is to facilitate cooperation, conservation, and effective management of antiquity sites in Nature Reserves and National Parks.

Whereas the Israel Antiquities Authority (henceforth IAA) is the authorized professional entity in the fields of archeology and conservation in antiquities sites;

And whereas the Israel Nature and Parks Authority (henceforth INPA) is the authorized and professional entity in the management, planning, development, and maintenance of antiquities sites in Nature Reserves and National Parks.

The two authorities have reached the following Agreement regarding the need to cooperate:

1. **Mutual assistance in supervision tasks**
   a. Rangers from the two Authorities will assist one another in their respective assignments. Hence IAA rangers will forward to INPA rangers information regarding the occurrence of damage to animals or vegetation, illegal hunting or grazing, and so forth. INPA rangers will forward to IAA rangers information regarding the occurrence of damage to antiquities and antiquities sites, as well as antiquities theft.
   b. To this end a joint seminar will frequently take place wherein the responsibilities, the duties, and work methods of both authorities will be communicated.
   c. All rangers will have the phone numbers of workers of both authorities, as well as their relevant rules and regulations.
   d. Both Authorities will cooperate in the investigation and submission of a complaint when the violation is sufficiently complex and in violation of the rules and regulations relevant to both Authorities.
   e. Both Authorities will cooperate with the requirements of the Israeli Defense Forces with regards to drills and actions in the fields of fire situated within Nature Reserves and National Parks and Antiquities sites.

2. **Archaeological excavations in Nature Reserves and National Parks**
   a. Archaeological excavation will be undertaken in National Park territory only under license from the IAA’s management and in accordance with the terms of that license.
   b. The IAA’s management will provide a written notification to the receiver of a license for archaeological excavation in a National Park territory indicating that the excavation is conditioned upon the permission of IAA’s manger or someone on his or her behalf.
   c. The INPA’s management is authorized to prevent an excavation not undertaken by the IAA according to its considerations, following deliberations with the IAA management. Likewise, INPA management can condition the excavation on terms that will be detailed on a form which the license holder will complete and sign.
d. The abovementioned form and INPA’s conditions will not include demands that contradict or overlap with antiquities law. Likewise, the INPA is permitted to condition conservation in antiquities sites in accordance with the demands of the professional entities of the IAA or the INPA.

e. Stopping or non-renewal of an IAA archaeological excavation due to the violation of INPA regulations will be done with the full agreement of both sides.

f. If the two sides did not come to an agreement in the above clause, INPA’s management will be permitted to order the discontinuation of the excavation until its conditions are met.

g. As a result of the occurrence of damage to antiquities, IAA will be permitted to act according to Clause 31 of the Antiquities Law (restoration to previous condition), following coordination with INPA.

h. The holder of a license for archaeological excavation in national park territory will be responsible for the safety of the excavation and of those who work at the excavation site. The license holder is required to coordinate and undertake that which is necessary to ensure the safety of visitors and others, both during and outside of working hours, together with the relevant appointee from INPA.

i. Clauses b-f above will not apply to salvage excavations in National Park territory which are under the sole authority of IAA management. Nevertheless, salvage excavation will not be conducted without prior coordination with and agreement from the INPA regarding the effects of the excavation on the physical aspects of the Nature Reserve or the National Park.

3. Handling architectural elements and archaeological findings

a. Display of archaeological findings in closed structures and display of archaeological artifacts in closed museums in National Park territories will be conducted in accordance with the standard criteria of IAA, following programme examination, stocktaking, and signage of display certificates and contracts.

b. Photography rights of the sites and objects in National Park territories will correspond to the relevant laws.

c. The creation of 1:1 replicas will be done under agreement from the National Treasures Archives of the IAA. Smaller scale replicas, for commercial use, will be done by the INPA, according to demand, after notifying the IAA.

d. The IAA will issue the INPA exportation permits for antiquities free of charge, while INPA will issue IAA exportation permits for ivory and antique organic material free of charge.

e. Transporting findings beyond site borders, whether to another site or to another place in Nature Reserves or National Parks, requires the permission of the National Treasures Archives of the IAA.

4. The entrance of IAA employees to Nature Reserves and National Parks

IAA employees are occasionally required to enter Nature Reserves and National Parks for their work, and they will do so as follows:
a. Entrance to sites open to the public during operating hours with an IAA employee card does not require prior coordination and is free of charge.
b. The entrance of accompanying persons to sites that are open to the public during operating hours does not require prior coordination and is free of charge.
c. Entrance to sites that are open to the public when they are closed, for an urgent matter, will be done in coordination with INPA.
d. Entrance to antiquity sites situated in open Nature Reserves on designated paths does not require prior coordination.
e. Entrance to antiquity sites situated in open Nature Reserves on non-designated paths requires prior coordination. In exceptional cases, entrance to the site itself with a vehicle will be barred. In either case, the walking path to the site will be reasonably short. In cases of disagreement, the coordinating committee will have the final say (see below).
f. The entrance of INPA employees to antiquity sites in which excavation is underway in Nature Reserves and National Parks will occur without prior coordination or authorization, while respecting the rights of the excavation license-holder.
g. In urgent cases, agents from the green patrol and from the unit for the prevention of antiquity theft will be authorized to enter every antiquity site, Nature Reserve and National Park, during all hours of the day, in accordance with a working procedure that will be formed and agreed upon by the entities.

5. Conservation, restoration, and operation of antiquity sites in national park territory

a. Planning coordination:
The INPA has full responsibility over planning. Planning will be done in line and in coordination with IAA procedures. The INPA will choose one of the following four options:

1) Planning will be passed in its entirety to the IAA and be executed in coordination with the INPA.
2) Planning will be jointly undertaken, through joint management. The planning committee will be led by the INPA.
3) Planning will be undertaken fully by the INPA, and an IAA representative will partake in the planning crew.
4) Small projects- planning will be undertaken by the INPA, which will pass on the plans to the IAA when planning is complete.

Mutual response time will not exceed three weeks.

b. Documentation and survey
All conservation work requires prior documentation and surveying. Documenting and surveying will be undertaken by documenters from the Conservation Unit at IAA and by architects and conservators jointly approved by both Authorities and in accordance with the work procedures and demands of the IAA.
Initial documentation for uncomplicated projects will also be undertaken by INPA conservators in accordance with a format that will be agreed upon by the professional entities at both Authorities and according to IAA procedures. All documentation reports and surveys will be found at the IAA archive, including a copy of those done by INPA conservators. The INPA will have easy access to all materials found at the IAA conservation archive, and it will be permitted to obtain a copy of all materials related to National Park territories.

c. **Undertaking conservation and restoration work:**

The IAA and INPA both have statutory responsibility in matters of conservation. After their plans have been agreed upon by all sides, conservation and restoration works will be performed according to one of the following options:

1) **Large and complex projects**

The INPA recognizes the professional ability of IAA and will prioritize the IAA’s Conservation Department in the execution of these projects. Planning, documentation, conservation, and restoration works executed by the IAA for the INPA will be done at reduced costs, or at costs previously agreed upon by both sides.

2) **Small-scale conservation work**

These works will be executed under the order and responsibility of the INPA, following consultation with the IAA, either by the IAA’s Conservation Department, or by trained conservators approved by both Authorities. Highly complex conservation works, and in particular handling of mosaics and frescos, will be executed by IAA conservators or by private conservators agreed upon by the two Authorities. The INPA will provide conservation services to the large sites under its responsibility, unless the Authorities decide otherwise. The INPA conservation teams will engage in the maintenance of small-scale conservation work which will be conducted following the coordination of conservation plans at the IAA. A final report on these works will be handed over to the IAA.

3) **Continuous conservation maintenance**

The maintenance will be executed under the full responsibility of the INPA. Guidance, consultation, and follow-up of mosaics and frescos will be undertaken by the IAA. A copy of all documentation will be deposited at the IAA’s conservation archive.

4) **Conservation during excavation work**

   a. Both Authorities will work together to undertake conservation during archaeological excavations that take place at Nature Reserves and National Parks.
   b. Conservation will be undertaken at the excavated area, of that year only, by conservators recognized by both Authorities.
   c. The documentation, planning, and conservation report will be added as a binding component to the annual excavation report of the excavation management.

d. A list of conservation and restoration professionals
The IAA and INPA will jointly approve a list of conservation and restoration professionals according to their different specialties. This will constitute the official list of such professionals in Israel, and external conservation and restoration professionals will only be chosen from this list. This list will occasionally be updated.

e. **Professional training**

A full conservation course in Israel will be offered solely by the IAA. Continued professional development courses will also be offered by the INPA, but conservators who complete these courses will be restricted to performing basic or specific conservation works according to their level of training.

f. **International connections, continued professional development, dissemination of international knowledge in the fields of architecture and conservation**

The Authorities will cooperate in this manner: the IAA has an extensive international network and it represents Israel in various international fora relating to archaeology and conservation. The IAA will ensure to update the INPA professionals with regards to new advances and knowledge acquired in the international arena.

g. **Coordination and supervision of conservation**

Once per quarter, the administrations of the IAA Conservation Department and of the INPA Planning and Development Unit will meet to coordinate and follow up on ongoing projects.

6. **Holding events at ancient monuments**

   a. As a rule, the IAA does not oppose INPA holding events at ancient monuments, especially monuments that were originally created for public assembly, such as theatres, hippodromes, amphitheatres, stadia, and auditoria.
   b. All changes and adjustments made to the site in order to enable these events will be agreed upon in advance by the IAA and INPA.
   c. Alterations and adjustments made to the ancient monuments for their utilization will be done according to this Agreement and will be coordinated with the IAA. (Apart from agreed-upon archaeological restorations).
   d. The utilization should ensure that no damage will be done to the site and according to its structural capacity.

7. **Financing**

   a. The Authorities will work together to raise extra-budgetary funds for conservation, restoration and development of antiquities sites.
   b. When the IAA will undertake documentation, surveying, planning, conservation, or restoration works from INPA funds, the costs will be decided upon together by the two Authorities, and will appear as an official request for work from the INPA to the IAA.
c. Fees or inspection charges will not be incurred between the two Authorities. (With the exception of the following clause).

d. In the event that the IAA’s supervision of work executed by or on behalf of the INPA entails special expenses, costs will be agreed upon between the Authorities on an ad hoc basis.

e. Inspection of works not conducted by or on behalf of the INPA in archaeological sites within Nature Reserves and National Parks will adhere to the demands of the IAA and be undertaken at the expense of the developer.

8. Differences of opinion

In the event that there are differences of opinion or disagreements between the professional ranks of the two Authorities, these will be discussed and decided upon by the deputies of both Authorities. If matters are not solved at this level, they will be decided upon by the Authorities’ directors. A coordinating committee composed of the IAA’s deputy director, conservation manager, and surveying and excavation manager, and the INPA’s deputy director, conservation and development manager, and archaeology manager (and, according to the topic, other professionals) will congregate once a quarter to discuss the topics at hand. In urgent cases a meeting will be called immediately. No stop-work orders or complaints between the Authorities will be issued until a thorough investigation has been undertaken by the directors in an effort to resolve the discrepancies.

The work procedures detailed in this Agreement will be reexamined one year following its ratification.

Signed in Jerusalem on 23/01/2005;

Shuka Dorfman
Director-General, IAA

Eli Amitai
Director, INPA

Translation by Ruth Liberty-Shalev Architecture & Conservation, October 2011
### Hof Carmel Regional Council: Sites of Human Evolution at Mount Carmel: The Nahal Ma’arat/ Wadi el –Mughara Caves

**Community & Stakeholders meeting with IUCN/ICOMOS evaluators**

5 October 2011

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Annex 3
Geological map of Nahal Ma’arot area depicting location of rudist reef (from Soffer A., B. Kipnis (1980), *Atlas of Haifa and Mount Carmel*, University of Haifa)
Detail of Nahal Ma'arot geological map (Soffer & Kipnia 1980) depicting location of rudist reef, locations of caves and proposed property.

- **Skhul Cave**
- **El-Wad Cave**
- **Tabun Cave**
- **Jamal Cave**

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**Boundary of proposed property**

**Possible refinement of proposed property boundary**
The Culture Sector
World Heritage Centre

H. E. Mr. Nimrod Barkan
Ambassador
Permanent Delegate of Israel to
UNESCO
UNESCO House

Ref: CLT/WHC/PSM/12/LJ/EUR/242 16 August 2012

Subject: Inscription of Sites of Human Evolution at Mount Carmel: the Nahal Me’arot/Wadi el-Mughara Caves (C 1393), Israel, on the World Heritage List

Dear Ambassador,

I have the pleasure to inform you that the World Heritage Committee, at its 36th session (Saint Petersburg, Russian Federation, 24 June – 6 July 2012), examined the nomination of the Sites of Human Evolution at Mount Carmel: the Nahal Me’arot/Wadi el-Mughara Caves and decided to inscribe the property on the World Heritage List. The decision of the Committee concerning the inscription is attached.

I am confident that your Government will take the necessary measures for the effective conservation of this new World Heritage property. The World Heritage Committee and its Secretariat, the World Heritage Centre, will do everything possible to collaborate with you in these efforts.

The Operational Guidelines for the Implementation of the World Heritage Convention (paragraph 168), request the Secretariat to send to each State Party with a newly inscribed property a map of the area(s) inscribed. Please examine the attached map and inform us of any discrepancies in the information by 1 December 2012.

The inscription of the property on the World Heritage List is an excellent opportunity to draw the attention of visitors to, and remind local residents of, the World Heritage Convention and the outstanding universal value of the property. To this effect, you may wish to place a plaque displaying the World Heritage emblem and the UNESCO logo at the property. You will find suggestions on this subject in the Operational Guidelines for the Implementation of the World Heritage Convention.

In many cases States Parties decide to hold a ceremony to commemorate the inscription of a property on the World Heritage List. Upon request to the World Heritage Centre by the State Party, a World Heritage Certificate can be prepared for such an occasion.

I would be grateful if you could provide me with the name, address, telephone and fax numbers and e-mail address of the person or institution responsible for the management of the property so that we may send them World Heritage publications.
Please find attached the brief descriptions of the property, prepared by ICOMOS and the World Heritage Centre, in both English and French. As these brief descriptions will be used in later publications, as well as on the World Heritage website, we would like to have your full concurrence with their wording. Please examine these descriptions and inform us, by 1 December 2012 at the latest, if there are changes that should be made. If we do not hear from you by this date, we will assume that you are in agreement with the text as prepared.

Furthermore, as you may know, the World Heritage Centre maintains a website at http://whc.unesco.org/, where standard information about each property on the World Heritage List can be found. Since we can only provide a limited amount of information about each property, we try to link our pages to those maintained by your World Heritage property or office, so as to provide the public with the most reliable and up-to-date information. If there is a website for the newly inscribed property, please send us its web address.

All the Decisions adopted by the 36th session of the World Heritage Committee are available at the following web address of the World Heritage Centre: http://whc.unesco.org/archive/2012/whc12-36com-19e.pdf.

As you know, according to paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention, the World Heritage Committee invites the States Parties to the Convention to inform the Committee, through the World Heritage Centre, of their intention to undertake or to authorize in the area protected under the Convention major restorations or new constructions which may affect the outstanding universal value of the property.

May I take this opportunity to thank you for your co-operation and for your support in the implementation of the World Heritage Convention.

Please accept, dear Ambassador, the assurances of my highest consideration.

[Signature]
Kishore Rao
Director

cc: Israel National Commission for UNESCO
ICOMOS
Extract of the Decisions adopted by the 36th session of the World Heritage Committee (Saint Petersburg, 2012)

Decision: 36 COM 8B.13

The World Heritage Committee,

1. Having examined Documents WHC-12/36.COM/8B, WHC-12/36.COM/INF.8B1 and WHC-12/36.COM/INF.8B2,

2. Inscribe the Sites of Human Evolution at Mount Carmel: The Nahal Me’arot / Wadi el-Mughara Caves, Israel, on the World Heritage List on the basis of criteria (iii) and (v);

3. Adopt the following Statement of Outstanding Universal Value:

   Brief synthesis

   The four Mount Carmel caves (Tabun, Jamal, el-Wad and Skhul) and their terraces are clustered adjacent to each other along the south side of the Nahal Me’arot/Wadi el-Mughara valley. The steep-sided valley opening to the coastal plain on the west side of the Carmel range provides the visual setting of a prehistoric habitat.

   Located in one of the best preserved fossilised reefs of the Mediterranean region, the site contains cultural deposits representing half a million years of human evolution from the Lower Palaeolithic to the present. It is recognised as providing a definitive chronological framework at a key period of human development.

   Archaeological evidence covers the appearance of modern humans, deliberate burials, early manifestations of stone architecture and the transition from hunter-gathering to agriculture. The attributes carrying Outstanding Universal Value include the four caves, terraces, unexcavated deposits and excavated artefacts and skeletal material; the Nahal Me’arot/ Wadi el-Mughara landscape providing the prehistoric setting of the caves; el-Wad Terrace excavations, and remains of stone houses and pits comprising evidence of the Natufian hamlet.

   Criterion (iii): The site of the Nahal Me’arot/ Wadi el-Mughara Caves displays one of the longest prehistoric cultural sequences in the world. From the Acheulean complex, at least 500,000 years BP, through the Mousterian culture of 250,000-45,000 years BP, and up to the Natufian culture of 15,000-11,500 years BP and beyond, it testifies to at least half a million years of human evolution. Significantly, the site demonstrates the unique existence of both Neanderthals and Early Anatomically Modern Humans (EAMH) within the same Middle Palaeolithic cultural framework, the Mousterian. As such, it has become a key site of the chrono-stratigraphic framework for human evolution in general, and the prehistory of the Levant in particular. Research at Nahal Me’arot/ Wadi el-Mughara Caves has been ongoing since 1928, and continues to promote multidisciplinary scientific dialogue. The potential for further excavation and archaeological research at the site is to date far from exhausted.

   Criterion (v): The Nahal Me’arot/ Wadi el-Mughara Caves are a central site of the Natufian culture in its Mediterranean core zone. This significant regional culture of the late Epi-Palaeolithic period presents the transition from Palaeolithic to Neolithic ways of life, from nomadic to complex, sedentary communities, bearing testimony to the last hunter-gatherer society and the various adaptations it underwent on the threshold of agriculture.

   Integrity

   The Nahal Me’arot/Wadi el-Mughara site includes all elements necessary to express the values of the property, comprising the caves and the visual habitat. The caves are intact, in good condition and do not suffer from neglect, except in the case of Skhul Cave, which
has been partly defaced with graffiti. The visual habitat defined as the caves, the terrace in which the caves are found and the area that can be viewed from the caves is intact except below Skhul Cave, where Eucalyptus trees are growing along the riverbed around the water pumping station.

**Authenticity**

Archaeological research over 90 years has established the authenticity of the Nahal Me’arot/Wadi el-Mughara site as a crucial record of human, biological, behavioural and cultural origins. The caves, terraces and excavated structures, together with excavated artefacts and human remains, truthfully and credibly express the values of the property. The authenticity of the habitat is impacted by the alien Eucalyptus trees and water pumping station.

**Protection and Management requirements**

Legal protection is provided at the highest national level possible in Israel. The caves and their surroundings were declared a National Nature Reserve in 1971. The property is protected by the National Parks, Nature Reserves, National Sites and Memorial Sites Law 1998, administered by the Israel Nature and Parks Authority (INPA) and the Antiquities Law (1978) and the Antiquities Authorities Law (1989). Research activities or excavations within the property require permits from both the INPA and the Israel Antiquities Authority (IAA). INPA and IAA share responsibility for the management of the archaeological resources that sustain the Outstanding Universal Value of the property. An agreement between the Antiquities Authority and the INPA (2005) outlines the effective protocol necessary to facilitate cooperation, conservation and management of Antiquities in Israel’s Nature Reserves and National Parks.

A steering committee of stakeholders was established to oversee the nomination and will serve as a governing body that integrates local, regional, and national management of the site. The steering committee includes representatives of the INPA, the IAA, archaeologists from Haifa University, the Carmel Drainage Authority, Kibbutz Ein HaCarmel and Moshav Geva Carmel (who leases the agricultural land designated as Buffer Zone B), the Society for the Protection of Nature in Israel, the Society for the Preservation of Israel Heritage Sites, the Carmel Tourism Organization, and the Hof HaCarmel Regional Council. A Site Conservation and Management Programme describing all management procedures for the site was prepared in 2003 and currently serves as the foundation for the day to day management of the site.

4. **Recommends** that the State Party give consideration to the following:

   a) Removing the invasive Eucalyptus trees growing along the valley floor below Skhul Cave,

   b) Downsizing, conceal or remove the water pumping station located near Skhul Cave,

   c) Cleaning off the graffiti observed on the wall of Skhul Cave,

   d) Including Skhul Cave on the main tourist circuit and improve the presentation of the cave in order to enhance its protection, better integrate the cave with the others, and ensure that its significance is made clear,

   e) Evaluating possible erosion of the rock-cut basins on el-Wad Terrace and if need be, consider including a protective cover of the basins to limit erosion due to rainfall and exposure,

   f) Referring any proposal for new buildings at the property such as the proposed new museum of prehistory and adjacent research centre to the World Heritage Committee for review in accordance with paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention;

5. **Decides not to inscribe** the Sites of Human Evolution at Mount Carmel: The Nahal Me’arot / Wadi el-Mughara Caves, Israel, on the World Heritage List under criterion (viii).
Surface and coordinates of the property inscribed on the World Heritage List by the 36th session of the World Heritage Committee (Saint Petersburg, 2012) in accordance with the Operational Guidelines.

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**Brief Description in English**

On the western slope of the Mount Carmel range, the property includes the cave sites of Tabun, Jamal, el-Wad and Skhul. It covers 54 ha and contains cultural deposits representing 500,000 years of human evolution with evidence of burials, early stone architecture and the transition from a hunter-gathering lifestyle to agriculture and animal husbandry, demonstrating the unique existence of both Neanderthals and Early Anatomically Modern Humans within the same Middle Palaeolithic cultural framework, the Moustarian. As such, it has become a key site of the chrono-stratigraphic framework for human evolution in general, and the prehistory of the Levant in particular. Ninety years of archaeological research have revealed a cultural sequence of unparalleled duration, providing an archive of early human life in south-west Asia.

**Brief Description in French**

Situé sur le versant occidental du mont Carmel, ce bien comprend les grottes du Taboun, Jamal, Skhul et el-Wad. Ces sites sont répartis dans une zone de 54 hectares et abritent des gisements culturels représentant les derniers 500 000 ans de l'évolution humaine. Ils témoignent de la pratique de l'enterrement, des premières manifestations de l'architecture en pierre et de la transition du mode de vie des chasseurs-cueilleurs vers l'agriculture. Il s'agit du seul complexe connu où l'on trouve à la fois des restes d'hommes de Néandertal et des premiers humains anatomiquement modernes dans un même ensemble culturel du Paléolithique moyen, le Moustérien. À ce titre, les grottes sont devenues un site essentiel du cadre chrono-stratigraphique de l'évolution humaine en général, et de la préhistoire du Levant en particulier. Quatre-vingt-dix ans de recherches archéologiques ont mis à jour une séquence culturelle d'une durée sans équivalent, ainsi que des archives cruciales sur les origines humaines en Asie du Sud-Ouest.