

The Necropolis of Bet She'arim A Landmark of Jewish Renewal



Submitted to the World Heritage Center – UNESCO
by the State of Israel



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2014



Acknowledgments

The dossier: "**The Necropolis of Bet She'arim - A Landmark of Jewish Renewal**"

has been prepared by the Israel Nature and Parks Authority (INPA).

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TABLE OF CONTENTS

SECTION I

Acknowledgments	2
Executive Summary	7-11
1. Identification of the Property	12-21
1. a. Country	12
1. b. State, Province or Region	12
1. c. Name of Property	12
1. d. Geographical coordinates to the nearest second	12
1. e. Maps and plans showing the boundaries of the nominated property and buffer zone	12-17
1. f. Area of nominated property (ha.) and proposed buffer zone (ha.)	18
2. Description	22-56
2.a. Description of Property	22-46
2.a.1. Introduction	22-23
2.a.2. BetShe‘arimin Historical Context	23-25
2.a.3. The Necropolis of Bet She‘arim	25-38
2.a.4. The Art of Bet She‘arim	39-40
2.a.5. The Inscriptions of Bet She‘arim	40-42
2.a.6. The Town of Bet She‘arim	42-46
2.b. History and Development	46-56
2.b.1. History of Research	46-47
2.b.2 Planning, Conservation and Development	47-56
3. Justification for Inscription	57-101
3.1.a. Brief Synthesis	57-68
(i) a summary of factual information	57-65
(ii) a summary of qualities	65-68
3.1.b. Criteria under which inscription is proposed	68-71
3.1.c. Statement of Integrity	71-72
3.1.d. Statement of Authenticity	72-75
3.1.e. Protection and management requirements	75-82
3.2. Comparative Analysis	82-96
3.3. Proposed Statement of OUV	96-101
3.3.a. Brief Synthesis	96-98
3.3.b. Justification for Criteria	99
3.3.c. Statement of Integrity	99
3.3.d. Statement of Authenticity	100
3.3.e. Requirements for protection and management	100-101

4. State of Conservation and Factors Affecting the Property	102-115
4.a. Present State of Conservation	102-108
4.b. Factors Affecting the Property	109-115
5. Protection and Management of the Property	116-181
5.a. Ownership	116
5.b. Protective Designation	116-117
5.c. Means of Implementing Protective Measures	117-130
5.d. Existing Plans Related to the Municipality and Region in which the Proposed Property is Located	131-132
5.e. Property Management Plan or Other Management System	132-144
5.f. Sources and Levels of Finance	144-148
5.g. Sources of Expertise and Training in Conservation and Management Techniques	148-153
5.h. Visitor Facilities and Infrastructure	153-164
5.i. Policies and Programs Related to the Presentation and Promotion of the Property	164-177
5.j. Staffing Levels and Expertise (professional, technical, maintenance)	178-181
6. Monitoring	182-186
6.a. Key Indicators for Measuring State of Conservation	183-184
6.b. Administrative Arrangements for Monitoring Property	184-185
6.c. Results of Previous Reporting Exercises	185-186
7. Documentation	187-202
7.a. Photographs, Slides, Image Inventory and Authorization Table and Other Audiovisual Materials	187-195
7.b. Texts relating to protective Designation, Documented Management Systems and Extracts of Other Plans Relevant to the Property	196-197
7.c. Form and Date of Most Recent Records or Inventory of the Property	197-199
7.d. Address where Inventory, Records and Archives are held	199-200
7.e. Bibliography	201-202
8. Contact Information of Responsible Authorities	203-204
8.a. Preparer	203
8.b. Official Local Institution/ Agency	203-204
8.c. Other local institutions	204
8.d. Official Web address	204
9. Signature on behalf of the State Party	205

SECTION II: ADENNDA

Annex A: Protective Designation - Legislation (referred to Section 5.b)	4-78
Annex A1 – Israel Lands Authority (ILA) Law, 1960	5-7
Annex A2 – The Planning and Building Law, 1965	8-40
Annex A3 – The Antiquities Law, 1978	41-52
Annex A4 – The Antiquities Authority Law, 1989	53-66
Annex A5 – The Official Declaration of Bet She‘arim as a Protected Archaeological Site	67-68
Annex A6 – The National Parks, Nature Reserves, National Sites and Memorial Sites Law, 1998	69-72
Annex A7 – The INPA-IAA Agreement	73-78
 Annex B: Statutory Documents (referred to Section 5.c)	 79-102
Annex B1 – National Master Plan 35; the section showing Bet She‘arim National Park	80-84
Annex B2 – National Master Plan 8; National Parks and Nature Reserves	85-88
Annex B3 – North District Regional Master Plan 2/9 showing Bet She‘arim National Park	89
Annex B4 – Haifa District Regional Master Plan 6 showing Bet She‘arim National Park	90-94
Annex B5 – National Master Plan 22 – Forestation, showing the designated forest area within the buffer zone	95-96
Annex B6 – Detailed Plan G/4043, Bet Zayd	97-98
Annex B7 – QiryatTivon Master Plan TV/34, showing the Bet She‘arim National Park, the 'Open Public Area' and the Agricultural Lands between the Residential Neighborhoods	99
Annex B8 – Bet She‘arim National Park: Section I – within QiryatTivon Local Council (Detailed Plane TV/254); Section II – within EmekYizreal Regional Council (Detailed Plan G/18480)	100-101

Annex B9 – Detailed Plan G/18480; Bet She‘arim National Park (transportation appendix)	102
Annex C: Management systems (referred to Section 5.e)	103-135
Selected Material / Excerpts from management documents (in Hebrew) mentioned in the nomination dossier:	
Annex C1 – Israel Nature and Parks Authority – General Background	104-113
Annex C2 – Excerpts from the Conservation Report of Artistic Elements in Catacomb 1 and the <i>Hell's Cave</i> . 2006. (IAA Conservation Administration; Hebrew)	114-117
Annex C3 – Excerpts from the Conservation Report of the Menorah Relief in Catacomb 20; 2006. (IAA Conservation Administration; Hebrew)	118-122
Annex C4 – Excerpts from the Conservation Report of the Mosaic in the Mausoleum. 2007. (IAA Conservation Administration; Hebrew)	123-126
Annex C5 – Excerpts from the Report of the Annual Conservative Maintenance. 2010. (IAA Conservation Administration; Hebrew)	127-129
Annex C6 – Excerpts from the Biological Project. 2001. (IAA Conservation Administration; Hebrew)	130-133
Annex C7 – Excerpts from the Inventory of Current Conditions of the Inscriptions in Catacombs 12-26 (Hebrew and English)	134-135
Annex D: Final excavations reports (in separate attachments)	136
Annex D1 – Excavations report 1928-1940 (Mazar 1971).	
Annex D2 – Excavation report – the inscription (Schwabe & Lifshitz 1974)	
Annex D3 – Excavations report 1950-1958 (Avigad 1976)	
Annex E: Photos and video (see attached CDs)	

EXECUTIVE SUMMARY

State Party: Israel

State, province or Region: The Northern District (of the Ministry of Interior),
Emek Yizreal Regional Council, Qiryat Tiv'on Local Council.

Name of property: The Bet She'arim Necropolis – A Landmark of Jewish Renewal

Geographical coordinates to the nearest second: N 32° 70' 40"; E 35° 12' 92"

Textual description of the boundaries of the nominated property:

The necropolis of Bet She'arim is located in the southwestern edge of Lower Galilee where a specific rock formation enabled the quarrying of the catacombs.

It is due to the distinctiveness of the necropolis of ancient Bet She'arim that it was designated as the central component of the Bet She'arim National Park.

There are three sections of catacombs within the nominated property, where 33 subterranean complexes were excavated. Therefore, the area proposed for inscription focuses on the necropolis. The boundaries of the nominated property include the excavated sections of the necropolis, the areas among them as well as the estimated extent of the necropolis, with the intention of preserving its integrity.

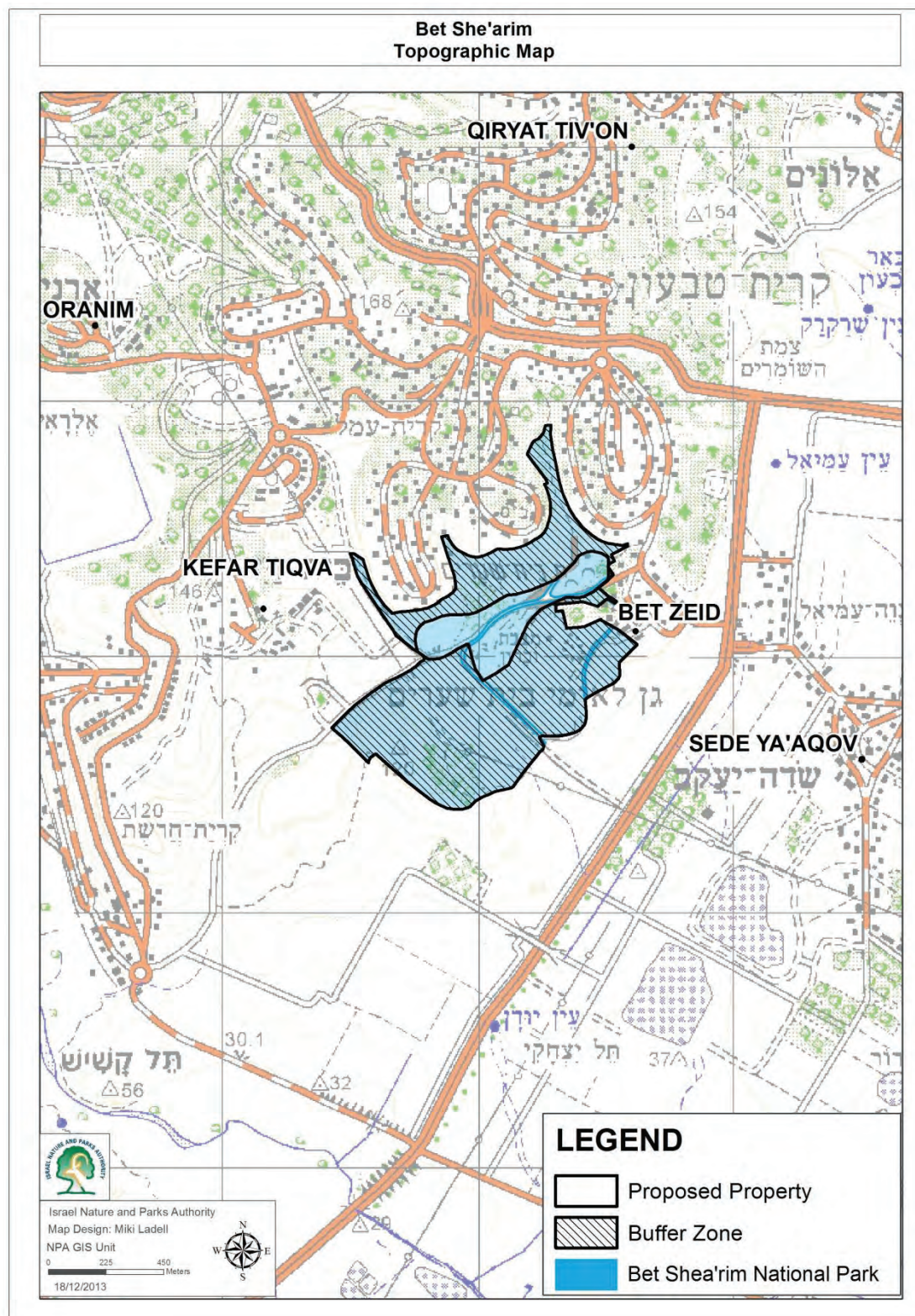
The borders of the buffer zone were outlined according to protectable spaces provided by the boundaries of the Bet She'arim National Park and the other relevant national, regional and local plans. The northwestern, northern, northeastern and eastern boundaries of the buffer zone extend as far as the natural forested gullies adjacent to the neighborhoods of Qiryat Tiv'on and

Moshav Bet Zayd. The southern boundary spread over the agricultural area at a distance of c. 500 m.



The entrance to Catacomb 13.

Map of the nominated property, showing boundaries and buffer zone



Criteria under which property is nominated (itemize criteria):

The necropolis of Bet She'arim is proposed for inscription under three criteria of cultural heritage: *ii*, *iii* and *vi*.

Draft Statement of Outstanding Universal Value:

The necropolis of Bet She'arim consists of manmade catacombs complexes and is outstanding in the variety and the complexity of artistic styles found within it. It is the densest ancient cemetery in Israel and one of the densest burial complexes in the Roman world, including the catacombs in Rome. It functioned as a 'national cemetery', where Rabbis and other distinguished persons were buried. The catacombs feature the richest Oriental folk art ever discovered; this folk art derived its inspiration from classical Roman art (*Criterion ii*) and has one of the largest epigraphic collections of Greek, Aramaic and Hebrew inscriptions. These catacombs were operated in conjunction with ancient town where Rabbi Judah the Patriarch lived and later buried there. As such, the Bet She'arim necropolis is the most important Jewish cemetery of the post-Second Temple period worldwide and is associated with one of the most important historical and cultural turning points in Judaism, the place and the time when the Mishna—one of Judaism's most important intellectual compositions—was composed (*Criterion iii*). The necropolis, including its artwork, are a tangible testimony to his ideas and beliefs of pluralistic and tolerant Judaism and are of exceptional universal value (*Criterion vi*). This property, comprising a faceted tapestry of fabrics, constitutes a configuration found nowhere else, neither in or outside of Israel.

The necropolis possesses an intact and accessible representation of the characteristics that demonstrate its significance. The integrity of the property is demonstrated by its good state of preservation. Only minor conservation works were carried out and a certain amount of restoration work was conducted on due to natural deterioration and safety reasons. The catacombs offer the public a comprehensive insight of its values.

The property is well-preserved because it was concealed and undisturbed for centuries. The catacombs are *in situ*, maintaining their authentic, original appearance in terms of material and substance. Due to their good state of preservation the catacombs well demonstrate their original function, and contribute to the accurate and credible expression of the property's values.

The nominated property is protected and managed by both Israel Nature and Parks Authority that operates it and Israel Antiquities Authority that supervised it as an 'antiquity site'. The property is the focus of the Bet She'arim National Park, and thus owned by the State of Israel, and well protected by a multi-leveled legal system.

Name and contact information of official local institution/agency:

Organization: Israel Nature and Parks Authority (INPA)

Address: 3, Am Ve'Olam St. Jerusalem, 95463

Tel.: 972-2-500444

Fax: 972-2-6529232

E-mail: tsuk@npa.org.il.

Web address: <http://www.parks.org.il>

1. IDENTIFICATION OF THE PROPERTY

1.a. Country: The State of Israel.

1.b. State, Province or Region: The Northern District (of the Ministry of Interior), Emek Yizreal Regional Council, Qiryat Tiv'on Local Council.

1.c. Name of Property: The Necropolis of Bet She'arim – A Landmark of Jewish Renewal.

1.d. Geographical coordinates to the nearest second: N 32° 70' 40"; E 35° 12' 92"

1.e. Maps and plans, showing the boundaries of the nominated property and buffer zone:

Map no. 1. The necropolis of Bet She'arim – topographic map (page 13).

Map no. 2. Location of the Bet She'arim necropolis within the State of Israel (page 14).

Map no. 3. The features of the nominated Property (page 15).

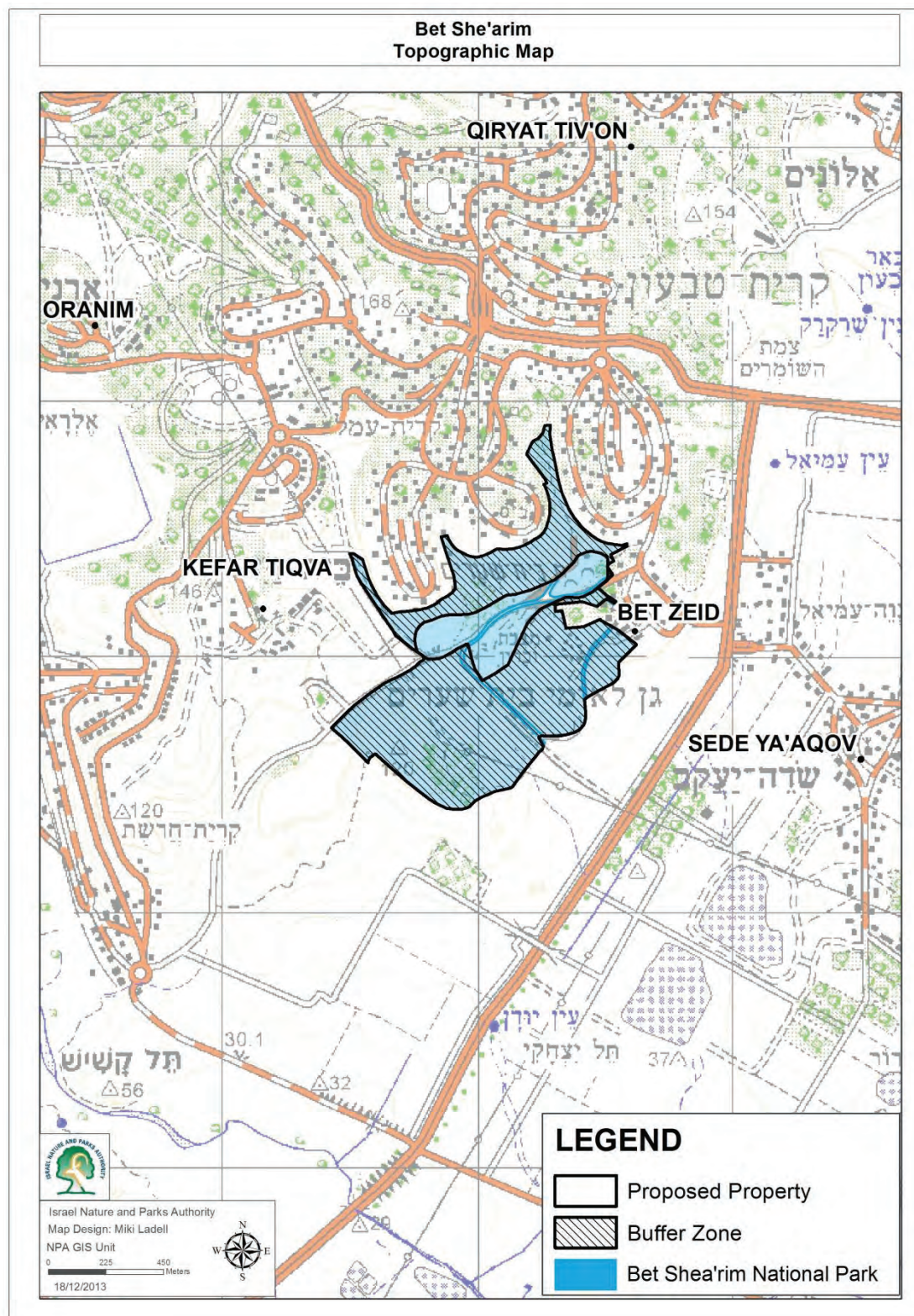
Map no. 4. The property within the Bet She'arim National Park, the buffer zone and the boundaries of local authorities (page 16).

Map no. 5. Designated land use (page 17).

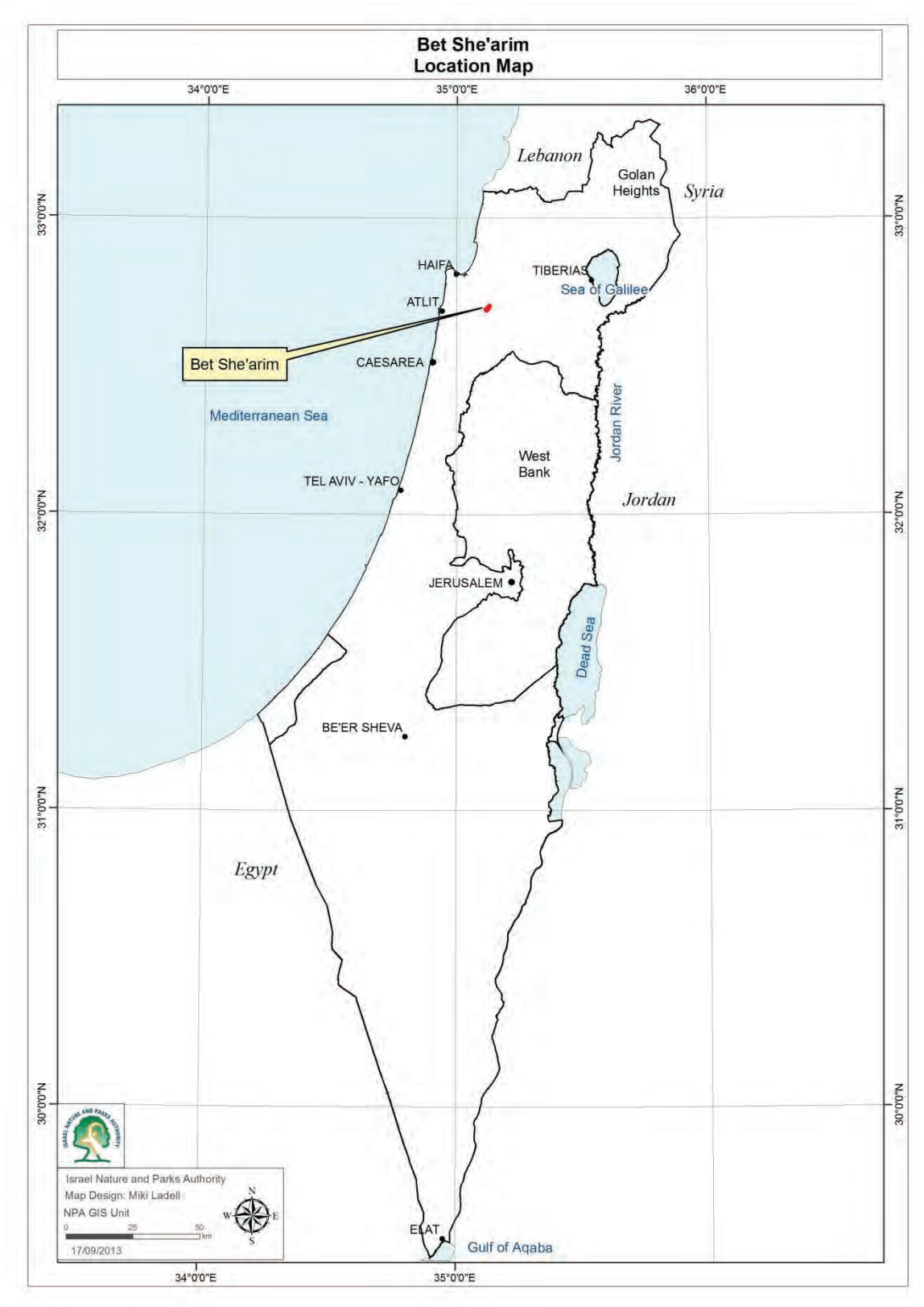


Catacomb 14 at spring time.

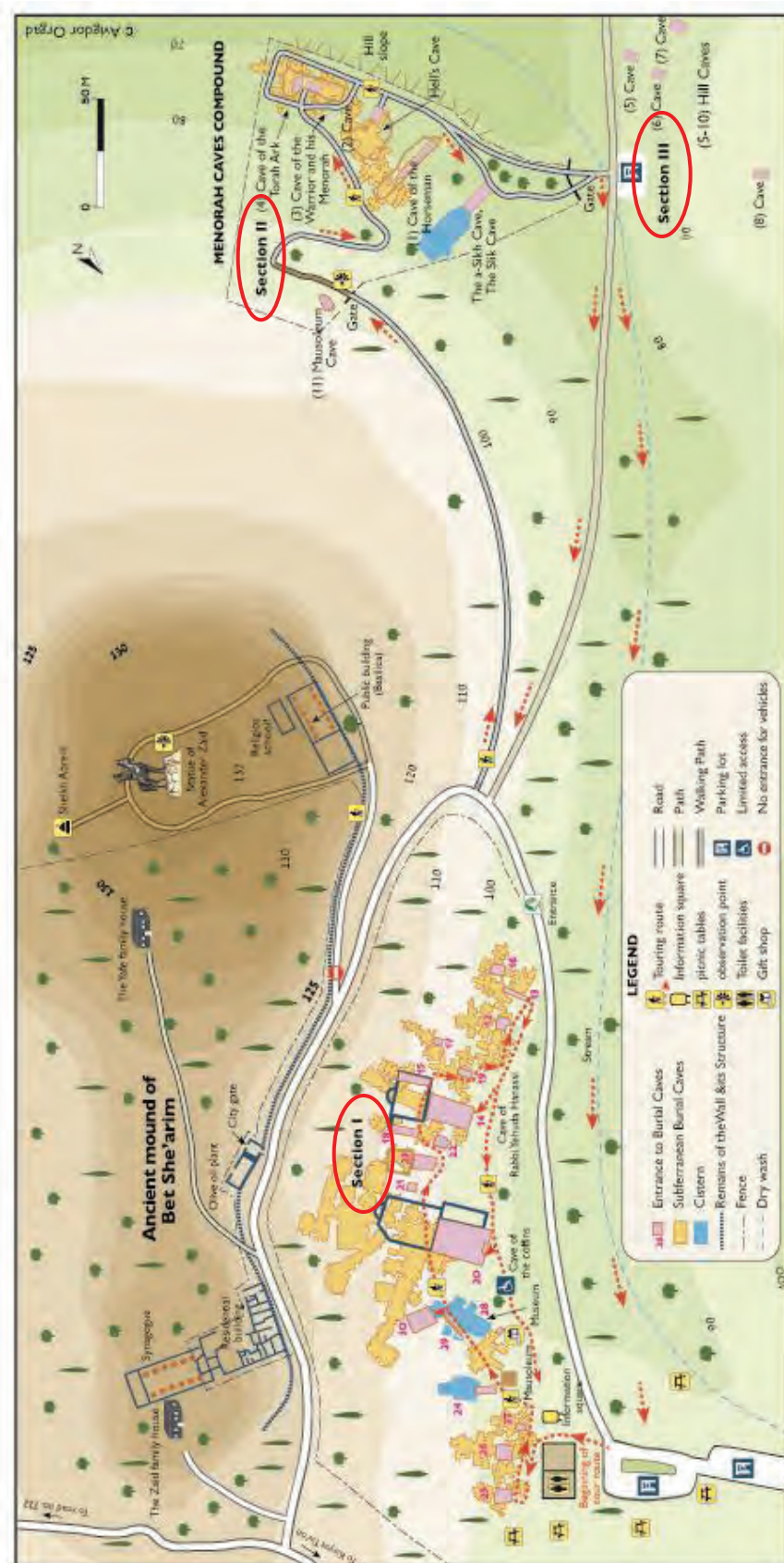
Map no. 1. The necropolis of Bet She'arim – topographic map.



Map no. 2. Location of the Bet She'arim necropolis within the State of Israel



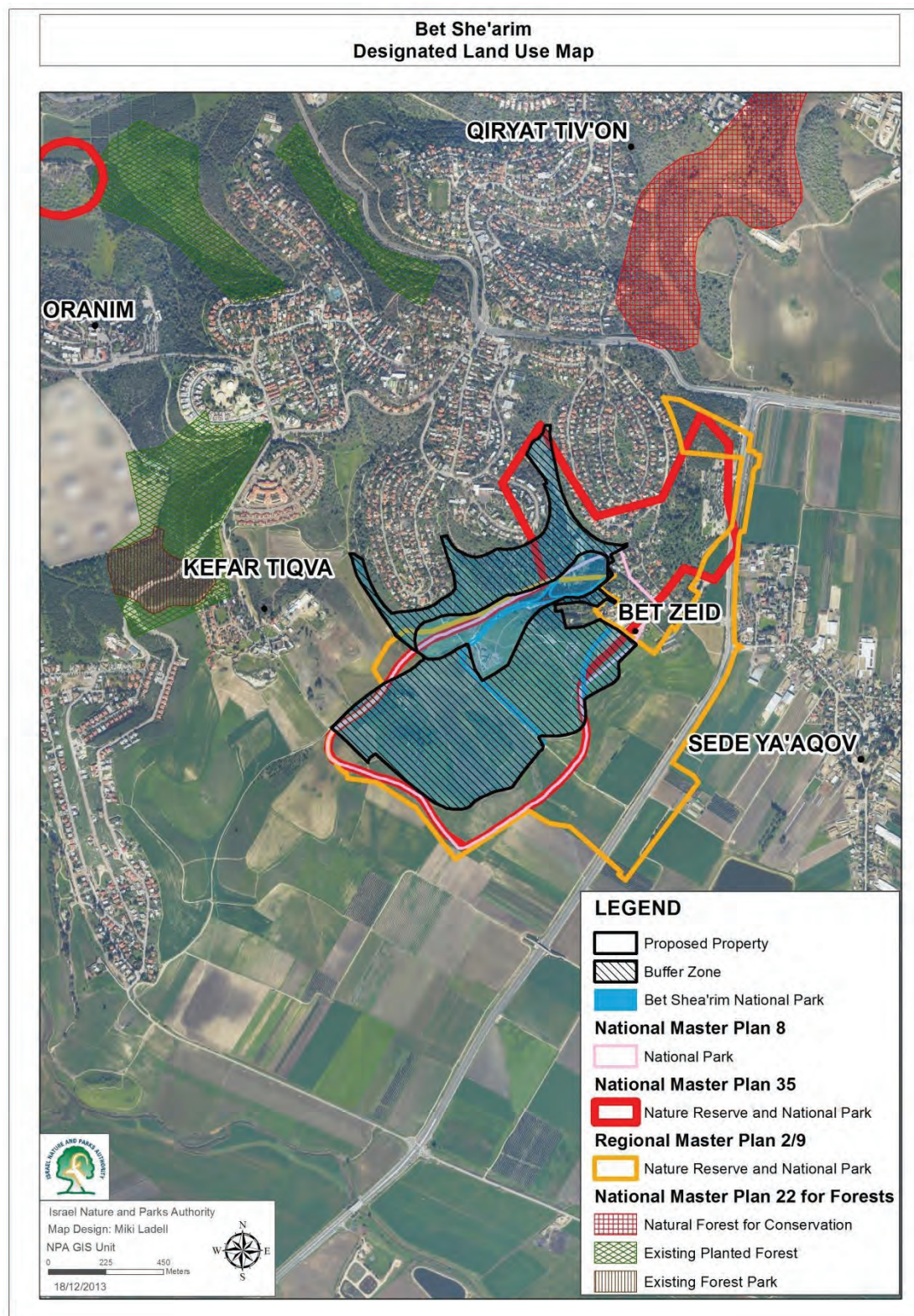
Map no. 3. The features of the nominated property.



Map no. 4. The property within the Bet She'arim National Park, the buffer zone and the boundaries of local authorities.



Map no. 5. Designated land use.



1.f. Area of nominated property (ha.) and proposed buffer zone (ha.):

Nominated property: 12.2 ha. (122 dunams).

Buffer zone: 64.3 ha. (643 dunams).

Total: 76.5 ha. (765 dunmas).

Boundaries of the nominated property – rationale for inscription

Bet She‘arim and its necropolis are located in the southwestern edge of Lower Galilee where a specific rock formation enabled the quarrying of the catacombs.

While the necropolis was intensively investigated, only a very limited area of the ancient town was excavated. It is due to the distinctiveness of the necropolis of ancient Bet She‘arim that it was designated as the central component of the Bet She‘arim National Park. The necropolis is distinguished from all other sites of this kind of the same period. There are three sections of excavated catacombs within the nominated property, where 33 subterranean complexes were excavated.

Therefore, the area proposed for inscription focuses on the necropolis. The boundaries of the nominated property include the excavated sections of the necropolis, the areas among them as well as the estimated extent of the necropolis, with the intention of preserving its integrity.

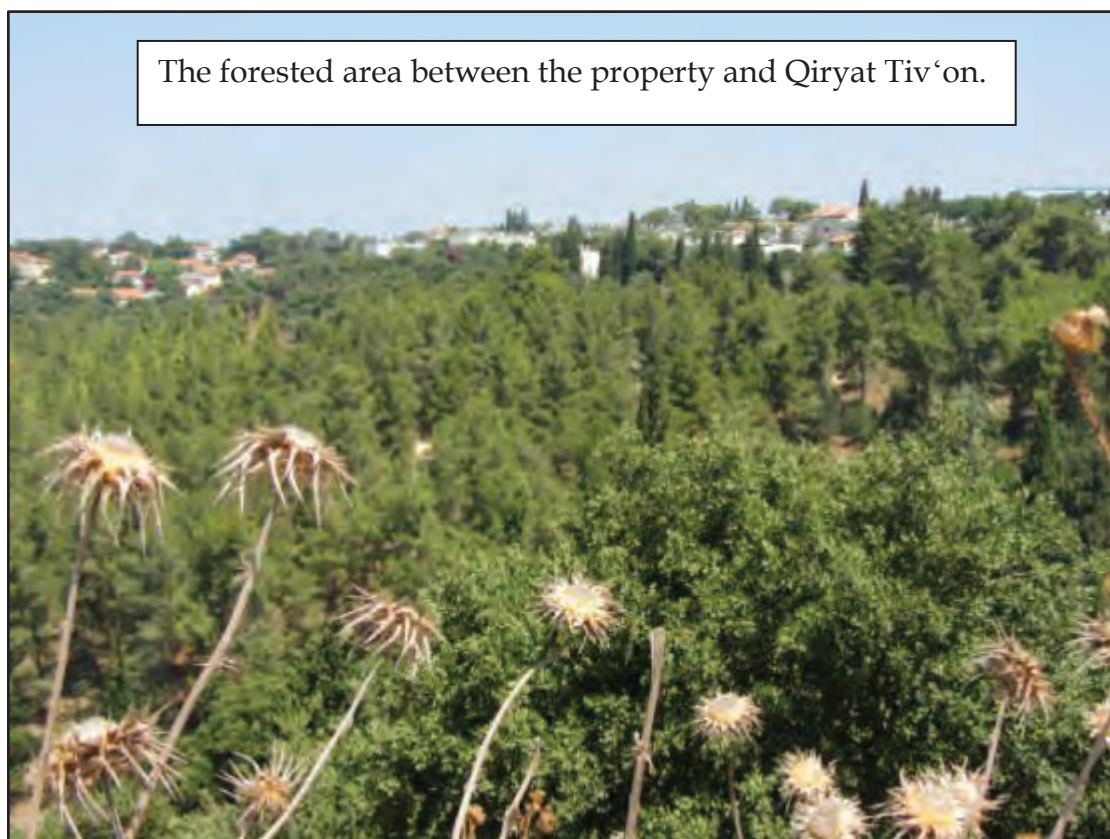




Boundaries of the buffer zone – rationale for inscription

As the nominated property is adjacent to habitats and one major road, the following factors affect designation of its boundaries and the buffer zone:

[1] The modern town of Qiryat Tiv'on and Moshav Bet Zayd are adjacent to the nominated property on its northwestern, northern and eastern sides. The Kefar Tiqva and Qiryat Haroshet neighborhoods are 1-2 km west and southwest respectively from the nominated property. Nevertheless, the area between the nominated property and the southern neighborhoods of Qiryat Tiv'on is heavily forested, creating a visibility barrier that practically hide the nominated property from these neighborhoods.



[2] The open area south and southwest of the nominated property lies on the fringes of Jezre'el Valley. The land use designation of this open area is mainly for agriculture under specific restrictions with a minor section for forestation. This area, bordered on its south by the Qishon Stream, preserves much of the natural and historical landscape of the region with only limited modern intervention. While Factor 1 poses certain limits on the buffer zone on the northwestern, northern and eastern outskirts of the nominated property, Factor 2 provides a large area of the historical landscape of the region southeast, south and southwest of the nominated property. Thus, the borders of the buffer zone were outlined according to protectable spaces provided by the boundaries of the Bet She'arim National Park and the other relevant national, regional and local plans (see Sections 3.1.e and 5b below). The northwestern, northern, northeastern and

eastern boundaries of the buffer zone extend as far as the natural forested gullies adjacent to the neighborhoods of Qiryat Tiv'on and Moshav Bet Zayd. The southern boundary spread over the agricultural area at a distance of c. 500 m.



General view of the southwestern buffer zone (the fields in foreground) and the northern buffer zone (forests in background), looking from the south. The red arrow points to the ancient mound.

2. DESCRIPTION

2.a. Description of Property

2.a.1. Introduction

The nominated property – the necropolis of Bet She‘arim – and its buffer zone are located on the southern end of a geographical region called Alonim–Shefar‘am Hills that comprise the western part of Lower Galilee. Yet, the nominated property is closely related to the Jezre‘el Valley, as it overlooks its western side. Both Lower Galilee and the Jezre‘el Valley were occupied during the Roman–Byzantine periods (first–sixth centuries CE) by dense a network of Jewish, but also Christian, towns and villages. One of the better known ancient towns was Bet She‘arim (Besara in Greek and Bet Sharei in Aramaic). The town gained its status due to the fact that Rabbi Yehuda Nasi (hereafter Rabbi Judah the Patriarch) who was the *nasi* (president in Hebrew) of the *Sanhedrin* and composed the Jewish Mishna (see Section 2.a.2) lived here and was later buried in its cemetery. However, the exact location of the town fell into anonymity throughout the ages. It was only in the late 1920s, when the Jewish pioneer Alexander Zayd settled on the hill of Sheikh Abreik, that the remains of the ancient town and its necropolis were discovered. Zayd and his friend Moshe Yofe built their houses on the eastern part of the hill of the ancient town. They became aware of the archeological remains and called upon Prof. Benjamin Mazar, who initiated the excavations that lasted between 1929 and 1940 and later between 1953 and 1958 (see Section 2.b).

The statue of A. Zayd



Today, the necropolis and most of the area of the ancient town (excluding the modern neighborhoods on its eastern part) are within the confines of 'Bet She'arim National Park'. A bronze statue of Alexander Zayd astride a horse is situated on the summit of the mound with the domed tomb of Sheikh Abreik just east of it.

2.a.2. Bet She'arim in Historical Context

In 70 CE, Jerusalem was destroyed by the Romans. As a consequence, the national administrative, social, religious and economic infrastructure of the Jewish people in the Land of Israel was severely damaged. Recovery occurred within two decades, and was marked by the Romans' official acknowledgement of the *Sanhedrin* and its *nasi* (president) as the leaders of the Jew people. The *Sanhedrin* was comprised of 70 sages who served as a source of authority on all religious and social issues. After the Bar-Kokhba Revolt (132–135 CE), the *Sanhedrin* moved to Galilee in an effort to rehabilitate the Jewish people.

Following its initial location at Usha, the *Sanhedrin* selected Bet She'arim as its seat. In 165 CE, Rabbi Judah the Patriarch became head of the *Sanhedrin* and took up residence at Bet She'arim. The economy and settlements of the Jews recovered

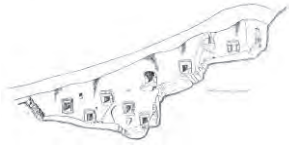






during the time of his leadership, a period considered the Golden Era of the Jewish people, following the decline after the Bar-Kokhba Revolt. He skillfully developed special relations with the Roman emperors of the Severan dynasty (193–235 CE), becoming the spiritual and political leader of the Jewish people. His ultimate achievement is the Mishna—the Jewish religious and social codex that is valid until this day. Under Rabbi Judah the Patriarch leadership, the *Nesi'ut* (Patriarchate) became a prominent institution both in the Land of Israel and in the Diaspora. His activity, based mainly in Bet She'arim, bestowed the town special status. Rabbi Judah the Patriarch lived his last seventeen years at Zippori (Sepphoris), but after his death in c. 220 CE, he was buried in Bet She'arim, in what was then the town's local cemetery. Shortly afterward, in the third–fourth centuries CE, the cemetery became a sort of 'national necropolis' for Jewry, where other Rabbis of the *Nesi'ut* (Patriarchate) and their extended families were buried, as well as Jews from all the neighboring regions. The excavators of the site think that following the Gallus rebellion in the middle of the fourth-century CE, life in the town and the use of its cemetery ceased and the catacombs were looted. Only poor remains attest to the existence of a small settlement after the end of the Byzantine period. However, recent studies based on a revaluation of the finds from the excavations suggest that the use of the Bet She'arim necropolis did not end after the Gallus Revolt, but rather continued on a large scale into the fifth and sixth centuries CE, and perhaps even later (Weiss 2010).







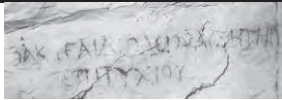

Significant evidence for this is the slab of raw glass from the ninth century CE that attests to the existence of a glass workshop that operated in Bet She‘arim. The entire site was gradually covered over and during the medieval periods, it was totally abandoned, leaving only the small tomb of Sheikh Abreik on the summit.









2.a.3. The Necropolis of Bet She‘arim





The full account of the excavations of the necropolis was published by Mazar (1973), Schwabe and Lifshitz (1974) and Avigad (1976). These volumes are part of the addenda volume.

The huge necropolis, one of the largest in the country, comprising more than 30 catacombs, extends on the western and northern slopes of the mound (Sections I-II) and on the slopes across the gully to the north and northwest (Section III). The *wadi* north and west of the town eroded the layer of *nari* and exposed the underlying soft limestone, which was exploited for the quarrying of the catacombs. Maximum exploitation of the area was attained, the quarrymen saving space by hewing the courtyards and burial complexes as close as possible to one another. Occasionally, they even accidentally broke through the walls of existing tombs. The density of the necropolis is attested by the catacombs themselves and the minimum number of 1391 individual burial plots that were traced, as presented in the following catalogue (for the location of the catacombs see Map No. 3 above) :

Catacomb/ Section	Main features	M.N. of burials	Illustration
1/II	A large catacomb with 16 halls along a narrow open corridor. Visiting only with a guide of INPA.	380	
2/II	The first catacomb discovered in 1928. A courtyard with 3 halls and reliefs of <i>menorah</i> . Partially dug. Not open to the public.	73	
3/II	A catacomb comprised of open corridor and 5 halls with several painted <i>menorah</i> . Visiting only with a guide of INPA.	83	
4/II	A catacomb comprised of open corridor and 4 halls decorated with Jewish motifs. Visiting only with a guide of INPA.	96	
5/III	Partially dug. Not open to the public.		
6/III	An open courtyard with halls on its three sides. Not open to the public.		
7/III	A central halls with arched openings into 2 halls with <i>Kuchim</i> and <i>orcolosia</i> . Partially dug. Not open to the public.		
8/III	Partially dug. Not open to the public.	43	
9/III	Partially dug. Not open to the public.		
10/III	Partially dug. Not open to the public.		

11/II	A cave with a mosaic floor on the front courtyard. Nearby foundations of mausoleum. Visiting only with a guide of NPA.		
12/I	Burial cave of Jews from Syria. Curses written on wall against looters. Not open to the public.	69	
13/I	Twelve halls in 4 levels along a narrow and long corridor with 26 Greek and Hebrew inscriptions. Not open to the public.	190	
14/I	A large catacomb with an outstanding double burial place. These were identified by some scholars as the tomb of Rabbi Judah the Patriarch. Open to the public	49	
15/I	A cave with a central narrow corridor and four <i>arcosolia</i> on both sides of the main hall. Not open to the public.	42	
16/I	A courtyard with 2 halls. Not open to the public.	32	
17/I	A stone door leading into 2 halls. Not open to the public.	28	
18/I	A long corridor leading into 2 halls decorated with the Jewish motif <i>lulav</i> . Not open to the public.	28	

19/I	A 3 chambers cave with a lintel decorated with a human head and <i>menorah</i> . The inscriptions suggest that it was used by a family of textile merchants. Not open to the public.	33	
20/I	A large catacomb with a gorgeous facade, with 135 stone carved sarchofagi. Open to the public.	200	
21/I	A deep courtyard and 4 halls with <i>Kuchim</i> . Not open to the public.	15	
22/I	A catacomb a deep courtyard and 1 hall decorated with carved pilasters. Not open to the public.	16	
23/I	A catacomb with a large courtyard with benches. Not open to the public.	25	
Built-up and cist graves/I	Rectangular cist graves cut into bedrock and covered with stone slabs, and shaft burials. Lead decorated coffins were found.	14	 
24/I	Not open to the public.		
25/I	Not open to the public.		

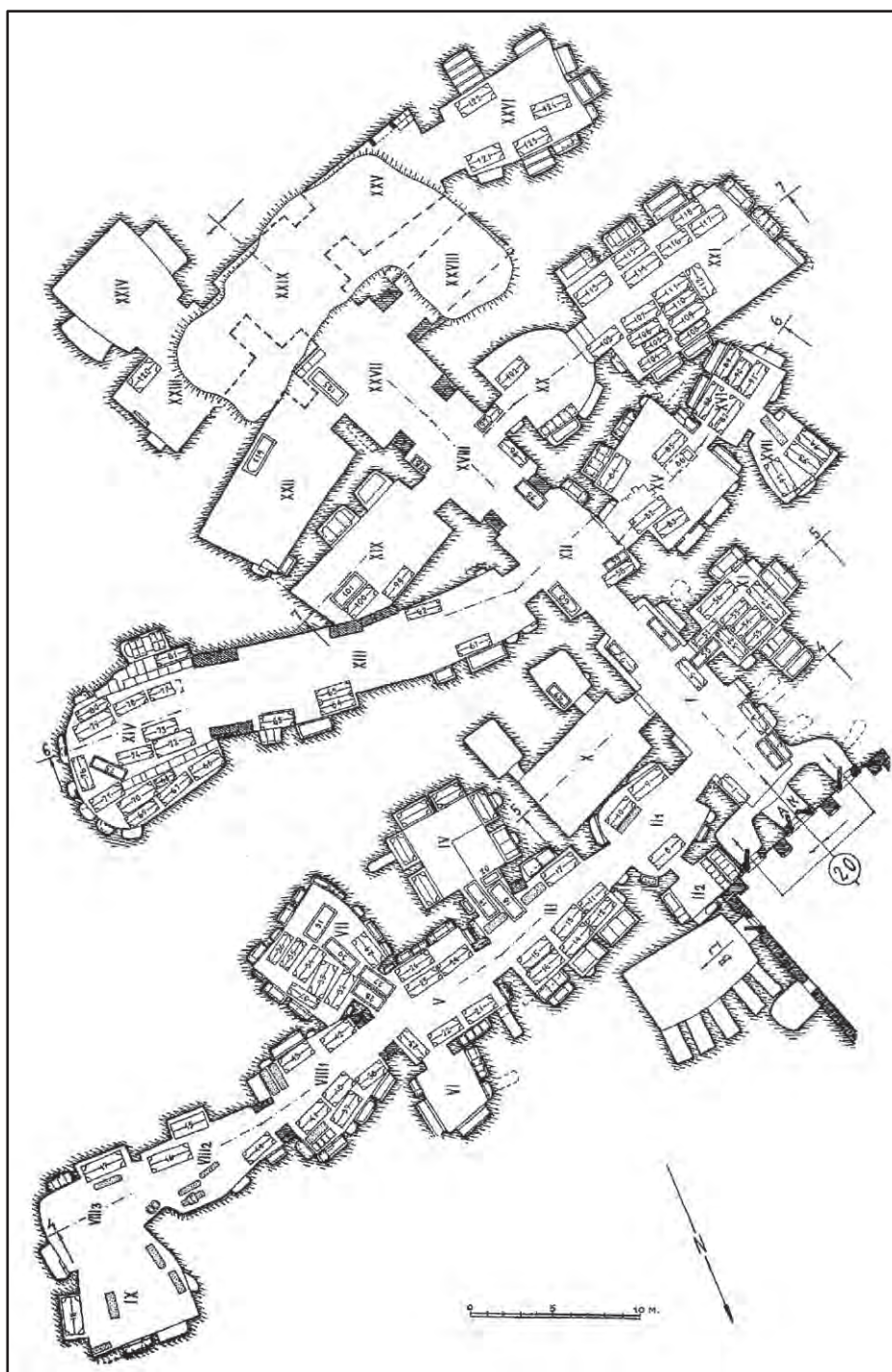
26/I	Not open to the public.		
27/I	Not open to the public.		
28/I	An ancient water cistern that is used as a small local museum. Open to the public.		
29/I	Not open to the public.		
30/I	Unexcavated catacomb.		
31/I	It was heavily damaged during road constructed.	8	
32/I	Not open to the public.		
33/III	Salvage excavation in 1982. The cave was not preserved.		

The entire necropolis is an integral section of the ancient town, but its location was selected according to local climate conditions, thereby preventing ecological disturbances, such as undesirable bad odors, from the inhabitants of the town (see Tepper and Tepper 2004:41–50).

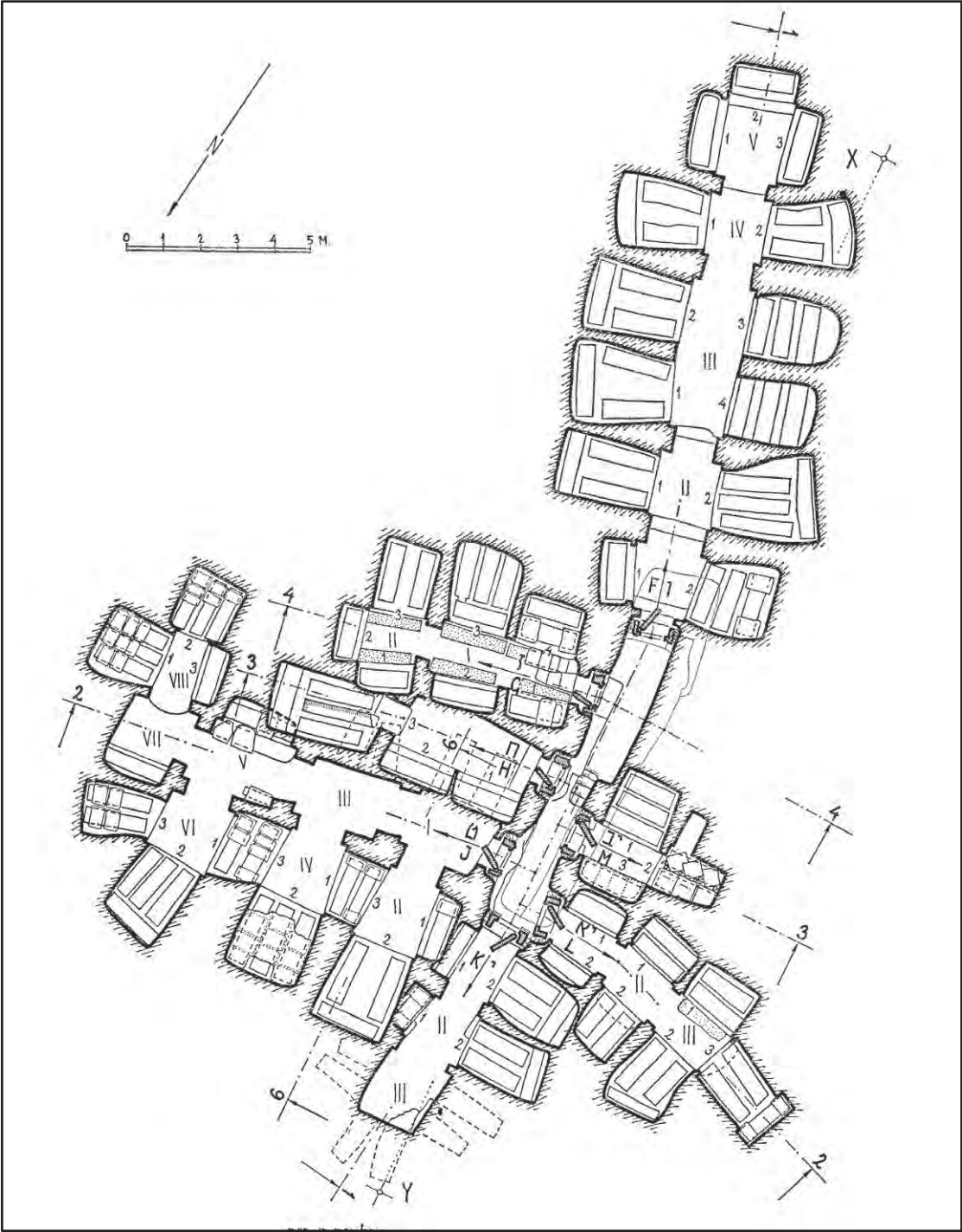
The necropolis was renowned from the days of Rabbi Judah the Patriarch, from the end of the second and the beginning of the third centuries CE onward, and gradually became the principle Jewish necropolis. Some of the caves belonged to

a single family and others were designated for the public. One or two rooms could belong to a specific family, halls often contained deceased from the same region or town, and, in some cases, people of the same profession, such as rabbis and priests, were buried together. Most of the catacombs are similar in style; however, several differ in form and a few are outstanding for their architectural style and decoration. The tombs are very crowded and contain rich epigraphic material, attesting that the catacombs were a major Jewish necropolis and that the hewing of burials for foreign Jews was a flourishing business in the town. Bet She'arim was revered by Jews in the Land of Israel and the Middle Eastern Diaspora because Rabbi Judah the Patriarch and his family were buried in there. Hints alluding to this veneration, which led to the wish to be buried in proximity to the revered rabbi, appear in the Talmud, and are confirmed by Greek, Hebrew, Aramaic and Palmyrene inscriptions found in the catacombs.

The catacombs of Bet She'arim have courtyards or corridors from which built entrances open onto the burial halls. The courtyards are hewn perpendicular to the slope, several of the courtyards are wide, and some are paved with colorful mosaics. The stone doors are usually made in a style imitating wooden doors studded with nails. Often, they were opened using a key, which moved a bolt on the inner side of the door.



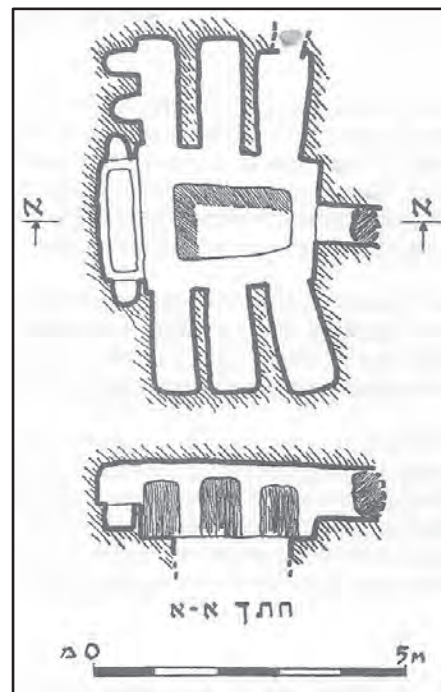
Plan of Catacomb 20.



Plan of Catacomb 13.

Some of the public catacombs have several stories of burial halls on either side of a long corridor. The burial halls vary in their dimensions, some of them comprising several chambers with arched openings hewn between them. The graves in the halls are of different types—mainly *arcosolia* and *loculi*, cut into the walls, and pit graves, cut into the floors. Wooden coffins (from which angled irons and nails were found), as well as coffins of lead, pottery or stone, were placed into the graves and sometimes bodies were interred without coffins. There is also evidence of the continuation of the practice of secondary burial. The variety of tomb types most probably derived from the economic and class status of the deceased.

Loculi cave (right) and arcosolia with burial troughs (bottom)



The large necropolis continued in use in the Byzantine period, though traces of burials from this period were found in only a few catacombs. In the Early Islamic

period, looters entered the catacombs freely, as no one was there to protect the cemetery and prevent its destruction. Thus, only a few graves and coffins were found intact. The remaining burial objects included jewelry, pottery, glass vessels and coins. However, on many occasions only bones were found in the tombs.

I. The Northern Section (Catacombs 12–31)

This section is located on the northern slopes of the mound of Bet She‘arim, of which the most noteworthy tombs are Catacombs 14 and 20. Both catacombs have large courtyards and their facades comprise three arches cut in the rock, each with an entrance, the central one with a double door.



The triple arched facade of Catacomb 20.

In the large burial hall of Catacomb 14 are Hebrew inscriptions mentioning Rabbi Shimon, Rabbi Gamliel and Hanina, most probably the three men Rabbi Judah the Patriarch referred to before his death. If so, this burial vault may have belonged to the patriarchal family and the tomb in the back room may be the tomb of Rabbi Judah the Patriarch himself.

Catacomb 20, the largest tomb in Bet She‘arim, is unique, containing over 130 limestone sarcophagi, most of them well preserved. The sarcophagi bear decorations and Hebrew inscriptions, and there is no doubt that prominent Jews were buried in them. The motifs are generally borrowed from Roman funerary art and were adapted by local craftsmen to the prevailing regional style. The prevalent motifs are of hanging wreaths, heraldic eagles, schematic heads of bulls, *tabulae ansata*, and the menorah. Also of note are two lions standing opposite each other with a vase or a bull’s head between them, a hunting scene of a lion chasing a gazelle, and a bearded figure reminiscent of a representation of the Greek gods. The inscriptions, including those on the sarcophagi, are all in Hebrew script and mention many rabbis and their families.

Parts of imported marble coffins with exclusively Roman-style carvings of human and animal figures, such as scenes from Greek mythology, were also found. These coffins were smashed in the Early Islamic period and their parts were sold as raw material.

Above Catacombs 14 and 20 were unique open-air structures, surrounded by benches, which were probably used as assembly places for prayer and sermons

on days of mourning and memorial services. They also added architectural splendor to the landscape of the necropolis.

West of the upper structure of Catacomb 20 is a group of separate cist graves that are unique to this site. Some were quarried in the rock; others were built of stone slabs. The graves were covered with stones placed one above the other or arranged in the form of a gable. Lead coffins decorated with reliefs typical of the Roman period were discovered in these graves. It is likely that they were brought here from one of the Phoenician cities. On two of the coffins are depictions of Jewish symbols: a menorah, an *etrog*, a *lulav*, a *shofar* and an incense shovel.

II. The Western Section ('The Menorah Caves'; Catacombs 1–4, 11, Hell's Cave, a-Sikh Cave)

This group of seven catacombs, located at the western foot of the hill, as well as the mausoleum next to Catacomb 11, were the first catacombs to be excavated.

Nowadays it is possible to visit them only when accompanied by a guide.



The entrance to Catacomb 1 (left) and a relief of a *menorah* on a worrier in catacomb 3 (right).

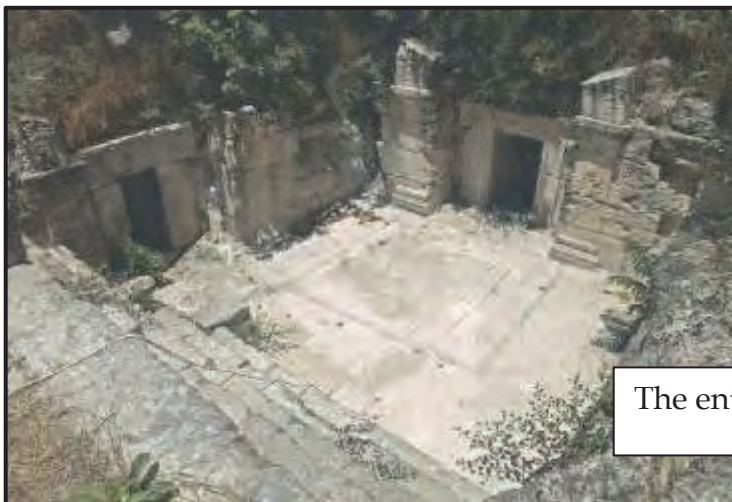
Catacomb 1 has 16 halls containing 380 burial places located along a hewn open corridor. Hewn stairs lead to the openings of the halls, which are cut at different heights. On the walls of Catacombs 1–4 are many reliefs, carvings, painted or incised pictures as well as carved, inscribed and painted inscriptions. The style of the decorations is typical of Jewish popular art from the Roman period, which was rooted in the artistic tradition of the Near East but also showed strong Hellenistic influences. There are symbolic Jewish motifs, mainly of the menorah, *lulav*, *etrog*, *shofar* and incense shovel. Another common Jewish motif is the Torah Ark. Among the other motifs are geometric designs, men, animals—such as horses and lions—boats (Hell's Cave), shells and architectural designs such as a gate or a column. Catacomb 3 has an engraving of a man standing with a menorah on his head and Catacomb 4 has painted geometric and floral designs on its ceiling.

The mausoleum close to Catacomb 11, dating to the third century CE, has special architectural features. There are four facades built of ashlar. In one of the facades is a large niche with elaborate architectural ornaments including an animal frieze (of which only fragments survive). The ruins of the building contained a large fragment of a marble sarcophagus carved with a relief of Leda and the Swan. Nowadays, only the foundations can be seen *in situ*, while the architectural elements and the building stones have been placed nearby.

The a-Sikh cave was reused as a water cistern and during the British Mandate (1918–1940) it became a store room and the rifle-range of the Jewish Ha-Haganah resistance organization prior the establishment of the state of Israel.

III. The Northwestern Section (Catacombs 5–10)

Catacombs 5–10 are located on the southern foot of the hill, northwest of the ancient mound, and about 250 m from Section II across the *wadi*. Several of these catacombs were only partially excavated, with only preliminary publications (Maisler 1937). Catacomb 5 has a long and narrow corridor with halls flanking both sides, of which only three were cleared. The doorways were preserved *in situ* and the halls contain poorly hewn *arcosolia*. Catacomb 6 is a small, but high-quality complex that was fully excavated. An arched entrance led to a mosaic-paved court, which opened on to halls. The entrances into the halls were built of high-quality ashlar and well-cut capitals. Of special interest is the stone bar, which was found *in situ*. In each of Catacombs 7–10 only one hall was cleared. Catacomb 7 yielded a well-engraved basalt door and several menorah wall paintings and inscriptions; Catacomb 8 features a cluster of 25 inscriptions and a well-dressed stone door was found in Catacomb 9. The catacombs of Section III are not open to visitors, but planning, conserving and developing them are one of the future goals (see Section 2.b.2 below).



The entrance to Catacomb 6

2.a.4. The Art of Bet She‘arim

“Thou shalt not make unto thee any graven image, or any likeness of anything that is in heaven above, or that is in the earth beneath, or that is in the water under the earth: Thou shalt not bow down thyself to them, nor serve them” (Exodus 20:4, 5; Deuteronomy 5:8, 9). This prohibition precluded the evolution of a national style of ‘original art’, which developed in other cultures. Yet, to a limited extent, figurative art developed among the Jews as part of a process of borrowing and adapting forms and designs from other peoples.



The Leda & the Swan sarcophagus (left); A relief of a lion (right).

The god-like bearded man on one of the coffins in Catacomb 20 is only one example that reveals the tolerance of the Jewish leaders of those times regarding sculpture and figurative art, which, by then, had lost its original connotations. The archaeological discoveries from the Land of Israel prove that it was a common practice among the Jews to decorate their synagogues and homes with figurative depictions in carvings, paintings and mosaics. The themes of these decorations were not only Jewish or universal, but also pagan. Moreover,

inscriptions that accompany them show that the contributors and artists were Jews as well. It should be emphasized that Bet She‘arim and the Jewish catacombs in Rome are the only cemeteries where pictorial art was employed in Jewish tombs. Few other Jewish tombs (not cemeteries) in the Land of Israel are ornamented with pictorial art.

At Bet She‘arim, the symbol of the menorah is relatively common and is carved or engraved on walls, coffins or plaques. Although it first appeared as a symbol on a coin from the second half of the first century BC, it was used extensively only after the destruction of the Second Temple, mainly by Jews in the Diaspora.



The large *menorah* in Catacomb 20.



A mask of a human face.

2.a.5. The Bet She‘arim Inscriptions

The Greek inscriptions in the Bet She‘arim cemetery are more numerous than the Hebrew ones, while the Palmyrene and Aramaic inscriptions are scarce. Those who had the privilege to be buried in Bet She‘arim were mainly people of importance in their communities, such as rabbis, scribes, merchants, public

officials and craftsmen. Among the people mentioned in the epitaphs are the Council of Elders of Antioch and his family, the heads of the synagogues of Tyre, Sidon and Beirut as well as men and women from Byblos, Palmyra and Messene (southern Babylonia). Himyarites from Southern Arabia are mentioned in a bilingual inscription in Greek and South Arabian, among them the head of the community of Himyar.



Greek inscription in Catacomb 19:

Song of praise to righteous lady

This grave contains the decomposing remains of the noble Cartia and keeps forever her praised memory. Zinovia brought her to be buried here according to her mother's wish. For you, the happy one, and for the fruit of your womb-your pious daughter-praised for her deeds among the mortals, Zinovia raised this memorial so that even after the end of the days you will both gain everlasting wealth.

The short inscriptions mention the name and burial place of the deceased; some add the words 'peace' or 'alas' in Hebrew. The longer inscriptions were usually written on the walls of the burial chambers and on marble tablets. They contain the lineage, a description and the occupation of the deceased and conventional formulas such as, "This grave is of Rabbi Isaac son of Moqim. Shalom", "This place belongs to priests. Alas." An example of a Greek inscription reads, "The tomb of Aidesios, head of the council of elders, from Antiochia"; a Palmyrene inscription reads, "The burial hall of Thyme, of the family of Amase"; and an Aramaic inscription reads, "He who is buried here is Shim'on the son of Yohanan", with an oath: "Whoever shall open upon him shall die of an evil end".

2.a.6. The Town of Bet She'arim

The account of the excavations of the ancient town was published by Mazar (1973). This volume is part of the addenda volume. As mentioned above, the exceptionality of the necropolis of Bet She'arim is the *raison d'être* for the nomination. Thus, the town of Bet She'arim is not part of the nomination property; rather, it is referred to in the following paragraph to provide an understanding of the property's context.

Beth She'arim is mentioned for the first time by Josephus Flavius (66 CE) and according to his detailed description, as well as later references in the Talmud, Beth She'arim was identified with the hill known as Sheikh Abreik. What makes this identification undisputed is a burial epigram found in a mausoleum mentioning the name of the town.

Based on pottery sherds found at the site, the first settlement on the Sheikh Abreik hill was established during the Israelite monarchy in the ninth century BC. The site was occupied continuously until the Persian period, but no traces of buildings from these periods have been discovered. The earliest architectural remains discovered so far are few, and date to the Herodian period (first century BC–first century CE).

During the Late Roman period, the settlement extended over the summit of Sheikh Abreik hill, and on its southern slopes, but so far, excavations have revealed only small parts of the town. At the end of the second and the beginning of the third centuries CE—the most prosperous period of the town—impressive, well-planned buildings were constructed. The excavators of the site stated that the town was destroyed during the Gallus rebellion in the middle of the fourth century CE. However, recent studies based on a revaluation of the finds from the various buildings excavated in the town have led scholars to suggest that Bet She'arim was not destroyed after the Gallus rebellion, but continued to flourish in the Byzantine period (Weiss 2010).

Following is a brief description of the most significant remains:

a) The Synagogue (Building A¹). This public building (35 × 15 m) was built on the northeastern part of the hill, close to the summit. It is a basilica-like structure that was built in the third century CE and lasted until 352 CE. It is one of the earliest basilica-type synagogues in Galilee. The synagogue was surrounded by thick walls of un-bossed ashlar. In front of the building there was an open courtyard and three monumental doorways in its façade faced

¹ The lettering is according to Mazar 1973.

Jerusalem and opened onto a street. In the back wall of its nave was a raised *bimah*, and at a later stage, the walls were coated with colored plaster, decorated marble tables and Greek inscriptions.



The synagogue during excavations.

b) 'Domestic Building' (Buildings B-E). This building is adjacent to the synagogue, but was built several decades earlier. Various sections that were excavated separately seem to be several wings of one 400 sq m second-century CE building or villa. The walls surrounding it were built of large bossed ashlar, but only the cellar, supported by arches, and parts of the ground floor of the building were preserved. The cellar contained magazines, a private latrine in the southern wing and a large stable in the central wing. Of the limited sections of the ground floor that were preserved, one was a private bath including a hypocaust, caldarium, *apoditerium* and benches. The southeastern part of this building consists of stone-paved *peristyle* courtyards. In considering these remains, some scholars suggested that this building may have been the house of

Rabbi Judah the Patriarch who dwelt and was buried at Bet She‘arim (see Section 2.a.2 above).



An arch in the 'Domestic Building'.

c) The Basilica (40 × 15 m; Building G) is located in the southwestern part of the hill, probably contemporary with the synagogue. It was constructed of large smooth-bossed ashlar that were coated with thick plaster. The basilica contained two rows of seven square pillars. Remains of geometric mosaics were found in the buildings. The basilica served some public function of an undefined nature.

d) Remains of a gate and an oil press from the Byzantine period were discovered at the northern edge of the summit, but they were very likely built earlier.

It is interesting is the archaeological finds in the town represent the people who lived there and their everyday life, while most of the people buried in the necropolis were not citizens of this town.

Nowadays, it is possible to visit the basilica, the oil press and the 'domestic building'. The remains of the synagogue were covered after the excavations, as it is located next to the house of the Zayd family.

2.b. History and Development

2.b.1. History of Research

Until its discovery in the late 1920s, the ancient town of Bet She'arim and its necropolis had been neglected. Travelers in the eighteenth–nineteenth centuries mentioned briefly the tomb of Sheikh Abreik and few inhabitants there. The tomb was marked in 1799 on the Jacotin map, but it was the French traveler Victor Guérin, who, in 1865, was the first to notice the archaeological remains on the summit, mentioning only a few caves and remains of ancient sarcophagi. In 1872, the British team of the Survey of Western Palestine headed by Conder and Kitchener of the *Palestine Exploration Fund* mapped two of the catacombs and stated that these are the most important and complicated of the rock-cut ancient cemeteries in Palestine. However, in 1923, the German scholar Dalman proposed to identify the ancient town of Bet She'arim at Jeda, today Ramat Yishay, 5 km to the east of the nominated property. Early in the 1920s, the Jewish pioneer Alexander Zayd settled on the hill of Sheikh Abreik and began to build his home. He noticed the archaeological remains and called the archaeologist Benjamin Maisler (=Mazar) and Yithak Ben-Zvi (who later became Israel's president) to evaluate the site. Following this visit, the first season of excavations was launched in 1929 on behalf of the Israel Exploration Society and the Hebrew

University of Jerusalem under Mazar's supervision. The following seasons were conducted in 1937, 1938 and 1940. The excavations were suspended for more than a decade and resumed in 1953 under the supervision of Nahman Avigad, who directed another seven seasons until 1958. The excavations revealed limited sections of the ancient town and over 30 burial catacombs. During the initial seasons, it became clear that the hill of Sheikh Abreik is actually the site of the famous ancient town Bet She'arim where Rabbi Judah the Patriarch and other Jewish sages dwelt. It also became evident that beside the remains of the ancient town is a large cemetery where significant finds could be easily exposed. This fact turned the focus of the excavations from the town to the cemetery.

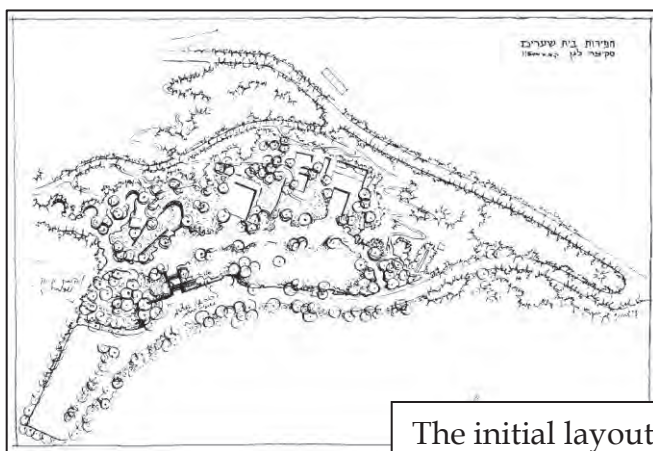
A salvage excavation was conducted on the summit in 1982 by Fanny Vitto, revealing Byzantine (six century CE) structural remains and a mosaic floor, but these were backfilled, as a new building was to be built there. Several more small-scale salvage excavations were carried out during the 1980s and -1990s, but did not yield any significant contribution.

2.b.2. History of Development, Planning and Conservation

The archaeological finds and other sources reveal that the necropolis of Bet She'arim and the town were among the most important of the Jewish towns and villages in Lower Galilee during the second through the mid-fourth centuries CE. The impressive necropolis has been studied, as mentioned above, and is presently undergoing development. These activities and processes, which have led to the present state of the necropolis of Bet She'arim, are presented in this section. Following the excavations the necropolis underwent further

intervention, such as conservation, partial restoration and development, in order to protect the various catacombs and open them to the public. For further information on the recent work carried out in the catacombs, see Section 4.a and various paragraphs of Section 5.

Bet She'arim National Park began to undergo development for public visits since the late 1950s, during which the site and its surroundings were designated as "Bet She'arim Antiquities" (Plan G/325). Based on this plan, the ancient site of Bet She'arim and its necropolis were established (although not officially declared) as a national park. The initial development works began when the landscape of the northern slope of the site was designed (Section I of the necropolis). The works and improvements were planned by two famous Israeli landscape architects, Yahlom & Zur, who were awarded the Israel Prize for their contributions, among these, planning the Bet She'arim National Park.



The initial layout of the park by Yahalom & Zur, 1960s.

The park under development, 1960s. The parking lot on the left and the visitors' center on its right (red arrow) from where the trail leads to Catacombs 13 and 20. Note the planted trees on the slop (right)



They designed the slope with terraces and trails that followed the natural topography. As the area was bare of vegetation the slope was planted with a mixture of trees and bushes, where cypress trees crowned the top and bushes covered the lower parts of the slope, with rosemary at the foot of the hill, providing a delicate fragrance. The spring blossoming of the *Cercis siliquastrum* trees is still a beautiful scene at the park. This basic design still dominates the park today, acquiring a value of its own. The trails were laid according to the topographical lines and were paved with a mixture of stones and gravel (for details of the trails see section 5h). This initial development phase included the opening of the two main catacombs, Nos. 14 and 20, and the small visitors' center.

The development works included conservation of the façade of Catacomb 20, where the arches were carefully and partially reconstructed following only the general lines of the original carving, without creating a detailed false view.

Cistern/glass Workshop No. 28 was also developed and converted into a small museum. Some of the small finds, such as pottery and glass vessels, are on display, as well as stone doors, the ninth-century CE block of raw glass and explanatory panels. A simple lighting system was placed in the catacombs, providing enough light to walk through but not enough for clearly seeing the details of the walls' and sarcophagi's engravings.



The central section of the Park with Catacombs 14 and 20 and the planted trees on the slop above them in the early 1960s.



Catacomb 20 today, with its reconstructed facade and the planted tree on the slope above it.

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During the 1990s, another phase of development took place. Due to the difficulty in mounting signs in and on the catacombs themselves, a decision was made to create a central small 'piazza' with explanatory panels, describing the history of Bet She'arim, the catacombs and the significance of the necropolis. A video clip was prepared, to be screened in the museum. These improvements were carried out by the curator Renne Sivan and designed by Dorit Harel. A new lighting system was installed, which transformed the interior, revealing the walls' and sarcophagi's engravings and other details. This system was planned and executed by Topaz Electricity Engineering LTD.

Between 2006 and 2010, more than 40 years after first developing the site, conservation and development of the necropolis at Section II (the *Menorah Caves*) was undertaken. These catacombs then opened to the public. This section, located on the lower western slope of the ancient mound, is somewhat remote from the main section of the park. The project was funded by the Knesset (Israel's Parliament), which adopted the site, where the largest number of seven-branched menorah reliefs was found; the seven-branched menorah is the symbol of the State of Israel. The executers of these development works conducted a "dialogue" with the historical landscaping (see above), learning from past mistakes. The lower western slope, the location of Catacombs 1-4, 11, Hell's Cave, and a-Sikh Cave, was planned with stone terraces, which were intended to divert the seasonal rains from the areas near or above the catacombs. A loop trail was laid, which included observation points and signage, connecting this section with the entrance road to the park. Trees and bushes were planted, but distant

from the ceilings of the catacombs, in order to prevent potential damage by their roots. The catacombs themselves were cleaned, followed by detailed research of their condition and potential threats to their welfare. The fine, delicate artwork was conserved and restored using the most up-to-date techniques and methods. This section of the park opened to the public in 2010, but due to its vulnerability, only small groups are allowed to visit by pre-registration, guided by one of the park's personnel.

During this conservation project, it became apparent that there were two main factors affecting the catacombs: the very soft local limestone (*qirton*) and the roots of the trees, a feature of the property and the park. These two factors, combined with the high humidity inside the caves, facilitated the growth of microorganisms, which created a harsh environment. One of the main goals of the project was to conduct a thorough study and to find the best method to conserve the limestone walls, while keeping the authenticity of the reliefs, inscriptions, fresco and chisel marks, and to eliminate the tree roots. The results of this study were implemented in other catacombs as well.

As of now, Catacomb Nos. 14 and 20 and Cistern No. 28 of the necropolis' Section I and Catacomb Nos. 1-4, 5, 'Hell's Cave' and a-Sikh Cave of Section II have been conserved and are open to the public. Conservation methods were developed in the course of the project, mainly the poisoning of the trees' roots inside the catacombs using a special method and formula (see Annex C6) and the filling-in of major cracks. Drainage ditches have been dug to divert rainfall from the catacombs, and the areas around the caves are seasonally sprayed to prevent

the growth of vegetation. Conservative intervention has been applied to some of the reliefs, inscriptions and frescos, based on their condition, while preserving their authenticity. This intervention consists of mechanical and chemical cleaning, microbiological elimination, water-based lime stabilization, paint fillings with water-based lime and natural pigments, and integrative fillings based on hydraulic lime and stone powder.

The most recent intervention was made using the latest knowledge available at that time. The park has good facilities suited to the needs of visitors, including proper signage, paths and trails, safety banisters, decorative lighting in the catacombs that are open to the public and shade structures. The road leading into the park, and the area within it, are well kept and signposted, offering picnic facilities in the forested area. All these developments were conducted in harmony with the demands of nature, landscape, heritage and cultural conservation.



Fresco in Catacomb 4 after conservation.

The 2006–2010 development works were carried out with the cooperation of the INPA and the IAA conservation administrations. The INPA director of planning and implementation, architect Zeev Margalit, worked in cooperation with various experts to ensure that the development of the archaeological site is in keeping with international professional standards in the various related fields. Conservation and restoration was planned according to the ethical standards of international conservation bodies. Among the experts in the relevant disciplines who oversaw the planning and development were:

- Landscape planning: Amir Blum, landscape architect.
- General conservation works: Amir Genach, conservator.
- Delicate conservation (mosaics, fresco, inscriptions and reliefs): IAA team headed by Jacques Neguer.
- Signage: Yuval Artman (INPA).

As of today (July 2013) the Bet She‘arim National Park include the following facilities:

- A cashier booth.
- Administration building (Park office, instruction room, gift shop, small cafeteria and lavatories).
- Maintenance area (storage and workers room).

Future goals

Short term

- *Educational center in the a-Sikh Cave in Section II.* The a-Sikh Cave in Section II of the necropolis had been converted into an ammunitions store, with a

concrete floor. The plan is to convert this cave into an educational center dedicated to the history of the menorah (seven branches tabernacle), from the third century to the present, as an emblem of the State of Israel. The first initial draft was submitted.

- *Legalization of the Park's facilities.* Detailed Plan G/18480 (see Annex B8; under deliberations) is aimed, among other issues, to formally legalize the administrative facilities that were built in the 1960s, enabling the reopening of the restaurant and the gift shop.

Intermediate term

- *Section III.* Gradual development planning of the catacombs in Section III of the necropolis.

Long term

- *New Park entrance complex.* According to Detailed Plans TV/254 and G/18480 (see Annex B8, B9), the road approaching the park will be diverted from the Ela neighborhood in the town of Qiryat Tiv'on to a new road that will lead from Route 722 directly to the park through the property's buffer zone. The plan calls for the park's gate to be moved to the area between Sections II and III of the necropolis, but the main visitors' facilities will remain where they current are.
- *Excavating the ancient mound:* The site manager is pursuing a long-term archaeological project that will expose the remains of the ancient town of Bet She'arim.

3. JUSTIFICATION OF INSCRIPTION

3.1.a. Brief Synthesis

(i) A summary of factual information

Geographical context. The nominated property, the necropolis of Bet She‘arim, is located in southwestern Lower Galilee, overlooking the neighboring Jezre‘el valley. This section of Lower Galilee, known as ‘Alonim–Shefar‘am Hills’, is characterized by a chain of low rounded hills, covered with soft limestone rock that in turn is covered with a thinner, harder limestone crust known as *nari*. These geological features enabled the quarrying of the large catacombs of the necropolis, the chiseling the sarcophagi and their decorations and the carving of the decorative reliefs on the catacombs' walls. These features are also revealed in the building material, where ashlar blocks, with or without bosses, comprised the walls of the various structures in the ancient town.

Historical context. Following the destruction of Jerusalem by the Romans in 70 CE, the national institutions of the Jewish people were severely damaged. Recovery occurred within two decades, when the Romans acknowledged the *Sanhedrin* and its *nasi* (president) as the representative leaders of the Jewish people. After the Bar-Kokhba Revolt (132–135 CE), which devastated the Jewish people, the *Sanhedrin* moved from Yavneh, in the southern coastal plain, to Galilee, in an effort to rehabilitate the Jewish people. As Galilean Jews had only partially participated in the Bar-Kokhba Revolt, Galilee became the center of Jewish life during that period. In 165 CE, Rabbi Judah the Patriarch became head of the

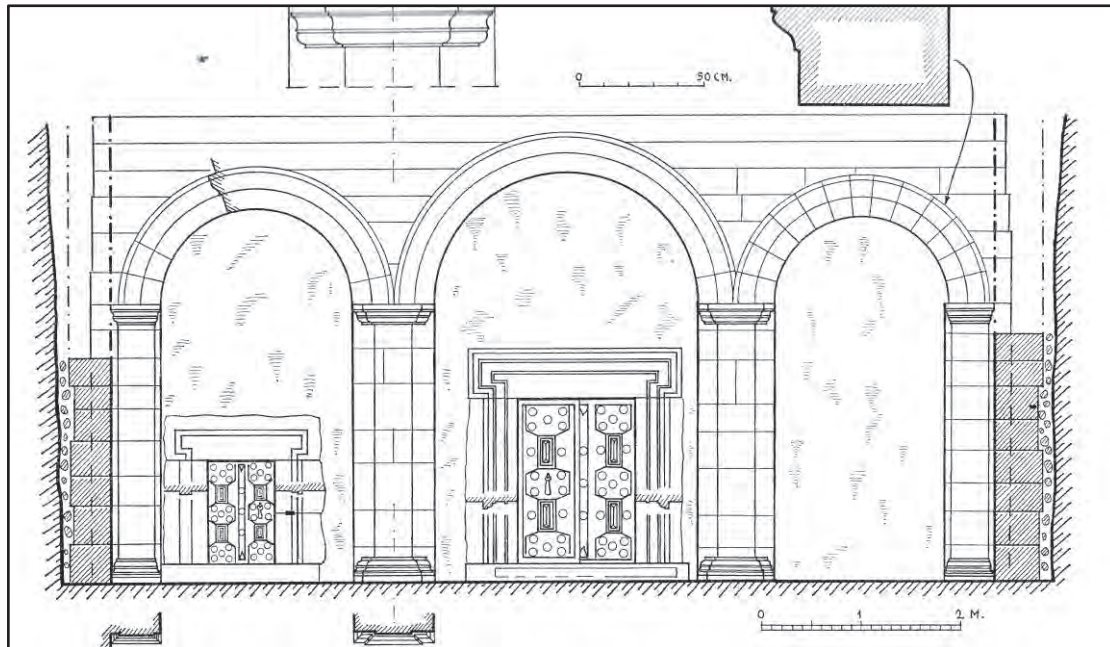
Sanhedrin and took up residence in the Jewish town of Bet She‘arim. The time span of his leadership is considered a Golden Era for the Jewish people, following the decline they suffered after the Bar-Kokhba Revolt. Rabbi Judah the Patriarch skillfully developed special relations with the Roman emperors of the Severan dynasty (193–235 CE), becoming the spiritual and political leader of the Jewish people. His ultimate achievement is the Mishna—the Jewish religious and social codex that is valid until the present. Under Rabbi Judah the Patriarch’s leadership, the *Nesi’ut* (Patriarchate) became a prominent institution both in the Land of Israel and in the Diaspora. Based mainly in Bet She‘arim, his personality, authority and activity awarded the town special status among the Jewish towns and villages, both regionally and nationally. Rabbi Judah the Patriarch lived his last seventeen years at Zippori (Sepphoris), but after he died in c. 220 CE, he was buried in Bet She‘arim, in what was then the town’s local Jewish cemetery. Due to the status of Rabbi Judah the Patriarch, shortly after his death, and during the third–fourth centuries the cemetery became a sort of ‘national necropolis’ for Jewry. Other Rabbis of the *Sanhedrin* and their extended families were buried here, as well as Jews from all the neighboring regions and countries.

The main features

The Necropolis of Bet She‘arim.

The huge necropolis, one of the largest in the country, comprising more than 30 catacombs, extends around the western and northern slopes of the hill and on the nearby hills to the north and northwest. As Rabbi Judah the Patriarch and his family were buried at Bet She‘arim, the place became revered by Jews in the

Land of Israel and the Diaspora of the Middle East. This is evident in the Talmud, and Greek, Hebrew and Palmyrene inscriptions found in the catacombs confirm the place of origin of the deceased.



Drawing of the triple arch facade of Catacomb 20

Some of the caves belonged to a single family and others were public. One or two rooms could belong to a certain family, halls often contained deceased from the same region or town, and even people of the same profession. Most of the catacombs are similar in style; however, several differ in form and a few are outstanding in their architecture and decoration.



Sarcophagus decorated with lions



The benches above Catacomb 14 (left); the front yard of Catacomb 16 (right).

The catacombs of Bet She‘arim are approached by courtyards or corridors from which built entrances led onto the burial halls. The stone doors are usually made in a style imitating wooden doors studded with nails. Some of the public catacombs had several stories of burial halls. The graves are of different types—mainly *arcosolia*, *loculi* cut into the walls, and pit graves cut into the floors where wooden, lead, ceramic or stone coffins were placed. In the Early Islamic

period, looters entered the catacombs freely, thus, only a few graves and coffins were found intact.

Three sections (I–III) of the necropolis were excavated (see maps 1, 3). In the Northern Section (I), 19 complexes were found, the most outstanding of which are Catacomb Nos. 14 and 20. Both catacombs have large courtyards with three arched facades cut in the rock. In the large burial hall of Catacomb 14 are Hebrew inscriptions mentioning Rabbi Shimon, Rabbi Gamliel and Hanina, most probably the three men Rabbi Judah the Patriarch referred to before his death. If so, this burial vault may have belonged to the patriarchal family and the tomb in the back room may be the tomb of Rabbi Judah the Patriarch. Catacomb 20, the largest tomb in Bet She‘arim, is unique, containing over 130 well-preserved decorated limestone sarcophagi. The motifs are generally borrowed from Roman funerary art and were adapted by local craftsmen to the prevailing regional style that includes hanging wreaths, heraldic eagles, schematic bulls' heads, *tabulae ansata*, and the menorah. Also of note are two lions standing opposite each other with a vase or a bull's head between them, a hunting scene of a lion chasing a gazelle, and a bearded figure reminiscent of a representation of the Greek gods. The inscriptions are all in Hebrew and mention many rabbis and their families. Parts of imported marble coffins with exclusively Roman-style carvings of human and animal figures, such as scenes from Greek mythology, were also found. Above Catacombs 14 and 20 were unique open-air structures, surrounded by benches, which were probably used as assembly places for prayer and sermons.

The Western Section (II) comprises seven catacombs and a mausoleum.

Catacomb 1 has 16 halls containing 380 burial places located along a hewn open corridor. Hewn stairs lead to the openings of the halls, which are cut at different levels. On the walls of Catacombs 1–4 are many reliefs, carvings, painted or incised pictures as well as carved, inscribed and painted inscriptions. The style of the decorations is typical of Jewish popular art from the Roman period, which was rooted in the artistic tradition of the Near East but also showed strong Hellenistic influences. There are symbolic Jewish motifs, mainly of the menorah, *lulav*, *etrog*, *shofar*, incense shovel and the Torah Ark. Among the other motifs are geometrical designs, men, horses and lions, and boats. The mausoleum had four facades built of ashlar with elaborate architectural ornaments, including an animal frieze. Among the ruined buildings were fragments of a marble sarcophagus carved with a relief of Leda and the Swan.

The Northwest Section (III) contains seven caves. Catacomb 6 is outstanding, among them, with a decorated arched entrance including an impressive stone door. Only preliminary publications of these catacombs have seen light; none of these catacombs are open to visitors.

The Art of Bet She'arim

Despite the biblical prohibition to make iconographic art, to a limited extent, figurative art developed among the Jews, as they adapted artistic forms and designs from other peoples. Several examples in the catacombs reveal the tolerance of contemporary Jewish leaders regarding sculpture and figurative art, which, by then, had lost its original connotations. Archaeological discoveries

prove that it was a common practice among the Jews to decorate their synagogues and homes with figurative art. The themes of these decorations were not only Jewish or borrowed from the Hellenistic realm, but had also pagan origins. It should be emphasized that Bet She‘arim and the Jewish catacombs in Rome are the only cemeteries where pictorial art was employed in Jewish tombs. At Bet She‘arim, the symbol of the menorah is relatively common, reflecting its extensive use after the destruction of the Second Temple.

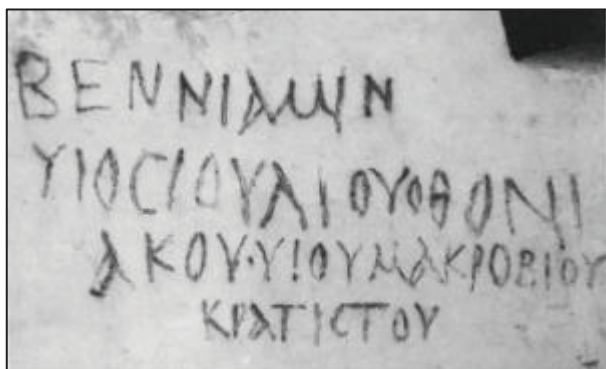


The 'lions sarcophagus'

The Inscriptions

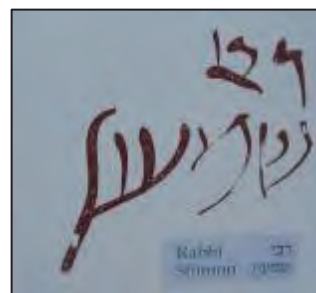
The Greek inscriptions in the Bet She‘arim cemetery are more numerous than the Hebrew ones, while the Palmyrene and Aramaic inscriptions are scarce. The short inscriptions mention the name and burial place of the deceased; some add the words ‘peace’ or ‘shalom’ in Hebrew. The longer inscriptions contain the lineage, a description and the occupation of the deceased and conventional formulas such as, “This grave is of Rabbi Isaac son of Moqim. Shalom”, “This place belongs to priests. Alas.” Among the people mentioned in the epitaphs are

the Council of Elders of Antioch and his family, the heads of the synagogues of Tyre, Sidon and Beirut, and men and women from Byblos, Palmyra and Messene (southern Babylonia). Himyarites from Southern Arabia are mentioned in a bilingual inscription in Greek and South Arabian.



Greek in inscription: *“Benyamin, son of Julius, the cloth merchant son of Makrovios the best of all”*

Hebrew inscription: *“Rabi Shim'on”*



The Town of Bet She'arim

The hill of Sheikh Abreik was first occupied during the Israelite monarchy in the ninth century BCE, but flourished in the Late Roman period. During that time, the settlement extended over the entire summit, but so far, only small parts of the town have been excavated. At the end of the second and the beginning of the third centuries CE—the most prosperous period of the town—impressive, well-planned buildings were constructed; among them are a synagogue, a large domestic building and a public basilica. According to the excavators, the Jewish town was destroyed during the Gallus rebellion in 352 CE, but recent studies based on a revaluation of the finds from the excavations suggest that the town

continued to exist in the Byzantine period. The site was only sparsely occupied after the Byzantine period. Evidence of this is the existence of a glass-manufacturing workshop, dating to the ninth century CE, in a cistern in secondary use.

(ii) A summary of qualities

Potential Outstanding Universal Value. The necropolis of Bet She‘arim consists of manmade catacombs complexes and is outstanding in the variety and the complexity of artistic styles found within it. It is the densest ancient cemetery in Israel and one of the densest burial complexes in the Roman world, including the catacombs in Rome. It functioned as a ‘national cemetery’, where Rabbis and other distinguished persons were buried. The catacombs feature the richest Oriental folk art ever discovered; this folk art derived its inspiration from classical Roman art and has one of the largest epigraphic collections of Greek, Aramaic and Hebrew inscriptions. These catacombs were operated in conjunction with ancient town where Rabbi Judah the Patriarch lived and later buried there. As such, the Bet She‘arim necropolis is the most important Jewish cemetery of the post-Second Temple period worldwide and is associated with one of the most important historical and cultural turning points in Judaism, the place and the time when the Mishna—one of Judaism’s most important intellectual compositions – was composed. These religious and cultural factors are of exceptional universal value. This property, comprising a faceted tapestry of fabrics, constitutes a configuration found nowhere else, neither in or outside

of Israel. The property is of exceptional character; it enriches what is known about underground burial systems throughout the world.

Attributes of Outstanding Universal Value. The property comprises the numerous catacombs hewn alongside the town of Bet She‘arim, representing a unique phenomenon that reflects Jewish cultural traditions at one of Judaism's crossroads and its relationship with the Hellenistic-Roman world after the destruction of the Second Temple. The attributes of the property's Outstanding Universal Value are the main characteristics of this fact, as follows:

- **Magnitude** – The enormous number of catacombs make this the largest necropolis in Israel and one of the largest of its type worldwide.
- **Variety** – The diversity of catacomb types ranges from small family burial caves to large public complexes. This variety reflects chronological development in burial customs, as well as their use by various families or people of the same profession or the same regional origin.
- **“Complementary layer”** of the ancient town – The burial complexes were an integral part of the community life at Bet She‘arim; they operated in association with the historical role played by Rabbi Judah the Patriarch who composed the Mishna and lived in the town and was buried in its necropolis. This combination of a historical town and its necropolis is unknown elsewhere.
- **Longevity** – The archaeological evidence shows that the various catacombs were quarried between the first century BCE and the fourth century CE, with secondary use in the ninth century CE. The catacombs

were quarried and used during some of the most significant historical periods in the Jewish narrative.

Values conveyed by the property. The property demonstrates the exceptional cultural characteristics of the Jewish people that prevailed in the post-Second Temple period (second–fourth centuries CE). The dense necropolis of Bet She‘arim represents cultural values, among the following:

Cross cultures. The use of a variety of languages: Greek, Aramaic, Hebrew and Plamyrene attests the multi-cultural essence of the Jews during the Roman period. Like the artworks, the languages used by them illustrate the cultural values they shared with their neighbors.

Settlement value (the historical integration of the catacombs with the town).

The property illustrates how the necropolis historically completed the town above it; in this regard, both have a unique status in association with the role played by Rabbi Judah the Patriarch.

Architectural and artistic value. The quarried catacombs are an exceptional architectural and artistic assemblage. The grand facades of some of the catacombs and the variety of artistic motifs depicted on the catacombs' walls and sarcophagi derive from Roman architecture and art but underwent local interpretation, as a local folk art characterizing the Jewish culture of the times, and consequently, led to a distinct architectural-artistic mode.

Technological value. Planning the cemetery, quarrying the catacombs and carving the sarcophagi are exceptional achievements that demonstrate a high technological value.

Contemporary values. The property has been excavated, studied and conserved.

The past research conducted on Bet She‘arim, its necropolis, architecture, artwork and inscriptions are a constant source of ongoing study of various aspects of the Land of Israel during the Roman era in general and of Jewish life in particular.

The continuous development and maintenance of the property and its environment, such as conservation, education and tourism, are of additional value. The property's environmental landscape supports the unspoiled natural landscape. The property is one of the earliest proto-types of Israel's landscape development in national parks.

The Bet She‘arim necropolis provides one of the largest ancient assemblages of the seven-branched menorah. The menorah was one of the most significant Jewish symbols, deeply rooted in the collective national and religious consciousness. As such, in modern time, it became the national emblem of the State of Israel and Section II of the property came under the patronage of the Knesset – the Israeli parliament.

3.1.b. Criteria under which Inscription is Proposed

The necropolis of Bet She‘arim is proposed for inscription under three criteria of cultural heritage: *ii*, *iii* and *vi*.

(ii) to exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design.

The Oriental folk art of the necropolis was inspired by classical Roman art. Although the iconographic motifs, including human images, were prohibited in the Jewish religion, they were common in the necropolis, expressing Jewish pluralism and tolerance during this period. The introduction of these motifs (see Section 2a.4), as well as the multi-language inscriptions (see Section 2.a.5) in the context of the Bet She'arim necropolis reflects the exchange of human and cultural values between the Jews and the Roman world.

(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 necropolis constitutes unique and exceptional testimony to ancient Judaism. It is directly associated with one of the pinnacles in Judaism's development. Here is where Rabbi Judah the Patriarch lived and was buried and here is where he accomplished the compilation of the Mishna, one of the most important compositions related to the religious and cultural revival of Judaism after the destruction of the Second Temple. The term Mishna means in Hebrew "repetition", or "to study and review". It is the first major written redaction of the old Jewish oral traditions, based on the Old Testament. The Mishna consists of six orders (Hebrew *sedarim*), each containing several tractates (Hebrew *masechtot*) that are further subdivided into chapters and paragraphs. The orders cover the whole spectrum of daily Jewish life such as prayers, agricultural laws, Sabbath and holidays, marriage and divorce, civil and criminal laws including functioning of the courts, sacrificial rites, the Temple, dietary laws, laws of purity/impurity of the food body and dead.

The necropolis of Bet She‘arim comprises one of the largest cemeteries in the Land of Israel, which was used continuously from the Hellenistic (third–second–centuries BCE) to the end of the Byzantine period (seventh century CE). The walls and the sarcophagi were decorated with diverse reliefs and frescos in oriental folk-art style. These are of exceptional value; their content presents the nature of Jewish beliefs and culture of that period. These remains are mute evidence to the Jewish culture that once flourished here, but has disappeared and no longer exists, nor is renewable.

(vi) to be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance.

While living in Bet She‘arim in the second century CE, Rabbi Judah the Patriarch and the *Sanhedrin*, the religious-social authority and informal national leadership of the Jewish people in the second–fourth centuries CE, composed the Mishna (see section 2a.2). This was the first written redaction of Jewish codex, which became a guide for everyday life for the Jewish people until the modern era. The necropolis where Rabbi Judah the Patriarch was buried, including the artwork decorating the burials, are a tangible testimony to his ideas and beliefs of pluralistic and tolerant Judaism as they were practiced here. The property is a mute testimony to the historical sources concerning the intellectual work of Rabbi Judah the Patriarch and the *Sanhedrin*.

The catacombs' vestiges are vulnerable and, if not properly protected, any damage caused by nature or human activities can be irreversible. The INPA has

taken upon itself the management and maintenance of the property in order to protect and preserve the heritage of this exceptional site.

3.1.c. Statement of Integrity

The Bet She‘arim necropolis possesses an intact and accessible representation of the characteristics that demonstrate the property’s significance. The physical fabric of the catacombs is in good condition and measures are taken to maintain preservation and treatment (conservation, prevention of deterioration, maintenance). The property is also legally protected and monitored to prevent any further breaches to the walls or sarcophagi caused by antiquities looters, and vandalism, which damaged several artistic carvings; this occurred during the years when the site was not guarded. In order to prevent deterioration, all aspects of the property are maintained according to required international conventions and standards. The details of the various treatments, management and protection are provided in the following sections.

The catacombs and their artworks represent all the elements that express the property Outstanding Universal Value, including the present activities of conservation, maintenance, monitoring and protection of the property. These create the property's integrity and ensure its conservation and preservation over time. The availability of the excavations, conservation and monitoring reports contribute to the property's integrity, its conservation and preservation.

The above-mentioned treated breaks and damage do not affect the integrity of the tombs, which are presented comprehensively, including sarcophagi, coffins,

inscriptions and wall carvings, and paintings. The entire property and the buffer zone include the necessary elements to ensure the safeguarding and presentation of its outstanding universal value.

The integrity of the property is demonstrated by its good state of preservation. Minor conservation works were carried out on some of the damaged carvings and a certain amount of restoration work was conducted on frescos due to natural deterioration. The facades of Catacombs 14 and 20 were also partially reconstructed in order to save the artwork and to provide the visitors a better presentation and understanding of the site. Other than that, the full integrity of the site is preserved. Many of the catacombs, especially the most impressive ones that have been opened to the public, provide the visitors a comprehensive view of them as they were at the time when the necropolis operated.

3.1.d. Statement of Authenticity

The catacombs of Bet She‘arim are well preserved because, following the abandonment of the necropolis, they remained concealed for centuries and were undisturbed after their initial secondary use and looting. The state of their preservation is due to the quality of the quarrying and engraving as well as their proper maintenance at the time they were in use, which contributed to the trustworthy appearance of the property's attributes and its values.

The nominated property embraces the cultural heritage to which the following values are attributed, expressing the Outstanding Universal Value of the property:

- Form and design. The catacombs maintain their original form and design. Only a few features of the catacombs (such as the entrance facade of Complex 20 or the fresco in Complex 4) have been partially reconstructed, based on their original form, dimensions and design according to the professional and ethical guidelines of this field (for more information see the note at the end of this paragraph).
- Materials and substance. The catacombs maintain their authentic, original appearance in terms of material and substance. Minor restoration or reconstruction works that were carried out used only the original materials found in the excavations and thus, the intervention did not change the substance of the property. In the few cases when another material was used (anodized steel banisters, or signage for example), the underlying reason was safety and these materials do not change the spirit of the property.
- Use and functions. As the catacombs are well preserved, most of them well express their original function – namely, a final resting place/burial place. The added elements, such as signage and spotlights, have been integrated into the existing fabric and do not mislead visitors into misconstruing them as original.
- Traditions, techniques and management systems. The catacombs demonstrate the quarrying and engraving techniques traditionally utilized in the past for subterranean installations such as burial caves, hiding complexes, cisterns and aqueducts. The catacombs and their burial

methods, as well as their artwork, reveal the spiritual life and faith of the local inhabitants.

- Location and setting. The catacombs are *in situ* – in their original and authentic location and setting. The entire necropolis is an integral section of the ancient town. The location of the necropolis was selected according to the local climatic conditions, in order to prevent ecological disturbances, such as bad odors from the inhabitants of the town.
- Language and other forms of intangible heritage, spirit and feeling. The intangible heritage of Bet She‘arim is in evidence in the artwork and inscriptions uncovered in the excavations, as well as in historical sources (see Section 2.a.2). These outstanding findings express the spiritual and cultural life of the Jewish people – not only of those who resided in Bet She‘arim in the third–fourth centuries CE, but of the Jews who lived in all of the Land of Israel during the second–six centuries CE. The intangible heritage of Bet She‘arim also expresses multi-cultural and pluralistic attitude held by the Jews of that period.

A note on conservation and reconstruction.

Only a few catacombs were prepared for public visits. The conservation and reconstruction works were strictly carried out with the aim of preserving the catacombs' authentic appearance, confirming that the catacombs presently appear as they did at the time of their original use. It should be remembered that some of the works were carried out during the excavations in the 1930s and 1950s, or immediately afterward, for reasons of basic safety and for constructive

reinforcement. Recent conservation works in the catacombs of Section II have used up-to-date methods with minimal intervention in order to save them from natural deterioration and for the purpose of visitor interpretation. These conservation and reconstruction works are faithful to the original patterns and motifs. It should be emphasized that the catacombs that have not been prepared for public are also monitored. Risks of any kind, when identified, are treated in a similar manner. All these parameters confirm that the property meets the required conditions of authenticity in the spirit of the Nara Document on Authenticity and the parameters in paragraphs 79–86 of the Operational Guidelines.

3.1.e. Protection and management requirements

The nominated property is part of an operating INPA national park that is also an ‘antiquities site’ as defined by the Antiquities Law. These thus provide it with comprehensive multi-level protection and management on the part of both the INPA and the IAA. The INPA, which is under the aegis of the Ministry of Environmental Protection, is the only agency with management powers over the areas under its administration. These parameters are listed below and the details of the necessary protection mechanisms are described in Section 5, in paragraphs of Sections 4 and 6 and in the Addenda.

Legal protection. The nominated property and the buffer zone are within the Bet She‘arim National Park that is legally and institutionally protected by the relevant state laws and their enforcement. The Bet She‘arim National Park, including the nominated property and its buffer zone, is owned by the State of

Israel and is managed, protected and supervised by the INPA and the antiquities are supervised by the IAA. The local municipal responsibilities are shared by the 'Emek Yizreal Regional Council and the Qiryat Tiv'on Local Council. No changes can be made in the nominated property and the buffer zone without the permission of the INPA and IAA. The INPA and IAA are legally bound to conserve and protect the values of the property in order to prevent their deterioration.

The property is protected by its legal designation under the power of several state laws (detailed in Section 5.b) and by the national master plans deriving from these laws that ensure its official status. The property is included in national and regional master plans that derive from these laws under the auspices of the Ministry of Interior.

The property is located in Bet She'arim National Park, which is a legally designated 'national park' (currently in its final stage of approval) and is managed and operated by the INPA, which is the statutory national authority.

The legal status of an 'antiquities site' dictates that any work on the site must be approved in advance by the IAA director.

Management system. As a national park managed by the INPA, the property enjoys several levels of protection, ranging from state statutory level to daily on-site practices derived from the state laws that apply to all INPA sites. The INPA's regulations and operational guidance apply to various issues including monitoring, enforcement, maintenance, and other protective means. The structure of the INPA, including its *modus operandi*, is reviewed in Annex C1 in

the Addenda.

The main documents, regulations and operational guidelines conducted in the national park are the 'INPA regulations' and the 'regional management and conservation portfolio'. These contain all operational procedures at the site in cases of emergencies, safety directives, firefighting and other cases. The essential rules for visitors' behavior appear in the site pamphlet, as well as on signs posted in the park; in addition, instructions are delivered orally to visitors by park staff. Laws, regulations, procedures and daily practice prohibit any activities that could change the nature of the nominated property without the INPA's approval. These are implemented to prevent changes inconsistent with maximum protection of the nominated property and its buffer zone.

Staff resources. Bet She'arim National Park has a director and staff of 7 personnel who are INPA employees and responsible for day-to-day activities including management, maintenance, monitoring and general protection of the site (See Sections 5 and 6). The other 48 personnel are volunteers of the local park-community group from the neighboring town of Qiryat Tiv'on who offer guided tours to the public. The INPA also employs specialists to deal with specific issues and problems.

Financial resources. The site has an operations budget; the INPA finances all the sites under its management regardless the income they produce. Each site is allocated an annual budget for ongoing operations and employees' salaries as well as additional funding for planned conservation and development. In addition, each site receives funding for unexpected outlays.

Presentation. Following the excavations, the necropolis underwent development in order to protect the various catacombs and open them to the public. The park's focal tourist attraction is the extraordinarily well-preserved catacombs, which convey the site's values and constitute the attributes of the Outstanding Universal Value. The main works carried out for purposes of presentation were conservation and minimal reconstruction, mainly on the facades of Catacombs 14 and 20, to make them safe and understandable for visitors. At the starting point of the suggested tour, are explanatory panels that include illustrations and other information suitable for visitors. The entire site is signposted and the catacombs that were prepared for visits are illuminated. Cistern 28 serves as a small museum and the a-Sikh cave in Section II is planned to accommodate an audio-visual program that will present the history of the *menorah* (seven-branched candelabrum) – from its early history to the present as the symbol of the State of Israel. The catacombs that have been opened for visitors provide an interpretation of the historical heritage of the site and its period.

A pamphlet provided free of charge is available for visitors in various languages; it contains a map of the site with a recommended tour and explanations of the site's different sections. The educational activities and guided tours that are offered by the Lower Galilee–Education Center (see Section 5.i) and the local Park-Community group of volunteers is also one of the site's means of making presentations.

Monitoring. The catacombs of the nominated property are fragile and vulnerable and might collapse without warning. These complexes are defined as

antiquities and must be treated as such according to the law and the INPA's commitment. The national park's team cares for them as required by international conventions and INPA regulations, based on annual working plans involving the necessary experts. Monitoring is part of a regime of constant maintenance as determined by strict INPA work procedures. Continuous efficient monitoring of the catacombs is essential to maintain and appraise their condition, to identify changes that may occur and to respond to them appropriately. The catacombs were conserved and sometimes, the ceilings were reinforced by iron poles already during their excavations, to maintain them in proper condition, to prevent their collapse, as well as for structural and safety reasons (see details in Section 6).

The property's vulnerability. The property is vulnerable because the catacombs are cut into soft chalk, and thus are at risk of collapse without warning. This factor is the main challenge in terms of the property's vulnerability. The INPA, as the property's custodian, together with the IAA, is fully aware of this issue and deals with it carefully, giving thorough attention using all available tools. The property is part of a national park, which was opened to the public after preparing a comprehensive plan. Due to the catacombs' vulnerability, it was decided to open only several of them to the public. These selected catacombs were conserved and reconstructed to a limited extent as accurate as possible to the original, and they are constantly monitored in order to protect and manage them. The INPA is constantly updated about all the most recent methods available for treating archaeological remains and implements them at its sites.

The conservation and restoration were planned according to universal ethical standards and the work was carried out under continual professional supervision. The planners considered the sustainability of the conserved or restored property to ensure its long-term survival without violating its original appearance, authenticity or integrity. The partial reconstruction work was carried out to enable the visitors a better understanding of what is viewed and in some cases, for structural-safety reasons.

Threats to the property. Threats to the property are rare and minor and all are monitored and attended to when they occur. Potential threats may come from nature and from man: water infiltration to some of the catacombs, or erosion, may be expected from nature; these are monitored and avoided by preventive actions. The forested gullies that separate the southern neighborhoods of Qiryat Tiv'on from the northern section of the national park are designated as 'Public Open Areas' by Local Master Plan TV/34; building is not allowed in these areas. The proposed building zone west of the property that was initiated in 2007 by the Israel Lands Administration was promptly rejected by the Northern District Committee for Planning and Building of the Ministry of Interior. The nearby Moshav Bet Zayd is well addressed by proposed Plan G/18840 for the Bet She'arim National Park. According to the area's legal status, any kind of development in and around the property's area must receive the approval of the INPA. The planned eastern branch of the Cross-Israel Highway (Route 6) would not really affect the property as it is planned to merge with existing Road 722, half a kilometer to the east of the property. The Haifa-Bet She'an railroad is

currently under construction considerably south of the buffer zone, and thus does not threaten the property. The rich forests in the immediate vicinity of the property are a potential cause of fire threats that are addressed by INPA regulations. The park is equipped with a main water pipe 8 inches in diameter and eight hydrants, connected to the local Fire Department.

Long-term challenges. Long-term challenges to the protection and management of the property will apparently remain: the property's vulnerability due to its fragile nature and a few natural and man-induced threats. While at present all these challenges are successfully addressed, any possible new threat will be met by an appropriate response by the INPA as part of its comprehensive responsibility and commitment to safeguard the assets under its management.

As noted, the INPA constantly updates its conservation and maintenance policies, using the newest methods of treating archaeological remains.

The property is managed and maintained, monitored and controlled on a regular basis by the INPA. The law obligates the INPA to deal with the conservation and development planning, executing top-quality work while properly balancing between conservation and development. State regulations and master plans and their derivatives provide the legal framework for the implementation of the protective designation.

Based on state legislation, the INPA's responsibility and policy are to conserve archaeological ruins under its management *in situ* while preserving their authenticity.

It is the INPA's commitment and legal obligation to ensure continuous protection and management of the property, addressing the challenges of mitigating the vulnerabilities and threats, and retaining the property's authenticity and integrity.

The INPA executes all required actions for the long-term conservation and preservation of the remains. These actions are carried out according to ethical and professional criteria, as well as international conventions.

3.2. Comparative Analysis

Note: As the nomination property includes the catacombs of Bet She‘arim, the comparative analysis relates only to them. The town, when mentioned, is referred to only in a supplementary context.

Introduction

The necropolis of Bet She‘arim extends over the northern and western slopes of the mound of the ancient town, as well as the northwest slope opposite of it.

Thirty-three burial caves and catacombs were excavated in these three sections.

The Bet She‘arim necropolis was active from the Early Roman (first century BCE) through the Late Roman periods, flourishing from the second half of the third century through the first half of the fourth century CE. For the sake of the comparative analysis, three types of burial places that characterized the Bet She‘arim necropolis are considered:

1. Catacombs with a central courtyard surrounded by burial halls, with *arcosolia* or *loculi* cut into the walls.

2. Catacombs with burial halls hewn along a corridor, with *arcosolia* or *loculi cut* into the corridor walls.

3. Spacious halls for sarcophagi and other burial containers.

Some of the catacombs are fronted by a courtyard, where a triple-arched facade was built (see mainly Nos. 14 and 20). Each arch has a doorway blocked by a stone door. Most of the catacombs are decorated with wall engravings and often, with wall paintings. Many of the sarcophagi are decorated as well, with engravings that are frequently painted in red.

The rich assemblage of inscriptions that was found in the necropolis provide exceptional data about the deceased, including their personal names (among them many known rabbis and other sages), professions and the localities from which they were brought to their final resting place at Bet She‘arim.

Comparative sites in the Land of Israel

A few well-known examples of necropolis from Israel and other localities (for a detailed survey of Jewish cemeteries and tombs in Israel see Hachlili 2005) follow below.

Jerusalem. About 900 family *loculi* caves dated from the late Hellenistic and Early Roman periods are known to be in the vicinity of the city. Moreover, the Jerusalem necropolis comprises several locations around the city, where monumental tombs were built. Each of these large, elaborate monumental tombs served a single, affluent multi-generation family. Each tomb contains several chambers, with the largest number of chambers – 70 – in the *Sanhedria Tombs*.

The other group is that of the monumental tombs, the most renowned being the elaborate group of tombs in the Qidron Valley, south of the Old City, which includes the *Tomb of Bene Hezir*, the *Tomb of Zechariah*, the *Tomb of Absalom*, and the *Tombs of the Kings*, as well as *Jason's Tomb*. All these tombs feature the state-of-the-art Roman-style architecture and masonry that characterizes the first century CE.

Maresha–Bet Guvrin. Three cemeteries are known at Maresha. They contain 40 burial caves, all of a similar design: a rectangular chamber into whose walls *loculi* were cut, featuring gabled entrances. All the burial caves date from the Hellenistic period. Two of these caves, discovered in 1902, had exceptional wall paintings (Peters and Thiersch 1905) dating from the third century BCE. The paintings, which were damaged and have faded since their discovery, were restored in 1993. The design of these *loculi* caves probably reached Maresha from the Hellenistic world, mainly Alexandria, where their style is common in the Shatby necropolis. Inscriptions discovered in the Maresha caves reflect the special ethnic and social fabric of this city: Edomites, Phoenicians, Greeks, Egyptians and Judeans.

Five cemeteries surrounded Bet Guvrin during the Roman and Byzantine periods. They contained approximately 165 burial caves of several types, most of which contain *loculi* and *arcosolia*. These caves represent the Jewish, pagan and Christian groups who lived in the city from the third century to the eighth century CE.

Jericho. The Jewish cemetery of the Second Temple period at Jericho extended over eight hills to the west of the town for 16 km. About 150 tombs were traced, most of which were excavated or surveyed (Hachlili 1999). The entire cemetery was comprised only of rock-cut *loculi* burial caves, few of which had forecourts with benches. The caves contained wooden coffins and stone ossuaries.

Zippori (Sepphoris). The necropolis of Zippori comprises five different cemeteries dated from the Roman period (Aviam and Amitai 2012). The cemeteries, spread over the hills that surround the city, were only surveyed; salvage excavations were conducted in a few burial caves. The eastern cemetery mainly contains double-*arcosolium* caves, but shaft tombs as well, while the other cemeteries contain burial caves similar to the small catacombs at Bet She‘arim. Stone ossuaries, clay coffins and sarcophagi were also found in the southwestern cemetery. In addition, thirteen inscriptions, similar in nature to those of Bet She‘arim, were found in some of the burial caves.

Comparative sites outside the Land of Israel

Alexandria, Egypt. The Shatby necropolis and other adjacent tombs were first built in the third century BCE. The best known is a hypogeum, where the Ionian and Doric columns used in the sarcophagi illustrate the intrusion of Hellenistic artistic elements into Egyptian art. The Greek influence seems to predominate in the columns, capitals and friezes, in the pure Ionian-and-Doric-style, with paintings that are reminiscent of the Macedonian royal tombs of Vergina, Greece. Other tombs present an exceptional artistic fusion of Greco-Roman traditions with Egyptian motifs. These include the plans and the decorative styles of

painted walls from the second–first centuries BCE and mythological scenes from ancient Egypt that bear witness to this fusion. The tombs themselves are of modest size; each is modeled after a typical ancient Greek house, with a doorway that opens onto a corridor and two chambers with *loculi* and *arcosolia*.

Rome. The Roman catacombs, dated from the late second-fourth centuries CE, contain many subterranean structures, particularly the Christian and Jewish catacombs and hypogea scattered throughout the city (Rutgers 2000). The Roman catacombs comprise more than sixty complexes, spread over scores of kilometers of passages, housing burial galleries. These catacombs were communal public burial grounds that operated to meet the natural increase in population of both the Jewish and Christian urban communities. As the Jews did not practice cremation, it is likely that they brought the interment custom of burying in underground caves and catacombs from the Land of Israel, where it had been practiced since the First Temple period (first half of the first millennium BCE). The Rome catacombs consist of relatively narrow corridors where *loculi* and *arcosolia* were hewn into the walls and chambers where sarcophagi were placed. The Christian catacombs bear wall paintings depicting both pagan and biblical (Jewish) motifs that were introduced and adopted into and by early Christianity. Among these motifs are birds, representing the dove of peace, Daniel and the lions, pagan figures such as the Winged Victory, the Gorgon and the reclining Tellus and Hercules battling the Hydra. The Jewish catacombs are also decorated with colored frescos, but these were less common. These paintings depict Jewish symbols such as the *menorah*, *shofar*, the ark with

the tablets of the covenant, *etrog* (citrus) and *lulav* (palm branch), in addition to geometric patterns, grapevines, birds, plants and fish. Unlike the Christian catacombs, the Jewish ones do not bear paintings that depict biblical scenes and the number of sarcophagi is more limited. No human images appear in the Jewish catacombs, which is consistent with the Third Commandment.

Petra, Jordan. There are almost 1000 burial caves, best known for their stone-carved facades dated from the Hellenistic and Early Roman periods (Mackenzie 1990). Three large royal tombs are carved into the rock face: 'The Urn Tomb' is a well-preserved monument fronted by a double row of vaults. A colonnaded cloister runs along the northern side of its terrace. The elaborate facade fronts a single, unadorned room with beautiful whorls of different-colored sandstone. 'The Corinthian Tomb' is enhanced by the extraordinary chromatic effect of the rock. 'The Khazneh el Faroun' (Treasury of the Pharaoh) is an imposing facade standing some 40 m tall, cut directly from the rock. On the lower floor is a portico with six columns, crowned by floral capitals and surmounted by a fronton; the third floor is divided into three parts: a *tholos* with a conical roof in the center surmounted by an urn and two half-frontons supported by columns on either side. Behind the impressive facade, a large square room was carved out of the rock of the cliff. The Khazneh is the only rock-cut building in Petra that presents absolutely no Nabataean elements and is exclusively linked with the Alexandrian world and Hellenistic artistic traditions.

Syracuse, Sicily. The necropolis of Pantalica, Sicily (a WHS: "Syracuse and the Rocky Necropolis of Pantalica") predates the nominated property. This

necropolis contains over 5,000 tombs spread over hilly terrain concentrated in five areas near open stone quarries. Most of these manmade tombs were been hewn out of the rock face. They are small, either elliptic or rectangular, and have square openings on the vertical sidewall. The majority of the tombs, dating from the thirteenth to seventh centuries BCE, are ascribed to the Sicels and other Italian peoples.

Mdina, Malta. This extensive concentration of subterranean burial grounds is located under the modern town of Rabat (ancient Medina). The Maltese *loculi* and *arcosolia* catacombs were hewn out of bedrock and date from the mid-third to the early seventh century CE. These burial grounds developed from the tradition of simple rock-cut tombs of the Phoenician and Hellenistic eras (seventh century BCE–first century CE). These earlier tombs were composed of simple pits cut into the rock, at the bottom of which was a scooped-out chamber. Later, during the Roman and Byzantine periods, the catacombs were introduced into Malta. The catacombs were accessed by means of a stairway hewn into the bedrock or were cut into a pre-existing vertical quarry face. The lack of space resulted in the simultaneous creation of extensive, centrally planned, communal catacombs for numerous family units. In one instance, burial corridors were hewn, on three subterranean levels. The Medina catacombs bear clear references to Christian, pagan and Jewish practices. Although lacking the sophistication of the catacombs of Rome, the Maltese catacombs are excellent documents of the changing cultural, artistic and social climate of the Mediterranean world from the third century CE onward.

Discussion

The following parameters should be considered in the comparative analysis:

- a) The architectural plans, patterns and artwork of the caves and catacombs.
- b) The chronological framework of the various necropoli.
- c) The ethnic identity of the interments.
- d) Jewish and Christian tombs compared to Pagan tombs.

Although the plan of burial caves with *loculi* has its roots in the First Temple period (c. 950–600 BCE), this pattern prevailed for many cemeteries throughout Israel, from the third–second centuries BCE through the second century CE, and even later. This later appearance indicates when this plan was introduced from the Hellenistic world, good examples of which are the burial caves with wall paintings from Maresha, in southern Israel. The burial caves of Bet She‘arim are similar to the Jewish caves of Bet Guvrin, in particular to the Cave of the Menorah, which is architecturally similar and includes similar motifs. These burial caves and their paintings resemble the style of the Ptolemaic dynasty in general, and the style of the Shatby necropolis in Alexandria, Egypt in particular, dated to the third century BCE. The Shatby necropolis demonstrates the introduction of Hellenistic art into the eastern Mediterranean. The use of *loculi* caves was very widespread in Second Temple-period Jerusalem (second century BCE–first century CE), although the caves there were much smaller than those of Bet She‘arim.

The earlier *arcosolium* caves began to appear sporadically in Second Temple-period in Jerusalem and became very common in Bet She‘arim. This pattern was

especially prevalent in Galilee and elsewhere during the Byzantine period, among Jews and Christians alike. While taking into consideration the similar date of the *arcosolium* caves in Medina, Malta, one should remember that there is not much similarity between the Malta and the Bet She‘arim tombs. The typical features of the Maltese catacombs, their design and evolution and their communal nature, are completely different from those of Bet She‘arim. The phenomenon, as from about the twelfth century CE, of converting some of the Maltese catacombs into cultic centers does not exist at all in regard to Bet She‘arim.

The monumental tombs such as the necropolis of the Qidron Valley in Jerusalem or Petra speak for themselves in regard to their architecture and function. These tombs feature the state-of-the-art Roman-style architecture and masonry of the earlier period more than the Bet She‘arim tombs. These monumental tombs belonged to individual families or persons and they cannot be considered a ‘central cemetery’.

The forecourts with benches that served for mourning and memorial rites are similar in plan to the *triclinia* of the Nabatean tombs at Petra that served for commemorative meals. However, the benched gathering areas above Catacombs 14 and 20 are of an entirely different architectonic nature and probably served a different function as well (studying gatherings).

In an intermediate summary, it can be stated that although the Bet She‘arim necropolis shares similar features, such as *loculi*, *arcosolia* or benched courts as

well as a similar period, with several of the above-mentioned comparative sites, it bears additional, yet most significant, attributes.

The above analysis reveals some general similarities and dissimilarities between the Bet She‘arim necropolis and other necropoli. However, in order to understand the Bet She‘arim necropolis, special attention should be drawn to the Jewish burial grounds and catacombs. Given the prominent status of the Bet She‘arim necropolis during the third–fourth centuries CE for Jewry in the Land of Israel, a more careful examination of the Second Temple-period necropolis in Jerusalem is required. As mentioned above, the Jerusalem necropolis is comprised of several locations around the city and includes the first century CE monumental tombs of purely Roman-style architecture, which are pertinent to this examination. Each tomb contains several chambers, with the largest number – 70 – in the *Sanhedria Tombs*. The best-known tombs are those in the Qidron Valley, south of the Old City, which includes the *Tomb of Bene Hezir*, the *Tomb of Zechariah*, the *Tomb of Absalom* and the *Tombs of the Kings*. However, despite the central role of Jerusalem during this period, each of these monumental tombs served a single, multi-generational wealthy family, and they cannot be considered a public or central cemetery. The Bet She‘arim necropolis is a different entity: it is comprised of catacomb-like burial complexes, in which many of the leading spiritual leaders of the period and their families were buried. While some of the Bet She‘arim catacombs present several elaborate architectural features, similar to those of the Jerusalem monumental tombs (e.g., the facade of Complex 14), its main characteristic is the stone carving in Oriental

folk-art style. This style features several examples of artwork of the highest quality (e.g., the *Leda and the Swans* Sarcophagus) and the frequent use of heavy stone sarcophagi.

Turning to Rome's catacombs in general and the Jewish catacombs in particular, it is clear that the Roman catacombs are much larger and comprise more than 60 complexes spread over scores of kilometers of passages housing burial galleries. Despite the contemporaneity of the Roman and the Bet She'arim catacombs, the differences are clear. The Rome catacombs were public communal burial grounds that served both the Jewish and Christian urban communities, while the Bet She'arim necropolis was gradually developed as a burial ground, mostly for the elite. The Christian catacombs bear wall paintings depicting both pagan and biblical (Jewish) motifs that were introduced and adopted into and by Christianity. Among these motifs are birds, representing the dove of peace, Daniel and the lions, pagan figures such as the Winged Victory, the Gorgon and the reclining Tellus and Hercules battling the Hydra. However, while the Jewish catacombs are also decorated with colored frescos, these depict Jewish symbols such as the *menorah*, *shofar*, the Ark of the Covenant, *etrog* and *lulav*, in addition to geometric patterns, grapevines, birds, plants and fish. There are no human images, similarly to the art of the Second Temple period, consistent with the Third Commandment. This phenomenon may indicate that the Roman catacombs are earlier in date than those of Bet She'arim, which have depictions of human iconography similar to the fifth–sixth centuries CE mosaics in various synagogues. Thus, the art in the Jewish catacombs in Rome reflects conservative

attitudes that preserved the features of pre-rabbinical Judaism, while the Bet She‘arim catacombs are a clear manifestation of Jewish trends in the post-Second Temple period. The majority of inscriptions in Rome's catacombs were in Greek or Latin rather than Hebrew or Aramaic. Many of the Jews had Roman names, revealing that the Jewish community in Rome was completely integrated into the surrounding society. The Bet She‘arim necropolis, on the other hand, is comprised of a variety of tombs and catacombs that display a far more elaborate architectural design, varying from simple stone-covered graves to *loculi* or *arcosolium* caves, and the large halls that contain one of the largest assemblages of heavy stone sarcophagi. Moreover, all these catacombs present a wide spectrum of artwork: carved stone doors, engravings of floral and architectural patterns, as well as animals and even human portraits and wall paintings. The rich assemblage of inscriptions clearly indicates that most of the interred held high socioeconomic status. It seems that following the burial of Rabbi Judah the Patriarch at Bet She‘arim, the necropolis became a preferable final resting place for many Jews. Various studies dealing with cemeteries and burial customs point to the fact those individuals of high socioeconomic status (and their families) could afford to purchase impressive burial plots. These high ranked Jews accredited Bet She‘arim its prestigious status.

Finally, despite the differences between the Christian catacombs in Rome and the Jewish necropolis at Bet She‘arim, they share one significant aspect: both are landmarks in history, of Christianity and Judaism, respectively. Just as the Christian catacombs in Rome contain the single most precious collection of art

relating to the history of early Christianity, including pagan and Jewish influences, so the Jewish necropolis of Bet She‘arim contains artwork of supreme importance for gaining an understanding of the history of post-Second Temple-period Judaism.

Conclusions

It has become clear that, despite certain similarities in design, artwork, function and date with other necropoli, the Bet She‘arim necropolis presents an exceptional case of great interest: it is unique among ancient cemeteries of the Roman era in general and Jewish cemeteries in particular, in both the Land of Israel and elsewhere. The Bet She‘arim necropolis is an extraordinary example of how the necropolis and its architectural and artistic attributes reflect a specific chapter in the history of the Jewish people through the personality of its great leader: Rabbi Judah the Patriarch and his *opus magnum* the Mishna, the first redacted Jewish codex.

The necropolis acquired its status due to the role played by the town of Bet She‘arim during the post-Second Temple period. It was there that Rabbi Judah the Patriarch established the seat of the *Sanhedrin* – the supreme religious and political Jewish council. Moreover, although Rabbi Judah the Patriarch lived his last 17 years at Zippori (Sepphoris), where he died, he was buried at Bet She‘arim. Following his burial at Bet She‘arim, the cemetery gained a special status among the Jews, both in the Land of Israel and the Diaspora. Despite the fact that Bet She‘arim was a small, peripheral town, its necropolis (and not Jerusalem, as one may expect) evolved into a kind of ‘national cemetery’ that

reflected the glory of Rabbi Judah the Patriarch. This is evident from the inscriptions that provide us with names of many rabbis and sages, as well as other leaders of Jewish communities from all over the Near East.

The Bet She‘arim necropolis is different from all other necropoli and tombs listed above in a number of additional aspects:

- It is one of the largest cemeteries in the Land of Israel and abroad.
- None of the necropoli in the Land of Israel and elsewhere depicts such a variety of artwork, which includes engravings and paintings of motifs that were previously very uncommon among Jews.
- This artwork is the largest collection of Oriental folk art.
- It contains one of the largest clusters of stone sarcophagi among the necropoli listed above, particularly from Jewish cemeteries.
- The necropolis contains the largest group of Rabbinical leaders and other high ranked Jews.

Due to the status of the Bet She‘arim necropolis and Jewish religious laws, the iconographic artwork depicted on the walls of the caves and the sarcophagi shed unique light on the scope of rabbinical Judaism during the third to fourth centuries CE. Hence, the Bet She‘arim collection of artwork has become a reference for every scholarly discussion dealing with the history of ancient art in general and the nature of Judaism in the post-Second Temple period in particular.

In sum, the Bet She‘arim necropolis is not only exceptional in its architecture, art and burial customs, but it is a unique phenomenon that reflects the historical

cross-road in the development of Judaism closely associated with the leading persona of Rabbi Judah the Patriarch. During the Second Temple period, Jewish culture enjoyed one of the most prosperous periods in its history, later devastated by the Great Revolt in 70 CE and by the Bar Kokhba Rebellion in 132–135 CE. The cultural, religious, economic and spiritual gap that followed this crisis gradually closed in the second half of the second century CE on. The Bet She‘arim necropolis is the most significant manifestation of material culture that reflects light on this historical process. Thus, the necropolis is clearly associated with events, traditions, ideas and beliefs, and literary works, of outstanding universal significance.

3.3. Proposed Statement of Outstanding Universal Value

3.3.a. Brief Synthesis

The nominated property – the necropolis of Bet She‘arim, is located on the margins of the hill country of Lower Galilee overlooking the Jezre‘el Valley. During the post-Second Temple period, these regions were a focus for Jewish settlement, as illustrated by the large number of villages and towns that existed there from the second through the sixth centuries CE. The historical importance of Bet She‘arim in Jewish history is demonstrated by the fact that the *Sanhedrin* – the supreme religious and political Jewish council – was based here. It was Bet She‘arim where Rabbi Judah the Patriarch, head of the *Sanhedrin*, composed the Mishna, the first redacted Jewish codex. After he died and was buried at Bet She‘arim, the local cemetery became a ‘national necropolis’, where Rabbis, sages

and other Jewish leaders from the Land of Israel and the Diaspora were buried. The necropolis, including its architecture, artworks and burial customs, reflects post-Second Temple period Judaism—a period that was a significant turning point in the history of the Jewish people, when ideas, beliefs and values were renewed.

Potential OUV. The Bet She‘arim necropolis is the most important and unique Jewish cemetery of the post-Second Temple period worldwide. It is directly associated with the prominent spiritual leader of the period, Rabbi Judah the Patriarch and other *Sanhedrin* members. It is also tangibly associated with one of the most significant historical and cultural turning points in Judaism, the place and the time when the Mishna—one of Judaism’s most important intellectual compositions that is still in use today—was composed. These religious and cultural factors are of outstanding universal value.

The necropolis of Bet She‘arim is exceptional in the variety and the complexity of artistic styles found there. It is one of the densest burial complexes in the Roman world, including the catacombs in Rome. It functioned as a ‘national cemetery’, where Rabbis and other distinguished persons were buried. The catacombs feature the richest assemblage of Oriental folk art ever discovered; this folk art derived its inspiration from classical Roman art and has one of the largest epigraphic collections of Greek, Aramaic, Hebrew and Palmyrene inscriptions. These features attest to Jewish integration into the surrounding culture and the adoption of foreign cultural trends, resulting in religious tolerance during the period when the necropolis was active.

Attributes of OUV. The property comprises numerous catacombs. It represents a unique phenomenon that reflects Jewish culture at one of its cross-roads and its relations with the Hellenistic-Roman world in the post-Second Temple period. The attributes of the property's Outstanding Universal Value represents the main characteristics of this agenda, as follows:

- **Magnitude:** The enormous number of catacombs are the largest necropolis in Israel and one of the largest of its type worldwide.
- **Variety:** The diversity of catacomb types range from small family burial caves to large public complexes. This variety reflects chronological development in burial customs, as well as their use by various families or people of the same profession or the same regional origin.
- **“Complementary layer” of the ancient town:** The burial complexes were an integral part of the community life at Bet She‘arim; they operated in association with the historical role played by Rabbi Judah the Patriarch who composed the Mishna and lived in the town and was buried in its necropolis. Such a combination of a historical town and its necropolis is unknown elsewhere.
- **Longevity:** The archaeological evidence shows that the various catacombs were quarried between the first century BCE and the fourth century CE, with a secondary use until the ninth century CE. The catacombs were quarried and used during some of the most significant periods in Jewish history.

3.3.b. Justification for Criteria

The property is proposed for inscription under criteria *ii*, *iii* and *vi*.

3.3.c. Statement of Integrity

The nominated property possesses an intact and comprehensible representation of the characteristics that demonstrate the property's significance as specified in paragraphs 87–89 of the Operational Guidelines: It is of adequate size to ensure complete representation of the features that are necessary to convey the property's Outstanding Universal Value and the spirit of place. The physical fabric of the catacombs is in good condition and measures are taken to maintain preservation and treatment. The details of the various treatments, management and protection are provided in the following sections. The catacombs and their artwork represent all the elements that express the property Outstanding Universal Value including the present activities of conservation, maintenance, monitoring and protection of the property. These create the property's integrity and ensure its conservation and preservation over time. The entire property and the buffer zone include the necessary elements to ensure the safeguard and presentation of its Outstanding Universal Value. The integrity of the property is demonstrated by its good state of preservation. Minor conservation works were carried out on some of the damaged carvings and a certain amount of restoration work was conducted on frescos due to natural deterioration. Many of the catacombs, especially the most impressive ones, which have been opened to the public, provide the visitors a comprehensive view of the property as it was at the time when the necropolis operated.

3.3.d. Statement of Authenticity

The catacombs of Bet She‘arim are well-preserved because, following the abandonment of the necropolis, they were concealed for centuries and were undisturbed after the initial secondary use and looting. The catacombs are *in situ* – in their original and authentic location and setting. The catacombs maintain their authentic, original appearance and design in terms of material and substance. The state of their preservation is due to the quality of their quarrying and engraving as well as the proper maintenance they received while they were in use. Due to the good state of preservation of the catacombs, most of them well demonstrate their original function, namely a final resting place. These factors contributed to the accurate and credible expression of the property's values. Thus, the property satisfies the required conditions of authenticity in the spirit of the Nara Document on Authenticity and all parameters noted in paragraphs 79–86 in the Operational Guidelines.

3.3.e. Protection and management requirements

The nominated property is the focus of the operating national park. The park is owned by the State of Israel, and is thus well protected by the relevant authorities by virtue of the powers they are granted by State laws. The nominated property is protected by a comprehensive and multi-leveled system provided by its status as a ‘national park’ and ‘antiquities site’. The property is managed, protected and supervised by the INPA and the IAA, who are responsible for its operation and safety. No action may be taken on the property

without the permission of those authorities, who are legally bound to conserve and protect its values and prevent their deterioration.

The INPA operates under the auspices of the Ministry of Environmental Protection and is the only agency with managerial powers over the areas under its responsibility. The INPA's regulations and operational guidelines at each of its sites administer to various issues, including monitoring, enforcement, maintenance, and other protective means.

The park's director and its permanent staff are responsible for the daily operation of the park, where the property is located. The INPA finances all necessary operations, including conservation and development, and other unexpected expenses. The requirements for the property's presentations are well met and the catacombs are adequately prepared for public visits: signage, informative pamphlet, educational activities and guided tours.

The INPA executes all the required actions for the long-term maintenance, conservation and preservation of the remains, including continuous monitoring. The INPA's conservation policy is to maintain archaeological remains under its responsibility *in situ* with maximum authenticity. It is the INPA's commitment and legal obligation to continuously protect and manage the property, addressing its vulnerabilities and threats, and to ensure the property's authenticity and integrity.

4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

4.a. Present state of conservation

Introduction

The INPA is the governmental agency that administers Israel's national parks and nature reserves. As such, it is responsible for planning their conservation and development, executing work of the highest quality while balancing between conservation and development. Concerning archaeological and cultural heritage sites, the INPA implements this responsibility according to guidelines that are aimed to conserve archaeological and historical sites and prepare them for public visits in the present, while considering future generations. The remains are conserved *in situ*, thereby maintaining their maximum authenticity, in relation with the cultural landscape and the protection of the scene of the 'historical story'. Development and improvement of services for the public are carried out in a manner that supports nature, the landscape and heritage resources, rather than competing with them.

Conservation of the Bet She'arim necropolis

As mentioned above, parts of the property were excavated in the 1930s, prior to the establishment of the State of Israel. During that period, conservation methods and techniques were limited and the ethical standards relating to their implementation were in their initial phases.

The necropolis underwent intervention that included mainly partial restoration and development in order to protect the various catacombs and open one of them to the public.



2013 annual maintenance works in Catacomb 14.

The first 'real' conservation phase took place in the late 1950s, when the second phase of excavations (1953–1958) were still being conducted, under the Department of Landscape Improvement, then the governmental agency responsible for such works. The site of ancient Bet She'arim, including the ancient mound, was established (although not officially declared) as a national park in the 1950s, when the landscaping of the northern slope of the site (Section I of the necropolis) was designed. The works and improvements were planned by famous Israeli landscape architects, Yahlom & Zur, who were later awarded the Israel Prize for their contributions, among them the planning of the Bet She'arim National Park. Although it is difficult to trace records of this early stage, it is most likely that the excavators of Section I, Profs. Benjamin Mazar and Nahman Avigad, were deeply involved in the planning process. However, the landscaping planned by Yahlom & Zur created a terraced slope with trails that followed the natural topography (see photos in section 2b.2 above). The trails were paved with a mixture of stones and gravel. As the area was bare of vegetation, the slope was planted with a mixture of trees and bushes, where cypress trees crowned the top and bushes covered the lower parts of the slope and rosemary covered the foot of the hill, providing a delicate fragrance. The spring blossoming of the *Cercis siliquastrum* trees is still a spectacular scene in the park. This initial development phase included the opening of Catacomb 20, and the small visitors' center. The development works included the conservation of the facade of Catacomb 20, where the arches were carefully and partially reconstructed to follow only the general lines of the original carving, thus not

creating a detailed false view. Cistern/Glass Workshop 28 was also developed and converted into a small museum, displaying among other objects, the ninth century CE block of raw glass. It should be emphasized that even today, in 2013, this landscaping plan, now over 60 years old, still dominates the park and serves as a starting point for the more recent planning.

The conservation project conducted in the 2000s was already implemented under the supervision of the INPA. It was carried out through in-depth study and academic research together with ongoing monitoring of the various processes of deterioration. The INPA conservation and development procedures were strictly observed, not only in regard to the property and other caves, but also in considering the open spaces, which serve as the setting surrounding the catacombs (see also Section 2.b.2).

The conservation and development of the necropolis (Section II) – the *Menorah Caves* – were the focus of this phase (2001–2010). These development works were based on a dialogue with the historical landscaping (see above), while at the same time learning from mistakes. The lower western slope of the mound, where Section II of the necropolis is located, was designed with stone terraces aimed to divert seasonal rainfall from the areas near or above the catacombs. A loop trail was laid and included observation points and signage, connecting the area with the entrance road to the park. Trees and bushes were planted, but at a distance from the catacombs' ceilings, thereby preventing potential damage by their roots. The catacombs themselves were cleaned after detailed research of their condition and of potential threats was undertaken (see Section 7c and Annex C2–7,

Addenda Section). The fine and delicate artworks were conserved and restored using the most up-to-date techniques and methods. This section of the park was opened to the public in 2010, but due to its vulnerability, small groups are allowed to visit by pre-registration only under the guidance of park personnel.



Fresco cleaned during the 2001–2010 conservation project.

During this conservation project, it appeared that two main factors affect the catacombs: the very soft local limestone and the roots of the above-mentioned trees that currently characterized the property and the park. These two factors, combined with the high humidity inside the caves, facilitated the growth of microorganisms that created a harsh environment. One of the main goals of the project was to conduct a thorough study to find the best method to conserve the limestone walls, while keeping the authenticity of the reliefs, inscriptions, frescos

and chisel marks, as well as how to eliminate the roots. The results of this study have been implemented on other catacombs as well.

The conservation methods that were developed in the course of the project, mainly the poisoning of tree roots inside the catacombs, used a special method and included filling in major cracks. Drainage ditches have been dug to divert rainfall from the catacombs, and the areas around them are seasonally sprayed to prevent the growth of vegetation. Conservative intervention has been applied to some of the reliefs, inscriptions and frescos, based on their condition, while preserving their authenticity. These interventions consist of mechanical and chemical cleaning, microbiological elimination, water-based lime stabilization, paint fillings with water-based lime and natural pigments and integrative fillings based on hydraulic lime and stone powder.

The 2001–2010 conservation works were carried out jointly by the INPA and the IAA Conservation Administration. The INPA director of planning and implementation, architect Zeev Margalit, worked in cooperation with various experts including the conservators Amir Genach (independent professional) and Jacques Neguer (IAA) and his team, and under the archaeological supervision of Dr. Tsvika Tsuk, INPA chief archaeologist. All are first-class experts in their fields with years of experience gained from work on many conservation projects conducted throughout the last 20 years and more. A series of 16 detailed reports of the conservation surveys and studies was prepared during this phase of conservation and submitted by the IAA Conservation Administration (see Section 7c and Annexes C2–C7, Addenda Section).

The current state of conservation is based on the above-mentioned works. The park has good facilities suited to the needs of visitors: the visitors' center includes lavatories, a souvenir shop and a cafeteria, near the park offices. Nearby is the central small 'piazza' with its explanatory panels, describing the history of Bet She'arim, the catacombs and the significance of the necropolis. Catacombs 20 and 14 and the small museum are the focal point for visitors. The catacombs are equipped with a lighting system that illuminates the walls' and sarcophagi's engravings and other details. Other parts of the property have proper signage, paths and trails, safety banisters, shade structures and picnic facilities in the forested area.



Catacomb 14 at night.

4.b. Factors affecting the property

(i) Development pressures

There are no development plans in the immediate surroundings of the national park in general and the nominated property in particular that can significantly affect the park. Most of the area to the west and south of the park and the property is designated 'agriculture under special conditions', guaranteeing its character as an 'open area'. The nearby houses of the Zayd and Yoffe families (Moshav Bet Zayd) were built many years ago, before the declaration of the park, and are beyond its confines. Plan G/4043 (see Section 7b, Annex B6, Addenda Section) does not allow for additional buildings on these family plots and no future construction is expected. The southern neighborhoods of the town of Qiryat Tiv'on, bordering on the national park (but not the nominated property), were built many years ago, before the declaration of the park, and are beyond its confines. The area between these houses and the property is designated in Plan TV/34 as an 'open public area' (see Section 7b Annex B7, Addenda Section) where no construction is allowed. The planned eastern branch of the Cross-Israel Highway (Route 6) would not pose any pressure on either the national park or the property as it is planned to be merged with existing Road 722, to the east of the property limits. The Haifa-Bet She'an railroad (under construction) is considerably to the south, beyond the boundaries of the park and the buffer zone, and will not directly affect the property.

(ii) Environmental pressures

Hydrology. Annual precipitation in the region is approximately 650 mm. The topography of the park causes run-off on the slope where the catacombs are located, which can create cracks or cause the deterioration of the catacombs on the one hand, but humidity is vital for preserving the inscriptions and frescos inside the catacombs on the other. This issue is addressed by cutting drainage ditches that divert the direct flow of rain from the catacombs.

Fires. As the immediate vicinity around the property is rich in forests, there is a potential of fire threats. The park is properly prepared for fires. At the disposal of park staff are an 8 inch in diameter main water pipe and eight hydrants connected to the local Fire Department. In addition, the Qiryat Tivon Local Council and the KKL maintain 'fire barricade dirt roads' around the park. Firefighting services, including a fire trucks equipped with four-wheel drive stand ready at the nearby fire station in Qiryat Tiv'on. Grazing is an efficient means of fire prevention and flocks of sheep graze on the areas within the park and to its south—the buffer zone.

(iii) Natural disasters and risk-preparedness

There are no extreme natural conditions at Bet She'arim National Park that can threaten the property. There is also no risk of natural disasters such as flooding, earthquake, volcanic eruption, extreme climate change, and the like. Special preparedness in this realm is not required.

(iv) Responsible visitation of World Heritage sites status of visitation

The Park attracts chiefly local tourists, consisting of a variety of group audiences, with visitors averaging about 50,000 annually. A detailed segmentation of visitors to the national park and the property, based on population sectors and annual statistics are presented in Section 5.h. The Park offers explanations on panels in the small piazza where tours depart. There is a small museum with a video movie and an archaeological display; pamphlets describe the site, its history and the tour in Hebrew and English. Three tours are offered daily, guided by 48 volunteers from Qiryat Tivon. The INPA's Lower Galilee Educational Center provides the Park with guides and educational programs for a variety of audiences (grade-school children, high school students and IDF soldiers, as well as Bar Mitzvah and graduation ceremonies, including IDF ceremonies). The property consists of various catacombs scattered among three locations (see Section I-III, Maps 1, 3) throughout the national park. The visiting pattern includes a walk along a trail that meanders among the different catacombs. The monuments and art in each cave are displayed with appropriate signs and decorative lighting. However, as only three catacombs in Section I are opened to the public, many visitors choose to skip the recommended tour and visit only these three localities. However, this only seldom causes visitor 'traffic jams' or over-crowdedness at the catacombs' entrances and in such a case, the tour guides are usually in control. The proximity of these catacombs to other public facilities: forests, picnic tables, lavatories and the INPA shop also assist in controlling the flow of visitors. The six additional catacombs open to the public

in Section II can be visited only by pre-registration and under guidance of park personnel. This ensures the smooth flow of visitors in this section. Another common visiting pattern is the vast use of the picnic facilities available in the forest.

An additional focal point at the park, albeit outside the property, is the statue of Alexander Zayd, the Jewish pioneer who settled on the mound in the late 1920s and discovered the catacombs. His statue stands on the summit of the mound and can be approached without limits.

The activities offered in the park are detailed in Sections 5.h and 5.i. These activities take place several times during the year, usually on Israeli/Jewish holidays such as Sukkot and Pessah and include guided night tours and a guitar-music festival. The activities are published in the local and national media.

Ordinary visits to the national park do not require advance registration but reservations are required for special activities. During busier times such as holidays or weekends in high-season periods, the park director makes the necessary arrangements to ensure a smooth visit, including, when necessary, additional ad-hoc personnel for assisting the cashier, the gift shop, directing cars in the parking lot and security stewards.

Carrying capacity. The current 'must see visiting attractions' in the park are Catacombs 20 and 14 and the museum in Section I. Based on the peak (simultaneous) visitor load at these attractions, the park's official carrying capacity is 1500 people, but this occurs only during major public events. The number of visitors on weekends is 600–700. With proper management the

carrying capacity could be increased, but the INPA, taking the vulnerability of the catacombs into consideration, has decided to maintain this level. According to Park policy, Catacomb 20 can accommodate 1–2 groups simultaneously, Catacomb 14 only 10 visitors and the *Menorah Caves* (Section II) are opened only by pre-arrangement and under the guidance of Park personnel. The groups in the *Menorah Caves* are limited to 20 people including children over the age of seven. In almost every case of temporary overcrowding, the tour guides take the responsibility to direct the groups to other catacombs and circulate them in a loop to avoid lines or blocks. Only rarely is Park personnel forced to interfere.

Forms of deterioration of the property due to visitor pressure and behavior.

Visitors are always a potential source of deterioration or damage. However, cases of this kind are rare at Bet She‘arim National Park. Most visitors comply with the rules provided by warnings signs and by the site pamphlet. Those who do have a tendency toward vandalism are monitored by the guides and Park personnel. Except for the effects of visitor pressure, discussed above, types of deterioration that may be caused by visitor behavior are the following:

Vandalism. Graffiti scratched into the soft rock are the most potential severe damage that could be caused by visitors. In the past, when the catacombs in Section II were outside the park, they suffered from this phenomenon. However, type of vandalism almost disappeared since this section underwent development. Visitor supervision is practiced mainly by the tour guides accompanying the groups and occasionally, by Park personnel. In the few cases of such damage, the matter is dealt with immediately. Other visitor-related

damage, such as damage to protected flora, fauna, litter and noise, are minor problems.

Deviation from trails. The steep topography of the park and the setting of the catacombs in addition to the well-marked trails eliminate almost any possible deviation from trails. However, numerous warnings and safety signs, especially near closed catacombs or pits ensure, that visitors rarely stray from trails.

Responsible visitation of the property. Visiting the catacombs on the property demand that the visitor walk carefully and sometimes kneel and climb. The soft limestone rock formation of the property can be slippery and hazardous in cases of rain. This has made visitors' safety a committed top priority of park management. Walks around the catacombs, especially inside them, have been designed with safety in mind. Park management conducts periodic preventive measures: paving the trails in certain sections with rough bedding, installing banisters at problematic sections of the trails, constructing and repairing fencing around pits; covering narrow pits with grilles and warning signs (See also Section 5.e). As the carrying capacity will always be limited within the catacombs due to their nature, safe behavior is essential. In order to draw visitors' attention to safety issues, rules of safe conduct are posted at the site by various means: signage, site pamphlets and oral instructions given by the park personnel to the tour guides and the general public. The pamphlet lists information on dangers and behavioral directions such as: "Be sure to walk on the marked paths"; "Do not throw or scatter stones"; "Do not climb the walls".

(v) Number of inhabitants within the property and the buffer zone

Estimated population located within area of nominated property: none.

Buffer zone: none.

Total: none.

Year: 2013.

It is prohibited by law to reside within the confines of a national park or nature reserve. As the nominated property and parts of its buffer zone are within the boundaries of Bet She‘arim National Park, these areas are not inhabited.



5. PROTECTION AND MANAGEMENT OF THE PROPERTY

5.a. Ownership

Bet Sh'earim National Park and its buffer zone are owned by the State of Israel.

5.b. Protective designation

The proposed property – the Necropolis of Bet She'arim – is located within Bet She'arim National Park, which is defined as a 'national park' and as such managed by the Israel Nature and Parks Authority (INPA). The INPA, which is under the aegis of the Ministry for Environmental Protection, is the agency that manages all the national parks and the nature reserves in Israel. As the area of the park, including the property is a declared 'Antiquities Site' according to the Antiquities Law 1978, any act within the park limits requires the approval of the Israel Antiquity Authority (IAA), i.e. no changes may be made at such sites without the approval of the IAA. The two authorities (the INPA and the IAA) are committed to a bilateral convention (Annex A7 in the Addenda Section). The property is protected by the following state laws²:

- The Israel Lands Authority Law, 1960.
- The Planning and Building Law, 1965, and its Amendment 31 (Fourth Addition), 1991 – plan for site conservation.
- The Antiquities Law, 1978.
- The Antiquities Authority Law, 1989.

² Complete or summarized versions of these laws are included in the Addenda Section.

- The National Parks, Nature Reserves, National Sites and Memorial Sites Law, 1998.

5.c. Means of implementing protective measures

The nominated property is located within the confines of a national park, part of which is already officially declared as a national park while its other part is already approved but is still at the process of being declared. However since both parts are designated in national and regional master plans (see below) as a national park, the property's protection is assured.

As mentioned (*cf.* section 5.b.) the national park is protected by its legal designation since its area is managed by the statutory national authority in charge of such properties. The INPA operates this site as a national park and as an antiquities site according to the relevant laws. The INPA acts under 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 Antiquities Authority Act of 1989, the Planning and Building Law of 1965, and additional legislation.

As a site managed by the INPA, Bet She'arim National Park enjoys several levels of protection ranging from the state, statutory level through the INPA regulations up to the site's management plans and daily practices. The protective means common to all INPA sites are detailed in Annex C1.

Thus, the site of Bet She'arim National Park, in which the nominated property is located, is safeguarded by the laws of the state of Israel and is included in national and regional master plans that derive from these laws. Those master

plans and the site's management plan are detailed below with the highlighting of key themes pertinent to protection and management; copies of the main documents containing the official status of the park and the site plans are included in the Addenda Section.

The whole area of the buffer zone is located, like the nominated area, within the confines of Bet She'arim National Park hence it is protected as well by the same master plans and the other protective measures mentioned above. Additional protection is provided by national, regional and local plans for the areas surrounding the buffer zone. The various master plans (such as National Master Plans 35, 8 and 22³ and 8) covering and surrounding the buffer zone determine the use of these areas exclusively as forest, proposed national parks/nature reserves, open spaces and agricultural zones.

Note that the national and regional master plans that encompass the area proposed for nomination are presented in the maps in Section 1 and in the Addenda. The National Master Plan 8 under the management of the INPA (in which Bet She'arim National Park is included) is presented within the map of National Master Plan 35. The paragraphs below review the major themes of the laws pertaining to Bet She'arim National Park and the measures applied by the

³ National Master Plan 22, the national master plan for forests and afforestation derived from the Planning and Building Law, 1965. It completes the process of defining areas of forests, woodlands and other open spaces whose conservation and maintenance is not yet enshrined in other plans, and grants them statutory status. The importance of this plan is that it enshrines in law in Israel the status of its forests, most of its natural woodlands and future planted areas, and agricultural lands.

INPA and by the park personnel's daily practice in order to illustrate the way the protective measures are implemented.

State laws

The Israel Lands Authority Law

The entire area of the nominated property is owned by the state of Israel and is administrated by the Israel Lands Authority (ILA). The ILA is the government agency responsible for managing Israel's land, 93% of which is either the property of the state, the KKL-JNF or the Development Authority. The Israel Lands Authority replaced the former Israel Lands Administration on 1st January 2010 [Amendment 7 (2009) of the Israel Lands Administration Law (1960)] as a part of the land reform that took place following the Knesset legislation in August 2009, allowing people to own land property in Israel rather than leasing it. Among its other duties, the ILA guarantees that national lands are used in accordance with Israeli law. It also actively protects and oversees state lands and authorizes contracts and agreements with other parties (*cf.* Annex A1).

The policy and the activity deriving from this policy are enshrined in law, which includes the Basic Law on the Israel Lands (1960). The Basic Law establishes the principle of national ownership of the land. The Law includes a prohibition on transferring ownership of Israel Lands, with certain limited exceptions. The principle underlying the Basic Law is that Israel Lands are nationally owned.

The property's area and its buffer zone as well as the surrounding areas belong to the state of Israel and are subject to the above-mentioned Basic Law on the Israel Lands Authority.

The Planning and Building Law and the plan for site conservation

The Planning and Building Law (*cf.* Annex A2) is a comprehensive statute that monitors and regulates all planning and building activity and land-use designators in Israel. The law establishes a hierarchy of planning agencies (for national, regional/district and local plans as well as for detailed and special plans) responsible for land-use planning, and taking into consideration all potential impacts, including environmental impacts.

The law provides for public notification and participation in the process. Public bodies and individuals are free to inspect plans submitted to regional and local planning authorities and to file objections during the inspection period of any given plan. The law also provides for an appeal process in case an objection is rejected.

Amendment 31 (Fourth Addition) 1991, to the Planning and Building Law is a Plan for Site Conservation (*cf.* Annex A2); it enshrined in law directives regarding site-conservation planning. Thus, the law contributes to the conservation of the past for both the present and the future. The law grants powers to the regional and/or the local planning and building committee that are similar to those granted by a national master plan in terms of the conservation of sites, although the conservation plan may be prepared by agencies other than the local planning and building committee. The law invests local government with considerable legal authority with regard to site conservation.

The Antiquities Law and the Antiquities Authority Law

The Antiquities Law, 1978 (*cf.* Annex A3), was enacted to safeguard Israel's antiquities, defined as any man-made object dating from before 1700 CE, or any zoological or botanical remains from before 1300 CE. The legal definition of an 'Antiquities Site' is any area that contains antiquities that the IAA director has declared as such. The Antiquities Authority Law, 1989 (*cf.* Annex A4), states that the IAA is the organization responsible for all the antiquities in the country. The IAA is authorized to excavate, preserve, conserve and administer antiquities when necessary. The nominated property have been declared 'Antiquities Sites' (*cf.* Annex 5) protected by the Antiquities Law, 1978, thus no changes are permitted at the site without the IAA's approval. All archaeological research and conservation also require the approval of the IAA. IAA personnel at the national or district levels review and approve plans and supervise excavations and conservation work while they take place and its inspectors regularly visit the site. As mentioned (*cf.* 2.b.2 and 4.a) the IAA has implemented the comprehensive conservation project at the caves started in the 2000's.

Agreement between the INPA and the IAA

An agreement between the INPA and the IAA was signed on 23rd January 2005 by the director-generals of both authorities. The IAA is the authorized professional entity in the fields of archaeology and conservation in antiquities sites while the INPA is the authorized and professional entity in the management, planning, development, and maintenance of antiquities in the areas under its responsibility. The agreement's aim is to facilitate cooperation,

conservation, and effective management of antiquities sites in nature reserves and national parks. The agreement details procedures of mutual assistance for supervision tasks, conservation, restoration and operation of antiquities in the INPA's territories and other topics (see the full text of the Agreement in Annex A7 in the Addenda Section).

The National Parks, Nature Reserves, National Sites and Memorial Sites Law

The INPA functions under the aegis of the National Parks, Nature Reserves, National Sites and Memorial Sites Law, 1998 (*cf.* Annex A6). This law, first enacted in 1963 and revised in 1992 and 1998, provides the legal framework for the protection of natural habitats, natural assets, wildlife and sites of scientific, historic, archaeological, architectural and educational interest in Israel. The 1998 law established a unified authority (the INPA) instead of the previously separate entities of the Nature Reserves Authority and the National Parks Authority.

The law endows the INPA with a wide range of administrative and enforcement powers. They include official declaration of areas as national parks or nature reserves; establishment and maintenance of nature reserves and national parks; the declaration of fauna and flora outside the boundaries of nature reserves as “safeguarded natural values”; the appointment of inspectors with administrative powers to prevent harm to natural values and to safeguard them. The National Parks, Nature Reserves and National Sites Council, comprised of all pertinent stakeholders and appointed by the minister of Environmental Protection, advises the INPA and the relevant ministers on matters related to implementation of the law. The property is located within the confines of a national park and is

protected under the National Parks, Nature Reserves, National Sites and Memorial Sites Law, 1998.

Means of implementing protective measures

Means of implementing protective measures are outlined below according to the following classification:

1) Legislation

Bet She'arim National Park, where the nominated property is located, is protected by virtue of the powers granted by the above-mentioned state laws and their enforcement. These laws are implemented by means detailed below, which are derived from those laws and master plans.

2) Planning at the national level (national master plans)

Bet She'arim National Park is included in the following master plans:

National Master Plan 35⁴ (Annex B1), which is the integrated national master plan for building, development and conservation. (NMP 35 also encompasses NMP 8).

National Master Plan 8 (Annex B2), which defines areas as nature and landscape reserves and national parks including numerous forests and woodlands.

⁴ *National Master Plan 35 is a comprehensive plan that attempts to create long-term strategy for anticipated population growth. It is based on the 2020 conceptual program, designed to meet the building and development needs while protecting open spaces and land reserves. It was approved by the cabinet at the end of 2005. The plan limits present trends towards urban sprawl and attempts to ensure the integrity of large swaths of agriculture lands. Nature reserves and national parks (30% of the country's land resources) and forests (10% of land holdings), are also integrated into this plan. The cabinet decision determined that ministries and their associated bodies would make the greatest possible efforts to inculcate in their activities the means of implementing the policies attached to the plan.*

National Master Plan 22 (Annex B5), which designates forests and forestation (applied on the areas surrounding the buffer zone).

3) Planning at the individual site level (regional and local master plans)

Bet She'arim National Park encompasses an area of 76.6 ha., out of which 12.2 ha. are the nominated area and the 64.3 ha. are the buffer zone. The park is located at the jurisdiction of two regional councils, that of Qiryat Tivon (which belongs to the Ministry of Interior Haifa District) and that of Emek Yizreal (which belongs to the Ministry of Interior Northern District). The park is included in detailed master plans that are derived from the national master plans 35 and 8 as following:

Regional Master Plans (RMP):

RMP 6 (Annex B4) - outlines regional land use as national parks in Haifa District of the Ministry of Interior.

RMP 2/9 (Annex B3) - outlines regional land use as national parks in the North District of the Ministry of Interior.

Detailed Plans / Town-Planning Schemes:

TV/34 of Haifa District (Annex B7) – The approved detailed Town-Planning Scheme of Qiryat Tivon;

TV/254 and G/18480 (Annex B8) – **TV/254** of Haifa District presents the northern part of Bet She'arim National Park area within Local Council Qiryat Tivon jurisdiction; the plan was approved on 30 January 2012.

G/18480 of the Northern District presents the other part of Bet She'arim National Park area within the jurisdiction of Emek Yizreal Regional Council; this plan is on the approval process.

G/4043 of the Northern District (Annex 6) – The plan outlines and organizes the area of the Zayd family estate, Bet Zayd; the estate is not located at the Park's area but the plan has affect on the property's area due to the limitations it poses on the use of the land.

G/18480 (Annex B9) – is the transportation appendix within Bet She'arim National Park.

The declaration of Bet She'arim as 'Antiquities Site'

The caves and other archaeological remains scattered within the areas of the proposed nomination and much of its buffer zone, are declared as 'Antiquities Sites' by the IAA. The IAA declaration, published in the Israeli parliament's Regulations Digest no. 1091 on 18th May 1964, is attached in the Addenda Section (Annex A5).

4) INPA regulations and general practice at the level of the individual site

INPA regulations

Bet She'arim National Park comes under the responsibility and management of the INPA, as per the above-mentioned law governing the INPA. The INPA is the only agency with management powers over the areas under its administration. The INPA operates according to the laws of the state and its regulations and accepted practices derived from these laws.

The INPA's head-office is located in Jerusalem, and it also maintains regional offices. The INPA is a hierarchal organization whose main management forums operate out of its head-office. These are: INPA management, INPA headquarters, the planning and development forum, headed by the director-general, and the heritage-sites forum. Continuing down the hierarchy, regarding Bet She'arin National Park are the Northern District management, the Carmel Region and park director's office and its employees.

The INPA's regulations and directives for operation and practice at each INPA site, which are derived from the above mentioned laws and frameworks, regulate issues of safety and security, rescue and emergency services, monitoring and enforcement, firefighting procedures, trail-marking, maintenance, visitor management and others. The structure of INPA including its *modus operandi* is reviewed in Annex C1. In this context, of special note are the following sections: INPA Procedures and Regulations; Common Management Forums for All Sites; and Common Administrative Mechanisms – INPA regulations and General Practice at Site.

Laws, regulations, procedures and daily practice permit no changes at the nominated property's area without the INPA's approval. The above system is in place to prevent changes inconsistent with maximum protection to the park's assets including the nominated site. The main activities at the site level in regard with the nominated property are described below.

General practice at the level of the individual site

Bet She'arim National Park has a director and a permanent staff, as well as a

budget (details may be found at paragraphs 5.j and 5.f respectively). The 7 people staff is responsible for day-to-day activities in accordance with the INPA law and INPA regulations including rules' enforcement. The staff's ongoing tasks include general maintenance, landscape and conservation maintenance, monitoring, repairs, cleaning, directing visitors and general protection of the site.

Under the heading of enforcement are directions and explanations to visitors to prevent vandalism (such as the writing or scratching of graffiti on cave walls), raising awareness about the protection of wildflowers and protected animals, directions to touring routes at the site and enforcement of the Antiquities Law in cooperation with IAA inspectors and the IAA Antiquities Robbery Prevention Unit (The park works closely with the Haifa and the North Districts of IAA).

The staff checks the caves daily on rounds in the morning (before visits start), during the day and before the park closes. The daily check is conducted in all the caves and a report is signed prior to opening the park to the public. The check takes place as a safety control for the visitors and as for monitoring the caves' condition. All problems or unusual situations are reported immediately first to the park's director and if needed to the INPA's Northern District. The INPA also employs specialists at the nationwide level to deal with specific issues and problems. This staff includes INPA's chief scientist, chief archaeologist and director of conservation and development department who is an architect. When needed for particular issues, these specialists are called in as well as other specialists, for example, as noted, IAA personnel.

The national park enjoys even a wider range of protection. INPA rangers and IAA inspectors frequently patrol and oversee the open areas within the park and within the entire area of the surrounding region on a continual basis, carrying out preventive actions.

As mentioned above, laws, regulations and day-to-day practices prohibit any activities that would change the character of the site, thus ensuring total legal and practical protection of the property and its buffer zone.

In the area of the property, which is open to public minimal modest facilities were added for the purpose of visitor management, safety and convenience.

These facilities were installed at the professional discretion of INPA architectural and conservation planners and at the professional inspection and approval of the IAA experts; they blend into their surroundings and do not impair the authenticity of the site's appearance. In order to preserve the site's authenticity and integrity and its spirit these facilities undergo conservational-architectural planning that considers the rules of proper conservation and is in keeping with international conventions.

Physical protective facilities

According to the conditions of the Detailed Town-Planning Schemes it is not allowed to fence the whole park; likewise the size of Bet She'arim National Park and its topography precludes fencing it in. However the park is partially protected by a fence at the sloping road leading to its entrance mainly for safety reasons in order to prevent people of stumbling.

Fencing inside the park is allowed and executed at sites with high sensitivity. Thus, Section II – the '*Menorah Caves*', is fenced all around and the visit there is always lead by a staff member and takes place following an earlier coordination. The visit to these caves is limited to maximum 20-22 people at a given time in order to protect the caves and the elements inside them, to let a good visit experience and also because of safety reasons.



Right: A fenced area inside the compound of the '*Menorah Caves*'

Left: A transparent protection for the doorway of the Cave of the Museum

There is a main gate at the park's entrance, which is locked during off hours to prevent vehicles' access into the park. There are no guards in the caves. The majority of the caves are protected by a door with a lock and sometimes by grating with a lock. The caves are locked at off hours and opened at the park's working hours. Each of the '*Menorah Caves*' has a door with a lock, in addition to the fencing of the whole compound. The door serves as a solid protection against undesirable entries and as protection against sunlight penetration. The entrance to this compound is possible through one of two gates that are usually locked

and opened with a key by a staff member. An alert system connects most of the facilities and the caves, including the Cave of the Museum, to an external security company.



The entrance gates of the 'Menorah Caves' compound



Right: A grating door at the entrance to Cave 14, locked at off hours
Left: A locked gate at the entrance of one of the 'Menorah Caves'

The main documents containing rules of operation and conduct in the national park are: the **INPA regulations** and the **Regional Management and Conservation Portfolio**. Review of the latter is available in paragraph 5.e.

5.d. Existing plans related to the municipality and region in which the proposed property is located

The status of Bet She'arim National Park, including the proposed property, is enshrined in several national and regional master plans and their derivatives, as outlined in Section 5.c. These plans define the state's policy regarding the designation of the park and land use in its vicinity.

The planned eastern branch of the Cross-Israel Highway (Route 6) would not really affect the property as it is planned to merge with the existing Road 722, to the east of the property. The Haifa-Bet She'an railroad is currently under construction considerably south of the buffer zone, and thus does not threaten the property. Some other plans related to the national park in which the proposed property is located are detailed in paragraph 5i.

Stakeholders

The areas of the property and its buffer zone encompass a variety of significant built heritage values as well as natural and landscape values. Stakeholders from various sectors are involved with the nominated property, the main of which, are:

Government Ministries: the Ministries of Religious Affairs, Environmental Protection, Tourism, Agriculture & Rural Development, Culture and Sports and of the Ministry of Interior (through its offices of Qiryat Tivon and Yizra'elim Local Planning and Building Committees and the Northern and Haifa Districts' Regional Planning and Building Committees, in particular).

Nearby settlements: Qiryat Tivon Local Council; Emeq Yizreal Regional

Council; and neighboring communities, [mainly](#): Sde Ya'akov and Kfar Yehushu'a.

Governmental (and associated) bodies: the INPA; the IAA; the Grazing Authority; Keren Kayemet LeIsrael (JNF); Israel Land Authority; Mekorot, Israel's National Water Company; the Israel Electric Corporation; the Cross-Israel Highway (Route 6); the Regional Tourism Association and more others. Among the other bodies that are operating in this region are security bodies (as the Israel Defense Forces; the Israel Police, firefighting services), events' producers, tour educators; research bodies (universities, the Israel Cave Research Unit); 'green' bodies, schools and the like.

The existing relationships between the national park and the agencies mentioned above are close and good. The wish to maintain such mutual relationship is also expressed in the Regional Management and Conservation Portfolio for park.

5.e. Property management plan or other management system

Bet She'arim National Park is under the sole management of the INPA hence its management is based on clear and permanent parameters dictated by the INPA hierarchy (*cf.* paragraph 5.c.). INPA directives and their implementation as general practice at INPA are the practical expression of the regulations enshrined in law. The document that outlines the management system and operational procedures for the management of the national park and details the general daily practice at the site is the **Regional Management and Conservation Portfolio** (reviewed below).

Bet She'arim National Park was opened to public in 1957 toward the ending of the 1953-1958 excavations and it is one of the first national parks in the state of Israel. The park's sites were prepared for visitors by the National Parks Authority (which became in 1998 the INPA, see Annex C1) and the KKL-JNF with the supervision of archaeologists (*cf.* Section 2.b.2). Due to the thorough and careful planning the park's facilities are still considered as good ones in terms of visitor needs and the protection of nature, landscape and cultural heritage. The landscape planning, which combines wild vegetation with planted trees and broad lawns, as well as the park offices design (a stone building with a wavy shaped roof), were planned by landscape architect Lipa Yahalom; Yahalom was the Israel Prize winner for Architecture (1998) for the planning of Bet She'arim National Park, among other projects. The park's landscaped area preserves batha (dwarf-shrub steppe) areas and cultivated land, which serve also as an important ecological corridor between the Lower Galilee and the Carmel Mountain.



The Park's offices

At that phase the two main complexes, Numbers 14 and 20 (in Section I), were developed and opened to public, subsequent to some restoration, partial

reconstruction of their facades and installation of lighting. Trees were planted at the bare area of the caves and the slope above them. At the same time the small visitors' center was built and paths were laid, parking and picnic areas were created and lavatories were built (*cf.* Section 2.b.2).



General view of the facades of Caves 14 (left) and 20 (right)

Between 2001 and 2010, the conservation and development of Section II – the '*Menorah Caves*' – was carried out and then, in 2010, they were opened to the public under certain conditions (*cf.* 2.4.2 and 4.a). This project was made possible due to funding from the Knesset – the Israeli Parliament (*cf.* 5.f), which adopted the site where the seven-branched menorah – the symbol of the Knesset and of the state of Israel – was found.



The official unveiling ceremony of the Big Menorah, held on October 2009 at the Cave of the Coffins (Cave 20) with the attendance of PM Mr. Ehud Olmert, the Minister of Environmental Protection the late Mr. Gideon Ezra and the director generals of the INPA and IAA



The compound of the '*Menorah Caves*': The entrance from inside look (left); The surrounding landscape (right)

The continuation of the project was possible due to a further funding given from the "National Heritage Program" (cf. 5.f). The latter funding was used also for treatments at Section I of the necropolis (in Catacomb Nos. 14 and 20 and Cistern No. 28). In the framework of the development project at Sections I and II conservative interventions have been applied to some of the reliefs, inscriptions and frescos.

The 2001–2010 conservation works started by condition surveys of different caves mostly those of Section II. These works were carried out jointly by the INPA and the IAA Conservation Administration and with the involvement of expert conservators (*cf.* Section 4.a.). The preceding surveys enabled the professional conservation work and subsequently, mainly at 2006–2010, the carrying out of the development of the '*Menorah Caves*'. The project at Section II is at its final phase and the works are now focused on the *Sih Cave* in order to convert it into an educational center dedicated to the menorah's history.

The next phase of conservation and development works will take place at Section III (caves 6–10) of the necropolis.

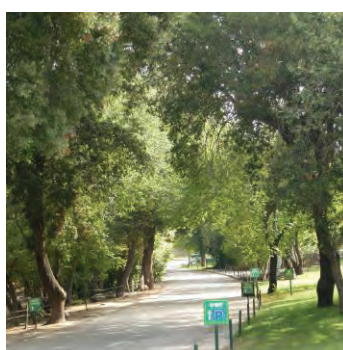
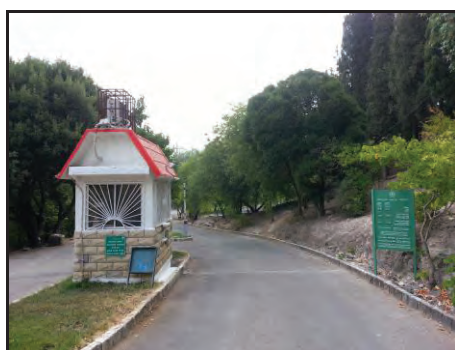


The *Sih Cave*:
Explanation sign (left); Entrance (center); Inside look (right)

A directing sign on the main road (Road 722) directs the visitors to a side road leading to the park via one of Qiryat Tivon's neighborhoods. Then the visitors arrive to the cashier's booth at the park's entrance where they purchase tickets and receive the site pamphlet and information. Entrance fees to the park are determined by INPA regulations and procedures and published on a sign posted near the cashier.



The direction sign to the Park from the main road (left); the sign on the side road leading to the Park's entrance (right)



The Park's cashier (left); the road inside the Park leading to the parking (center); a welcome sign just in front of the parking (right)

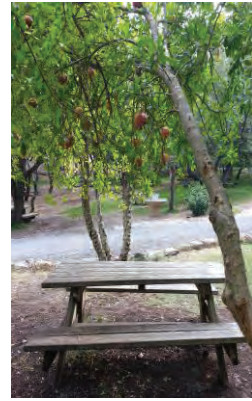
There is another exit road that leads from the national park to the main road due to security considerations. This road, which is not passing through the cashier's entrance helps also to regulate the public flow at peak times, which may occur when activities take place at the park but not, in general, at regular visits.

In accordance with INPA directives, the national park operates daily, year-round, except for one day – Yom Kippur (the Jewish Day of Atonement). Normal

visiting hours are April – September 8 AM–5 PM, and October – March 8 AM– 4 PM. The cashier booth closes one hour before the site closes, because of the time it takes to visit the park. Extended hours are possible with permission of the park director as per INPA directives. Opening hours are usually extended for private or business events or for evening activities for which tickets are sold. In such cases, payment, conditions of operation and safety arrangements must be made in advance.

A short drive from the cashier booth takes the visitors to the parking, which is located near the park offices and near an area of basic services for visitors: lavatories, a gift shop which serves also as a service/information center, picnic and barbeque installations and faucets. A small visitor center - the 'piazza' with explanatory panels, is located here as well; this is the starting point (with a suitable sign) of the trail to the catacombs of Section I. It includes some panels depicting various aspects of Bet She'arim at its hey days as the ancient city's cemetery – the main Jewish necropolis, burial practices and technique, origins and details about the interred people and the multi-lingual and tolerant society of the city. There is also a relief of the view of Bet She'arim and the excavated caves.

The small visitor center alongside the other regular facilities such as the site's pamphlet, the signage, the display in the Cave of the Museum, the guided tours and special events, present clearly the heritage values of the property, its importance and the need of preserving it.



Facilities for visitors in the Park



The park is well cared-for, clean, safe for visitors and partly accessible for persons with mobility impairments. The paths are in good condition and signposted including between its currently two visited focal points (Sections I and II). The park is also set up for leisure-time recreational activities.

Maintenance - The park staff carries out the ongoing maintenance operations of the site. These works include in the main: Paths and parking: repair of the roads; Lavatories: cleaning, repairs due to wear and tear, unplugging blockages, painting once a year and pumping out sewage as needed; Signage: cleaning, removing graffiti, repairing vandalism and general repairs as needed; Picnic tables and barbecues: cleaning and repairs due to wear and tear, emptying out charcoal; Faucets: repairing leaks, vandalism, cleaning; Development and conservation: drainage maintenance, waterproofing, stonework, reinforcements

and supports; On landscaped areas: farming tasks including mowing and spraying and preparations prior to events.

Landscape gardening - The design of the landscape at the park was carefully planned (see above and *cf.* 2.b.2 and 4.a). The flora consists of local species most of which is in various nuances of green color. This principle is still being kept, although in the last years the geophytes that were transplanted at the site, all of which of wild flowers add some other colors to the park's appearance mainly between autumn and spring time.

The many trees in the park are treated and fostered. Mowing is executed in the right directions in order to create shade where needed, to elevate the treetops and to protect the area against fires. There are many pomegranate trees at the site which are mowed and thinned out in order to renew their growth. The park personnel are trained to cope with trees' diseases and to treat cases of parasites in the trees. A lot of Judas trees are growing at the park, which is their natural habitat. These trees that have marvelous pink blossom in spring time are delicate and often attacked by ants; the park personnel are specialists in treating the problems typical to this kind of tree.

The large lawns are well kept too; Visitors usually take a break during their tour at the park by sitting on the lawns under the shade of the oak trees and enjoy the relaxing atmosphere.

Safety: Safety maintenance has been an utmost concern since the park was opened. Safety issues are constantly and closely monitored; any problems that arise in this realm are given the highest priority.

Safety in the caves: Lighting has been installed as part of the efforts to insure safe visits to the caves, and maintenance of the lighting system is part of daily operations at the site. The electric system is checked daily to ensure it is in working order, including the replacement of burnt-out light-bulbs. Site personnel undertake conservation monitoring on a daily basis; if they notice crumbling or falling fragments or new cracks in the caves, they deal with it immediately.

Once a period, or per specific need, a structural geologist and/or structural engineer is called in, as a preventive measure, to survey the condition of the cracks and the rock stability inside the caves. The park's director cares for the carrying out of any treatment recommended by the experts, such as reinforcement or cracks filling.

Safety on trails: The official trail through the park is completely safe and suited to the movement of visitors. Rails are installed at points of need. The trail is checked daily and any problems are immediately dealt with. Visitors are instructed – by the site pamphlet and site signage and also by the site personnel, not to leave the trail for their own safety.

Firefighting: Fires hardly break out at the site (maximum 1 -2 small fires a year that never affect the property). The park is properly prepared for fires by means of fire hydrants (big taps for filling water in tankers) located on the main entrance road to the park, extinguishers, firefighter's paddles and backpack sprayers. Fire station with firefighting service maintained at Qiryat Tivon, which is very close to the park.



Safety means inside caves: Emergency exit and "Don't climb" sign in Cave 20; Fire extinguisher in Cave 14



A further means is grazing; The INPA permits to graze flocks within the national park (at the property's buffer zone) since those lands were used as grazing land before the establishment of the national park. Grazing does not damage the site but helps to prevent wildfires.

First Aid: A first aid kit is kept in the park's offices and a doctor and ambulance are available at Qiryat Tivon to provide medical assistance to visitors (and have done so).

The Regional Management and Conservation Portfolio

The Regional Management and Conservation Portfolio was written by the national park director, Ms. Revital Weiss, in the year 2005 and is being updated since then according to changes that have taken place. It contains all operational procedure at the site in case of emergencies, safety and security directives, firefighting and other cases, both ordinary and unusual, in accordance with the

INPA procedures. It contains as well much information about the site and its personnel; among the specific themes are the following:

Management and operation: General background (location and inventory, walking trails including those adapted for people with disabilities); Length and level of difficulty of trails at the park; Statutory information; Carrying capacity; Installations (of all kinds); Conservation and development works; Arrangements of visitors' reception (including: income, marketing, park-community relationship, events); Services for visitors; Visitors' segmentation; Projects initiated by the INPA and/or by private entrepreneurs; Stakeholders and regional involvement; Peak and low seasons as a tool of planning a work plan for the site; Security arrangements; The park's staff.

Analysis of the characteristics of the national park's area and its environs

Basic scientific data about the park's area and its surroundings and analysis of this data combined with data pertaining to the park's operation. The basic data encompass historical background, geography and location, flora and fauna, hydrology and lithologies; data in regard with man-made elements and human actions are detailed as well and include infrastructure (sewage, water, electricity, telephone and alarm systems), structures and safety hazards at site. The various data were integrated and analyzed in order to pinpoint existing urgent problems and to conclude about the existence of potential threats for the long run. The analysis enabled to outline a list of required missions/tasks to take care of over time.

Maps: The portfolio contains also annexes of maps that outline graphically the

different subjects included in the portfolio's texts; among the maps are: topographic maps, statutory, regional, lithologies, hydrology, rare species, archaeological sites, historical compounds, planted areas, hazards, flora, construction and infrastructure and others.

The national park has still other manuals dedicated to specific conditions and themes like conservation maintenance, security management plan, responses to various emergency situations and so forth.

The above detailed state legislation, INPA regulations and various daily and periodic practices implemented at Bet She'arim National Park and its surroundings constituting the protective measures conducted in the park. These means ensure full protection and safeguard for the property.

5.f. Sources and levels of finance

The INPA finances all the sites under its management without reference to income they produce. That is also the case for Bet She'arim National Park, which receives annual funding from the INPA although it is a park that suffers from deficits in the last years. Income from the site is transferred to the INPA's general pool of financial resources.

Each INPA site is allocated an annual budget for ongoing operations and employees' salaries as well as additional funding to carry out planned conservation and development. Budgets for development and planned conservation, annual maintenance and marketing are allocated through the annual work plan proposed by the park's director and approved by the District

director. In addition, each site receives funding for unexpected outlays, such as for the emergency treatment; repair of equipment or for other needs.

The main expenses of the park are for the park's operation including salaries, ongoing maintenance and payments for electricity, vehicles, garbage, sewage.

Income of Bet She'arim National Park derives mainly from entrance fees. Other sources of income are sales in the INPA shop (the shop was closed for a while for renovation in 2012; since its reopening in March 2013 it doubled its sales) and sales of INPA subscription. Much smaller sources of income are paid activities at the park and sponsorship of events and festivals by various bodies. All commercial and 'semi-commercial' activities take place in keeping with INPA rules dictated by INPA management.

The park enjoys from time to time from varying amounts of donations and funding for specific projects. Among the past remarkable funding were, the fund of \$130,000 from the Israeli parliament (*cf.* 5.e) for the conservation and development of the '*Menorah Caves*' compound and the significant funding that was given by the Israel Government Tourist Corporation for establishing the display in the Cave of the Museum in 1997.

Other funding for projects of conservation and development that has been taken place recently at the park are the following:

- A funding of 4 million NIS (about \$1,143,000) – was given by the "National Heritage Program" of the Prime Minister's Office for the conservation of

the '*Menorah Caves*' compound and the development of the *Sih Cave* as a visitor center focused on the history of the menorah (*cf.* 4.a and 5.i).

- A funding of \$85,000 was given for preparing accessibility for people with disabilities. The work is currently carried out. Another funding of \$143,000 for the same purpose is expected to be received in 2014.
- A funding of about \$29,000 was given each year, in the last 5 years, for the conservation of the catacombs including the reliefs, frescoes and inscriptions inside them and for the treatment of the vegetation.
- A donation for a small scale project was given lately (2013) by a private donor for the cleaning and restoring the façade of Rabbi Yehuda The Patriarch burial cave.

Bet She'arim National Park funding in 2011 - 2013

Total income of Bet She'arim National Park in the **2011** fiscal year was, about \$201,863; the total outlay was about \$322,142; the difference was a deficit of about \$120,280.

The main sources of income in 2011 derived from entrance fees – total of \$193,118 (the greatest source of income, which included also the paid guided tours and activities) and the INPA shop at site (\$8,745). The main expenses in 2011 were for salaries (\$219,121), the park's operation (\$73,736) and overhead payment (operating cost for INPA head office's accountancy services, which constituted about 10% of the expenses, \$29,285).

Total income of Bet She'arim National Park in the **2012** fiscal year was about \$182,136; the total outlay was about \$321,126; the difference was a deficit of

about \$138,990.

The main sources of income in 2012 derived from entrance fees – total of \$182,136 (including the paid guided tours and activities; the INPA shop at site didn't fully operate that year). The main expenses in 2012 were for salaries (\$191,800), the park's operation (\$100,133) and overhead payment (operating cost for INPA head office's accountancy services, which constituted about 10% of the expenses, \$29,193).

Total income of Bet She'arim National Park in the **2013** fiscal year was about \$160,157; the total outlay was about \$259,428; the difference was a deficit of about \$98,857.

The main sources of income in 2013 derived from entrance fees – total of \$132,000 and income from the INPA shop (\$28,571). The main expenses in 2013 were for salaries (\$182,857), the park's operation (\$72,571) and expenses for events held at the park (\$4,000).

Note that the final funding data for 2013 are still not fully available. The data given here were received on 23rd December 2013 before the calculating of the total sums was possible. However these data reflect the correct order of magnitude of 2013 fiscal year.

It should be noted that although the park sees deficits during the last years its ordinary operation has not been harmed due to the funding by the INPA that covers all the necessary expenses. The property enjoys the park's funding through the ordinary operation of the site and the staff's work (salaries) and

through budgets given by the INPA for specific or emergency needs. The conservation maintenance and monitoring are regularly financed by the INPA. Occasional funds, as mentioned above, are provided for the development, conservation and presentation of the property. In general, the property is well covered from the financing point of view for its preservation.

5.g. Sources of expertise and training in conservation and management techniques

Bet She'arim National Park director since 1995 is Ms. Revital Weiss, who heads a staff of 6 people, each of whom has a clearly defined function in the park's management program. The team is in continual touch with and monitors everything that occurs within the park and on top of all – the caves, which are the highlight of the park's assets. That being the case, the staff members are the first to notice any mishaps or problems occurring at the property. The team members are also very aware of what they are able and permitted to do in treating problems and of the problems they are required to report so that a specialist can be called in.

Specialists in specific fields, among them archaeologists, conservators, engineers and architects, are called in as needed, whether for tasks, which are part of the program or to deal with an unexpected problem. The director of the park is in charge of liaising with the specialists and does so very skillfully. Channels of communication with specialists are known and communication with them is either direct or via officials at the INPA Northern District or at headquarters.

Main areas in which specialists are utilized

Archaeology: Excavations have been underway in Bet She'arim caves in the 1930's and 1950's (*cf.* 2.b.1). As the caves are of the official 'Antiquities Site' status each treatment is done according to the law applied to such sites and subject to the approval and inspection of the IAA. All kinds of works at the caves and their environs that require archaeological involvement are controlled by the Northern District archaeologist, Dr. Yossi Bordowicz and by the INPA's chief archaeologist, Dr. Tsvika Tsuk.

Conservation: All conservation, restoration and reconstruction works carried out so far in Bet She'arim National Park have been undertaken by eminent specialists in accordance with scientific and ethical rules current worldwide, with oversight and major involvement by archaeologists. The IAA Conservation Administration is always involved in approving the conservation plans and in overseeing their implementation, and sometimes in the work itself.

Requests for assistance usually come through the park's director or through the Northern District individual responsible for conservation and/or through the specialist at INPA headquarters – architect Ze'ev Margalit, director of the INPA's Conservation and Development Department, who has completed continuing education programs in conservation. Frequently, requests are also made through Dr. Tsvika Tsuk, the director of the INPA's Archaeology and Heritage Department.

In course of the last decade a great amount of professional conservation work, detailed in Sections 2.b.2 and 4.a., was carried out in the necropolis' caves. The

main endeavor in that realm was the conservation project conducted in 2001–2010 at the necropolis' Sections I and II with the coordination and inspection of the IAA. The project's steering committee included INPA and IAA experts, conservators and others. Among the others was a representative of 'Atra Kadisha', an orthodox religious organization that protects the "desecration of Jewish burial caves" and usually demands to stop archaeological excavations in ancient Jewish cemeteries that violate, according to the organization's view, the Jewish Law.

The project included, among other things, a survey (2003–2004) prepared by Jacques Neuger from the IAA as a preparation for the conservation of the artistic delicate elements in the caves, which were subsequently conserved. The project included as well treatment of the area above some of the caves (*cf.* 2.b.2 and 4.a.). The treatment is currently ongoing, implemented according to the conservation maintenance report (that may be found at the park's director offices) and managed by IAA conservation experts combined with the professional conservator contractor, Mr. Amir Genah.

The INPA and the Bet She'arim director managed to maintain good work relationship with 'Atra Kadisha'. In course of the conservation and development project of Sections II and III the 'Atra Kadisha' people come first and clean the area very carefully; they remove the collapsed stones and if there are bones they collect them and then brush the area. Their work is coordinated with the archaeologists and carried out with the supervision of the conservator at site; their work is done very thoroughly due to their religious belief and as a matter

of fact, it prepares the area for the impending archaeological and other kinds of work. Their volunteering work is considered good and carried out according to the all rules.

Rock stability: The treatment of the rock in the caves, especially those arranged for public visitations is another aspect requiring the services of specialists in the park. This aspect involves conservation, archaeology and visitor safety. The soft rock into which the caves were hewn tends to crack and crumble and there are occasional collapses. To prevent such processes and to pinpoint areas of the rock that must be stabilized, specialists are called in regularly once a period, or per a specific need to monitor the stability of the rock.

Among these specialists is the geological-geotechnical engineer, Mr. Ron Ben Ari who checks the cracks inside the caves for safety and constructive purposes and publishes a condition report. In case of finding a problematic point the specialist's recommendations are implemented regarding corrections or preventive measures.

Another specialist is an earth-structural engineer and consultant, Mr. Mail Shaul; he is called in to survey the condition of the caves' ceilings stability. Mr. Mail was called in recently in 2013 due to a collapse noticed in the *Sih Cave* and works were carried out according to his report; later he was called again to give his professional opinion regarding the condition of the ceiling at Cave No. 10.

Management: The thought of improving the visitation pattern at Bet She'arim National Park is on the agenda for a few years; the planning by interdisciplinary specialists and part of the implementation has been started. The aim of the

approved plan of the park TV/254 (*cf.* 5.c) is to regularize the site for public visitations and to improve and extend its presentation. The expected achievements by the changes that are planned to take place at the park were stated (August 2013) by architect Zeev Margalit from the INPA and Revital Weiss, the park director, as follows:

Conservation – Development is a tool that promises ongoing conservation. Caves that were developed for visitation need constant maintenance including strict monitoring and conservation maintenance and thus their preservation is assured.

Renewal/"face-lifting" – The visitation pattern at Bet She'arim National Park, one of the oldest national parks in Israel, has not been changed over decades. The need to renew the touring trail was strongly felt, especially as there are antiquities including excavated burial caves that are not open to public. This was the background of the decision to develop some of the excavated caves (in Sections II and III) and at the same time to carry out conservational treatment to the caves of Section I too for the sake of conservation and in order to improve the visit experience.

Visitation management – The narrow road that leads to the entrance of the national park passes today via a dwelling neighborhood of Qiryat Tivon. According to the new plan the access to the entrance complex won't pass through a built area but through an area with natural, landscape and cultural values.

Gardening and nature conservation: The cultural landscape inside the national park consists of large tree-planted areas and lawns combined with natural open spaces. The park personnel is well-trained treating the vegetation (*cf.* section 5.e, Landscape gardening) however when they meet up an issue they can't solve they consult with the District ecologist and the members of the Science Division at the INPA headquarters.

5.h Visitor facilities and infrastructure

Bet She'arim National Park is a tourism anchor in the north part of Israel, in Lower Galilee region in particular and is perceived as such by the INPA, the regional councils and the tourism industry. The site contributes directly to the regional tourism economy by providing employment for the area's residents as well as indirectly, through visitors' payment of entrance fees, events, festivals, and other activities and through their use of satellite services (restaurants, gas stations, accommodations, and the like).

Following the archaeological excavations in the 1950's Bet She'arim was planned as a national park with a great deal of attention paid for the protection and management requirements of the park's assets on the one hand and to visitor needs on the other hand. The work carried out within the property is described in former sections; here we focus on reviewing the inclusive facilities and services for visitors at site, which constitute an appropriate response for visitors needs while at the same time they retain the requirements for the protection and management of the property and present faithfully the "spirit of the site".

Note that the following information in regard with the facilities for visitors

encompass a wider range than those pertaining to the property itself since the property is situated within a park that offers further experience in addition to the visit to the caves.

The monuments and art in each cave are properly displayed. The heritage assets at the touring route are well protected and safe and have the appropriate facilities for visitors (safety means applied for visitors are detailed in 5.e). The values of the property and the spirit of site are transferred by the integrity, good preservation and authentic presentation of the caves, supported by interpretive signs, the site pamphlet and oral guidance.

The essential rules for visitor conduct appear in the site pamphlet, as well as on signs posted in the park. Among the most important rules are warnings not to deviate from the path and not to cause any damage to the antique vestiges.

These instructions are also delivered orally to visitors by park staff; all staff members are requested to be kind with visitors and treat them efficiently.

Visitor facilities - The main facilities installed in the park for visitors comprise of interpretation/explanation means (most of which is dedicated to the property) and "logistic" services (see also section 5.e) that include mainly the following:

- An entrance booth where visitors purchase tickets and receive the site pamphlet free of charge and further information.
- The pamphlet, containing a map of the site, recommended route, explanations of the monuments and how to get from place to place. The pamphlet is published in Hebrew, English and Russian; following the addition of the

'Menorah Caves' to the tour an updated Hebrew version of the pamphlet issued in 2009 while its translation into English is expected to be published soon.

- Two small interpretation centers are found within the national park:
 - 1) At the starting point of the tour (the 'piazza'): panels with text and illustrations on Bet She'arim in the Mishna and the Talmud Period and a relief of the view of the city and excavated tombs of Section I.



Right: The relief of the city view ;
Left: The block of glass in the Cave of the Museum

- 2) At the "Cave of the Museum": explanation signs and a small display of coffins, doors, small finds, the big block of glass and a gathering place for a group.

Note: A light and sound show focusing on the history of the Menorahs is planned to be installed inside the Sih Cave to serve as the interpretation center for Section II (expected to be accomplished at 2015).



Left: The 'piazza' with the touring route on the back

Right: An explanation panel



The Cave of the Museum: The sign (down, right); An explanation panel dealing with architecture (down, left); A lead coffin (top, right); A gathering space for groups (top, left)

- Parking lots (an asphalt parking and a rear parking for visitors overflow) with access for mobility-impaired, picnic and barbecue areas, lawns, faucets and a lavatories building, including wheelchair stalls.
- Access and visitor trails are clearly and safely marked. Parts of the park are accessible for persons with mobility impairments. Except for the trail to the caves of Section I (a "ring-trail") and II (a scenery trail), there are a few other trails at the national park prepared for the visitors, among them are, a trail leading to Bet She'arim antiquities and Alexander Zayd Monument and trails within the groves surrounding the necropolis' burial caves.
- Conservation, lighting and signage: Caves and elements inside them that have undergone conservation and are lit by decorative lighting, signposted and otherwise suitable for visitors. The lighting enables also the conduct of tour nights.



An example of the decorative lighting inside a cave; an illuminated sarcophagus



The couches at the gift shop that is also a service center

- An INPA gift shop (selling souvenirs, books, and basic touring items, drinks, ice-cream, and the like) serves also as a service/information center (furnished with couches for the convenience of visitors).
- A public address system to announce impending closing time to allow visitors to prepare for departure or for other important announcements.
- Educational activities and guided tours in the park, undertaken by the Lower Galilee Education Center (see details in Section 5.i).
- The caves that have been opened to visitors serve their purpose as visitor attractions in terms of comfort, convenience and safety as well as in terms of interpretation however without comprising their authenticity. A typical example is the "Cave of the Coffins", where 135 coffins (sarcophagi) were found part of which bear outstanding decorations. The cave is signposted and lit. In front of the cave there is the preserved original court where visitors can get explanations before visiting the cave.

A sign posted at the starting point of the visit presenting, in 3 languages, the site's history in short (enlarged down left) and rules of behavior at the Park (enlarged down right).



The 'piazz'

Signage at Section I; the caves' numbers are written as they appear in the Park's



Signage at Section II, the 'Menorah Caves', bearing the icon of a menorah

Touring: The tour in the caves may take 2-4 hours. The tour departs from the starting point near the park offices (the 'piazza'). Three free guided tours are offered daily by the park volunteers (*cf.* 5.i). The INPA's Lower Galilee Educational Center provides the park with guides and educational programs for a variety of audiences. Special events, which include guided night tours and other activities, are offered during the year.

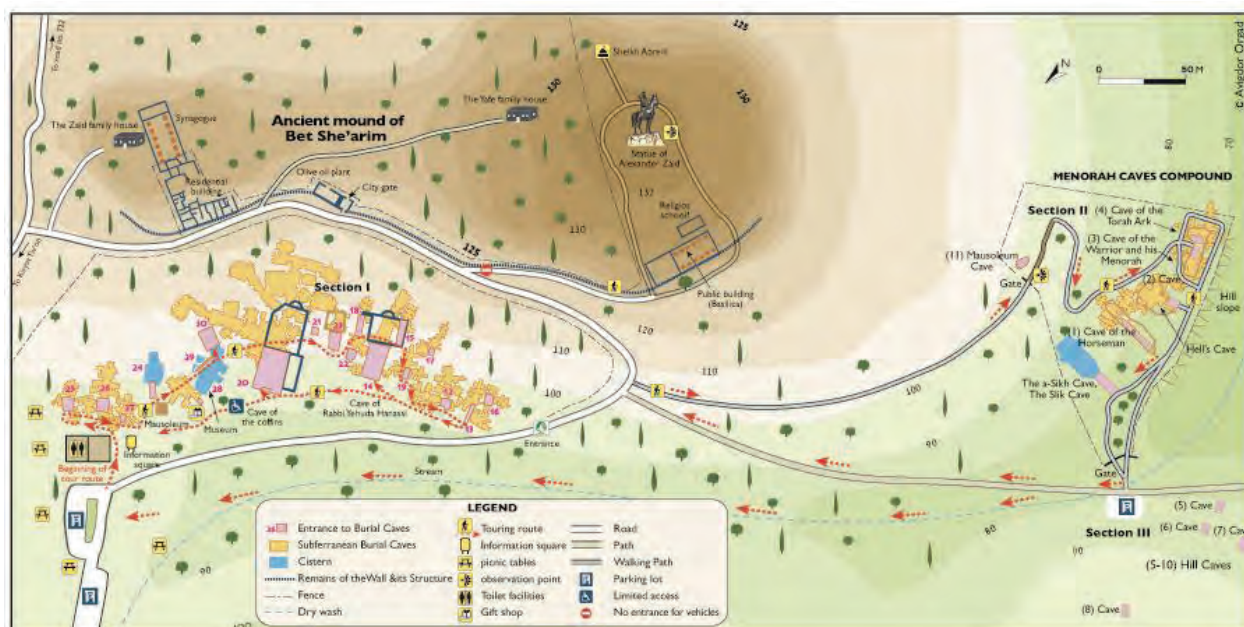
It is possible as well to visit the caves and the other parts of the park self-guided by using the site pamphlet and by being assisted by the signage posted throughout the park and by the park personnel.

Note, small finds from Bet She'arim excavations are displayed in the Rockefeller Museum in Jerusalem. A Jewish lead coffin from Bet She'arim necropolis is on display in the Israel Museum in Jerusalem; the coffin's origin place was apparently Phoenicia and it is decorated with Jewish motifs – menorah and incense shovel in addition to the regular motifs of vine branches, leaves, vases, and birds. All the small finds that are not on display are stored within the facilities of the IAA.

Carrying capacity: The national park can accommodate about 1,500 visitors a day without difficulty or special arrangements, but this seldom occurs (it occurs mainly when public events are held in the park). The number of 1500 has been determined in the business licensing of the park under the condition that in such a case the visitors will be scattered at different sites of the park at a given time. As a matter of fact, the park can accommodate even 2000 people at the same time. In peak days a security guard-man is placed at the entrance.

The park's policy regarding the carrying capacity of the visited caves during regular visits is detailed in paragraph 4.b.iv. Sometimes events are held in Catacomb 20 and then the space is prepared for about 200-250 sitting people.

Bet She'arim National Park – the recommended tour



Visitor statistics (Figures include audience at night events)*

Year	Tourists	Israelis	Total
2005	4077	39823	43900
2006	5674	40258	45932
2007	6636	39650	46286
2008	9506	48828	58334
2009	6594	50755	57349
2010	7613	60109	67722
2011	6149	55198	61347
2012	5790	46081	51871
2013	6441	47427	53868

*There are about 20,000 additional people per year visiting free of charge the statue of Alexander Zayd, which is located at the Park boundaries but are not counted in the cashier and are not included within the visitor statistics.

The seasonal distribution of visits shows a clear preference for visits in spring and the beginning of summer (March –July) and at autumn (September–November) when the weather is very nice; however the recommended season for visiting the park is year-round. The park sees its greatest number of visitors during the vacations of Passover in spring and the Feast of Tabernacles (Sukkot) in autumn and at events initiated by the park.

Special arrangements are made by the park prior peak times of visitations: Reinforcement of temporary workers to help the cashier and the shop seller and for electricity backup and addition of youngsters to help parking and ushering. Security guards are reinforced as well with relation to the amount of visitors.

Visitor segmentation - An analysis of visitor attendance shows that the park attracts chiefly local tourists, consisting of a variety of group audiences; the main sectors of which are the following:

- Families – mainly on Saturdays and holidays in spring and fall; less in the summer.
- School system – schoolchildren visit the site during the week, mainly during the school year (October–June).
- Soldiers – usually in the framework of the army's organized tours
- Senior citizens and organized groups from workplaces or other guided tours, mainly on weekdays.
- Tourists, who usually come through groups organized by travel agents.

Bet She'arim National Park is a unique visitor site with its exceptional necropolis. The burial caves offer a different kind of experience and atmosphere, associated with the historical saga of life and death in bygone days.

5.i. Policies and programs related to the presentation and promotion of the property

Bet She'arim National Park has an energetic and active director, Ms. Revital Weiss, who is minded to the promotion of the park and has initiated various projects for its upgrading. Those projects are associated both with the property and the open spaces of the park and with the facilities for visitors. Among her initiatives was the invitation of the Speaker (chairman) of the Israeli parliament to visit the Park; in that visit, which took place in 2005 it was decided that the parliament would donate funding (0.5 million NIS, about \$130,000) for the conservation and development of the necropolis' caves. The official unveiling ceremony of the work that was carried out due to this funding (described in different sections of this dossier) took place on October 2009.

Some of the development projects are yet on implementation while others are still on the planning board.

This paragraph starts by the reviewing the policies related to the presentation and promotion of the property and their actual implementation and continues with the description of the programs, mainly development programs, outlined for the purpose of the presentation and promotion of the property.

Policies related to the presentation and promotion of the property

INPA's statement of objectives

The INPA has a profound concern to preserve cultural and natural heritage, to educate the public to appreciate and protect it and to pass it on to future generations. The objective of the management plan is, through proper administration, to safeguard the cultural and natural values of the sites and to develop them as heritage sites adapted for visitors for the benefit and enjoyment of all tourists. The significant elements have been defined by the INPA's chief scientists where nature is concerned, and by archaeologists with regard to cultural heritage, such as the antiquities of Bet She'arim. The unique phenomenon of the caves is highlighted in every publication or reference to the national park. The caves are also a focus of continuous thorough interdisciplinary study and research.

Policies and programs related specifically to Bet She'arim National Park, and actions that have contributed to the inculcation of knowledge and awareness of the site and its varied values, are described below.



A session of the Israeli government held on 30 March 2008 in the Cave of the Museum as part of the initiative to develop and promote the site.

Education and public relations

The potential of the values of heritage, nature and landscape within Bet She'arim National Park provide many and varied areas of interest in terms of the content the INPA seeks to inculcate among visitors, who are perceived as a core group that can transmit INPA content and messages to the wider public.

Bet She'arim National Park is connected to the **INPA Lower Galilee Education Center**, which is located in Zippori (Sephoris) National Park. The education center, established in 1994, provides educational activities involving those connected with Bet She'arim for a variety of target audiences, among them school groups, families, soldiers, seniors, various other organized groups and the wider public.

There is a good and fruitful cooperation between the park and the Education Center in addition to the professional guided tours carried out by the Center. As the target audiences attracted to the park are mainly from Israel, the aim of the education for this park is to provide the audiences with the Jewish heritage values found at the site.

One of the successful joint activities is the kit, prepared for children, "Lights in the Caves". It is a game that involves orientation in the caves, which was created following the park's director suggestion; through this experience the children are taught about the caves. This activity is offered with regard to demand including the demand for private functions like Bar Mitzvah celebration.

The Center and/or other entrepreneurs also conduct educational creative workshops for children the themes of which are associated with ancient Bet She'arim.

Yet another activity is the "Young Rangers" program, which is conducted in a few other national parks as well owing to the Dualis social venture fund founded and sponsored by the social entrepreneur, Hanoach Barkat. The program's purpose is to create partnership feeling between children and the Israeli nature and heritage, to understand their importance and to teach them how to preserve it. The children receive a booklet of the site and fulfill the missions it includes after which they deserve to get the "Young Ranger" tag. About one thousands booklets were sold so far in Bet She'arim (i.e. about one thousands children achieved the tag).

Marketing

Proper marketing is an important means of promoting awareness of any site. The marketing aim of Bet She'arin National Park, correspondingly with the park's educational aim, is to position the site in association with its advantageous themes, the Jewish heritage values in particular.

The marketing and publicity of Bet She'arm National Park including the exposure to all kinds of media are done and supported by the INPA. The INPA offices that take part in this work are the Outreach and Community Division in coordination with the Northern District officials – the director, Mr. Guy Ayalon, the person in charge of visitors and community relations, Ms. Ety Koryat, the Carmel Region director, Mr. Dudi Winer and the park director, Ms. Revital Weiss. The annual marketing plan is funded by the INPA. The program is tailored to visitor-profile and season. Special marketing efforts are also made ahead of holidays for various target audiences.

Marketing efforts to encourage visits to the site include advertising events on the INPA web-site and in the local press, informing decision-makers about the site and marketing by the Lower Galilee Education Center. The site pamphlet is also considered a marketing tool. The park is marketed as a site for year-round visits.

PR campaigns are held prior to events at the park (the extent of which is budget-dependent) in order to attract visitors from the entire country. Such campaigns include the local and national newspapers and radio, streets' posters and other means of advertising.

Activities for the public

Additional activities are taking place at the park from time to time; they are initiated by the park and the INPA and in many occasions in cooperation with the local council of Qiryat Tivon and the regional council of Emek Yizreal. These activities add a cultural experience that inculcates values in the realm of heritage and increases demand for the site.

Evening activities encompass special guided tours including special activities for children as the above mentioned game, "Light in the Caves"; dramatized performances by actors on subjects related to Bet She'arim, like meeting with figures from the bygone days, accompanied by traditional Jewish music ("Nights in the Caves") – usually on holidays and nice weekends; festivals on various themes (like the Pomegranates' Festival in Feast of Tabernacles or the Guitar and Harmonica Festival); Sing-along evenings at summer time and so forth.



Public attending at the Guitar and Harmonica Festival, October 2012

In addition to the "Nights in the Caves" activity (usually on Wednesdays) once a week during the month of August opening hours are extended for visitors; the park then offers a guided tour lead by the park-community volunteers at a pleasant atmosphere created by a saxophonist that plays music.

The INPA seeks to create a constant 'tradition' of Jewish inspired activities at the park in course of the year in order to increase the acquaintance of the park among more people (which in turn may also contribute to the increase of the park's revenues). Activities of this kind are still sporadic and include, among others, Pentecost prayer, Mishnah quiz and assembly on the memorial day of Rabbi Yehuda The Patriarch.

Activities at the site – community relations

The national park is perceived, planned and serves as a tourism, culture and economic anchor for the region's inhabitants. The park provides employment for the area residents and contributes also indirectly to the regional tourism economy. The park is a source of pride for the region's inhabitants. The Regional Management and Conservation Program for Bet She'arim National Park details ties and collaboration between the site and its neighbors.

The relationship with neighboring communities expresses itself in a number of ways, the prominent of which is the **Park-Community Project**: the park operates a special program using volunteers from the neighboring town of Qiryat Tivon who receive comprehensive training by the INPA as tour guides for occasional visitors, as well as annual trainings adapted to senior and to new volunteers.

Currently, 48 volunteers offer three daily guided tours during the entire year (while the Education Center guides night tours and sometimes also day tours).

The INPA provides the volunteers with uniforms, trips and free entry to its parks. The volunteers have developed a special educational kit, which is also used to document the accurate locations of inscriptions and other motifs on the cave walls. One of the volunteers translated the park's pamphlet into Russian.

The volunteers developed great affinity to the site and from time to time they create additional activities for the community, including partnership with park-community projects at other parks; at the same time they became friends with each other and organize social meetings in between them.

It should be noted that the park-community program started in 1997 and the number of the volunteers has increased constantly. The program, which was initiated at Bet She'arim National Park, became a model for imitation in other parks of INPA's Northern District and at the moment it encompasses about 8-9 national parks with about 180 volunteers. Ms. Weiss, the park's director, who is the driving force behind this project, looks forward to activate such volunteering project at all INPA's sites; lately she raised a fund of 1 million NIS (about \$285,000) for the promoting of the volunteers matter within the INPA North District and other districts.

The following is among other activities in the realm of park-community relationship:

- Relations with area residents and the authorities (municipalities, police, army and others) are very good. All members of the park's personnel live in the surrounding towns and communities.
- The park has good ongoing relationship with the education system of Qiryat Tivon and other neighboring communities; a few examples expressing this relationship are:
 - 1) The annual ceremony of handing over of the Torah book (Bible / Pentateuch) to elementary school pupils of the first and second grades always takes place at the park.
 - 2) The annual common Bar Mitzvah and Bat Mitzvah ceremony for the seventh grade pupils is held at the park.
 - 3) Parties to celebrate the end of school-year are held in the park.
- Twice a year, within the framework of an "open day" for the community, a march around the park is organized. The participants are guided by their fellow volunteers at explanation points and visit the necropolis' burial caves.
- People who live close to the park do their jogging in paths at the park's open spaces; they are aware of the park values and if they notice any problem they inform it to the park administration.
- The INPA Lower Galilee Education Center provides services to the neighboring region's residents and its institutions.
- The annual Guitar and Harmonica Festival has been held for a few years at the park; it started as a private initiative, which was supported by Qiryat

Tivon conservatory (that belongs to the town's Youth Culture & Sports Center) in cooperation with the park.

- The Youth Culture & Sports Center of Qiryat Tivon is highly involved with all the cultural activities that take place at the park in cooperation with the town.
- A lot of trees (mainly oaks and olives, part of which are 600 - 800 years old) and geophytes have been transplanted in the park area to rescue them during infrastructure development works at the surrounding area. INPA's rangers professionally directed and supervised the works of uprooting the plants and the transplanting of the bulbs by the park's staff.
- Brides and grooms from the park's neighboring region are allowed to be photographed free of charge prior their wedding on the background of the park's backdrop.
- The good work relationship of the park with the orthodox organization 'Atra Kadisha' (*cf.* 5.g) is also an aspect of the park-community relations since such cooperation is not the ordinary situation in many of the other sites in Israel.

Programs related to the presentation and promotion of the property

The national park has a specific approved detailed plan (TV/254) based on a program that aimed to enlarge the park and upgrade its facilities and its presentation. The implementation of the program will enable the park's exposure to a wider range of audience. This program is a response to the needs of

improving some of the park's facilities that are now, or will be in the future, not suiting any more the growth of visitors' number and their demands.

The program includes the planning of a new access road and entrance facility off Road 722 (Detailed Plan G/17257), thereby eliminating the present inconvenient narrow access route through the Qiryat Tivon neighborhoods.

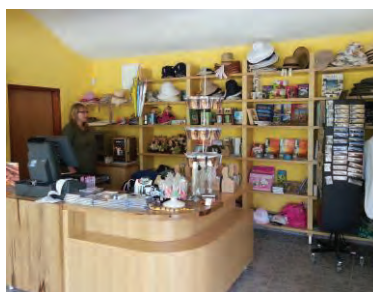
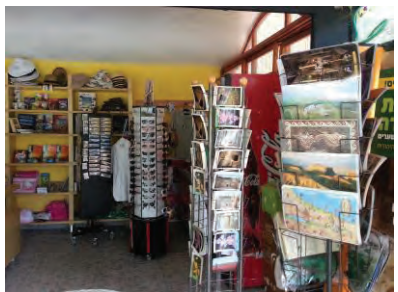
The program includes as well the enlargement of the small visitor center and the better arranging of some of the other service elements at the park: the parking, the picnic areas and trails. The program also outlines the establishing of a space for visitors' gathering, especially for rainy days, and viewpoints. The short video movie about Bet She'arim is planned to be moved from the Cave of the Museum to the service center inside the gift shop (The screening of the movie in the Cave of the Museum was ceased due to its acoustics that disturbed the visitors); it is also planned to produce a new movie.

A further item of the program is the exposing and restoring of archaeological remains in order to prepare them for presentation to the public. The park director is pursuing a long-term project that will expose the remains of the ancient town of Bet She'arim.

Among the works associated with that program that were already carried out are the renovation of the INPA gift shop (reopened on March 2013) and partial conservation and development in the caves (the property), which are described below regarding those in Sections II and III. Caves of Section I were conserved

too (cf. 4.a). The development of the caves of Section II and III was the initiative of the park's director.

The INPA gift shop and a poster there, publicizing the visit to the newly open 'Menorah Caves'



Development at the Menorah Caves (1-4) – Section II

The necropolis' Section II caves, which were excavated and closed to public for many years, were cleaned, conserved and fenced in within the development project (2001-2010) and then opened to public. The names of the caves in Section II derive from the drawings incised on their walls and are signposted in front of each cave. The guided visit to these caves set out close to caves of Section I while it returns via a scenery trail in a nearby wadi. Works that are included in the program but not yet carried out are the following:

- Gardening accomplishment and building a light pergola for visitors.
- Constructing a viewpoint on the upper access trail to the compound.
- Conservation maintenance of the caves according to the conservation final report prepared by Jacques Neguer from the IAA (ongoing).
- Light and sound show is planned to be installed in the large *Sih Cave* (about 200m²), expected in 2015. The cave is already interrupted; it was

used as a cistern during Bet She'arim's hey days and was turned into a secret arms cache and shooting range in the 1940's. The cave is planned to serve as the interpretation center of the '*Menorah Caves*', depicting the history of the Menorah, and it will be accessible for people with disabilities.

- A small scale trial excavation is planned to be carried out in January 2014 at the *Sih Cave* to reach to the cistern's bottom, for scientific and safety reasons and at the rock flanking the access way to the *Sih Cave*.



The Mausoleum Cave in the in the '*Menorah Caves*' Compound

Development at Section III – Caves 6-10

Section III burial caves, like those of Section II, were excavated and closed to public for many years, during which they suffered from vandalism. One of the park's "future goals", which is starting to be realized, is the conservation and development of these caves in order to open them to visitors. Conservation treatment has begun at that compound by the specialist Amir Genah and 'Atra Kadisha' in coordination with the IAA and with the Northern District person in

charge of development, Mr. Oded Ya'akobi. This project is expected to be accomplished in 2014/2015.

Note that this compound contains interesting caves as Cave No. 6 with its nice mosaic, Cave No. 7 – the Cave of the Yemenite Jews (demonstrating to how far the influence of Rabbi Yehuda The Patriarch reached) and Cave No. 10 that contains plenty of menorahs and other multi-styles ornaments and is now (2013) under work.



A general view of Section III (on the hill, left of the white path) looking from Section II

5.j Staffing levels and expertise (professional, technical, maintenance)

Training and Qualification at INPA

Every new employee, general or maintenance worker at INPA sites takes part in a week-long course of advanced study. Afterward they gain experience by working at their assigned site. Only after two years as temporary workers and after having proven their compatibility to the demands of the job, are they granted the status of permanent staff member. The INPA wishes to improve its workers qualifications; after serving a while in their specific tasks, permanent staff members are sent to take part in various courses and continuing education programs related to their work. All workers of the INPA undergo reliability checks.

Bet She'arim National Park staff

Bet She'arim National Park comprises 7 staff members; 3 of them (the three first in the list below) are the permanent nucleus of the service list, dealing with the day-to-day running of the national park and the following 4 are regular permanent per-diem workers. The number of personnel on any given day may vary depending on the situation in the park at various occasions particularly at time of large numbers of visitors. On weekends, security officers from an external company attend the Park. On peak days of visitor pressure, staffing is at its height and includes addition to the park's personnel as required from the INPA or from a human resources company.

It should be noted that some of the INPA workers are veteran personnel in the INPA and in the park and are very experienced in their jobs; the younger people who take part in various training courses learn the park's specific work also from the veterans in course of the common work. In this way park staff transmits information and knowledge about care and maintenance of the park from generation to generation. On-the-job experience is of the utmost importance to function efficiently regarding the park's operation particularly in situations of visitor pressure.

Permanent staff at the park holds the following functions

1. Ms. Revital Weiss – The park director. Ms. Weiss has been working for the INPA since 1986 (then the 'Israel National Parks Authority'), while serving in the current post for 18 years by now. For the previous years she worked 7 years in Mount Carmel National Park and one year as the Yarkon National Park director. Ms. Weiss lives in Haifa and has a B.A. in Social Science/public administration and she also studied two years for the M.A. in Geography and History. Ms. Weiss has completed training courses at the INPA, including a rangers' (enforcement) course, course for directors of parks' cluster and some other smaller-scale courses. Much of the information available in this dossier was delivered courtesy of Ms. Weiss.

Ms. Weiss holds some other duties at the INPA: she is a member of the Northern District management forum and a few committees of the District and of the INPA; she is also the District's focal point for UNESCO/World Heritage issues.

2. Ms. Valentina Tabatchnikov – The park cashier. Ms. Tabatchnikov works at the park for about 16 years (since 1997) and before that she worked as a cashier in the Yarkon National Park. She lives in Ramat Yishay and has a degree of nutritional engineer. She has completed a few courses in the INPA including a first aid course, however she gained a lot of varied experience during the long time she has worked at the INPA. As all cashiers of the INPA she underwent reliability checks.

3. Mr. Dima Lunkiannko – Maintenance worker. Mr. Lunkiannko is a new staff member at the park but has worked during 8 years as a per-diem worker in other INPA's sites. Mr. Lunkiannko lives in Haifa and he is a trains' practical engineer by profession and has vast technical know-how. He has completed some in-service courses in the INPA, including site conservation and maintenance course and climbing to heights course and was trained by the park workers for his specific tasks.

4. Ms. Rada Zubitat – Ms. Zubitat lives in the Bedouin community of Bosmat Tivon and works at the park for about 15 years (since 1998) in a variety of tasks. She started as a cleaner and now she holds the duties of seller in the shop, secretary-office worker, assists the park-community project and the liaison-person with the volunteers. Ms. Zubitat was officially recognized in 2013 as an "outstanding employee" of the INPA for her devoted work and the good service she provides the visitors during the years.

5. Mr. Raad Muhamad – Mr. Muhamad is a maintenance worker and a substitute-cashier. He lives in the Bedouin community of Bet Zarzir and works for 3 years in the park. Mr. Muhamad has completed a first aid course at the INPA and gained experience in the course of his working at the park.

6. & 7. Machri Yardaw and Avram Kasa – Both are maintenance workers and work at the park as for about 15 years. They immigrated to Israel from Ethiopia and live in Nazareth. Their work at the park has helped to their well absorption in Israel.

The 48 volunteering guides mentioned in paragraph 5.i are not included in the park's work strength or payroll but considered as an important professional contribution for the park's ongoing activity.

The varied make-up of the national park's personnel reflects in a way the fabric of the Israeli society and is an example of good coexistence among human beings.

6. MONITORING

The nominated property – the necropolis of Bet She‘arim – is fragile and vulnerable. The catacombs that comprise the property were hewn in soft and friable chalk that may result in destruction and threaten visitor safety. The catacombs and the entire site are defined by law as ‘antiquities’ that must be treated accordingly. The catacombs, their structure and inner elements such as the engravings must be properly conserved for structural and safety reasons. Thus, continuous monitoring of the catacombs is essential in order locate changes and to respond appropriately. Monitoring conducted at the property has provided the required results.

The Bet She‘arim catacombs that are opened to the public are constantly monitored by the INPA. Park personnel are responsible for managing the site and maintaining it in good condition, as required by international conventions and INPA regulations. This goal is achieved by annual and seasonal plans executed by the necessary experts.

The daily routine in the park includes surveying the catacombs and, when a problem is identified, solutions are immediately sought. Experts in the various fields, such as conservation, structural safety or architecture, regularly inspect and supervise the site on behalf of the INPA both annually or on an *ad hoc* basis, in case a problem may arise. These individuals recommend treatment when necessary, and see to its implementation. The monitoring is part of an annual maintenance program that is carried out by experts from the IAA Conservation Administration.

6a. Key indicators for measuring the state of conservation

Indicator	Periodicity	Location of Records
Appearance/ Cracks	Daily	Park office
Sensor data	Annually	Park office
Debris	Daily	Park office
Water overflow	Daily during winter	Park office
Erosion	Daily during winter	Park office
Weathering signs	Annually	Park office
Roots growth	Annually	Park office
Micro-flora	Annually	Park office
Humidity	Annually	Park office
Status of delicate inscriptions	Annually	Park office

Appearance/cracks. Daily observation of the ceiling and walls of the catacombs to check any changes in the existing status.

Sensor data. Mechanic devices placed perpendicularly to an existing crack and monitor changes.

Debris. Examination of the floors of the catacombs to trace for debris.

Water overflow. Checking for water overflow in the drainage system.

Erosion. Checking for soil erosion around and inside the catacombs.

Weathering signs. Checking for wearing signs on architectural elements (lintels, etc.) outside the catacombs.

Root growth. Identifying growing roots inside the catacombs, measuring their diameters and direction of growth.

Micro-flora. Visual examination, photography and comparison with previous status.

Humidity. Checking humidity and its effect on the delicate inscriptions and reliefs.

Status of delicate inscriptions. Annual visual examination of the delicate inscriptions by an expert conservator of artistic conservation.

All these indicators are monitored by Park personnel as part of their daily routine duties and/or by expert conservators, based on the specific park and general INPA regulations. Visual monitoring is the basic and most reliable measure. Problems are reported promptly whenever they occur, first to regional headquarters and then to the professional staff members: the INPA chief archeologist and the INPA chief conservation architect. Problems are treated by conservators, architects and constructors professionally approved by the Conservation Administration of the Israel Antiquities Authority. An annual conservation maintenance plan is prepared by the site director and approved by Architect Zeev Margalit, INPA director of the Conservation and Development Department.

6.b. Administrative arrangements for monitoring property

INPA regulations serve as the basis for the administrative arrangements by which the park operates. These are detailed in the *Regional Management and Conservation Portfolio* (see 5f, above). The park personnel maintain daily and seasonal routines that include supervision, oversight, enforcement, landscaping, clean-up, repairs and the examination of the safety and cleanliness of the facilities. Landscaping involves treatment of flora (clearing weeds and trimming), spraying to prevent growing of weeds and keeping the natural appearance of the park. Flora is monitored and treated to prevent overgrowth as part of conservation maintenance and the protection of the built heritage at the

site. Drainage around the caves is monitored for the same reason. The following individuals and agencies are responsible for the monitoring:

- Ms. Revital Weiss, director of the Bet She‘arim National Park.
Tel. 972-4-9831643.
- Architect Zeev Margalit, INPA Director of the Conservation and Development Department. 3, Am Ve‘Olam St., Jerusalem, 95463;
Tel. 972-2-5005481.
- Dr. Tsvika Tsuk, INPA Chief Archaeologist. 3, Am Ve‘Olam St., Jerusalem, 95463;
Tel. 972-2-5005421.
- IAA Conservation Administration: Israel Antiquities Authority, P.O.B. 586, Jerusalem 91004 Israel;
Tel. 972-2-6204700.

6.c. Results of previous reporting exercises

During the 2001–2010 conservation project, and based on the cumulative experience gained throughout the years, a series of reports have been submitted. These reports focused on the main factors affecting the caves and summarized the conservational experiments conducted at the sites, listing measures and techniques to be used in the future. These valuable reports are used by the Park’s maintenance program. Monitoring the Bet She‘arim necropolis is based on the following sources:

Final reports/maintenance reports. These reports were filed by experts and contain analyses of the state of conservation, conclusions that have been reached

and recommendations. The INPA requires all professionals working at INPA sites – conservators, architects, engineers and others – to abide by the terms of their contract to file a final report with instructions for treatment and maintenance of the monuments they have worked on. About 16 conservation reports were filed during 2001–2011 (see Section 7c and Annexes C2–C7, Addenda Section). Most of the reports relate to Section II of the necropolis (*Menorah Caves*), and others examine other catacombs as well, for their conservation and maintenance. These reports are used as guidelines for Park personnel together with monitoring the property in order to trace changes to be taken care of. In the case of the Bet She‘arim necropolis, the final excavation reports also served as a valuable source of information for treating the different catacombs and their content.

INPA resources. The INPA regulations and the annual conservation program of Bet She‘arim National Park are based on the direct cumulated experience of Park personnel, who are familiar and very much aware of the vulnerability and needs of the property. Implementing these regulations and the annual conservation program meet the relevant international rules and professional ethics.

7. DOCUMENTATION

7.a.1. Photographs in Sections 1–4.

Page	Format (slide/ print/ video)	Caption	Date of Photo (mo/yr)	Photographer/ Director of the video	Copyright owner (if different than photographer/dire ctor of video)	Contact details of copyright owner (Name, address, tel/fax, and e- mail)	Non exclusive cession of rights
7	Jpg	The entrance to Catacomb 13	8/2013	Zvi Gal	Zvi Gal	gal_zvi@netvision.net.il	Confirmed
11	Jpg	Catacomb 20 at spring time	3/2010	Revital Weiss	Revital Weiss	rev@npa.org.il	Confirmed
18	Jpg	The gate to Section II of the necropolis (the 'Menorah Caves').	8/2013	Zvi Gal	Zvi Gal	gal_zvi@netvision.net.il	Confirmed
19	Jpg	The forested area between the property and Qiryat Tiv'on	8/2013	Zvi Gal	Zvi Gal	gal_zvi@netvision.net.il	Confirmed
20	Jpg	General view of the southwestern buffer zone (the fields in foreground) and the northern buffer zone (forests in background), looking from the south. The red arrow points to the ancient mound.	8/2013	Zvi Gal	Zvi Gal	gal_zvi@netvision.net.il	Confirmed
22	Jpg	The statue of A. Zayd	8/2013	Zvi Gal	Zvi Gal	gal_zvi@netvision.net.il	Confirmed
30	PDF	Plan of Catacomb 20.	--	Unknown	Israel Exploration Society	ies@vms.huji.ac.il	Confirmed
31	PDF	Plan of Catacomb 13.	--	Unknown	Israel Exploration Society	ies@vms.huji.ac.il	Confirmed
32	PDF + Jpg	<i>Loculi</i> cave (right) and <i>arcosolia</i> with burial troughs (bottom)	8/2013	Unknown Zvi Gal	Israel Exploration Society Zvi Gal	ies@vms.huji.ac.il gal_zvi@netvision.net.il	Confirmed
33	Jpg	The triple arched facade of Catacomb 20	8/2013	Zvi Gal	Zvi Gal	gal_zvi@netvision.net.il	Confirmed

35	Jpg	The entrance to Catacomb 4 (left) and a relief of a worrier in catacomb 3 (right)	2010	Tzvika Tsuk	Tzvika Tsuk	tsuk@nap.org.il	Confirmed
37	Jpg	The entrance to Catacomb 6	2006	Tzvika Tsuk	Tzvika Tsuk	tsuk@nap.org.il	Confirmed
38	Jpg	The Leda & the Swan sarcophagus (left); A relief of a lion (right).	6/2013	Zvi Gal	Zvi Gal	gal_zvi@netvision.net.il	Confirmed
39	Jpg	The large <i>menorah</i> in Catacomb 20. A mask of a human face	6/2013	Zvi Gal	Zvi Gal	gal_zvi@netvision.net.il	Confirmed
40	Jpg	Greek inscription in Catacomb 19	--	Unknown	Israel Exploration Society	ies@vms.huji.ac.il	Confirmed
43	Jpg	The synagogue during excavations	--	Unknown	Israel Exploration Society	ies@vms.huji.ac.il	Confirmed
44	Jpg	An arch in the 'Domestic Building'	6/2013	Zvi Gal	Zvi Gal	gal_zvi@netvision.net.il	Confirmed
47	PDF	The initial layout of the park by Yahalom & Zur, 1960s	--	Yahlom & Zur	Yahlom & Zur		Not Confirmed
48	PDF	The park under development, 1960s. The parking lot on the left and the visitors' center on its right (red arrow) from where the trail leads to Catacombs 13 and 20. Note the planted trees on the slop (right)	--	Yahlom & Zur	Yahlom & Zur		Not Confirmed
49	Jpg	The central section of the Park with Catacombs 14 and 20 and the planted trees on the slop above them in the early 1960s.	--	Unknown	Israel Exploration Society	ies@vms.huji.ac.il	Confirmed
50	Jpg	Catacomb 20 today, with its reconstructed facade and the	2007	Revital Weiss	Revital Weiss	rev@npa.org.il	Confirmed

		planted tree on the slope above it.					
53	Jpg	Fresco in Catacomb 4 after conservation	2010	Tzvika Tsuk	Tzvika Tsuk	tsuk@nap.org.il	Confirmed
58	PDF	Drawing of the triple arch facade of Catacomb 20	--	Unknown	Israel Exploration Society	ies@vms.huji.ac.il	Confirmed
59	Jpg	Sarcophagus decorated with lions	8/2013	Zvi Gal	Zvi Gal	gal_zvi@netvision.net.il	Confirmed
		The benches above Catacomb 14 (left); the front yard of Catacomb 16 (right)	8/2013	Zvi Gal	Zvi Gal	gal_zvi@netvision.net.il	
62	Jpg	The 'lions sarcophagus'	8/2013	Zvi Gal	Zvi Gal	gal_zvi@netvision.net.il	Confirmed
63	Jpg	Hebrew inscription: "Rabi Shim'on"	8/2013	Zvi Gal	Zvi Gal	gal_zvi@netvision.net.il	Confirmed
	PDF	Greek in inscription: "Benyamin, son of Julius, the cloth merchant son of Makrovios the best of all"		Unknown	Israel Exploration Society	ies@vms.huji.ac.il	Confirmed
102	Jpg	2013 annual maintenance works in Catacomb 14	6/2013	Tzvika Tsuk	Tzvika Tsuk	tsuk@nap.org.il	Confirmed
105	Jpg	Fresco cleaned during the 2001–2010 conservation project	2006	Tzvika Tsuk	Tzvika Tsuk	tsuk@nap.org.il	Confirmed
107	Jpg	Catacomb 14 at night	2007	Revital Weiss	Revital Weiss	rev@npa.org.il	Confirmed

7.a.2. Photographs in Section 5.

Page	Format (slide/ print/ video)	Caption	Date of Photo (mo/yr)	Photographer/ Director of the video	Copyright owner (if different than photographer)	Contact details of copyright owner (Name, address, tel/fax, and e-mail)	Non exclusive cession of rights
128	JPG	Right: A fenced area inside the compound of the 'Menorah Caves' Left: A transparent protection for the doorway of the Cave of the Museum	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed
129	JPG	Top: The entrance gates of the 'Menorah Caves' compound. Bottom: Left: A grating door at the entrance to Cave 14, locked at off hours; Right: A locked gate at the entrance of one of the 'Menorah Caves'	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed
132	JPG	The Park's offices.	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed
133	JPG	General view of the facades of Caves 14 (left) and 20 (right).	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed
134	JPG	Top: The official unveiling ceremony of the Big Menorah, held on October 2009 at the Cave of the Coffins (Cave 20) with the attendance of PM Mr. Ehud Olmert, the Minister of Environmental Protection the late Mr. Gideon Ezra and the director generals of the INPA and IAA Bottom: The compound of the	10/2009 11.8.13	Tsvika Tsuk Esti Ben-Haim	Tsvika Tsuk Esti Ben-Haim	tsuk@nap.org.il esti.bh@gmail.com	Confirmed Confirmed

		'Menorah Caves': the entrance from inside look (left); The surrounding landscape (right).					
135	JPG	The Sih Cave: Explanation sign (left); Entrance (center); inside look (right).	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed
136	JPG	Top: The direction sign to the Park from the main road (left); The sign on the side road leading to the Park's entrance (right). Bottom: The Park's cashier (left); The road inside the Park leading to the parking (center); A welcome sign just in front of the parking (right).	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed
138	JPG	Facilities for visitors in the Park.	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed
141	JPG	Safety means inside caves: Emergency exit and "Don't climb" sign in Cave 20; Fire extinguisher in Cave 14.	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed
154		Right: The relief of the city view; Left: The block of glass in the Cave of the Museum	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed
155	JPG	Top: Left: The 'piazza' with the touring route on the back; Right: An explanation panel. Bottom: The Cave	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed

		of the Museum: The sign (down, right); An explanation panel dealing with architecture (down, left); A lead coffin (top, right); A gathering space for groups (top, left)					
156	JPG	An example of the decorative lighting inside a cave, an illuminated sarcophagus.	11.8.13	Esti Ben-Haim	Esti Ben-Haim	Esti.bh@gmail.com	Confirmed
157	JPG	The couches at the gift shop that is also a service center	11.8.13 9.11.13	Esti Ben-Haim (right) Revital Weiss (left)	Esti Ben-Haim Revital Weiss	esti.bh@gmail.com rev@npa.org.il	Confirmed confirmed
158	JPG	Top: A sign posted at the starting point of the visit presenting, in 3 languages, the site's history in short (enlarged bottom left) and rules of behavior at the Park (enlarged bottom right). Bottom: The 'piazza'.	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed
159	JPG	Top: Signage at Section I; the caves' numbers are written as they appear in the Park's pamphlet Bottom: Signage at Section II, the 'Menorah Caves', bearing the icon of a menorah.	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed
161	JPG	Map of the tour		INPA	Revital Weiss	rev@npa.org.il	
165	JPG	A session of the Israeli government held	30.3.08	INPA archive	INPA	tsuk@nap.org.il	Confirmed

		on 30 March 2008 in the Cave of the Museum as part of the initiative to develop and promote the site.					
168	JPG	Public attending at the Guitar and Harmonica Festival.	10.2012	Revital Weiss	Revital Weiss	rev@npa.org.il	Confirmed
174	JPG	The INPA gift shop and a poster there, publicizing the visit to the newly open 'Menorah Caves'.	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed
175	JPG	The Mausoleum Cave in the in the 'Menorah Caves' Compound.	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed
176	JPG	A general view of Section III (on the hill, left of the white path), looking from Section II.	11.8.13	Esti Ben-Haim	Esti Ben-Haim	esti.bh@gmail.com	Confirmed

7.a.3. Photographs on the dossier cover

Page	Format (slide/ print/ video)	Caption	Date of Photo (mo/yr)	Photographer/ Director of the video	Copyright owner (if different than photographer)	Contact details of copyright owner (Name, address, tel/fax, and e-mail)	Non exclusive cession of rights
Front	JPG	The look of Bet She'arim necropolis at spring time	4.12	Revital Weiss	Revital Weiss	rev@npa.org.il	Confirmed
Rear	JPG	A burial cave at Bet She'arim necropolis	4.12	Revital Weiss	Revital Weiss	rev@npa.org.il	Confirmed

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Place	Date	Signature, title or function of the person duly authorized

7.b. Texts relating to protective designation, documented management systems and extracts of other plans relevant to the property (attached in the Addenda).

Annex A: Protective Designation – Legislation (referred to Section 5.b)

Annex A1 – Israel Lands Authority (ILA) Law, 1960

Annex A2 – The Planning and Building Law, 1965

Annex A3 – The Antiquities Law, 1978

Annex A4 – The Antiquities Authority Law, 1989

Annex A5 – The Official Declaration of Bet Shearim as a Protected Archaeological Site

Annex A6 – The National Parks, Nature Reserves, National Sites and Memorial Sites Law, 1998

Annex A7 – The INPA-IAA Agreement.

Annex B: Statutory Documents (referred to Section 5.c)

Annex B1 – National Master Plan 35; the section showing Bet She‘arim National Park

Annex B2 – National Master Plan 8; National Parks and Nature Reserves

Annex B3 – North District Regional Master Plan 2/9 showing Bet She‘arim National Park

Annex B4 – Haifa District Regional Master Plan 6 showing Bet She‘arim National Park

Annex B5 – National Master Plan 22; Forestation, showing the designated forest area within the buffer zone

Annex B6 – Detailed Plan G/4043, Bet Zayd

Annex B7– Qiryat Tivon Master Plan TV/34, showing the Bet She‘arim National Park, the 'Open Public Area' and the Agricultural Lands between the Residential Neighborhoods

Annex B8 – Bet She‘arim National Park: Section I – within Qiryat Tivon Local Council (Detailed Plane TV/254); Section II – within Emek Yizreal Regional Council (Detailed Plan G/18480)

Annex B9– Detailed Plan G/18480; Bet She‘arim National Park (transportation appendix)

Annex C: Management systems (referred to Section 5.e)

Annex C1 – Israel Nature and Parks Authority: General Background

Annex C2 – Excerpts from the Conservation Report of Artistic Elements in Catacomb 1 and the *Hell's Cave*. 2006. (IAA Conservation Administration; Hebrew)

Annex C3 – Excerpts from the Conservation Report of the Menorah Relief in Catacomb 20; 2006. (IAA Conservation Administration; Hebrew)

Annex C4 – Excerpts from the Conservation Report of the Mosaic in the Mausoleum. 2007. (IAA Conservation Administration; Hebrew)

Annex C5 – Excerpts from the Report of the Annual Conservative Maintenance. 2010. (IAA Conservation Administration; Hebrew)

Annex C6 – Excerpts from the Biological Project. 2001. (IAA Conservation Administration; Hebrew)

Annex C7 – Excerpts of the Inventory of Current Conditions of the Inscriptions in Catacombs 12–26 (Hebrew and English)

7.c. Form and date of most recent records or inventory of the property

Final excavations reports

Vitto, F. 1996. Byzantine Mosaics at Bet She‘arim: New Evidence for the History of the Site. *‘Atiqot* 28:115–146.

Feig, N. 1988. A New Burial Cave at Bet She‘arim. *Qadmoniot* 20: 102–105. (Hebrew).

Avigad, N. 1976. *Beth She‘arim III: Report on the Excavations during 1953-1958*.

Schwabe, M. 1974. *Beth She‘arim II: The Greek Inscriptions*. Jerusalem. *Catacombs 12-23*. Jerusalem.

Mazar, B. 1973. *Beth She‘arim I: Report on the Excavations during 1936-1940*. *Catacombs 1-4*. Jerusalem.

The final reports of the main excavations (1929–1958) are attached in the Addenda Section (Annex D1–D3).

Conservation and maintenance reports

The following conservation and restoration reports prepared by the team of the IAA Conservation Administration headed by Jacques Neguer:

1. Bet She‘arim – Conservation Survey of Catacombs 3 and 4. 2001. (Hebrew).
2. Bet She‘arim – Structural Survey of Catacombs 3 and 4. 2001. (Hebrew).
3. Bet She‘arim – Architectural Survey of Catacombs 3 and 4. 2001. (Hebrew).
4. Bet She‘arim – Conservation Report of Catacombs 3 and 4. 2001. (Hebrew).
5. Bet She‘arim – Biological Project in Catacombs 3 and 4. 2001. (Hebrew).
6. Bet She‘arim – Biological Project in Catacombs 12, 13, 14 and 20. 2001. (Hebrew).
7. Bet She‘arim – Conservation Report of Ancient Inscriptions. 2004.
8. Bet She‘arim – Conservation and Restoration Report of Artistic Elements in Catacombs 3 and 4. 2006. (Hebrew).
9. Bet She‘arim – Conservation and Restoration Report of Artistic Elements in Catacombs 1 and the *Hell's Cave*. 2006. (Hebrew).
10. Bet She‘arim – Conservation and Restoration Report of the *Menorah* Relief in Catacomb 20. 2006. (Hebrew).
11. Bet She‘arim – A Conservation Report: Conserving the Mosaic in the Mausoleum. 2007. (Hebrew).
12. Bet She‘arim – Reconstruction the Arch in Catacomb 4C. 2006. (Hebrew).
13. Bet She‘arim – Conservation Survey of Catacombs 1, 2, 7 and the *Hell's Cave*. 2006. (Hebrew).
14. Bet She‘arim – Conservative Maintenance of Mosaics and Catacombs. 2010. (Hebrew).
15. Bet She‘arim – Report of the Annual Conservative Maintenance. 2010. (Hebrew).
16. Bet She‘arim – Conservation Report: Conservation of Ancient Inscriptions in Catacombs 6, 7, 9, 10, 14, 20. 2011. (Hebrew).
17. Bet She‘arim – Inventory of Current Conditions of the Inscriptions in Catacombs 12–26 (Hebrew and English)

A selection of these reports is attached in the Addenda Section (Annex C2–C7).

Additional records regarding planning and administrative documents are archived in INPA's offices of the park and the north region. Individual architects

and conservators who planned or executed the conservation and maintenance works hold records of their own. The names and addresses of these individuals are available at the INPA's Department of Development and Planning.

7.d. Address where inventory, records and archives are held

Finds from the excavations, archaeological reports and other publications

According to the Law of Antiquities all archaeological findings discovered in Israel are national treasures. The IAA Department of National Treasures is in charge of registering, photographing and storing the antiquities, while the excavations records and documentation are archives in the IAA archive.

According to the Law of Antiquities every excavator must submit two copies of his final excavation reports to the IAA central library. The three above mentioned departments of the IAA provide a principal data bank for researchers and curators in Israel and abroad. All the above mentioned records are held in following offices respectively:

- IAA Department of National Treasures: 6, Amal St., Western Industrial Park, Bet Shemesh, 99052, (P.O.B. 81039) Israel. Tel. 972-2-9922513.
- IAA Archive: Rockefeller Museum, Jerusalem: P.O.B. 586 Jerusalem 91004 Israel. Tel. 972-2-6204680.
- IAA Library: Rockefeller Museum, Jerusalem: P.O.B. 586 Jerusalem 91004 Israel. Tel. 972-2-6204685.
- INPA Headquarters: 3 Am Ve'Olam St., Jerusalem 95463, Israel (Departments of Archaeology and Heritage and Development and Planning, the central archive).
- INPA Bet S She'arim National Park: Director's offices; Bet She'arim National Park, Qiryat Tivon 36000 Israel.

In addition, all the archaeological reports and scientific publications pertain to the property are available in the academic libraries of all the institutes of archaeology in Israel and abroad.

Development plans

All the developments in the park are professionally supervised by the INPA Department of Development and Planning, in collaboration of the Department Archaeology and Heritage and administratively controlled by the INPA North region and the Park's director. These plans are archived in:

- INPA Northern District Offices: Megiddo National Park, Megiddo 1923000, Israel.
- Bet S She'arim National Park: Director's offices; Bet She'arim National Park 36090 Israel.

Individual architects who planned any development at the park, hold records of their own work. The names and addresses of these individuals are available at the INPA's Department of Development and Planning.

Conservation and monitoring reports

The conservation works at the property are shared between the IAA's Conservation Administration (delicate conservation of fresco, mosaics, reliefs etc.) and conservator Amir Genach (general conservation). The conservation plans and reports as well as the monitoring plans and reports are held in the following offices:

- IAA Conservation Administration, P.O.B. 586, Jerusalem 91004 Israel. Tel. 972-2-6204700.
- Amir Genach, 4 Haetrog St. Keisarya, Israel, Tel. 972-4-6361111
- Bet S She'arim National Park: Director's offices; Bet She'arim National Park, Qiryat Tivon 36000 Israel.

7.e. Bibliography

Note: The Addenda Section includes the three volumes of the final excavations reports: Mazar 1973, Schwabe 1974 and Avigad 1976.

Excavations Reports

Avigad, N. 1976. *Beth She'arim III: Report on the Excavations during 1953-1958. Catacombs 12-23*. Jerusalem.

Feig, N. 1988. A New Burial Cave at Bet She'arim. *Qadmoniot* 20: 102-105. (Hebrew).

Maisler, B. 1937. The Second Campaign of Excavations at Beth She'arim (Sheikh Abreiq), 1937. *Bulletin of the Jewish Palestine Exploration Society*. Vol. V no. 3. (Hebrew).

Mazar, B. 1973. *Beth She'arim I: Report on the Excavations during 1936-1940. Catacombs 1-4*. Jerusalem.

Schwabe, M. 1974. *Beth She'arim II: The Greek Inscriptions*. Jerusalem.

Vitto, F. 1996. Byzantine Mosaics at Bet She'arim: New Evidence for the History of the Site. *'Atiqot* 28:115-146.

Selected Studies

Amit, D. and Adler, Y. 2010. Miqwa'ot in the Necropolis of Beth She'arim. *IEJ* 60: 72-88.

Aviam, N and Amitai, A. 2012. The Necropoli of Zippori. *Cathedra* 141:7-26. (Hebrew).

Freestone, I.C. 1999. The Great Glass Slab at Bet She'arim, Israel: An Early Islamic Glass Marking Experiment. *Journal of Glass Studies* 41:105-116.

Hachlili, R. and Killebrew, A. 1999. *Jericho, The Jewish Cemetery of the Second Temple Period*. (IAA Reports 7). Jerusalem.

Hachlili, R. 2005. *Jewish Funerary Customs Practices and Rites in the Second Temple Period*. Brill, Leiden-Boston.

Levine, L.I. 1985. The Finds from Bet She'arim and their importance in the Study of the Misha and Talmud Period. *Eretz Israel* 18:277-281. (Hebrew).

- Levine, L.I. 2009. Beth She'arim and its association with the Patriarchate. In: *A Man beside a Roman Vault*. Jerusalem. Pp. 115–129. (Hebrew).
- McKenzie, J. 1990. *The Architecture of Petra*. Oxford.
- Peppard, M. 2007. Personal Names and Ethnic Hybridity in Late Ancient Galilee, the Data from Beth She'arim. In J. Zangenberg, H. Attridge, and D. Martin (eds.), *Religion, Ethnicity, and Identity in Ancient Galilee a Region in Transition*. Tübingen. Pp. 99–113.
- Peters, J.P. and Thiersch, H. 1905. *Painted Tombs in the Necropolis of Marissa*. London.
- Rutgers, L.V. 2000. *Subterranean Rome*. Leuven.
- Safrai, Z. 1959. Bet She'arim in the Talmudic Literature. *Eretz Israel* 5:206–212. (Hebrew).
- Safrai, Z. 2001. The History and Importance of Bet She'arim. *Ariel* 147-148:11–25. (Hebrew).
- Tepper, Y. And Tepper Yo. 2004. *Bet She'arim—The Town and its Adjacent Necropolis*. Tel Aviv. (Hebrew).
- Weiss, Z. 2010. Burial Practices in Beth She'arim and the Question of Dating the Patriarchal Necropolis. In Weiss, Z., Irshai, O., Magness, J. and Schwartz, S. eds. *“Follow the Wise” Studies in Jewish History and Culture in Honor of Lee I. Levine*. Winona Lake, IN.



8. CONTACT INFORMATION OF RESPONSIBLE AUTHORITIES

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8.b. Official Local Institution/Agency

INPA Headquarters

3, Am Ve'Olam St. Jerusalem, 95463

Tel.: 972-2-500444, Fax: 972-2-6529232 (See also in section 8.d).

Web site: <http://www.parks.org.il>

INPA North District

Megiddo National Park, Megiddo, 1923000, Israel.

Tel: 972-4-6522167, Fax: 972-4-6420312

INPA Bet She‘arim National Park

Ms. Revital Weiss, director. Bet She‘arim National Park Qiryat Tiv‘on, 36000, Israel

Tel: 972-4-9831643, Fax: 972-4-9531551

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INPA Lower Galilee Educational Center

Zippori National Park; Zippori 1791000 Israel

Tel: 972-4-6568272, Fax: 972-4-6568273.

8.c. Other local institutions**Israel Antiquities Authority, North District**

P.O.B. 35, Nahalal, Israel 10600.

Tel. 972-4-6415322.

8.d. Official Web address

INPA website: <http://www.parks.org.il>

Facebook: <https://www.facebook.com/IsraelNaturParks>

IAA website: <http://www.antiquities.org.il>

9. SIGNATURE ON BEHALF OF THE STATE PARTY



www.parks.org.il

The Necropolis of Bet She'arim A Landmark of Jewish Renewal

ADDENDA



Submitted to the World Heritage Center – UNESCO
by the State of Israel



State of Israel

The Necropolis of Bet She'arim A Landmark of Jewish Renewal

ADDENDA

**Submitted to the World Heritage Center – UNESCO
by the State of Israel
January 2014**



TABLE OF CONTENTS

Annex A: Protective Designation - Legislation (referred to Section 5.b)	4-78
Annex A1 – Israel Lands Authority (ILA) Law, 1960	5-7
Annex A2 – The Planning and Building Law, 1965	8-40
Annex A3 – The Antiquities Law, 1978	41-52
Annex A4 – The Antiquities Authority Law, 1989	53-66
Annex A5 – The Official Declaration of Bet She‘arim as a Protected Archaeological Site	67-68
Annex A6 – The National Parks, Nature Reserves, National Sites and Memorial Sites Law, 1998	69-72
Annex A7 – The INPA-IAA Agreement	73-78
 Annex B: Statutory Documents (referred to Section 5.c)	 79-102
Annex B1 – National Master Plan 35; the section showing Bet She‘arim National Park	80-84
Annex B2 – National Master Plan 8; National Parks and Nature Reserves	85-88
Annex B3 – North District Regional Master Plan 2/9 showing Bet She‘arim National Park	89
Annex B4 – Haifa District Regional Master Plan 6 showing Bet She‘arim National Park	90-94
Annex B5 – National Master Plan 22 – Forestation, showing the designated forest area within the buffer zone	95-96
Annex B6 – Detailed Plan G/4043, Bet Zayd	97-98
Annex B7 – QiryatTivon Master Plan TV/34, showing the Bet She‘arim National Park, the 'Open Public Area' and the Agricultural Lands between the Residential Neighborhoods	99
Annex B8 – Bet She‘arim National Park: Section I – within QiryatTivon Local Council (Detailed Plane TV/254); Section II – within EmekYizreal Regional Council (Detailed Plan G/18480)	100-101

Annex B9 – Detailed Plan G/18480; Bet She‘arim National Park (transportation appendix)	102
Annex C: Management systems (referred to Section 5.e)	103-135
Selected Material / Excerpts from management documents (in Hebrew) mentioned in the nomination dossier:	
Annex C1 – Israel Nature and Parks Authority – General Background	104-113
Annex C2 – Excerpts from the Conservation Report of Artistic Elements in Catacomb 1 and the <i>Hell's Cave</i> . 2006. (IAA Conservation Administration; Hebrew)	114-117
Annex C3 – Excerpts from the Conservation Report of the Menorah Relief in Catacomb 20; 2006. (IAA Conservation Administration; Hebrew)	118-122
Annex C4 – Excerpts from the Conservation Report of the Mosaic in the Mausoleum. 2007. (IAA Conservation Administration; Hebrew)	123-126
Annex C5 – Excerpts from the Report of the Annual Conservative Maintenance. 2010. (IAA Conservation Administration; Hebrew)	127-129
Annex C6 – Excerpts from the Biological Project. 2001. (IAA Conservation Administration; Hebrew)	130-133
Annex C7 – Excerpts from the Inventory of Current Conditions of the Inscriptions in Catacombs 12-26 (Hebrew and English)	134-135
Annex D: Final excavations reports (in separate attachments)	136
Annex D1 – Excavations report 1928–1940 (Mazar 1971).	
Annex D2 – Excavation report – the inscription (Schwabe & Lifshitz 1974)	
Annex D3 – Excavations report 1950–1958 (Avigad 1976)	
Annex E: Photos and video (see attached CDs)	

Annex A: Protective Designation – Legislation

(Referred to Section 5.b)

Annex A1 – Israel Lands Authority (ILA) Law, 1960

Annex A2 – The Planning and Building Law, 1965

Annex A3 – The Antiquities Law, 1978

Annex A4 – The Antiquities Authority Law, 1989

Annex A5 – The Official Declaration of Bet She'arim as a Protected
Archaeological Site

Annex A6 – The National Parks, Nature Reserves, National Sites and
Memorial Sites Law, 1998

Annex A7 – The INPA-IAA Agreement.

Annex A1

Israel Lands Authority

(ILA) Law, 1960

Israel Lands Administration Law (1960)

Page 1 of 3

This Law has opened in a separate window so that you can study it simultaneously with other documents.
To search for a word, use the "find" function in the Edit Menu at the top of your browser.
To close or minimize this page, click in the appropriate box in the upper right corner.

(No. 33)

ISRAEL LANDS ADMINISTRATION LAW, 5720-1960*

Definitions:
subjection to
other Laws.

1. In this Law, the term "Israel lands" has the same meaning as in the Basic Law: Israel Lands⁽¹⁾, 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, 5720-1960⁽²⁾;

2.

The Israel
Lands Admin-
istration,
its Director
and staff.

- (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, 5719-1959⁽³⁾, 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.

Israel Lands
Council

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.

Reports.

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, 5711-1951⁽⁴⁾ -

- (1) subsection (b) of section 5 shall be replaced by the following subsection:

Amendment
of State
Property Law,
5711-1951.

"(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.";

<http://www.geocities.com/savepalestineno/israelaws/fulltext/landsadm...> 06/12/2006

- (3) the words "or the Director of the Administration of Israel Lands" shall be added after the words "or other person authorised" in subsection (c) 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:

Amendment of
the
Development
Authority
(Transfer of
Property) Law,
5710-1950.

"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.

Implementation
and
Regulations.

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*

YTTZCHAK 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 *Hatza'ot Chok* 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.

(4) *Sefer Ha-Chukkim* No. 68 of 5711, p. 52 ; *LSI* vol. V, p. 45.

(5) *Sefer Ha-Chukkim* No. 57 of 5710, p. 278; *LSI* vol. IV, p. 151.

Return: to the TOP of this Law.

SOURCE: "*Laws of the State of Israel: Authorized Translation from the Hebrew, Volume 14*". Government Printer, Jerusalem, Israel (1948-1987), p. 50-2.

Annex A2

The Planning and Building Law, 1965, including Amendment 31 (fourth addition), 1991 plan for site conservation

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

CONTENTS

INTRODUCTION	2
PLANNING AND BUILDING LAW 5725-1965	4
CHAPTER ONE: INTERPRETATION	4
CHAPTER TWO: PLANNING INSTITUTIONS	6
Article One: The National Board	6
Article Two: District Commission	7
Article Two "A": Contestations Committee	10
Article Three: Local Commission	12
Article Four: Special Commission	16
Article Five: Joint Commission	17
Article Six: General Provisions	18
CHAPTER THREE: SCHEMES	21
Article One: National Outline Scheme	21
Article Two: District Outline Scheme	22
Article Three: Local Outline Scheme	23
Article Four: Detailed Scheme	27
Article Five: Special Scheme	28
Article Five "A": Site Preservation Scheme	29
Article Six: General Provisions on Schemes	29
Article Six "A": Planning Roads and Railways	40
Article Seven: Repartition	43
Article Eight: Order of Precedence of Schemes	45
Article Nine: Cancellation, Change and Suspension of Schemes	46
CHAPTER FOUR: PARTITION AND COMBINATION OF LAND	46
CHAPTER FIVE: PERMITS	47
CHAPTER FIVE "A": SPECIAL ARRANGEMENTS FOR INVALIDS	
IN PUBLIC BUILDINGS	54
CHAPTER FIVE "B": SUMMARY LICENSING PROCEDURE	55
CHAPTER FIVE "C": LICENSING BY PERMIT ARCHITECT	57
Article One: Applicability and Information Required for Permits	57
Article Two: Licensing of Permit Architects	59
Article Three: Licensing Procedure	60
Article Four: Proceedings Against Permit Architect	63
CHAPTER SIX: DEFENSE INSTALLATIONS AND	
OBSTRUCTIONS TO AVIATION	65
CHAPTER SEVEN: NONCONFORMING USE	69
CHAPTER EIGHT: EXPROPRIATION	71
CHAPTER EIGHT "A": APPRECIATION LEVY	73
CHAPTER NINE: COMPENSATION	73
CHAPTER TEN: OFFENSES AND PENALTIES	75
CHAPTER TEN "A": DEAD SEA WORKS LTD.	89
CHAPTER TEN "A": PETITIONS ON PLANNING AND BUILDING	90
CHAPTER ELEVEN: MISCELLANEOUS	90
CHAPTER TWELVE: REPEAL AND TRANSITIONAL PROVISIONS	96
FIRST SCHEDULE	99
SECOND SCHEDULE	102
THIRD SCHEDULE	103
FOURTH SCHEDULE	110
REFERENCES	115

PLANNING AND BUILDING

LAW 5725-1965

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 these;
 - "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 10% 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.

(c) Publication shall be in a special section of the newspaper, emphasized by an appropriate border and under the heading "Notifications on Planning and Building Matters".

CHAPTER TWO: PLANNING INSTITUTIONS

Article One: The National Board

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-Yaffo and Haifa;

(7) the mayors of two other municipalities, the chairmen of three local councils that are not regional councils, and the chairmen 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 Reshumot.

(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 enactments 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 to function 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 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).

(b) 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 that 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 an 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 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 contestations 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 has been 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) to (7) repealed

(a1) 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.

23. 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) If 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.

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

36. (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

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.

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 these - 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 thereon.

(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 Defense;
- (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; those 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.

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, archeological 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 62(a)(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(a):

(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 26;
- (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

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 designation of land for roads, open spaces, parks, schools, telephone exchanges, mail distribution installations, places for religious, welfare, health, cultural, assembly, recreational and sports purposes, public parking areas, air raid shelters and warehouses, and other public purposes;
- (3) parking places at sites where motor vehicles congregate;
- (4) the location of buildings assigned to special purposes and the delimitation of areas in which special restrictions shall apply;
- (5) the protection of places, structures and other objects of national, religious, historical, archeological, 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 100, 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 76a)

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 200 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, particulars 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

authority may sell or lease it, subject to the provisions of paragraph (2), provided that the terms of the sale or lease assure the site's preservation;

(2) if - within five years of its expropriation - a site is put up for sale or lease, as said in paragraph (1), for a period in excess of five years, then the person from whom it was expropriated may buy or lease it, as the case may be, within 60 days after the day on which the local authority informed him of its intention to sell or lease the said site, provided that the sale or lease price be no less than a price set by the Chief Government Land Assessor, or by a person authorized by him for that purpose;

(3) a sale or lease under this section is subject to approval by the Minister of the Interior, or by a person authorized by him for that purpose.

(e) If this schedule does not make special provisions, the expropriation shall be carried out under the Land (Expropriation for Public Purposes) Ordinance 1943, as if the local authority, within whose jurisdiction the site is located, had been authorized - by notice in Reshumot - to exercise the authority and to perform the functions of the Government or of the Attorney General under the said Ordinance in respect of the real estate to be expropriated.

Value

16. (a) If a person deems himself injured by decisions made under sections 9, 14 or 15(a), he may contest them before a contestations committee of three members, to be appointed for this purpose by the Minister of Justice; the chairman of the committee shall be an attorney with at least three years of professional experience.

(b) (1) A contestations committee, which considers an contestation under section 9, may cancel an exemption that has been granted, or change the rate of exemption and its duration.

(2) A contestations committee, which considers an contestation under section 14, may cancel or change a demand by the Site Preservation Commission, order who shall carry out the work said in that section, and also order a different division of expenses between real estate owner, the protected tenant and the local authority, all as the case may be.

(3) An contestations committee, which considers an contestation under section 15(a), may cancel a decision to expropriate a site, or part thereof.

(c) If a person deems himself injured by a decision of a contestations committee, then may appeal against it before a District Court, which shall hear the appeal before a single judge.

(d) A District Court judgment under subsection (c) is appealable before the Supreme Court, if permission to do so has been granted by the President of the Supreme Court.

Preservation of Laws

17. The provisions of this Schedule are intended to add to, and not to derogate from the provisions of any enactment.

Annex A3

The Antiquities Law, 1978

(No. 27)

ANTIQUITIES LAW, 5738 — 1978 *

Chapter One : Interpretation

1. In this Law —

Definitions.

"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;

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 *Haiza'ot Chok* No. 1250 of 5736, p. 314.

"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 and the area in which it is discovered or found and which is required for its preservation, 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 permission 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.

7. (a) A person affected by a notification of the Director under Compensation 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.

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. Waiver of rights of State.

Chapter Three : Excavations

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. Excavation 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.

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. Right of entry.

(d) 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 (a), 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 other publication brought out by him concerning the findings and results of the excavation.

¹) *Dinei Medinat Yisrael (Nusach Chadash)* No. 10, p. 268; NV vol. II, p. 5.

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.

Revocation and withholding of excavation licence.

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.

Waiver by agreement.

Chapter Four : Dealing in and Export of Antiquities

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.

Licence.

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.

Place of business of dealer.

(b) A person shall not exhibit a licence which has expired.

17. A dealer in antiquities shall keep an inventory in the manner prescribed by regulations.

Duty to keep inventory.

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.

Revocation of licence.

(b) A dealer whose licence has been revoked or suspended shall be treated as a collector.

19. (a) The Director may in writing notify the owner or possessor of an antiquity that the antiquity is of national value.

Antiquity 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 thereon, 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 Minister.

(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.

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"). Antiquity of particular scientific importance.

(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.

25. (a) Where a collector wishes to sell or otherwise transfer a special antiquity, he shall give advance notice to the Director. Transfer of special antiquity.

(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

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. Removal of antiquity from control of museum.

(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.

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. Notice to director.

Chapter Seven : Antiquity Sites

28. (a) The Director may declare a particular place to be an antiquity site. The declaration shall be published in *Reshumot*. Antiquity site.

(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 — 1965 ¹⁾.

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 or 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.

¹⁾ *Sefer Ha-Chukkim* of 5725, p. 307 ; *LSI* vol. XIX, p. 330.

Chapter Eight: Expropriation

- 32 (a) The Minister may expropriate— Power to 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 restriction.

33. Expropriation shall be in accordance with the Land (Acquisition Mode of for Public Purposes) Ordinance, 1943¹⁾, and for this purpose the expropriation. Minister shall, *mutatis mutandis*, have all the powers and functions of the Government under that Ordinance.

Chapter Nine: Archaeological Council and Objection Committee

34. (a) The Minister shall appoint an Archaeological Council and shall by regulations prescribe its composition and period of tenure Archaeological Council. 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.

35. There shall be established by the side of the Council an Objection Objection Committee. 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.

¹⁾ P.G. of 1943, Suppl. I, p. 44 (English Edition).

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) ;
- (5) 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 — 1968¹⁾.

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.

¹⁾ *Sefer Ha-Chukkim* of 5729, p. 28 ; *LSI* vol XXIII, p. 32

(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.

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. Presumption.

Chapter Eleven : Miscellaneous

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. Certificate by Director to be *prima facie* evidence.

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. Powers of entry and examination.

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. Delegation of powers.

42. (a) In this section, "controlled place" means — Controlled places.
(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.	<p>43. (a) The following provisions shall apply in a military area :</p> <p>(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 ;</p> <p>(2) no act shall be done therein on behalf of the Director save with the consent of the Minister of Defence ;</p> <p>(3) no antiquity shall be dealt with therein on behalf of a military body save with the approval of the Director.</p> <p>(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.</p>
Inapplicability.	<p>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.</p>
Saving of validity.	<p>45. This Law shall add to, and not derogate from, any obligation imposed or power conferred by another enactment</p>
Implementation and regulations.	<p>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.</p> <p>(b) The Minister of Justice may make rules of procedure for proceedings under this Law by the Objection Committee established under section 35.</p>
Applicability to State.	<p>47. (a) For the purposes of this Law, the State shall be treated like any person.</p> <p>(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 — 1952¹⁾.</p>
Repeal.	<p>48. There are hereby repealed —</p> <p>(1) the Antiquities Ordinance²⁾ ;</p> <p>(2) the Antiquities (Enclosures) Ordinance, 1935³⁾.</p>

¹⁾ *Sefer Ha-Chukkim* of 5712, p. 339 ; LSI vol. VI, p. 147.

²⁾ *Laws of Palestine* vol. 1, p. 28 (English Edition).

³⁾ *P.G.* of 1935, Suppl. I, p. 147 (English Edition).

Annex A4

The Antiquities Authority Law, 1989

Un-official Translation

Authority
ANTIQUITIES LAW, 5749-1989 *

Chapter One: Interpretation

Definitions and Interpretations

1. (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 of 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

Establishment of the Authority

2. The Antiquities Authority is established as a result of this Law.

The Authority - Corporation

3. The Authority is a corporation.

The Authority - a State-controlled Body

4. The Authority is a State-controlled body as defined in paragraph 9(2) of the State Comptroller Law, 5718-1958 [consolidated version]².

Functions of the Authority

5. (a) The [primary] function of the Authority is to attend to all antiquities affairs in Israel, including underwater 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 of antiquities, their supervision and control;
 - (7) setting in motion supervision with respect to offences under the Antiquities Law;
 - (8) preparing archaeological investigations and their advancement;
 - (9) the administration and maintenance of a scientific library of the archaeological history of Israel and her neighbours;
 - (10) the centralization, documentation and cataloguing of archaeological data;
 - (11) the establishment and advancement of educational activities and explanation 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, 5723-1963⁵.

Paragraph Two: The Authority Council

The Composition of the Council

6. (a) The Authority shall have a Council comprised 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 having had 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 heads 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, 5743-1983;
- (6) representatives 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 of office.
- (b) A Council member whose term of office has ended shall continue his appointment until he is either re-elected or until the appointment of another member in his stead.

Guidelines for the Appointment of a 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, 5741-1981²;
 - (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 a 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 in the Council; however, they may claim coverage for reasonable expenses incurred as part of their duties in 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 to 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 for 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 force of resignation ceases 48 hours after handing over the letter of resignation to the Minister, except where 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 the sittings of the Council 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 whomever 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 the continuity of policy implementation, the programs and budgets of the Authority;
 - (4) deliberate over the financial reports provided to it by the Director.

General Council Rules

16. The Council, with the approval of the Minister, shall establish general rules for the operation of the sites, their administration and supervision.

Report

17. 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 knowledge of its activities.

Chapter Three: The Director of the Authority and Its Employees

The Director of the Authority

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 Reshumot.

The Authority of the Director

19. (a) The Director is responsible for the uninterrupted administration of the Authority's dealings in 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 an 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 through a letter that he presents 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 duties;
- (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 with any matter that relates to the preparation of the Authority's budget.

Financing and Capital

24. (a) The budget of the Authority shall be financed from the treasury of the State, as well as from revenue 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, from among those who have been legally appointed as inspector or an individual who has been appointed as an inspector through the force of an enactment 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^o.
- (2) the inspector may utilize all of the authority allocated to a police officer at the rank of inspector in accordance with paragraph 2 of the Order of Criminal Procedures (Testimony)¹, 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 basis to assume that an offence that violates the Antiquities Law was committed with it, and he may seize packing material or documents which, in his judgement, may be entered as evidence in a trial for an 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 on the eve of the commencement of this Law in the Antiquities and Museums Department in the Ministry of Education and Culture (hereafter: the Department) 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], property 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 Governing 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 enactments:
- (1) Knesset Elections 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 of 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 the Council, enact regulations 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 has 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 Authority";

- (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 decisions";

- (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 paragraph 46(a), after "may" read "after consultation with the
 Director and the Council of the Authority" and after "licences" 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 [] Order¹⁷ -

- (1) in 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), in 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 appointed 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 Reshumot within 30 days of its acceptance.

Chaim Herzog
President of the State

Yitzhak Shamir
Prime Minister

Yitzhak Navon
Minister of Education and Culture

Footnotes

- * passed by the Knesset on the 21st day of Tammuz (July 24, 1989); the Bill and an Explanatory Note were published in Hatza'ot Chok 1926 of 7 Nisan 5749 (April 12, 1989), p. 67.
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.
 6. Laws of the State of Israel, New Version 12, p. 284.
 7. [], Vol. I, p. 439.
 8. Sefer Ha-Chukkim 5712, p. 339.
 9. Sefer Ha-Chukkim 5729, p. 103.
 10. Sefer Ha-Chukkim 5719, p. 190.
 11. Sefer Ha-Chukkim 5740, p. 2.
 12. Sefer Ha-Chukkim 5729, p. 114.
 13. Sefer Ha-Chukkim 5737, p. 226.
 14. Laws of the State of Israel, New Version 10, p. 421.
 15. Laws of the State of Israel, New Version 5, p. 266.
 16. Sefer Ha-Chukkim 5723, p. 50.
 17. [], Vol. II, p. 910.

Annex A5

Annex A5 – The Official Declaration of Bet She'arim as a Protected Archaeological Site

Reshumot – The Official Publication of the State of Israel



רשומות

ילקוט הפרסומים

18 במאי 1964

1091

ז' בסיון תשכ"ד

עמוד

1349

1351

הודעה לפי פקודת העתיקות

רשימת מצבות ואתרים היסטוריים

מפת מפתח הסעיפים — אחרי עמוד 1508

מפתחות:

1510

1512

1514

I

א. מפתח למשבצות המפה

ב. מפתח לסעיפים של הרשימה

ג. מפתח האתרים בעברית

ד. מפתח האתרים בלועזית

פקודת העתיקות

רשימת מצבות ואתרים היסטוריים

בהתאם לסעיף 17 לפקודת העתיקות¹ מתפרסמת בזה רשימת מצבות ומקומות היסטוריים (להלן — אתרים היסטוריים).

רשימת מצבות ומקומות היסטוריים שפורסמה בע"ר 1944, תוס' 2 מס' 1375, עמ' 951² (להלן בהערות — הרשימה משנת 1944) — בטלה.

א' ב' ר'ן

מנהל אגף העתיקות והמוזיאונים

א' בשבט תשכ"ד (15 בינואר 1964)

¹ חוקי א"י, כרך א', טקס ה', עמ' 24.
² ו"ס 1078, תשכ"ד, עמ' 958.

מספר הסעיף במפה	שם האתר	נקודות הציון במפה	תיאור העתיקות
28	שבאנה	166 239	חומות חרבות, עמודים מבית בר, אבן עגולה.
	ח' מצפה זבולון: ח' אל-משיירפה H. Mizpe Zevulun: Kh. el Musheirifa	169 239	גדר רבועה, מגדל, חדרים.
	בית לחם הגלילית: בית לחם Bet Lehem Ha-Gelilit: Beit Lahm	168 238	חורבות בנינים הכוללים כנסייה; שברים ארכיטקטוניים, כתובות, עמודים, כוחרות, משקוף, בסיס, בור.
	אלוני אבא: ולדהים (אם אל-עמד) Allone Abba: Waldheim (Umm el 'Amad)	166 237	קברים חצובים ומערות.
	טבעון	162 236	שרידי ישוב קדום, קברים, בורות, הציבות בסלע.
	שער העמקים: ח' אל-חרת'יה Sha'ar Ha-'Amaqim: Kh. el Harathiya	160 236	שרידי ישוב מן התקופות ההלניסטית והביזנטית, מערות קברים.
	קצקץ	164 236	גלי אבנים, קברים חצובים.
	תל חציר: תל אל-חצירה (ח' אל-חצירה) T. Hazir: T. (Kh.) el Khudeira	169 236	גבעה מלאכותית קטנה, יסודות, אבנים וחרסים מפוזרים.
	ח' אל-ביר	163 235	גבעה מלאכותית, חומה, יסודות, באר בנויה.
	ח' ביר אל-בידר (ח' אל-ביצ'א) Kh. Bir el Beidar (Kh. el Beida)	165 235	גבעה מלאכותית, שרידי חומות, יסודות של קירות הבנויים אבנים מסותתות, באר בנויה, חרסים מן התקופות הברזל, הפרסית והרומית-הביזנטית על פני הקרקע.
	נקודת הטריאנגולציה Δ 226 L (מצפון לרמת ישי) (N. of Ramat Yishay)	166—167 235	בית קברות מן התקופה הרומית-הביזנטית.
	ח' זבדה	168 235	שרידי ישוב עתיק, בורות וקברים חצובים בסלע, בארות.
	ח' בית שערים: ח' אל-שיח' בריך, כולל גם מעארת ג'הנם ומעארת אל-סיח H. Bet She'arim: Kh. esh Sh. Bureik, Magharat Jahannam & Magharat es Sih	162 234	גבעה מלאכותית, יסודות, שברים ארכיטקטוניים, בריכה, מערות, קברים, ארון מתים.
	תל ריסים: תל אל-ריש (תל מואג'יה) T. Risim: T. er Rish (T. el Muwajih)	163 233	גבעה מלאכותית.
	תל קשיש: תל אל-קסיס T. Qashish: T. el Qassis	160 232	חרסים על פני גבעה.
	ח' אל-שיח' אסחאק (אל-אסחאקיה) Kh. esh Sh. Is-haq (el Is-haqiya)	162 232	בניה חרבה, אבני שוליים ואבנים חצובות, עמודים.
	תל רעלה: תל אל-עילטה T. Re'ala: T. el Ghalta	166 232	גבעה מלאכותית, שרידי יסודות.
	נהלל — עין אל-ביצ'א Nahalal — 'Ein el Beida	167 ⁰ 231 ⁴	גבעה מלאכותית בחלקה מכוסה סחף כ-250 מ' ממזרח לנקודת הטריאנגולציה Δ H 960. שרידי מבנים וחומות מן התקופות הברזל והמאוחרת והפרסית, חרסים על פני הקרקע. קברים מתקופת הברזל והמאוחרת.

ילקוט הפרסומים 1091, ז' בסיון תשכ"ד, 18.5.1964

Annex A6

The National Parks, Nature Reserves, National Sites and Memorial Sites Law, 1998

Israel Ministry of the Environment -

Page 1 of 1

Laws & Regulations

[Homepage](#) > [Laws & Regulations](#) > [Nature, Biodiversity and Landscape](#) > [National Parks, Nature Reserves, National Sites and Memorial Sites Law, 1998](#)

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

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.

* 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.

Annex A7

The INPA-IAA Agreement

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 manager 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

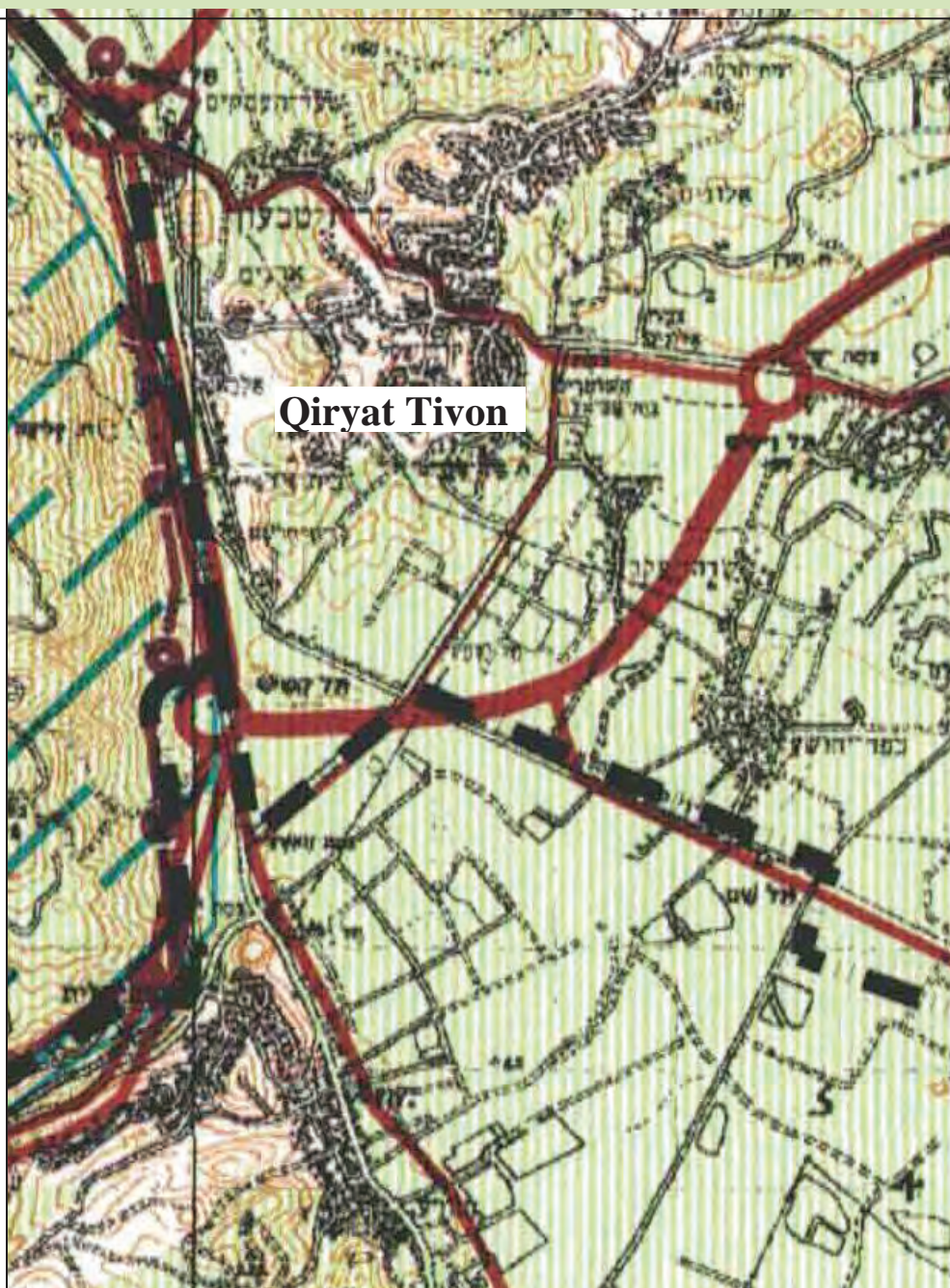
Annex B: Statutory Documents (Referred to Section 5.c)

- Annex B1 – National Master Plan 35; the section showing Bet She‘arim National Park
- Annex B2 – National Master Plan 8; National Parks and Nature Reserves
- Annex B3 – North District Regional Master Plan 2/9 showing Bet She‘arim National Park
- Annex B4 – Haifa District Regional Master Plan 6 showing Bet She‘arim National Park
- Annex B5 – National Master Plan 22; Forestation, showing the designated forest area within the buffer zone
- Annex B6 – Detailed Plan G/4043, Bet Zayd
- Annex B7 – Qiryat Tivon Master Plan TV/34, showing the Bet She‘arim National Park and the 'Open Public Area' and the Agricultural Lands between the Residential Neighborhoods
- Annex B8 – Bet She‘arim National Park: Section I – within Qiryat Tivon Local Council (Detailed Plane TV/254); Section II – within Emek Yizreal Regional Council (Detailed Plan G/18840)
- Annex B9 – Detailed Plan G/18840; Bet She‘arim National Park – transportation appendix

**National Master Plan 35 for construction, development and preservation;
showing Bet She‘arim National Park and surroundings**



National Master Plan 35 for construction, development and preservation;
showing the high scenic and environmental sensitivity of Bet She'arim
National Park and surroundings



High scenic and environmental sensitivity

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.

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.

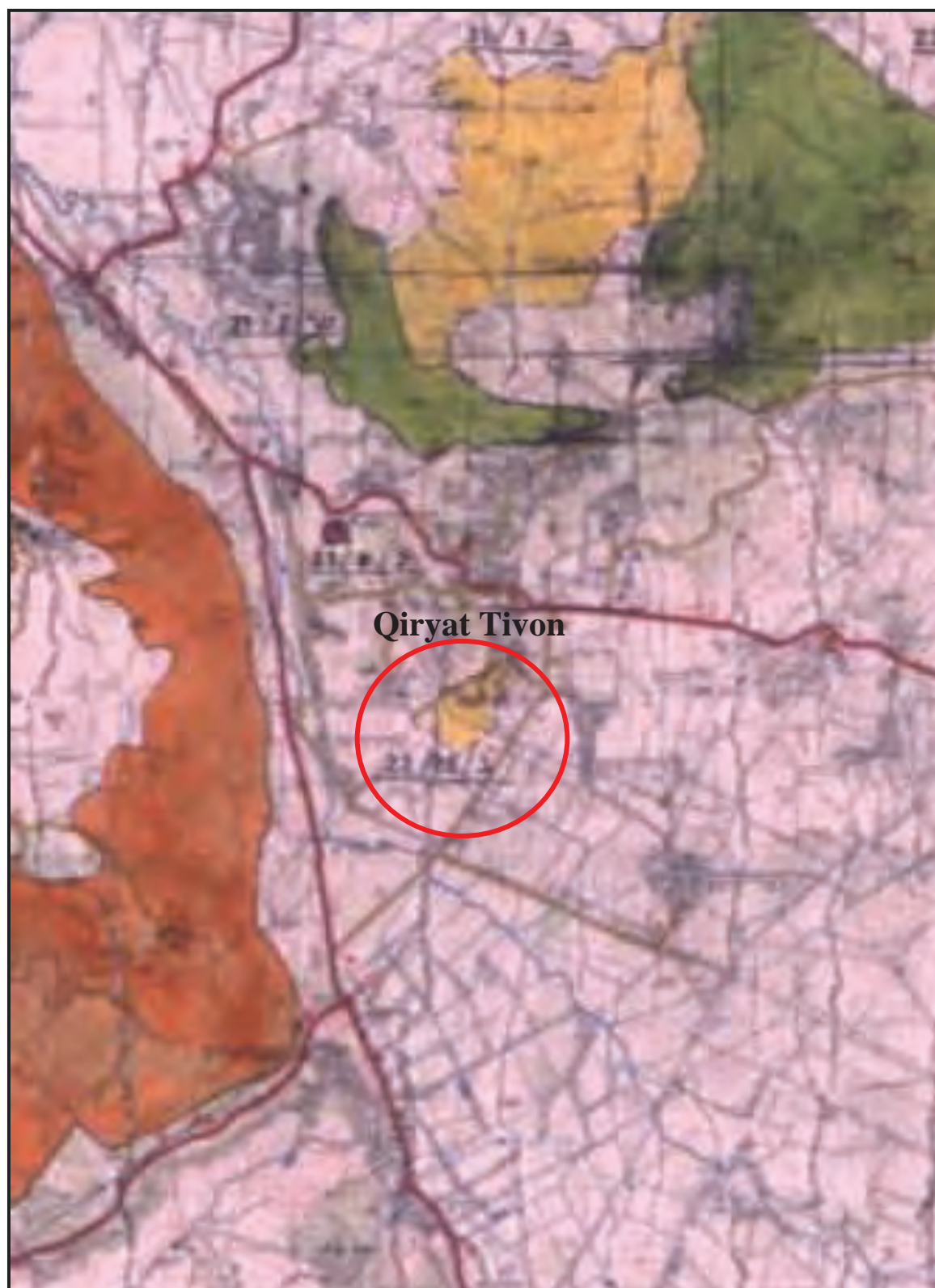
9.7.2 The planning institution shall not decide regarding the submission of a plan for an area designated in this plan for reserves and parks until a representative from the Nature and Parks Authority has been given an opportunity to state his position.

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.

Annex B2
National Master Plan 8: National Parks and Nature Reserves; the section
showing Bet She'arim National Park



**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

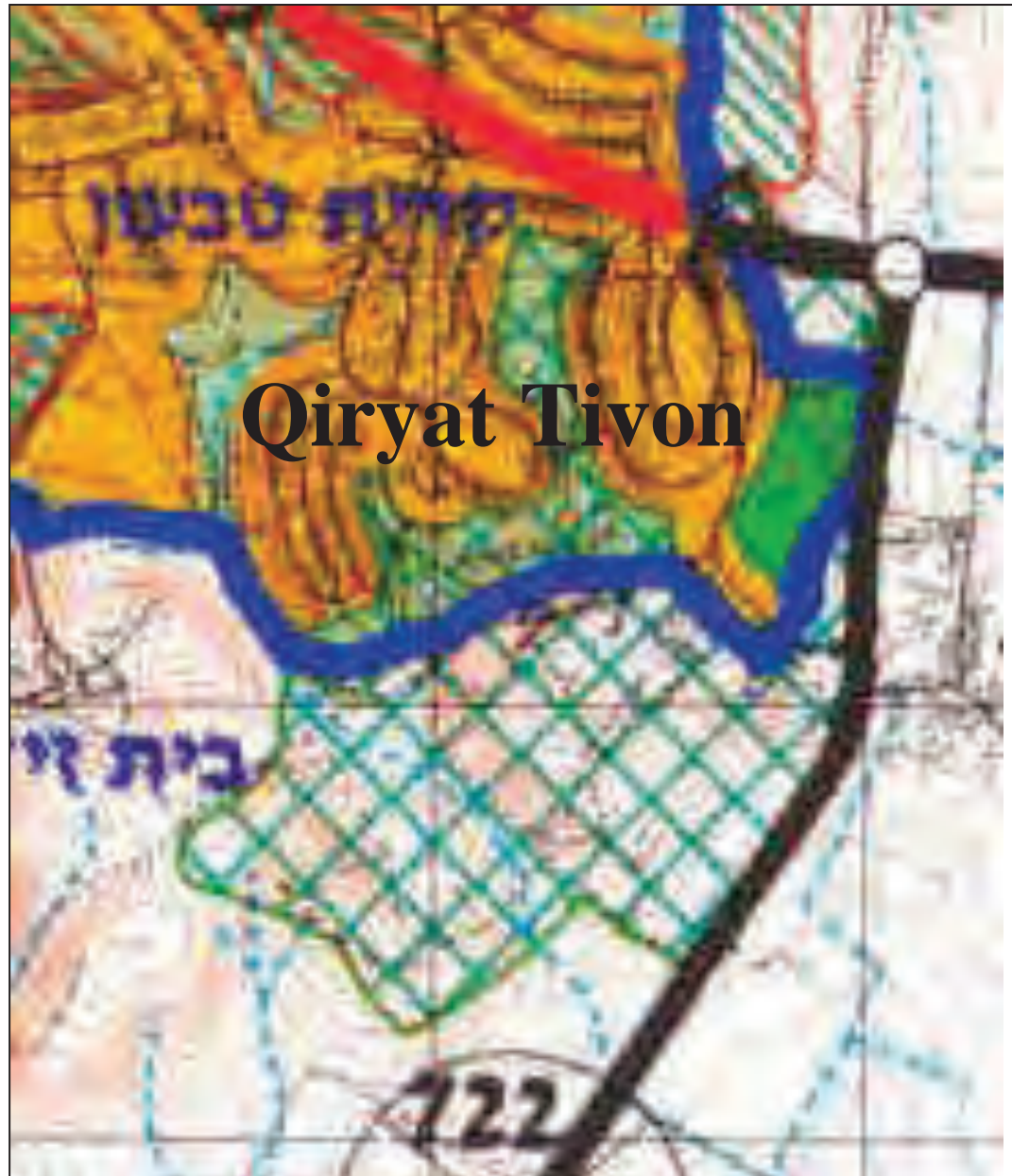
According to the Planning Law, land can be used for other purposes aside from national parks or nature reserves or scenic reserves on land zoned in this plan for national parks or nature reserves or scenic reserves, on condition that it comprises no more than 1/3 the number of dunams stated in Appendix I 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,

Annex B3
North District Regional Master Plan 2/9; showing Bet She'arim
National Park



Annex B4

Haifa District Regional Master Plan 6, showing Bet She'arim National Park



שמורת טבע		Nature Reserve
גן-לאומי		National Park
שמורת נוף		Scenic Reserve
יער ויעור		Forest & Forestation

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

- 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

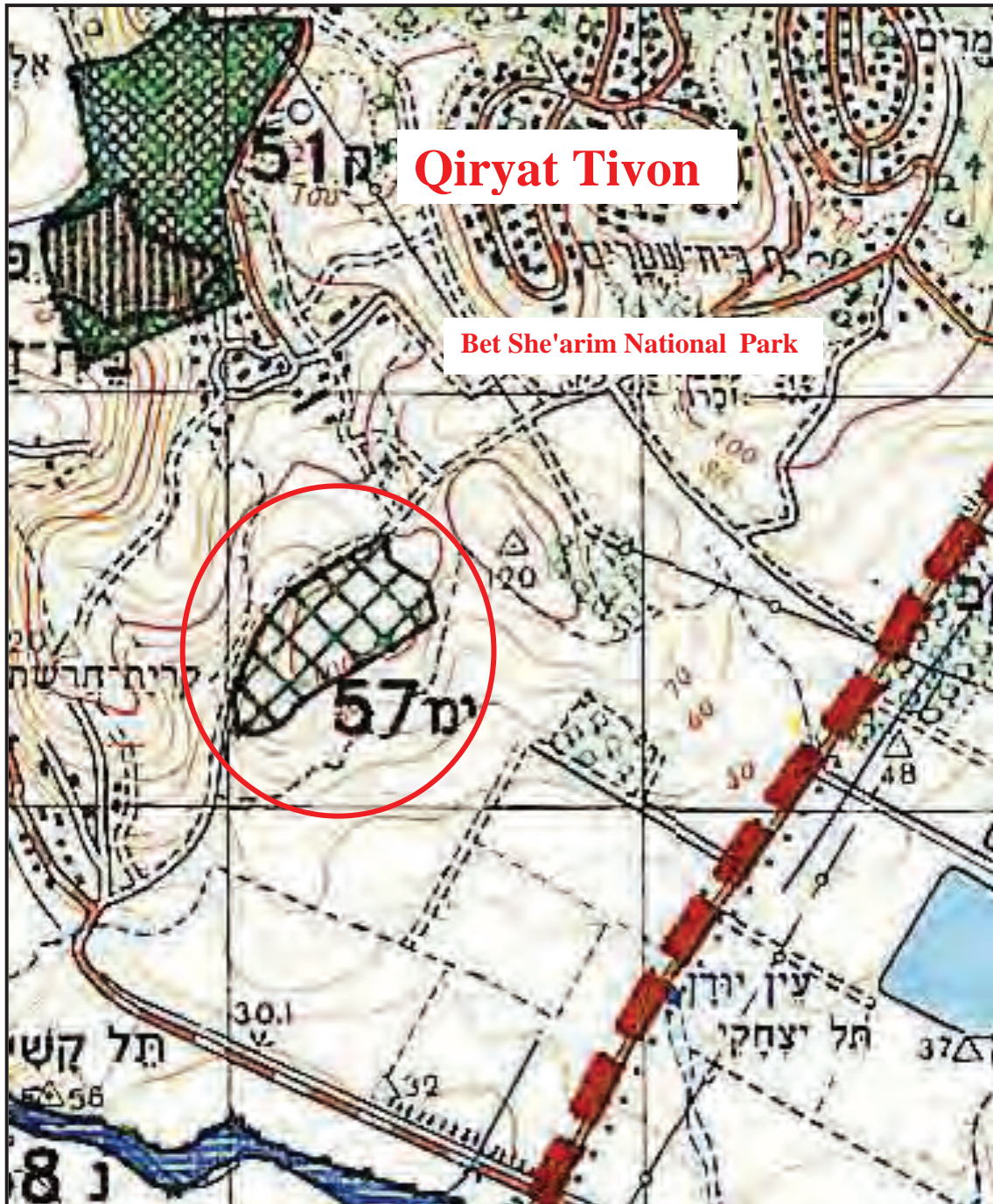
A planning institution will not approve a local plan in a protected open / agricultural area unless this plan provides detailed guidelines regarding the permitted uses, infrastructures, structures, and environmental-scenic conditions that will enable them to be sustained, according to the area's sensitivity, 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.

Annex B5

National Master Plan 22: Forestation, showing the designated forest area
within the property's buffer zone



1965 Planning and Building Law
NATIONAL OUTLINE PLAN – FORESTS AND FORESTRY
PLAN NO. TAMA 22

PLAN GUIDELINES

APPENDIX I

APPROVED BY

Ministers Committee for Internal Affairs and Services

Wednesday January 11, 1995

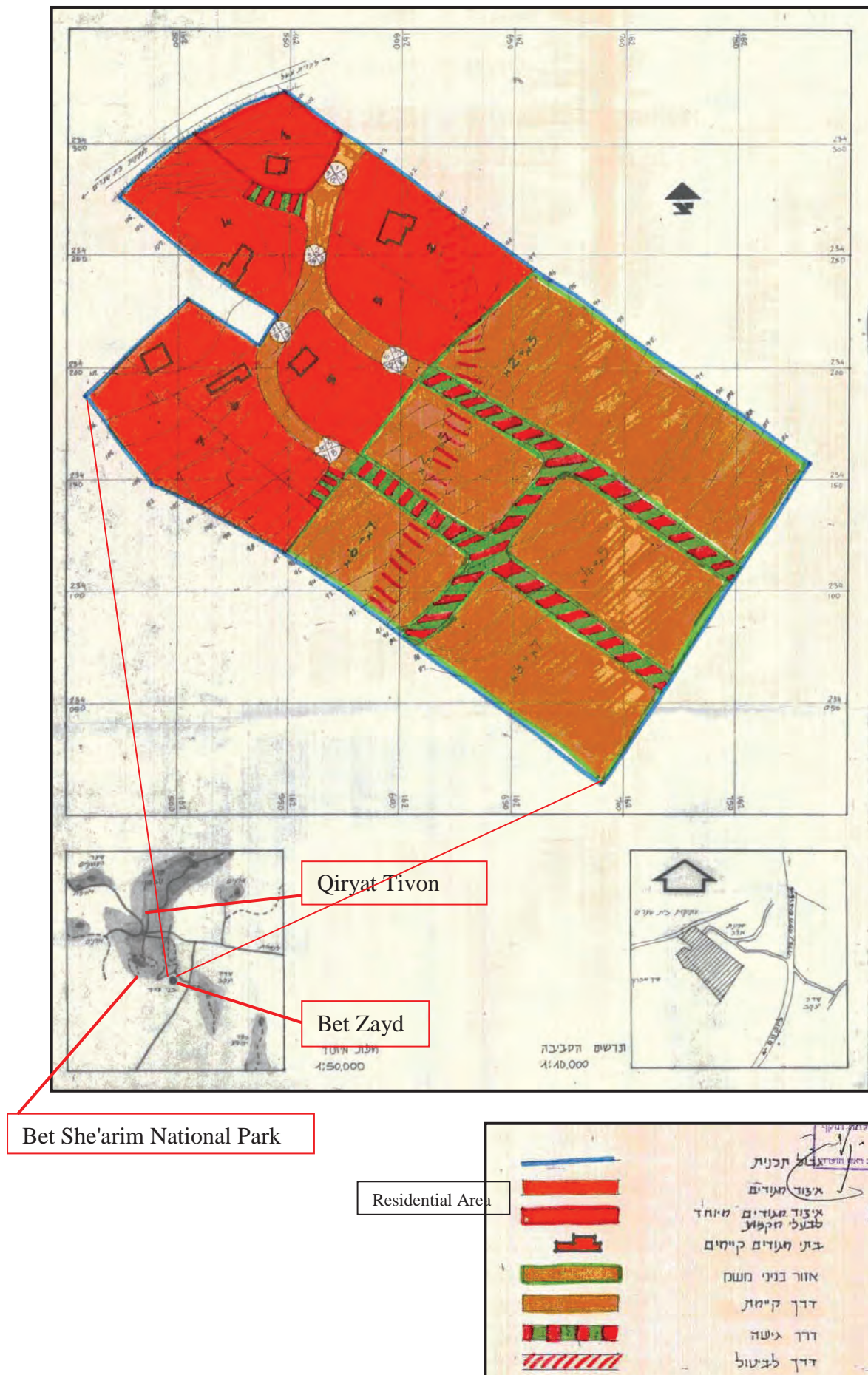
(Relevant Excerpts)

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.

Annex B6
Detailed Plan G/4043: Bet Zayd (see also Annex B9)



Instructions

בית זייד
כפר שיתופי להתיישבות הקלאית בע"מ קריית טבעון מיקוד 36000 טל. 04-932344

מרחב הכנון מקומי מחוזי
הכניח (בנין עדים) מפורט מס. ג/4043 בית זייד
(תיקון חלקי להכניח מפורט מס. 325/ע)

1. מט והלוח: ההכניח הקרא הכניח מפורט מס. ג/4043 בית זייד והיא חלה על השטח המוחתם בקו כחול רצוף בחסרים המצורף המחזור חלק בלתי נפרד מהתכנית עצמה.
 2. הגורמים הנכללים בתכנית: חלקים מגורמים 10800, 11402.
 3. שטח התכנית: 48 דונם.
 4. מטרת התכנית: ליעד שטחים למגורים, דרכים, דרכי גישה ושטחים למבנים קלאיים.
 5. בעל התקופה: מנהל מקרקעי ישראל.
 6. יוזם התכנית: אגודת "בית זייד".
 7. עורך התכנית: ד"ר אילן ב. דיקרמן, אדריכלים.
 8. ציונים בחסרים: איזור מגורים: כחום
- איזור מגורים מיוחד לבעל מקצוע: כחום מוחתם בכחום כהה.
בונים קיימים: מסגרת בצבע שחור על האיזור.
איזור בניני משק: חום מוחתם בירוק.
דרך קיימת: חום.
דרך גישה: מס מקומי אדום ירוק.
דרך לביטול: מקום אדום.
ש. הכליות מותרות: איזור מגורים: מגורי חושכים.
איזור מגורים מיוחד: בעל מקצוע ללא נחלה.
מבני עזר: מותר הקמת מבני עזר בשטח עד 40 מ"ר, יחידה אחת; קומה אחת, שיכלול פונקציות של מחסן, חניה, או מקלט. קו בנין לפי קרי בנין שבחסרים החלים לגבי

(Relevant excerpts)

Goals

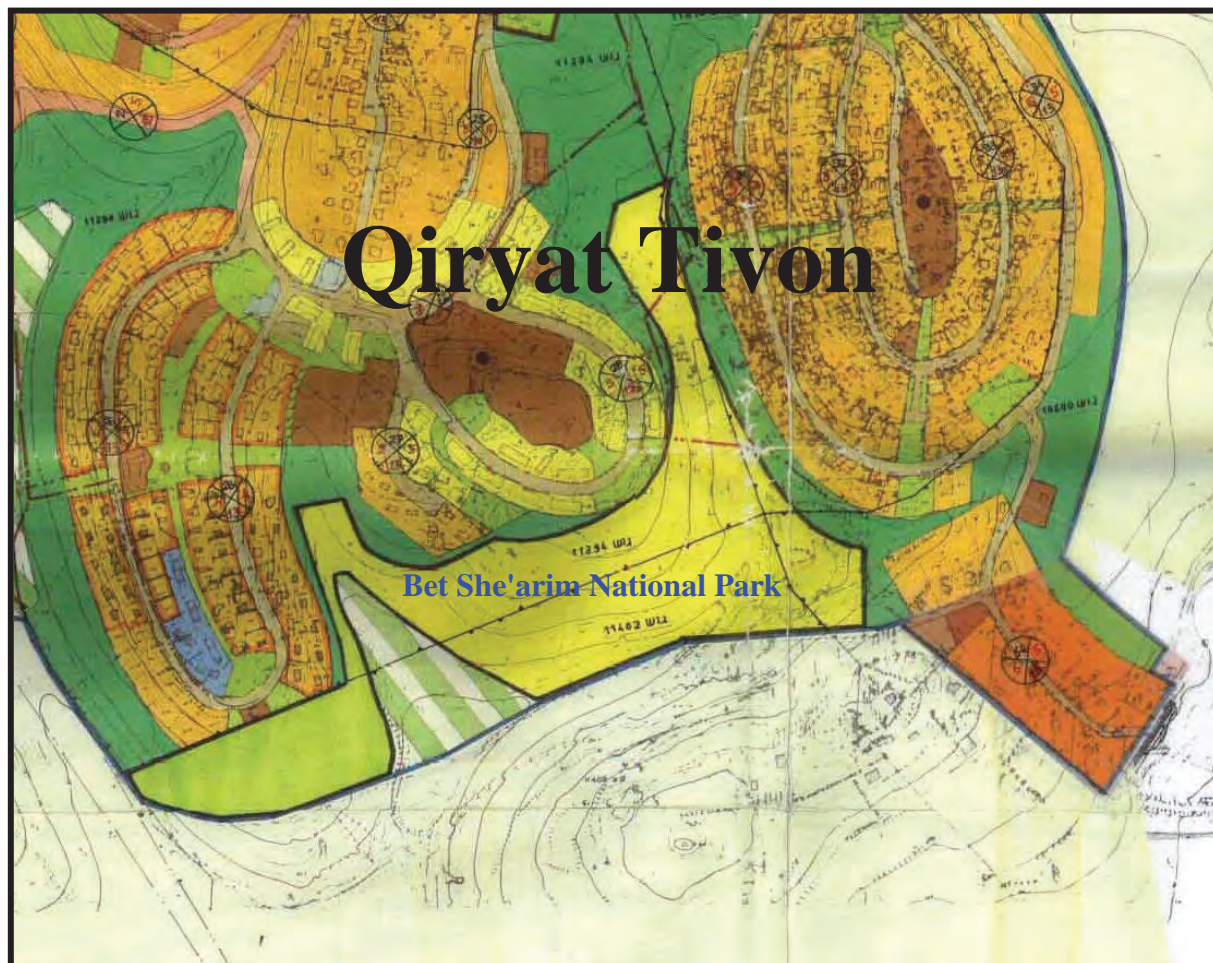
- Residential area
- Special residential area for employees
- Service buildings: construction of one unit of 40 sqm with one floor, serving for storage, parking or shelter.
- Farm buildings: storage, agricultural shades, workshops.

Special Conditions

- a. Land or building will not be used for purposes other the approved ones.
- b. In Plots 2–6, 7 only 3 residential units in 2 building will be allowed. In Plot 1 only one building for employees will be allowed.

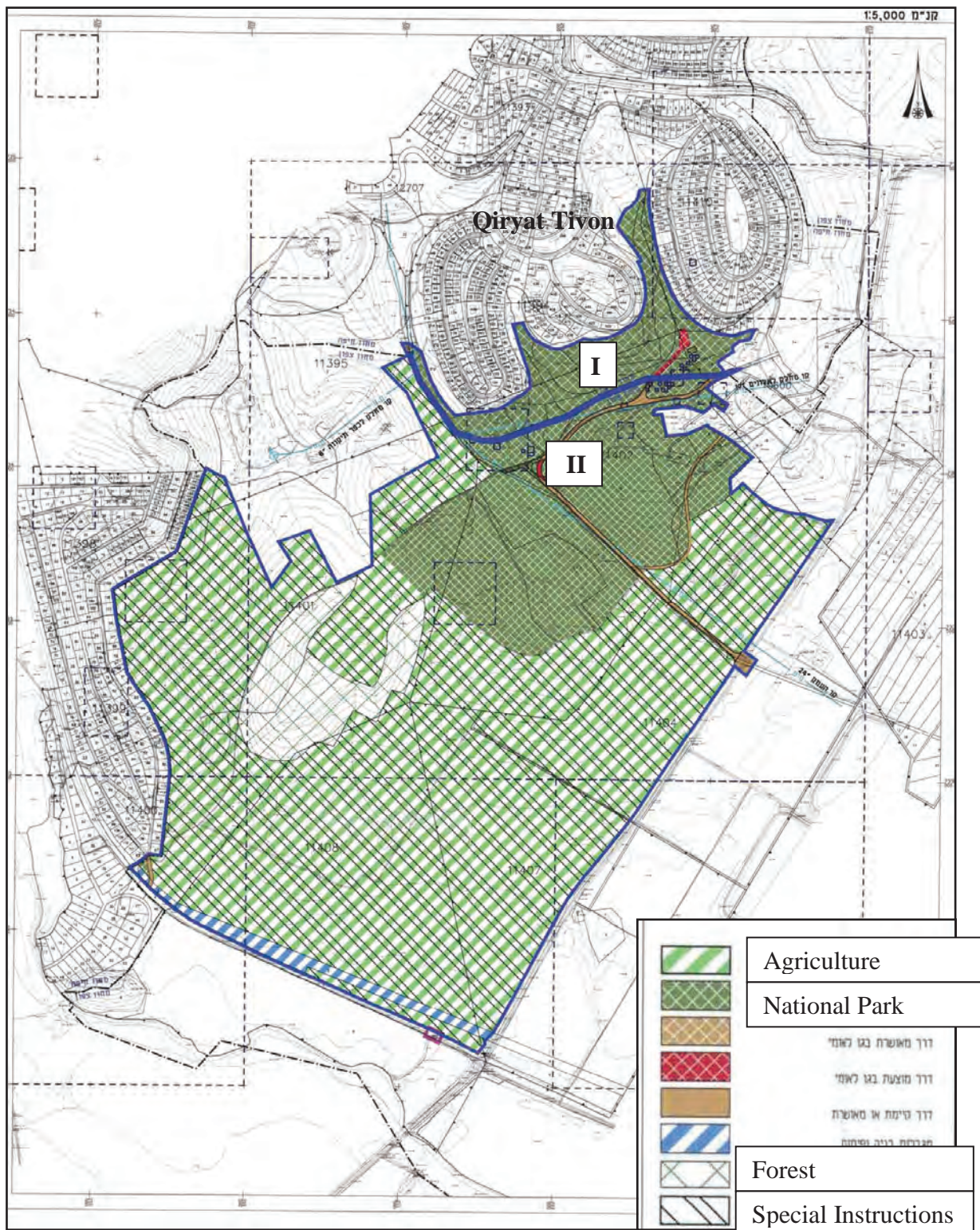
Annex B7

Qiryat Tiv'on Master Plan TV/34, showing the Bet She'arim National Park, the 'Open Public Area' and the agricultural lands between the residential neighborhoods and



שטח ציבורי פתוח א'		Open Public Area
שטח ציבורי פתוח ב'		
גן לאומי		National Park
שטח ספורט ונופש		
שטח ספורט ונופש שכונתי		
דרך קיימת או מאושרת		
דרך מוצעת או הרחבה		
מספר הדרך		
קו בנין		
רוחב הדרך		
שביל להולכי רגל		
דרך לביטול		
בית קברות		
תחנת תחבורה		
מתקנים הנדסיים		
שטח החסנה מיוחד		
מסידת ברזל/פרודור צנורות נפש		
חקלאות		Agriculture
שטח לתכנון בעתיד		
קו חשמל		

Annex B8
Bet She'arim National Park: Section I - within Qiryat Tivon Local Council
(Detailed Plane TV/254); Section II - within Emek Yizreal Regional Council
(Detailed Plan G/18840)



פרק 3 - הוראות התוכנית

3.1 רשימת התכליות ושימושים:

כללי: לא יינתן היתר להקמת בנין ולא יישמש קרקע או בנין הנמצאים בתחום התוכנית לשימוש אחר פרט לשימושים המפורטים בתוכנית זו, ברשימת השימושים המותרים לגבי האזור שבו נמצאים הקרקע או הבניין.

3.1.1 שטח לגן לאומי

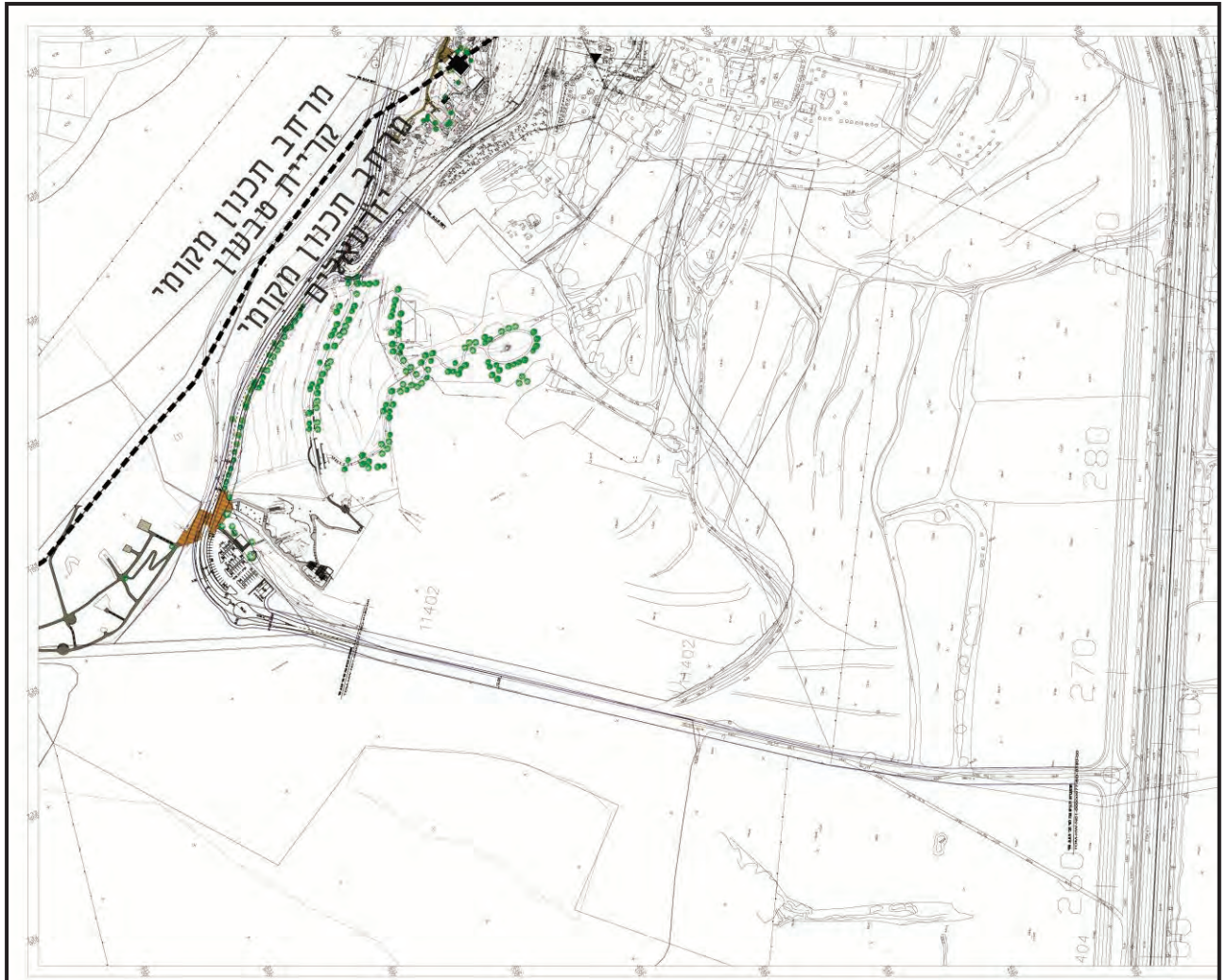
- בשטח הגן הלאומי יותרו השימושים הבאים, בתיאום עם הועדה המקומית טבעון ובכפוף לאישור רשות הטבע והגנים:
- א. פיתוח שבילים להולכי רגל לרווחת התושבים והמטיילים במקום, בתנאי שלא יפגעו ברציפותו של השטח הפתוח.
 - ב. התווית דרכי גישה לרכב ומגרשי חניה.
 - ג. לאפשר הקמת מרכז מבקרים ומבני ציבור בשטח המסומן כ"הנחיות מיוחדות" הכוללים: חללי תצוגה, מרכז הדרכה ומידע, אולמות למופע אורקולי ואחר, משרדים, חנות מזכרות, גלריות, מזנון ומסעדה, שירותים ציבוריים לרווחת קהל המבקרים.
 - ד. בשטח הגן יותרו פעילויות תרבותיות, אמנותיות וחינוכיות לציבור הרחב.
 - ה. לא יותר קיום אירועים פרטיים בשטח הגן הלאומי.
 - ו. עבודות חפירה, שיקום, שחזור, שימור ובניה - בכפוף לאישור רשות העתיקות.
 - ז. עבודות פיתוח נופי, יצוב קרקע וכדו'.
 - ח. עיבודים חקלאיים (לא כולל הקמת מבנים חקלאיים), כמפורט בסעיף 3.3.
 - ט. העברת תשתיות בשולי השטח, ככל שיידרש.
 - י. השטח לא יגודר, ולא תימנע כניסת קהל רחב לשטחי הגן הלאומי עפ"י חוק גנים לאומיים, שמורות טבע, אתרי הנצחה ואתרי לאומיים, התשנ"ח - 1998. יחד עם זאת, ניתן יהיה לגדר בתחום הגן הלאומי שטחים המיועדים לשימוש חקלאי בלבד.

3.1.2 דרך וחניה

שטח המיועד לדרכים כמשמעותן בחוק, לרבות כבישים ומדרכות, חניה, ריהוט רחוב ונטיעות. יישמש למעבר כלי רכב, מעבר הולכי רגל והעברת קוי תשתית תת קרקעית.

Annex B9

Detailed Plan G/18840: Bet She'arim National Park – transportation appendix: proposed new entrance to the Park



Annex C: Management systems

(Referred to Section 5.e)

Annex C1 – Israel Nature and Parks Authority: General Background

Annex C2 – Excerpts from the Conservation Report of Artistic Elements in Catacomb 1 and the *Hell's Cave*. 2006. (IAA Conservation Administration)

Annex C3 – Excerpts from the Conservation Report of the Menorah Relief in Catacomb 20; 2006. (IAA Conservation Administration)

Annex C4 – Excerpts from the Conservation Report of the Mosaic in the Mausoleum. 2007. (IAA Conservation Administration)

Annex C5 – Excerpts from the Report of the Annual Conservative Maintenance. 2010. (IAA Conservation Administration)

Annex C6 – Excerpts from the Biological Project. 2001. (IAA Conservation Administration)

Annex C7 – Excerpts of the Inventory of Current Conditions of the Inscriptions in Catacombs 12–26 (Hebrew and English)

Annex C1

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 gravesite 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.

Purposes 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;
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.
4. Administration and Finance Division – handles INPA administration, logistics and finance.
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 Bet She'arim necropolis within the Bet She'arim National Park.

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 the other ancient remains at the site, 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. 2/9 and 6 in the case of Bet She'arim National Park). Part of the property's buffer zone is protected also by NMP 22. All the master plans are detailed in the nomination dossier. 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

- e) The National Parks, Nature Reserves, National, and Commemoration Sites Law, 1998.

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 Bet She'arim National Park that includes the nominated property is by law, operated by the INPA, and subject to the Planning and Building Law and the Antiquities Law. The buffer zone around the nominated property consists mainly of agricultural fields and open areas 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 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
- 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 practice operated at Bet She'arim National Park where the nominated property is located is fully detailed in the nomination dossier (mainly in section 5, 6 and 4).

Israel Nature and Parks Authority (INPA) Organizational Structure

Note: See more about INPA at the Authority's website: www.parks.org.il

INPA's Headquarter (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

Science Division

Terrestrial and Aquatic Ecology Department

Physical and Environment Department

Scientific Information and GIS Department

Environmental Monitoring Unit

Enforcement Division

Claims and Authorization Department

Enforcement Department

Safety and Security Department

Planning and Development Division

Site Conservation and Development Department

Statutory Department

Open Spaces Department

Archaeology and Heritage Department

Administration and Finance Division

Finance Department

Logistics Department

Marketing and Economy Department

Outreach and Communities Division

Visitors Department

Education and Guidance Department

Marketing Department

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 National Park)

District Director; District Deputy Director; Education and Public Relations; District Ecologist; Regional Planner; Regional Archaeologist; 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

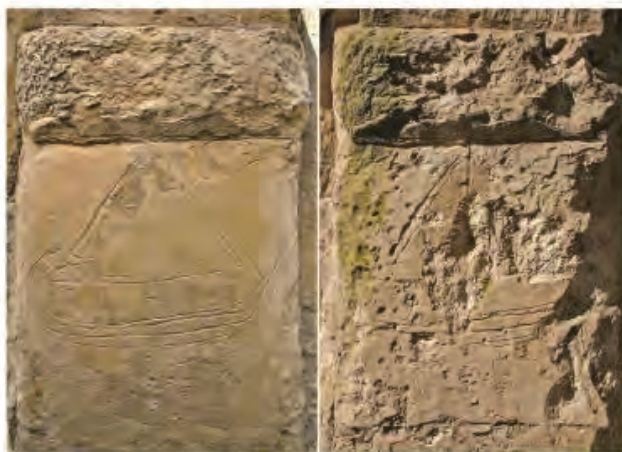
District Regions: Masada; Arava; Mount Negev; North Negev.

Annex C2

Excerpts from the Conservation Report of Artistic Elements in
Catacomb 1 and the *Hell's Cave*. 2006
(IAA Conservation Administration)

דו"ח שימור - פיילוט

בית שערים



אלמנטים אמנותיים
במערות מס' 1
ואל גיהינום

Conservation Report of Artistic Elements in
Catacomb 1 and the *Hell's Cave*



2006

דו"ח שימור ושיחזור אלמנטים אמנותיים במערות הקבורה מס' 1 ואל גיהנום, בית שערים

א. מערת אל גיהנום:

מערת אל גיהנום מורכבת מ-14 חדרים ומספר קטן של קברים.
- חדר מס' 1, הקיר המערבי: חרוטות של שתי ספינות. לאחר לימוד החומר ותיעוד מלא, כולל העתקה אחד לאחד של החרוטות, בוצעו עבודות שימור ושיחזור.
- חדר מס' 3 הקיר המזרחי: תבליט ספין המחולק לשלושה מרובעים. בוצעה עבודה על מרובע אחד.

מצב השתמרות:

לכלוך, ירוקת, התפוררות, התנתקות, התקלפות, סדקים.

התערבות שימורית:

הדברה, ניקוי כללי, ניקוי כימי, ניקוי רטוב, סגירת סדקים, מילוי חלל ריק, הכנת תיעוד 1:1, שיחזור.

ב. מערכת קברים מס' 1:

- חלקו הקדמי של המסדרון ופתח אולם א': ייצוב המנורה החקוקה בסלע מעל הפתח.

מצב השתמרות:

לכלוך, ירוקת, התפוררות, התנתקות, התקלפות, סדקים.

התערבות שימורית:

הדברה, ניקוי כללי, ניקוי כימי, ניקוי רטוב, סגירת סדקים, מילוי חלל ריק, ייצוב כימי, ציפוי הגנתי.

חומרים:

ייצוב כימי;
RC-80

מדולל בטרפנטין:

H-224 חומר הגנה 1:10

המלצות:

- הדברה וניקוי כללי של המערה
- הסדרת ניקוז סביב המערות
- ייצוב המערה מבחוץ: כניסה וסלע
- מניעת חדירת אור למערות

Photos Showing Different Stages of Treatment



08



09



10



11

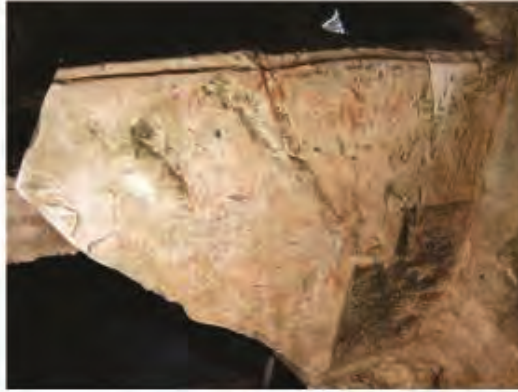


12



13

Photos Showing the Installation of a Device for Tracing Cracks



14



15



16

Annex C3

Excerpts from the Conservation Report of the Menorah Relief in
Catacomb 20. 2006 (IAA Conservation Administration)

דו"ח שימור ושיחזור

בית שערים



תבליט המנורה במערת הקבורה 20

Conservation Report of the Menorah
Relief in Catacomb 20.

דיווח עבודות שימור ושיחזור תבליט המנורה במערת הקברים בפרק לאומי בית שערים

מטרת העבודות

שימור המנורה ושיחזור מאוחר יותר של הנפח.
חומרים ושיטת ביצוע של המקור: אבן קרטון.
המנורה משוטטת בזמן בניית המערה. גובה המנורה 1.90 מ', רוחבה 1.25 מ',
היא בולטת 12 – 36 ס"מ מן הקיר. פני המנורה היו חלקים, פניהם הושחתו
במכשיר חד. גזע המנורה נשבר, הבסיס חסר צורה וצמוד אל הרצפה.

מצב השתמרות:

0/54 נזק מכני
0/47 פטינה
0/23 חדירת לחות דרך המבנה
0/21 נזק שנגרם מצמחיה
0/20 צמחיה
0/5 בליית אבן – גורמים סביבתיים.

התערבות שימורית:

1/25 הדברה – מבוצע במטרה לנטרל התקופות ביולוגיות (לחסל ירוקת).
מבוצע בשיטת ריסוס בשטח הטבילית והקיר הצמוד אליה. ניתן גם למרוח את
הרעל בעזרת מכחולים עבים.
חומרים: BRAVO 500 + מים- יחס 20ג"ר / 10 ליטר.

1/3 ניקוי רטוב - ניקוי פני הטבילית והקיר בשיטה לחה.
מבוצע בעזרת מכחולים רכים, ספוגים ומים.
העבודה מבוצעת במשנה זהירות במטרה לא לפגוע בתבליט.

1/24 שיחזור

השלמת חלקים אבודים של טבילית המנורה. מבוצע בשלבים בהתאם לשחזור
גרפי כפי שמופיע בצילום.

Reconstruction and Recommendations

שיחזור "רגל" המנורה:

א) הכנת "השלד" מאבן קרטון והצבתו במקום שבו אמור להתבצע שיחזור "הרגל".

ב) ציפוי חומר ראשוני גס ופיסול נפח "הרגל".
חומרים: סיד הידראולי – 0.8, סיד בור – 0.2, חול מחצבה גס – 2.5, אבקת אבן – 1.

ג) ציפוי שכבה חיצונית בעובי 2.5 – 3 מ"מ על פני קודמתה.
חומרים: סיד הידראולי – 0.8, סיד בור – 0.2, חול מחצבה גס – 2.5, קלציום קרבנט – 1.

המלצות לתחזוקה:

1) פעם בשנה יש לבדוק את מצב המנורה ובמקרה ונצפת ירוקת, יש לרסס חומר שמצוין בסעיף 1/25.

2) החלפת תאורה נוכחית לתאורה שלא מביאה ליצירת ירוקת על-פני התבליט.

Photos showing the State of Preservation Prior to Conservation



01



02



03



04



05



06

Photos Showing the State of Preservation after Conservation



13



14



15

Annex C4

Excerpts from the Conservation Report of the Mosaic in the Mausoleum. 2007. (IAA Conservation Administration)



בית שער

מוזוליאום

ד"ח שימור

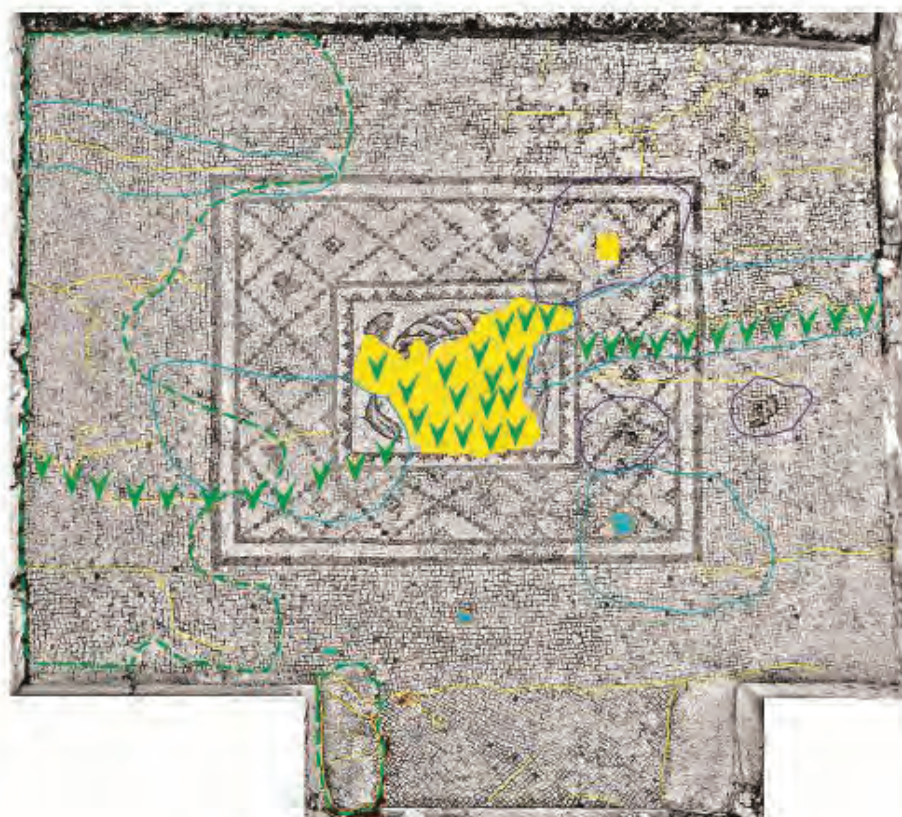
שימור פסיפס במוזוליאום



2007

Conservation Report of the Mosaic in the Mausoleum

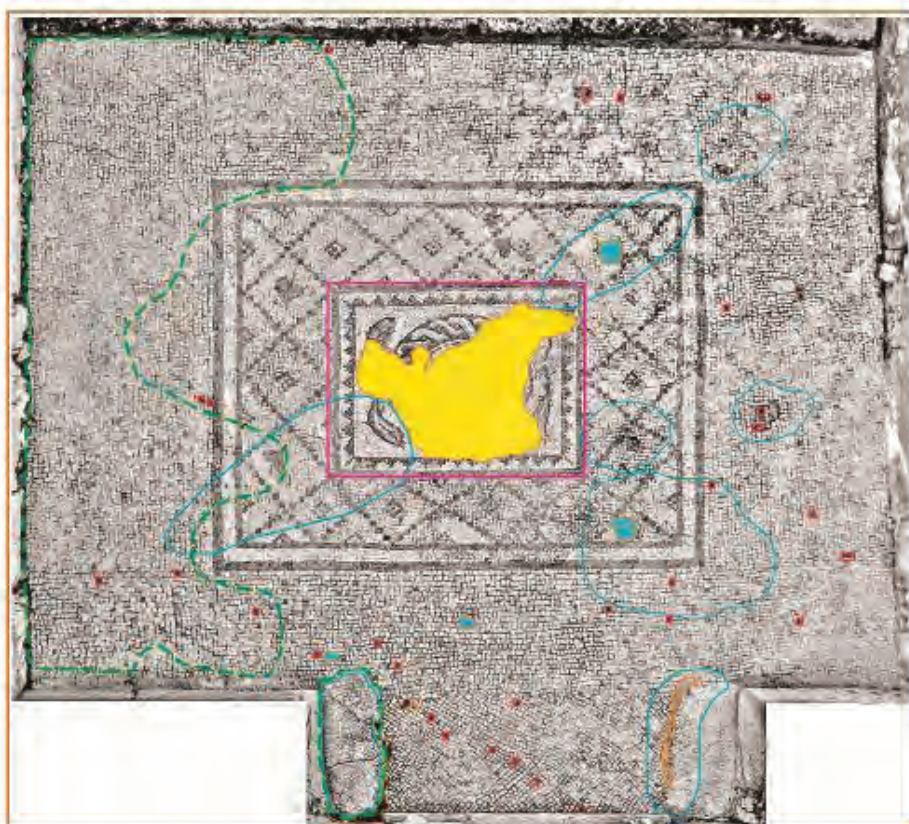
State of Preservation Prior to Intervention



מיקרה: מצב השתמרות

Bio-Attack	0/20	צמחיה
Biological Damage	0/21	נזק שנגרם מצמחיה
Previous Modern Intervention	0/34	התערבות מודרנית קודמת (טית סיד)
Restoration with Cement	0/35	שימור במלט
Lacuna	0/10	לקונה
Cracks	0/04	סדקים
Crater / Subsidence	0/06	שקיעה בפני השטח
Protrusion	0/07	בליטה בפני שטח
Detachment	0/44	ניתוק, הפרדות פיסות מפני השטח

Intervention Plan



מיקרה: התערבות מודרנית

General Cleaning	1/01	ניקוי כללי	
Cement Cleaning	1/35	ניקוי מלט	
Lacuna Consolidation	1/06	ייצוב לקונה	
Grouting	1/16	מילוי חללים (הזרקות, גראוטינג)	
Statumen Consolidation	1/32	ייצוב מצע (Statumen)	
Blockies Treatment	1/26	הדברת צמחיה ופטריות	
Repair	1/41	תיקון	
Restoration	1/24	שיחזור	

State of Preservation after Intervention



21



22

Annex C5

Excerpts from the Report of the Annual Conservative
Maintenance. 2010. (IAA Conservation Administration)



בית שערים

פסיפסים ומערכות קברים

דו"ח תחזוקה

עבודות תחזוקה שימורית

Report of the Annual Conservative
Maintenance, 2010

2010

List of Conservative Maintenance Works

בית שער - עבודות תחזוקה שימורית לשנת עבודה 2009

מערכת הברים מס' 3

1. בדיקת מצב המערכת.
2. טיפול בעיטורים וכתובות - הדברה, ניקוי רטוב, ייצוב, ריסוס והגנה.

מערכת הברים מס' 4

- בדיקת מצב המערכת

מערכת הברים מס' 1

- בדיקת מצב תבליט "המטרה" וביצוע טיפול שימורי: הדברה, ניקוי רטוב, ייצוב, סגירת סדקים, ייצוב כימי והגנה.

מערכת הברים מס' 2 "אל גיהנום"

1. בדיקת מצב המערכת.
2. טיפול בתבליטים - הדברה, ניקוי, ייצוב, סגירת סדקים ואינטגרציה.

מערה מס' 14

1. בדיקת מצב הכתובות המקוריות והרפליקות.
2. טיפול שימורי - ניקוי, הדברה, ייצוב כימי, ריסוס והגנה.

מערה מס' 20

1. בדיקת מצב תבליט "המטרה".
2. טיפול שימורי בטבליט - הדברה, ניקוי רטוב והגנה.

הפסיפס של המאוזולאום:

1. בדיקת מצב הפסיפס.
2. טיפול שימורי - ניקוי כללי, ניקוי רטוב וסגירת סדקים.

Conducting Maintenance Works



09



10



11

Annex C6
Excerpts from the Biological Project. 2001.
(IAA Conservation Administration)

דו"ח פרוייקט ביולוגי

11 לאומי

בית שער

מערות מס' 3 ו-4

**Report on the Biological Project in
Catacombs 3 and 4**



רשות הטבע והגנים
תחום שמורת
2001

Samples of micro-flora

ד"ר' פרויקט ביולוגי

5.2 זיהוי פטריות:

טבלה 1

דגימות מיקרופלורה ממערות מסי 3 ו4, נלקחו בתאריך 2.08.01

זיהוי פטריות			
מערות מסי 4		מערות מסי 3	
4 א'	4 ב'	3 ה'	3 ד'
מספרי הדגימות			
Aspergillus .1 Alternaria	Aspergillus niger .1 Alternaria	Penicillium .1 Alternaria	Fusarium .1 Penicillium
Alternaria .2	Fusarium .2	Aspergillus niger .2 Penicillium	Aspergillus niger .2
Alternaria .2 Curvularia	Trichoderma .3 Fusarium Alternaria	Alternaria alternata .3	Fusarium .3 Penicillium Aspergillus
Alternaria .4	Fusarium .4 Alternaria Aspergillus	Phoma .4 Aspergillus Alternaria	Aspergillus .4 Fusarium Alternaria
Alternaria .5	Fusarium .5 Aspergillus Alternaria	Alternaria .5	Alternaria .5 Curvularia
Curvularia .6 Aspergillus niger		Alternaria .6	
Fusarium .7 Penicillium		Trichoderma .7 Aspergillus	

רוב מיני הפטריות הם ספרופיטים: אספרגילוס, אלטרנריה, פוזריום וכ"ו [3]. קיימים מיני אספרגילוס ואלטרנריה העלולים לגרום למחלות (אלרגיה וכ"ו). פטריות גורמות לפגמה של סלעים, מקלקלות את מראן, ולכן יש להרחיקן.



רשות העתיקות, שימור

בית שערים גן לאומי

2001

Recommendations

6. המלצות:

6.1 הגבלת התפשטות הצמחייה בסביבת המערות:

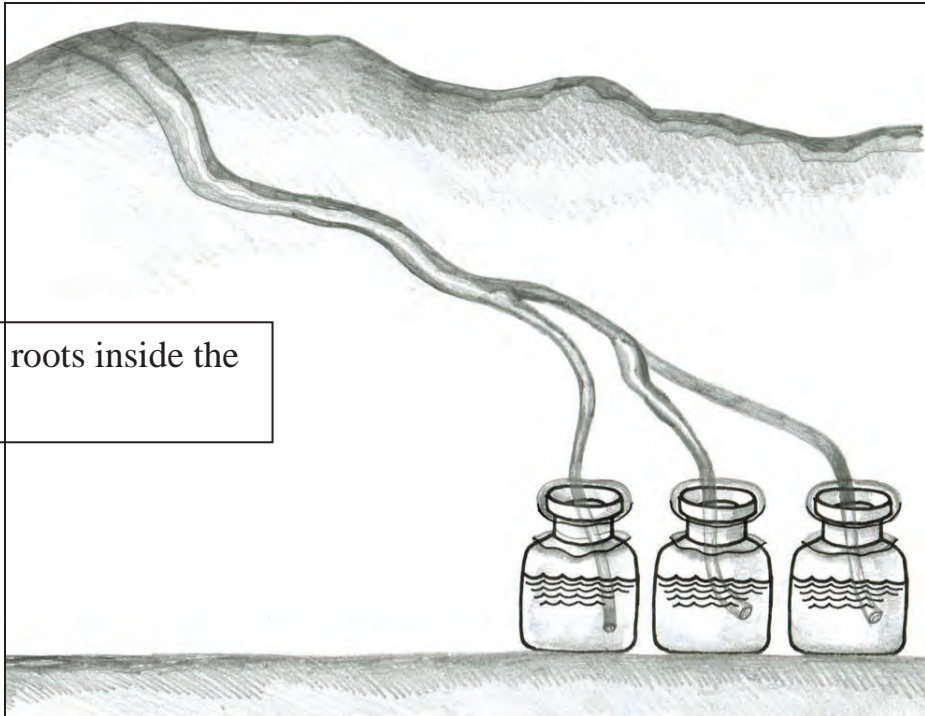
- 6.1.1 השמדת הצמחייה הגדלה על הסלעים.
א. חיתוך השורשים הגדולים שחדרו למערות, ומריחת השאריות בתמיסה: (סולר + גרלון 15% ללא מים).
ב. גרלון (Triclopyr) – קוטל-עשבים (selective systemic herbicide) (4).
ג. לשורשים קטנים, יש להוריק גרלון (10%) ומים.
ד. לאחר נבילת הצמחים, יש לחתוך את האמירים, הגזעים והשורשים. חלקים שחדרו לסלע אין למשוך החוצה, אלא לטיח בחומר-הפרדה (זפת).
ה. חיזוק המידרונות בעזרת חומרי-בנייה וחומרי-הפרדה (עם אלומיניום). יש לכסות את הסלע בכחצי מטר של חומרי-הפרדה כדי למנוע נביטת צמחים. מעל שכבה זו, יש לשפוך כ-20 ס"מ קרקע פורייה, ובה לשתול עשב רב-שנתי לא להשקיה. לדוגמה (5):
קוריאופסיס הדוריים, משפחת המורכבים (Coreopsis verticillata)
נפית פאסן, משפחת השפתניים (Nepeta X faassenii)

6.2 טיפול בתוך המערות:

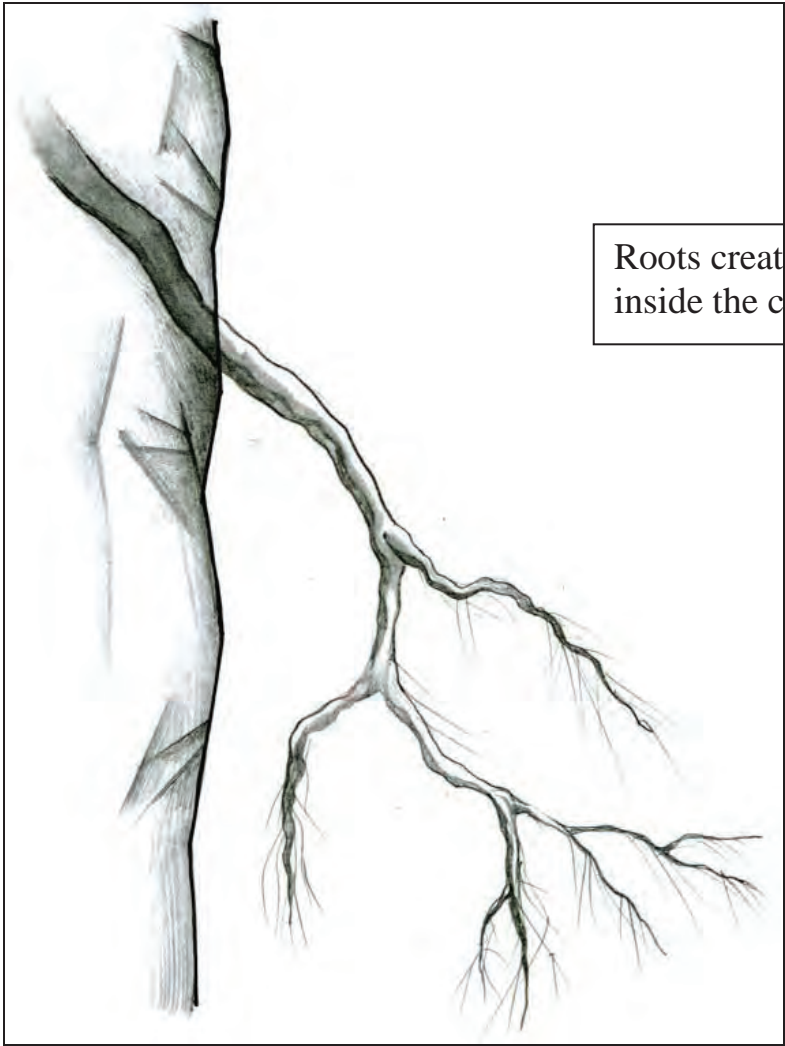
- 6.2.1 יצירת חורי אוורר במערות על בסיס חורים טבעיים או נקיקים בסלעים.
6.2.2 ריסוס המערות נגד פטריות בתכשירי הדברה, התכשירים המומלצים:
(Chlorothalonil – fungicide) (4) **בראבו 500** נגד אלטרנריה (Altemaria), אספרגילוס (Aspergillus) פוזריום (Fusarium).
לאחר הריסוס יש לחכות 3-5 ימים, לאוורר את המערות ולנקות את המיצלים בעזרת מברשות יבשות.



Poisoning roots inside the catacombs



Roots creating cracks inside the catacombs



Annex C7

Excerpts of the Inventory of Current Conditions of the Inscriptions in Catacombs 12-26

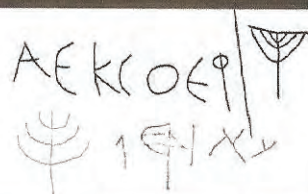
הכתובות במערת "הקללות" (12)

Inscription in cave of the curses no (12)

Whoever opens this tomb will eventually have a bad death	כל מעד יפתח חדח קבורתה על על קבורתה ולוהב סוף ביש	כל מן דיפתח הדה קבורתה עלעל מן דבגה ימות בסוף ביש
Of the great priest Shimon Bar Yohanan. Whoever opens it will have a bad end.	קביר בחדח שעענ בר יוחנן נב שבעה יום ויפתח עלו ידי דאית בסוף ביש	הקבור בזה, שמעון בר יוחנן. ובשבעה, שכל מי שיפתח עליו ימות בסוף רע
Burial place of Alfidia	ΤΟΠΟΣ (Ε)ΑΛΦΙΔΙΑΣ	מקום (קבורתה) של אלפידיה
It is forbidden to open according to the Torah laws and the laws of the state	ΜΗΔΙΣ ΑΝΥΣΕΙ(Ι) / ΚΑΤΑ ΤΗΝ ΟCΙΑΝ ΚΑΤΑ ΠΡΟCΤΑΓ(Μ)Α	אסור לפתוח, בהתאם לחוק התורה ולפי צו (המדינה)
May I reach (happiness)	ΑΕΚΚΟΕΙ /   1  	(מי יתן ו) אניע ל (אושר) ע איק[ס]ר

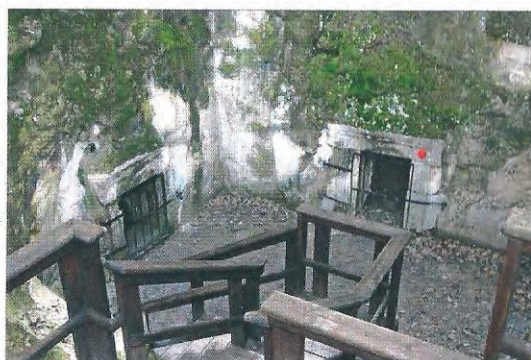
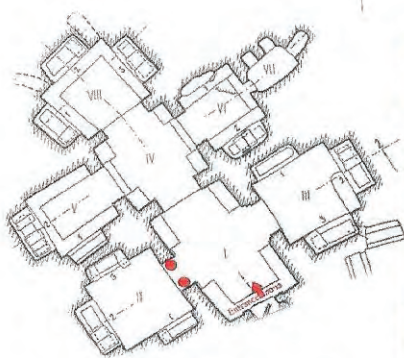


May I reach
(happiness)



(מי יתן ו) אניע ל (אושר)

ע א י ק [ס] ו



Cave of the Curses , מערת הקללות (12)

Annex D: Scientific Publications

(Attached books)

Annex D1 – Excavations report 1928–1940 (Mazar 1971;

Annex D2 – Excavation report; the inscription (Schabe & Lifshitz 1974).

Annex D3 – Excavations report 1950–1958 (Avigad 1976).



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ISRAEL, NATURE AND PARKS AUTHORITY

Division of Planning & Development - Department of Archaeology

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22.9.2014

To: Regina Durighello - Director
World Heritage Programme
UNESCO World Heritage Centre

Re: World Heritage List 2015

Bet She'arim Necropolis – A landmark of Jewish Renewal - Additional information

Your letter: GB/MA 1471 from 21 August 2014

Dear Ms. Regina Durighello,

22nd September 2014

To: Regina Durighello - Director
World Heritage Programme
UNESCO World Heritage Centre

Re: World Heritage List 2015

Bet She'arim Necropolis – A landmark of Jewish Renewal - Additional information

Your letter: GB/MA 1471 from 21 August 2014

Our letter: BS-Reply to ICOMOS 22.9.14

Dear Ms. Regina Durighello,

Thank you for your letter. We would like of course to help ICOMOS with its overall evaluation process in order to help making progress to the evaluation. Please see hereby the requested additional information.

Maps

You will find enclosed to this letter the maps you asked for – the location of the nominated features (the caves) and the location of the ancient mound of Bet She'arim in relation with the nominated World Heritage boundary. The requested maps are:

1. Bet She'arim - Map of Proposed Property and Buffer Zone
2. Bet She'arim - Map of Proposed Property and Buffer Zone
Ortho-photo with elevation contour lines in close-up marked on the photograph

In addition, you may find in the nomination dossier (Bet She'arim Necropolis – A landmark of Jewish Renewal) a map of the property within the Bet She'arim National Park, the buffer zone and the boundaries of local authorities. The map, "Bet She'arim – Municipal Boundaries Map", is found in p.16 of the nomination dossier.

Protection

Bet She'arim National Park, where the nominated property and its buffer zone are found, is located at the jurisdiction of two regional councils: the park's northern part is located within the jurisdiction of Qiryat Tivon Local Council and the southern part is located within the jurisdiction of Emek Yizreal Regional Council. The two parts of the park are currently found at different phases of their legislation process for being a declared national park, as follows:

- The northern part – it was approved on 30 January 2012 as a national park and in few months it will be declared officially as a national park.
- The southern part – it is still at the process of legislation; it is estimated that it will take about 1-2 years till the finalization of the process.

The site is fully protected, legally and practically, although its legislation has not yet been finalized. Bet She'arim National Park, where the nominated property and its buffer zone are found, is included in the national, regional and detailed master plans, which are derived from the state laws; in all the levels of these master-plans the area of the park is designated as a "national park".

It should be noted that the nominated features and other archaeological remains scattered within the areas of the proposed nomination and much of its buffer zone, are declared as 'Antiquities Sites' by the Israel Antiquities Authority (IAA) according to the Antiquities Law 1978. The IAA declaration was published in the Israeli parliament's Regulations Digest no. 1091 on 18th May 1964. The legal status of an 'antiquities site' dictates that any work on the site must be approved in advance by the IAA director, i.e., no changes may be made at such sites without the approval of the IAA.

The property is managed, protected and supervised by the INPA and the IAA, who are responsible for its operation and safety. No action may be taken on the property without the permission of those authorities, who are legally bound to conserve and protect its values and prevent their deterioration.

Please don't hesitate to ask for any further information or clarification you need for the evaluation progress.

Sincerely,

Dr. Tsvika Tsuk

Head of Heritage and Archaeology Department

Israel Nature and Parks Authority

Copies:

Dr. Ms. Dalit Atrakchi – Director of Israel Committee for UNESCO

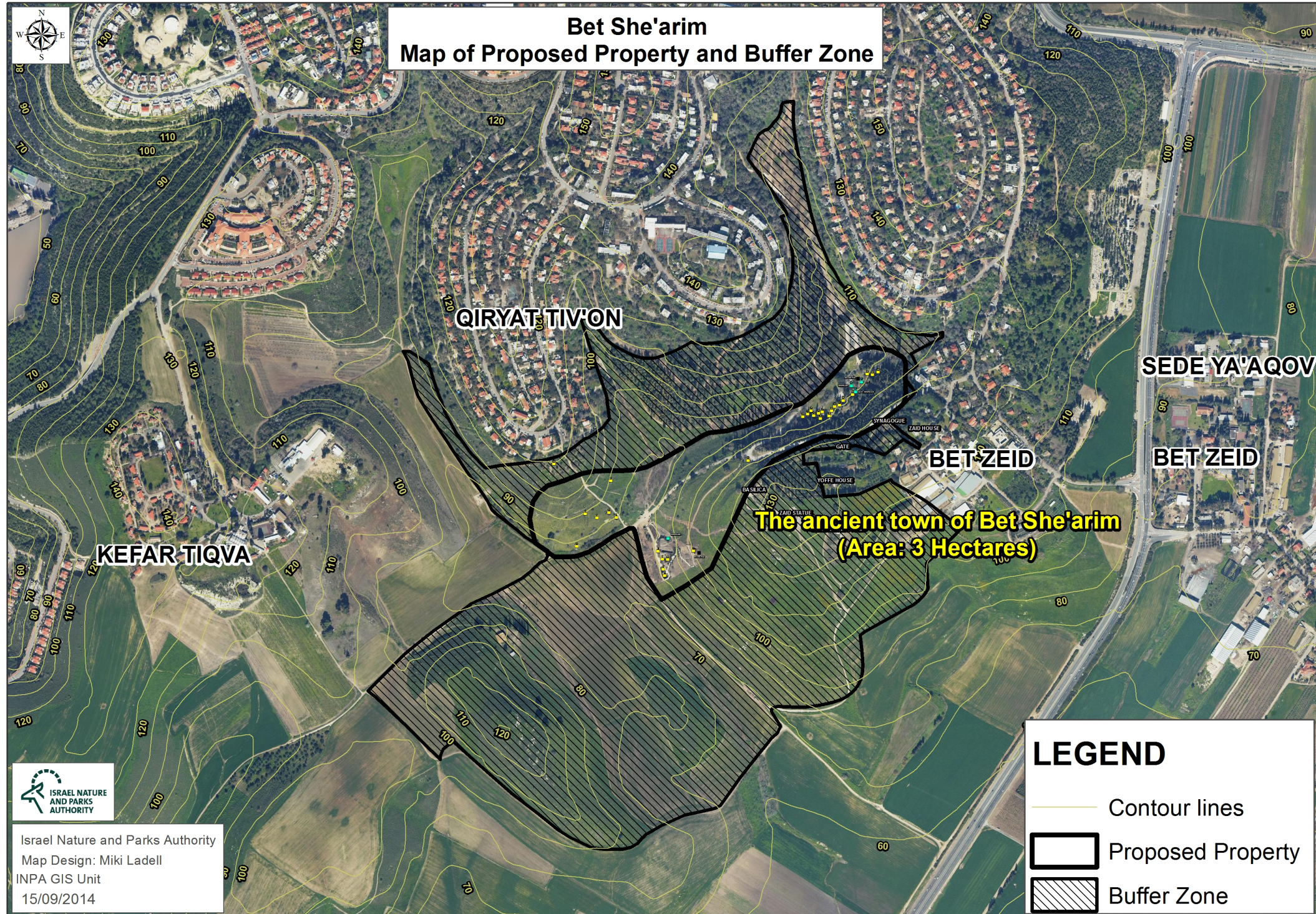
Prof. Eli Stern – Head of the World Heritage committee of Israel

Prof. Ms. Irit Amit – Chairperson of ICOMOS Israel

Ms. Esti Ben Haim – Archaeologist, consultant to the dossier who wrote the Management Plan Section of the dossier

Dr. Tsvika Tsuk
Director, Department of Archaeology

Bet She'arim Map of Proposed Property and Buffer Zone



Israel Nature and Parks Authority
Map Design: Miki Ladell
INPA GIS Unit
15/09/2014

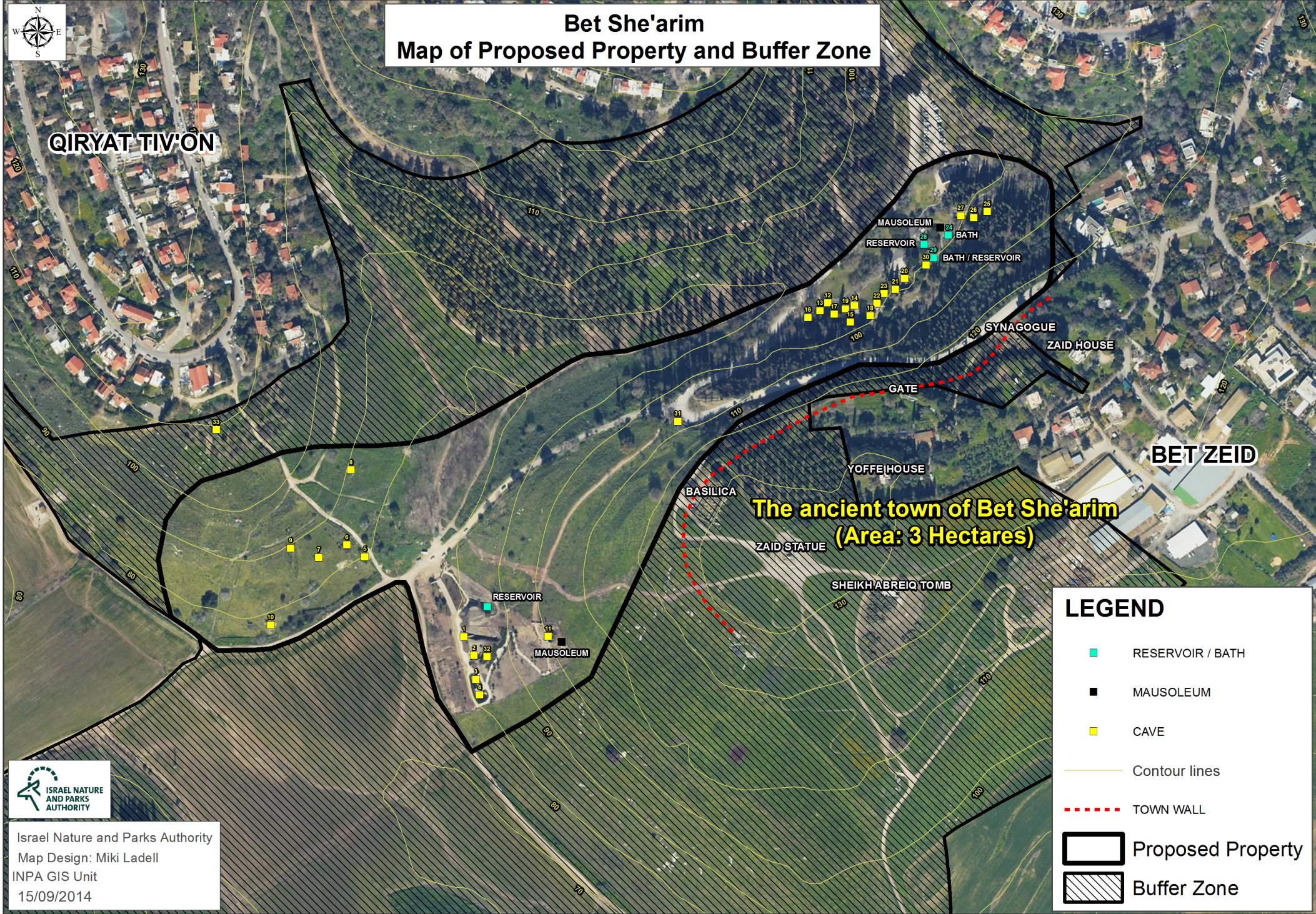
LEGEND

Contour lines

Proposed Property

Buffer Zone

Bet She'arim Map of Proposed Property and Buffer Zone



H. E. Mr Nimrod Barkan
Ambassador, Permanent Delegate
Permanent Delegation of Israel to
UNESCO
Ambassade d'Israël
3, rue Rabelais
75008 PARIS
France

Our Ref. GB/MA 1471

Charenton-le-Pont, 17 December 2014

World Heritage List 2015

Bet She'arim Necropolis – A landmark of Jewish Renewal - Additional information II

Dear Sir,

ICOMOS is currently assessing the nomination of Bet She'arim Necropolis – A Landmark of Jewish Renewal, Israel for World Heritage Listing and we thank you for the additional information you provided on 24 September 2014.

As part of the evaluation process, the ICOMOS World Heritage Panel has now reviewed this nomination including the additional information received and has identified areas where it considers that further information is needed.

Could the State Party accelerate the completion of the legislative protection of the southern part of the buffer zone within the jurisdiction of Emek Yizreal Regional Council in order to complete legislative protection of the property and all of the buffer zone as a National Park prior to the World Heritage Committee meeting in June 2015?

We look forward to your responses to these points, which will be of great help in our evaluation process.

We would be grateful if you could provide ICOMOS and the World Heritage Centre with the above information by **28 February 2015 at the latest**.

We thank you in advance for your kind cooperation.

Yours faithfully



Regina Durighello
Director
World Heritage Programme

Copy to Israel Nature and Parks Authority (INPA)
 UNESCO World Heritage Centre

27 February 2015

Attention of:

Ms. Regina Durighello
Director
World Heritage Programme

Re: Bet She'arim Necropolis – A landmark of Jewish Renewal

Additional information II

Response to your letter: Ref. GB/MA 1471 Charenton-le-Pont, 17 December 2014 World Heritage List 2015

Dear Ms. Durighello,

We appreciate the thorough evaluation process that ICOMOS has taken upon itself to consider the nomination of **Bet She'arim Necropolis – A landmark of Jewish Renewal**.

The additional information we may provide you at the moment further to the information provided on 24 September 2014 is the following:

2) A declaration of intent by the head of the Emek Yizreal Regional Council

The southern part of the buffer zone is located, as you know, within the jurisdiction of Emek Yizreal Regional Council. The Emek Yizreal Regional Council and the Yizraelim Local Committee for Planning and Building are committed to complete the legislation process and the required steps towards the final approval of Plan G/18480 that defines the southern part of 'Bet She'arim National Park' as soon as possible. Hereby is attached a document written by Mr. Eyal Betzer, the head of the Emek Yizreal Regional Council, in which he states the Council's commitment to take the required steps towards the completion of the legislative protection of the mentioned

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area as a 'National Park' as soon as possible. Even so, it seems that the completion of the requested legislative process won't be finalized prior to the World Heritage Committee meeting in June 2015.

Mr. Betzer's statement serves as an another confirmation for the intent of state of Israel to accelerate the completion of the legislative protection of the southern part and hopefully as a true help for the assessing process.

2) Additional maps

The southern part of the buffer zone is currently found at the legislative process for its final official approval as a national park. As we informed before, this area already enjoys several legal protective designations. We attach hereby a few maps showing more clearly these legal protections mentioned throughout the nomination dossier.

The maps are the following:

2.a Plan of Bet She'arim – Antiquities Site

Northern District/Galilee Regional Planning Committee / Zoning Plan 326 attached to Town-Planning Scheme No. G/325.

The plan shows that within the southern part of the buffer zone, the east part (in pink) is already designated, since the year 1964, as an 'Antiquities Site' hence its protection is fully ensured.

2.b+c Bet She'arim – Designated Land-Use Map + Bet She'arim – Land-Use Map

The attached 'Designated Land-Use Map' (2.b) shows the entire area of Bet She'arim National Park and the Antiquities Site area.

Regarding the southern part of the buffer zone, which is currently designated as 'approved national park at detailed planning', the state of Israel – through Local and Regional Committees for Planning and Building – permits some agricultural activity. The agricultural activity types are shown in the attached 'Land-Use Map' (2.c). The agricultural activity is subjected to strict restrictions. The rights for the agricultural use are anchored in contracts with the farmers, in which, among other conditions are the banning of construction for industry, commerce, dwelling and farm structures needs and the banning of quarrying and mining.

The agricultural activity at the buffer zone and at the areas surrounding the buffer zone constitutes a further protective layer for the property and for its buffer zone.

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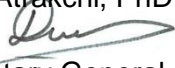
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Secretary General

Israeli Commission for UNESCO

CC:

Prof. Eli Stern, Chair of Israeli World Heritage Committee

Dr. Tzvika Tsuk, Head of Archeology Dept., Israeli Park Authority

Ms. Michal Cohen, Director General, Ministry of Education and Chair of Israeli Commission for UNESCO