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Linde, S.J. van der; Williams, T.; Nigro L., Taha H.

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## ARCHAEOLOGICAL SITE MANAGEMENT: THEORY, STRATEGIES AND IMPLEMENTATION FOR THE ARCHAEOLOGICAL LANDSCAPES OF JERICHO

Sjoerd van der Linde & Tim Williams\*

### 1. Introduction

Archaeological site and landscape management encompasses a variety of issues and concerns, including conservation, interpretation, sustainable tourism, research and local community participation. Reactive intervention is not sufficient to ensure the sustainability of the resource, or the needs of contemporary society. Expanding cultural tourism and globalisation, coupled with the impact of short-term economic strategies, are some of the reasons why integrated and holistic management has become, in recent years, an appealing approach to both the conservation and sustainable use of cultural resources.

Among several possible types of management, the model that has emerged through the Australian Burra Charter has acquired wide currency, mainly for its approach to the issue of local community involvement, and the ethical and ideological concepts of valuing the resource. But the intellectual framework for the ethical management of archaeological resources is less clear. Are issues of poverty relief (for example the *Agenda 21: UNITED NATIONS 1992*) and sustainable communities given sufficient attention? How do we balance the contemporary needs of the local community and wider society with the management and presentation of the archaeological resource? Most management models still advocate, either explicitly or implicitly, the primacy of conservation – sustaining the resource for future generations – as the core activity, but we need to accommodate the vital role the resource can play in meeting the needs of the current generation. Jericho provides an important challenge for cultural heritage management in Palestine: an opportunity to both develop approaches to the conservation of resources (not just physical resources but also skills and knowledge) and to address the contemporary needs of society, both economically and ideologically, through actions such as interpretation and education.

From the outset we were deeply impressed by the expertise at the Jericho workshop, most significantly by the excellent contributions of our Palestinian colleagues. There is a wealth of expertise within the country, with exciting and innovative work taking place in many fields, not least urban regeneration and architectural restoration (for example the work by

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\* Institute of Archaeology, University College of London.

Dr. Khaled Qawasme on the management of cultural resources in Hebron and the excellent contributions made during the workshop by the architect Nadia Habash). The development of a sustainable programme for Jericho will rely on mobilising this expertise and developing active participation. The support of the international community, through donors, UNESCO co-ordination, and expertise, will be important, but it is essential that the Jericho project, which has the potential to be a pioneering programme in the development of cultural resource management in the country, is seen as an exercise in developing internal Palestinian collaborations and exchange of expertise. The programme must be directed towards building the capacity of the Palestinian organisations to address complex archaeological landscape management and conservation, within the context of economic and social frameworks of participation. Interpretation, education, traditional skills, scientific analysis, conservation, design and urban planning are just some of the facets that will come together in the programme, and the challenge will be to bring the Palestinian expertise together in this process, hopefully building long-term partnerships between State, universities and private sector practices.

As the Mayor of Jericho, Mr. Hasan Saleh, stated in his introductory talk to the workshop, external circumstances have constrained development in the region. What are needed now are the resources and the political authority to make progress a reality. Everyone at the workshop was passionate about Jericho, both its present and its future. With the co-ordinating efforts of the Ministry of Tourism and Antiquities, Department of Antiquities and Cultural Heritage (MOTA-DACH) and the partnership of a variety of Palestinian organisations, a sustainable future is possible for this internationally important landscape.

We start this paper by exploring the concepts and theories behind value-based management planning models, and provide some thoughts on how to deal effectively with the tension between these planning models and the practicalities of daily management. We examine some of the issues, concerns and opportunities in the cultural heritage management of the Jericho Oasis, with an aim of contributing to the survival, enjoyment and sustainable development of its unique archaeological sites and landscapes.

## **2. Management Planning**

Management planning is an important activity in the field of archaeological heritage management. At present, it is generally accepted that the development of integrated and holistic management plans is an essential foundation for the sustainable management. Within such management frame-

works, actions come after comprehensive planning, while reactive measures, or interventions implemented outside the framework of a wider plan, are regarded as a potential threat to the archaeological resource: a "reactive approach can lead towards *ad hoc* decisions that can result in unanticipated, negative consequences in the short and long term"<sup>1</sup>. Thus reactive intervention was not seen as sufficient to ensure the long-term preservation of the archaeological resource or the needs of contemporary society. Gaining impetus in the *Australian ICOMOS Charter for the Conservation of Places of Cultural Significance* (adopted as the *Burra Charter* 1979), these models applied the notion of a holistic, integrated analysis of values and contextual considerations at the core of a participatory planning process<sup>2</sup>. Value-based planning models, which are at present reflected in the recommendations of international organisations such as ICOMOS, UNESCO, the Getty Conservation Institute and the World Bank, are argued to allow for managing change in a complex world<sup>3</sup>. Sustainable decision-making is then the result of careful long-term planning and in line with the significance of the archaeological site<sup>4</sup>.

### 2.1. Values

Mason and Avrami define heritage values as "characteristics of things or objects", or as "the qualities of the places (sites, buildings and landscapes) we refer to as heritage"<sup>5</sup>. Values could therefore be perceived as those characteristics that motivate the labelling of something as "heritage". Since heritage can be seen as a social construction, the values ascribed to it embody personal and political considerations. As a result, heritage often has multiple and contested values as interpreted by different people<sup>6</sup>. The traditional view that heritage can be objectively perceived in static and intrinsic values are therefore no longer held as the absolute truth<sup>7</sup>; values are rather subjective, contextual and dynamic of character<sup>8</sup>. Since values rely on a human perception of the resource, they are inherently linked to the process of valuing and decision-making by stakeholders<sup>9</sup>. A good example

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<sup>1</sup> Sullivan 1997, 16.

<sup>2</sup> Australian Icomos 1998; Mason - Avrami 2002, 19.

<sup>3</sup> Hall - McArthur 1998.

<sup>4</sup> Demas 2002, 27.

<sup>5</sup> Mason - Avrami 2002, 15.

<sup>6</sup> Hall - McArthur 1998.

<sup>7</sup> Avrami 2000, 6.

<sup>8</sup> Hall - McArthur 1996.

<sup>9</sup> Mason 2002, 21.

of this subjective notion of values can be seen in those management models with an emphasis on the "human dimension", the multiple relationships between heritage, visitors and stakeholders and their perceived values<sup>10</sup>.

What is not explicitly reflected in current management models is that values often reveal themselves through "means to ends" relationships<sup>11</sup>: values can be seen as inherent to a desired outcome of objectives and actions. Decision-making, therefore, is not only focused upon "existing values", but also upon "potential values". The notion of creating values by means of active modification or use of the resource is an issue that is ill defined in heritage management systems. Those values that require creativity in order to become realised might be termed "opportunities".

The distinction between existing and potential values has considerable implications for the practicalities of heritage management; if perceived significant, the first should be conserved, while the latter should be created. The tension between the conservation of existing values and the creation of potential values often constitutes a key element of decision-making. This tension is often dealt with prior to the assessment of values, leading to an approach where conservation takes precedence over other significant elements, and where the preservation of existing values is favoured over the creation of new ones. As will be argued later, this is especially the case for processes of interpretation, communication and education which are often dealt with too late in the management process.

## **2.2. Significance**

The *Burra Charter* sees values as a fundamental part of the conservation process<sup>12</sup>. The assessment of values leading to the compilation of a statement of "Cultural Significance" is then placed at the foreground of its systematic approach. Even if the notion of cultural significance is expanded by including a broader range of values, such as through the inclusion of economic and political values<sup>13</sup>, it can be argued that the value-based approach does not effectively allow for the creation of new values or for the identification of opportunities. Opportunities should be regarded as a fundamental part of the site's significance and when confronted with the need for immediate decision-making adapting to opportunities can help to establish or clarify significance.

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<sup>10</sup> Hall - McArthur eds. 1996, xv.

<sup>11</sup> Darvill 1995, 41.

<sup>12</sup> Truscott - Young 2000.

<sup>13</sup> Truscott - Young 2000

### **2.3. Approaches to Management Planning**

Management planning is often described as a linear process<sup>14</sup>. It has been summarised<sup>15</sup> as a series of steps that aim to:

- identify stakeholders and values, document and identify the resource, describe the site and its physical condition, explore management context;
- assess and analyse the values, and articulate the significance of the place;
- develop policies that sustain and enhance the values, often with long, medium and short term goals;
- establishment objectives, strategies and tasks;
- and implement and monitor a strategy.

All of these stages can be seen as responses to the complex issues relating to the management of specific heritage resources, within particular and specific social, economic, political and physical environments.

A linear planning process, if completed in its logical sequence, has the advantage of reducing the risk of unforeseen impacts of uninformed decision-making, as well as providing useful guidelines for focusing in detail on complex situations. As a result, however, the focus can be very much on conserving the archaeological resource, after carefully examining its significance, and only then implementing interpretive activities. Although strategic planning is designed to be interpretive in order to deal with the dynamic and complex characteristics of reality<sup>16</sup>, the linear planning model can mean that immediate decision-making, in order to adapt to threats or opportunities, cannot be effectively dealt with.

### **2.4. Opportunities**

The development of management plans often faces many obstacles, such as the scale and complexity of the archaeological resource, or the lack of available resources, time and expertise. There are situations where the need, opportunity and desire for immediate action is evident, but there is not yet a developed management plan in place, creating a potential conflict in the decision-making process: "Logically, a consensus on the overall plan should precede the implementation of an important part of its recommended strategies. Realistically, it is well known that the practicalities of daily management often conflict with the ideals of its

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<sup>14</sup> Sullivan 1997, 15.

<sup>15</sup> Mason 2002; Demas 2002; Truscott - Young 2000.

<sup>16</sup> Hall - McArthur 1998, 21.

theory"<sup>17</sup>. The field of interpretation, for example, is one of the areas in which this conflict is apparent. This is particularly the case when its planning is considered to be a part of the linear approaches towards management processes (as outlined above). However, the translation of an explicit recognition of this conflict into practical approaches for heritage managers is lacking; contemporary management models rather see conflicts as issues to be resolved in the decision-making process. As a result, the sustainable development of archaeological resources is in danger of being restricted, leading to reduced benefits for the public.

### **2.5. Participation, Vision and sustainable Development**

A participatory planning process (by which those responsible for implementing the plan are also those who have helped in formulating it), is nowadays generally accepted as an essential element of heritage management models, since it will increase the sense of ownership and hence its effective implementation<sup>18</sup>. In reality, it is often the heritage managers who are the empowered stakeholders concerned with the need to make creative interventions and adaptive decisions in times of conflict; time and resources are not always available to provide consultation for every decision in the field<sup>19</sup>. The notion of vision and the managerial freedom to act according to opportunities can then be seen as effective solutions to allow creativity in order to deal with the need for immediate decision-making. Unfortunately, vision is sometimes perceived as inherent to leadership<sup>20</sup>, effectively reducing creativity to something that can only be pursued apart from the constraints opposed by other stakeholders. In this respect, management models have been argued to lead "too often to a 'consensus' approach, deadening creativity and eliminating opportunism"<sup>21</sup>. In our opinion, an effective balance between opportunism and management planning can only be applied by recognising explicitly that the heritage manager is not only just one of the stakeholders, but also influences the decision-making process by means of a subjective and creative intervention in the valorisation process. Such an explicit approach might then allow for combining participatory planning and creativity more effectively, by defining "areas in which ... to take initiatives, even if the opportunities and resources are not yet avail-

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<sup>17</sup> De La Luz Gutiérrez *et al.* 1996, 222.

<sup>18</sup> De La Luz Gutiérrez *et al.* 1996, 216; Cossons 1994, 17.

<sup>19</sup> De La Luz Gutiérrez *et al.* 1996, 222.

<sup>20</sup> Burret 1985.

<sup>21</sup> Cossons 1994, 13.

able"<sup>22</sup>. By doing so, it is possible to act immediately when an opportunity arises that fits the vision for the site, which should be established in the early phases of the management process. It will then be important to explicitly communicate the decisions made.

### **2.6. *Balancing Options and Decision-making***

Current management planning models allow for the development of long-term solutions that are based on an informed context and on the existence of a developed management strategy for reducing the risk of unforeseen negative implications as well as providing useful guidelines for focusing in detail on complex situations. However, such an approach does not explicitly allow for adapting to those opportunities that are challenged by the absence of a fully developed management strategy, even though they might contribute to the perceived vision of the stakeholders. As argued above, we therefore believe that a more creative and positive approach to the possible adaptation to opportunities by the heritage manager, can lead more explicitly to sustainable solutions in the long-term to the benefit of all stakeholders. This does not imply that short-term activities are to be preferred over long-term solutions; it rather stresses the fact that they might contribute more efficiently to sustainable benefits in some cases. Indeed, short-term solutions are often not as effective as they could have been in the linear model. The need to balance the two different approaches as mentioned above, is therefore one of the fundamental challenges when making decisions in the field of site management planning. What is needed is to weigh up the short-term gain and the possible long-term impact of such decisions. Subsequently, this balance has to be compared both to the benefits of long-term informed solutions that can be implemented after a fully developed management plan, and to the impact of the decision not to adapt to a certain opportunity. In this respect, it is essential to act according to a shared vision and not out of concern over anticipated obstacles and objections; the process of prioritising management solutions as a result of assessing inherent capacities to foster sustainable benefits, should also take place when predictions about future values are uncertain.

The fact that this paper does not focus in particular on the impact, constraints or possibilities deriving from economic resources, does not mean that these are not considered as highly important when setting out objectives or making decisions about the future of archaeological resources. The point here is that "the simple moral is that irrespective of economic circum-

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<sup>22</sup> Cossons 1994, 14.

stances ... whether there are plenty of certainties or uncertainties, the need to have a clear vision ... is imperative"<sup>23</sup>. Obviously, there are many other elements that will influence the decision-making process in practice, such as factors in the field of the management and condition context, the availability of resources and skills, and the political environment. Indeed, "any particular balance will be decided on ... politically, not as a matter of optimal, objective solution"<sup>24</sup>. This paper will not, however, focus upon how these factors influence decision-making processes; rather, it will suggest that the principle of sustainable development should guide the processes of balancing options and decision-making in times of conflict.

### 3. Interpretation

One of the areas in which to explore initiatives at the earliest possible opportunity should be that of interpretation. Many authors believe that education forms the basis of interpretation<sup>25</sup>. The role of interpretation has, for example, been described as "to educate people about the place they are visiting"<sup>26</sup>. The focus on the educational role of interpretation is then primarily aimed at visitors, with the underlying goals of providing understanding, appreciation and enjoyment of the archaeological resource. While the creation of "mindful" visitors is an important tool in generating support for the management and conservation of the archaeological resource<sup>27</sup>, there are numerous other possible benefits deriving from an incorporation of archaeological resources within the field of education<sup>28</sup>. Amongst others, these include benefits for children, their families, schools and teachers, through interpretation focused on the local community<sup>29</sup>. Interpretation can then be approached from both the perspective of formal and informal education, with an emphasis upon both life-long learning and evidence-based learning<sup>30</sup>. Education can therefore be seen as a "form of instruction, training or study set up to help people to acquire knowledge, skills and awareness"<sup>31</sup>. The educational role of interpretation, therefore, should include

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<sup>23</sup> Cossons 1994, 13.

<sup>24</sup> Mason - Avrami 2002, 24.

<sup>25</sup> See for example Uzzel - Ballantyne 1998; Timothy - Boyd 2003; Tilden 1977.

<sup>26</sup> Timothy - Boyd 2003, 197.

<sup>27</sup> Lopes Bastos - Kanan 2003; Uzzel - Ballantyne 1998.

<sup>28</sup> See for example Pearson 2001; Stone 1994; Stone 2004; Henson 2001.

<sup>29</sup> Pearson 2001, ix.

<sup>30</sup> Stone 1994; Stone 2004, 7-8; Pearson 2001; Henson 2001, 13; Lock 2004, 57-61.

<sup>31</sup> Hall - McArthur 1998, 166.

benefits for the public, and particularly the local community, through the appreciation, enjoyment, use and understanding of the past, the development of awareness and public support of the archaeological heritage, the acquisition of useful skills covering a wide range of curricula<sup>32</sup>, training and capacity building in a wide range of archaeological management and conservation practices, and the development of a sense of place. All these aspects can actively contribute towards sustainable benefits.

### **3.1. Interpretation, Conservation and sustainable Development**

The sustainable role of interpretation within heritage management models is primarily approached from a conservation perspective. The underlying value of the educational and entertainment roles of interpretation is then to enhance awareness and to create a sense of ownership, which can lead to a greater realisation for the need to preserve and protect the archaeological resource. This can potentially lead to visitors' behaviour that reduces the negative impact of activities such as looting, rubbish dumping and erosion. Some examples in the field of archaeological heritage management have shown that conservation can indeed be an effective and even enjoyable part of interpretive programmes<sup>33</sup>.

Interpretation should, however, not only focus on sustainable benefits that can be accomplished through the use of interpretive resources and presentation techniques as a result of fully developed interpretive strategies. The processes of decision-making, conservation, archaeology and management, and the development of resources provide equally important opportunities to include sustainable benefits by means of interpretive activities. In other words, interpretation should be seen as a dynamic part of the archaeological management process. By doing so, it can serve several functions that can be of benefit for the development of management plans. Interpretation and education are then argued to be useful to:

- raise awareness and understand the values and uses of heritage;
- raise awareness and understand the issues facing the management of heritage and the way in which management is dealing with them;
- influence or change visitor behaviour;
- seek public input and involvement with various aspects of heritage and visitor management<sup>34</sup>.

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<sup>32</sup> Corbishley 2004, 2-3; Pearson 2001, ix.

<sup>33</sup> Lopes Bastos - Kanan 2003, 1-8; Oliva 1994; Hall - McArthur 1998, 182-183

<sup>34</sup> Hall - McArthur 1998, 168.

Seen as such, interpretation should aim to improve the visitor's experience, as well as to actively contribute to the vision and objectives of the management plan<sup>35</sup>. Moreover, by communicating the decision-making process, it can play a fundamental part in the development of management planning. Interpretation and education should therefore not only communicate what is actually happening at archaeological sites, but also what could, would and should be happening.

### **3.2. *Interpretation, Communication and Management Planning***

Interpretation has to focus actively on this process of decision-making by communicating the perceived significance and potential benefits to both stakeholders and the general public. A focus on interpretation as a "communication mechanism" can increase the perceptions of risk, develop public awareness and support, and establish active involvement of stakeholders in order to contribute to the management, development and conservation of the archaeological resource. The significance of the archaeological resource, the need for conservation, the decision-making process as well as the potential benefits of present use and future development should therefore be communicated to the public as soon as possible in the process of management planning; the processes of interpretation and education should never be regarded as end-products.

If one acknowledges that the processes of archaeological excavation, conservation, presentation and management are worthy topics of interpretation and education as well, the need to implement interpretive planning within a dynamic management planning strategy becomes even more apparent. From an educational point of view, it is also essential to involve pupils, teachers and the local educational community "at the earliest possible opportunity"<sup>36</sup>. Furthermore, it has been suggested that archaeology can only provide added social and educational values "if we take the broad view of what constitutes the past"<sup>37</sup>.

Such an incorporation of interpretive planning within broader management models can only succeed if incremental implementation is secured in a way that ensures that unforeseen changes can be made if necessary. Having its genesis in Tilden's fundamental principles of interpretation<sup>38</sup>, interpretive planning must therefore be based upon several guiding elements in order

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<sup>35</sup> World Bank 1999, 9.

<sup>36</sup> Pearson 2001, 45.

<sup>37</sup> Corbishley 2004, 1.

<sup>38</sup> See Tilden 1977.

to deliver "sustainable interpretation", such as efficiency, flexibility and optimum resource use<sup>39</sup>. Although the process of delivering interpretive messages lies outside the scope of this paper, it is worth remembering that "the message is more important than the medium in increasing understanding"<sup>40</sup>, and that the processes of archaeology and conservation often allow for a relatively easy translation to flexible and (cost-)effective resources<sup>41</sup>. Although constraints in the field of management and available resources will influence the way in which the potential capacity for fostering sustainable benefits will be assessed in the process of balancing short-term interpretive activities and long-term solutions, it means that providing flexible and (cost-)effective short-term interpretation should never be discarded *a priori*.

#### **4. Issues and Concerns at Jericho**

##### **4.1. Local Community Participation**

We discussed (above) the important role that participatory planning can and should play in the development of archaeological site management strategies. Clearly the process has already started at Jericho, and the range of interests, groups and organisations present at the workshop shows a clear commitment to develop this facet of the planning and implementation process. However, getting the local community engaged is often difficult when people feel that they have been denied a political voice. Recent elections may have helped, but the question was raised by some speakers as to whether local people feel engaged with the site. We heard many speakers describe the site with pride, and there is no doubt that there is a strong commitment to the place and the cultural heritage, but substantial efforts will need to be made to widen the participation and develop greater understanding of the range of issues and values. The production of more material in Arabic would be one important step, enabling access to information and dialogue, but developing genuine participation, as opposed to more generic consultation, will be a major task that needs to start in the earliest phases of the project.

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<sup>39</sup> Timothy - Boyd 2003, 233.

<sup>40</sup> Uzzel 1994, 295.

<sup>41</sup> Pearson 2001, 49-55.

#### **4.2. *Tourism***

Although not the main focus of this particular paper, the issue of cultural tourism and its ability to be a driving force in the economic sustainability of the Jericho area in general, and the sites in particular, is a major area for research and planning. The allocation of resources, dispersal of returns, co-ordination in development, realistic targeting (taking account of wider fluctuations in the market and political contexts), etc., are all substantive issues that need to be explored in the development of a sustainable management plan. Preparing for tourism now – whilst visitor numbers are relatively low – will enable the project, the sites and the communities to prepare in advance of the substantial increases that may take place as wider political circumstances improve. To this end, the development of local educational resources (see below) could provide valuable experience in assessing carrying capacities, visitor impacts, interpretation strategies, etc., while also developing expertise in guiding, interpretation, etc.

There is a lot more to the Jericho Oasis than just the focal site of Tell es-Sultan. By broadening the interpretation and presentation of sites in the area, initially to include major monument complexes such as Hisham's Palace, and in the long-term broader landscape interpretation incorporating all the sites of this complex oasis, it would be possible to spread the visitors' load and increase the overall capacity of the region. Eco-tourism, and the exploration of other aspects of intangible cultural heritage, could also diversify and integrate the tourism strategies for the area. The aim, sustainable tourism, requires much thought about carrying capacities and local impacts, and this needs to be carefully integrated with the site management strategies.

#### **4.3. *Boundaries***

There are difficult choices to be made regarding the boundaries of any putative Archaeological Park or World Heritage Site at Jericho. There is an understandable focus upon Tell es-Sultan and on the Neolithic, but even here the boundaries of the area are not easily established: clearly the limits of the extant *tell* are only part of a complex landscape in the immediate vicinity. Burials surround the *tell* area and while some areas have been extensively excavated, many have not even been mapped, and their full extent is unknown. Remote sensing would be of value in many areas, but the scale of surviving buried archaeological resources in the refuge camp to the south also needs careful, and sensitive, exploration.

But what of the wider cultural landscapes of the Jericho Oasis? There is extensive survival of aqueducts, wider irrigation systems – both funda-

mental to the exploitation and management of the Oasis over many centuries: should the evidence for these be included in the park? What of other major monument complexes within the Oasis, such as Hisham's Palace, or the variety of lesser known but important monuments such as Tell es-Samrat racecourse or the later sugar factories? Perhaps the 45 kms<sup>2</sup> of the Jericho Oasis provides a logical and cohesive landscape for research, designation and management? What is evident is that the designation of boundaries for the suggested Archaeological Park or World Heritage Site (Tell es-Sultan is already on the inventory of potential World Heritage Sites) will not be simple. Cultural landscapes encompass complex issues of geographic, cultural and chronological depth, and defining spheres of interest and management for the Oasis should be considered an important task.

A single boundary to the archaeological park will probably not be the answer, especially given the complexity of modern land-holdings within the area. Practically, it is likely that a number of discontinuous boundaries will be conceived to encompass groups of monuments or landscape features, although issues of the wider management of the landscape, and monument setting, will need careful consideration. Once again, the lack of documentation from survey, geo-prospection and aerial survey will hamper effective and sustainable decision-making. A programme of evaluation and documentation will be an important first step.

Clearly the boundary for any Archaeological Park or World Heritage Site nomination (which need not be the same), need not (in fact almost certainly will not) represent the boundary of concern or management. Zones of management and research interests (often rather misleadingly referred to as buffer zones) will be essential in integrating any proposals with the Jericho Master Plan being developed by the local authority.

The chronological boundaries of the Jericho landscape also need consideration. While there has been an understandable focus on the Neolithic and Bronze Age, the landscape is a palimpsest of earlier and later activities which together comprise the complex history of human exploitation of the Oasis. The occupation of the Iron Age, Hellenistic, Roman, Byzantine, Jewish, Islamic, and Ottoman periods, for example, are all crucial to the understanding of the place and the complexity of human settlement. All will need to feature strongly in conservation, interpretation and education strategies. A notable example of the issues to be addressed is the refugee camps on the very edge of the Tell es-Sultan site: as one of the very first refugee camp constructed in Palestine, it has strong historical and symbolic values, mixed with the complex needs of sustaining a community that still inhabits the space, sometimes in very difficult conditions. To develop a

management strategy for both the historic environment and the living communities of Jericho will require sensitive planning.

#### **4.4. Documentation**

There is a vital need for documentation to be collated for the Jericho Oasis, to underpin sustainable decision-making: “Good decisions preserve the values of a place, are sustainable, and result from careful planning”<sup>42</sup>. The aim should be to establish an effective documentation platform by collecting the material dispersed across the world to provide the basis for planning and interpretation. This may be difficult when much of the primary sources on previous works, including much of the physical remains (notebooks, drawings, photographs, artefacts, etc.), reside outside Palestine: some are accessible in the Hashemite Kingdom of Jordan, but many are within European, American or Asian institutions. However, virtual documentation and repatriation has become increasingly achievable: while it may take some time to negotiate the physical return of material to Palestine, the access to the intellectual information, and its virtual return in the form of electronic copies, is both achievable and essential for the effective planning of management and interpretative activities at Jericho.

It is also essential that more material is made available in Arabic. If the Jericho project is to develop an effective dialogue with local communities and the Palestinian State, and to promote participatory planning strategies (see below), then it is crucial that those communities have access to information and ideas. As it was discussed at the workshop, many people from the Jericho Oasis are unaware of the wide range of values currently identified in the management proposals, and, concomitantly, their views are almost certainly currently undervalued in the process. Developing dialogue, and creating contexts for that dialogue (see the example below), must be a priority.

##### 4.4.1. The Photographic and Film Archive: an Example of Documentation and Opportunity

The work on documentation can also provide opportunities to develop international collaborations and local skills. The photographic archive of the excavations by Kathleen M. Kenyon, for example, can be seen as an opportunity to establish links between MOTA-DACH and international universities. The digitised datasets of Rome “La Sapienza” University and the Institute of Archaeology, University College London should be integrated and made available as soon as possible: this material will underpin

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<sup>42</sup> Demas 2002, 27.

decisions concerning the need for conservation, helping to prioritise areas for immediate preventive conservation activities, the current condition of the resource and how it has changed since excavation, providing important information about the speed of decay, and assessments of the legibility of the archaeological resource, both now and in the past, which will be central to many aspects of the on-site interpretation strategy (see below). Work on the digital archive can also be seen as a capacity building programme, developing digital data storage and manipulation skills, and infrastructure, within MOTA-DACH. In addition, this material should be seen as a significant resource for interpretation in the short- and medium-term. For example, a television documentary on the Kenyon's excavations, made during the 1950's by the BBC, can provide links to the process of excavation and discovery, an important element in understanding, presenting and interpreting the site. The film and photographic archive can also be used as an opportunity to engage elements of the local community. The documentation of the oral histories and experiences of those people from the Jericho Oasis who worked with K.M. Kenyon from 1952 to 1958 would not only add considerably to the interpretative resource, providing a more balanced and nuanced interpretation of the resource, but could also play an important role in developing links with the community.

## **5. Management Planning at Jericho**

It is important to see the development of a management plan as a living tool, not as a definitive solution. Indeed, the process of developing the management plan is often more important than the product, as it is the process that develops dialogue and partnerships, raises tensions, recognises conflicts and explores alternatives. It should help to develop sustainable short, medium and long-term management: as everyone is aware, it should not simply be a tool to obtain World Heritage status, only to then be forgotten (like so many). It is also important to develop the vision for the area, which can only be achieved through consultation and dialogue. It is unlikely that everyone will share a single vision for the Jericho landscape, either in terms of its conservation and management, or its relevance and importance to contemporary Palestinian society. Nevertheless, it is the dialogue over this future that will bring these issues to the fore. It is interesting that a number of visions, perhaps complementary, came forward during the workshop, such as the ability of the cultural resources to change people's lives: "Jericho is the hope for the future" stated the Mayor when discussing the Jericho Master Plan. There was also a vision of a "Green Jericho", a modern ecologically conscious

adaptation of the landscape reflecting perceived values of the heritage of the Oasis as a rich agricultural area, sustaining communities through the careful management of water resources. The opportunity of the Jericho project to further develop a sense of Palestinian heritage and archaeology was also discussed. There are perhaps some tensions between these visions. For example, the Green Oasis necessarily involves an intensification of agriculture and water-management that will have an impact upon the buried archaeological resource of the Oasis, much of which is still inadequately understood and mapped. It will also be interesting to see how visions of modern landscape management will interact with the notions of historical exploitation; but these are exactly the issues that must be developed and debated in the wider plan if we are to achieve a sustainable future for both the cultural resources and the local community. As with many areas of policy development, there is a need to consider the development of management planning in the Jericho Oasis as an holistic exercise. Each facet of the study will have impacts upon the other: for example, conservation cannot be approached without consideration of the impacts upon interpretation and educational potential. Preservation, conservation, interpretation, education, ecology, tourism, economic impact, archaeological research, capacity building, etc. are all interconnected, and while we can explore the development of specific policies and strategies in each of these areas, their connectivity is central to a sustainable approach. Nevertheless, we will discuss some initial ideas in some of these areas.

### **5.1. Governance**

The legal framework for the area is complex: the Tell es-Sultan site is owned and managed by MOTA, as some of the other monuments within the landscape. However, the majority of the surrounding countryside and urban areas (and so archaeological sites) are owned by a patchwork of the Municipality and private individuals. Crucial management issues that are likely to arise – the position and use of roads, access, parking, commercial activity, the refugee camp, etc. – are going to bring the issues of ownership and power to the fore. Careful consultation and documentation will be an important first step in establishing interests and concerns. We'd suggest that since governance is likely to include complex negotiation between existing parties – the State, national organisations, the Municipality, the local people – there will be a need for dedicated co-ordination and staff. Communication and documentation, both vital roles in the process, will be time consuming but essential. Establishing effective monitoring mechanisms will be similarly crucial in developing the implementation of strategies.

## **5.2. Capacity Building**

We see capacity building as lying at the very core of the processes to be undertaken at Jericho. This project represents an unrivalled opportunity to develop Palestinian capacity in archaeological site management, including policy development, strategic planning, site conservation, interpretation and education. Given the excellent skills base that is already available in Palestine, this is as much about bringing the various expertises together in Palestine as it is about bringing in external skills. Political constraints in the past have impaired the sharing of information, and are likely to do so in the future, but the Palestinian Authority has created a more stable platform to develop efforts in co-ordinating action and advice.

## **5.3. Research Strategy**

There is a strong role for active research within the Jericho project. Targeted research is likely to be important to:

- enhance our understanding of the resource, enabling it to be managed more effectively;
- improve the quality and depth of interpretation to visitors;
- improve the quality and range of educational resources;
- develop active research that maintains, or enhances, Jericho's reputation and continues to attract visitors.

It would be useful to develop an explicit strategy for future research, which could help focus resources and prioritise research activities. It would also enable the research, including any new excavations, to be closely co-ordinated with the conservation, education, interpretation and tourism strategies. As is now increasingly common practice, any new excavations should have planned conservation and interpretive outcomes: these should not be seen as optional extras to be added to the excavation programme if the excavator sees fit. Planning for reburial or display and interpretation should be integrated facets of a mature archaeological strategy. It is suggested that new archaeological excavations at Tell es-Sultan should only be undertaken when clear policies are in place for the conservation and presentation of the site. In selecting new excavation areas the effective presentation of stratigraphy and architecture should be considered as part of the planning criteria. The archaeological exercise in itself should also be explored for its immediate interpretive value. If visitors, local residents and school groups can be engaged within the archaeological process, by producing flexible and short-term interpretive activities and materials (such as guided tours, leaflets, outreach projects and participation), it could provide

future benefits for management planning at the site. It will be important that future academic research is made available in the Arabic language.

#### **5.4. Conservation Strategy**

As the other suggestions on developing strategies, this section is largely focused on a response to the specific problems of Tell es-Sultan, which was the focus of the workshop. However, many of the strategies and research, for example into traditional approaches to the maintenance of earthen architecture, are applicable to the needs of the wider Jericho Oasis project.

##### **5.4.1. Condition Assessment**



**Fig. 1 - The western section of Kenyon's trench at Site M in 2005. The legibility of the section is still clear after more than 50 years of exposure. There is good definition of the stratigraphy and structural features can be discerned. The surface of the section seems to be relatively uneroded, suggesting that this face, protected from the prevailing winds, can survive well with minimal conservation or maintenance (the other sections, while relatively stable, are more obscured by rainwater and wind erosion). The main problem for the western section is the upper portion, where less compacted stratigraphy has collapsed, probably, in part, as a result of poor drainage (note a substantial rainwater gully in the centre of section, cutting into the stratigraphy) and the proximity of the spoil heaps to the edge of the trench. Some simple interventions - removing the spoil heaps, improving the drainage, removing the damp soil at the base of the section - could rapidly improve the situation here.**

There is a pressing need to understand the nature of the conservation problems at both Tell es-Sultan and within the wider landscape. There are a complex variety of processes taking place at Tell es-Sultan for example, including erosion and degradation caused by rainfall, drainage problems, wind, vegetation, and probably temperature variations, animals, etc. There are certainly problems caused by visitor routes, site security and the use of inappropriate materials. The first step in establishing an effective conservation strategy, closely linked to a coherent approach to the interpretation for the site, is to understand the processes that are at work, and the speed with which these are impacting upon the resource. Clearly different aspects of the site are changing at different rates due to localised problems (fig. 1)<sup>43</sup>. Systematic monitoring coupled with an analysis of archival material (especially photographic evidence) could provide a strong baseline for decision-making.

#### 5.4.2. Emergency Work

As with many archaeological sites, there is a tension between the need to undertake emergency preventive conservation and long-term strategies for the protection of the site, including the landscape management of the site and its environs. In the case of Tell es-Sultan there is urgent work that is needed in order to prevent further loss. However, the aim of all such interventions should be to ensure that the approaches are reversible and, as far as is possible, do not compromise or substantially increase the costs of long-term conservation, display and interpretation. Emergency preservation and conservation of the site to prevent further deterioration should include:

- a. the development of a short-term emergency and preventive conservation plan;
- b. the establishment of documentation and publication procedures for conservation activities;
- c. the establishment of procedures for conservation works, including how (and who) defines the priorities, and the role and selection of implementing agencies;
- d. undertaking a condition assessment (see above). Documentation of current condition and establishment of monitoring programmes to assess speed of change and factors effecting survival;
- e. there is an immediate need for emergency conservation works, to include:
  - basic drainage works (probably using natural slopes and sacrificial layers rather than below ground interventions), repair of fences and

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<sup>43</sup> See Nigro in press, fig. 16.

- paths, cleaning, vegetation removal, etc., to protect the excavated trenches;
- perimeter fencing repairs and maintenance;
  - consideration should be given to a reburial strategy for vulnerable material, especially where the material adds little to the current visitor experience. The rapid degradation of Area F is an example of continued and rapid loss. The Garstang's trench, on the contrary, may have largely reached a state of stasis (fig. 2). Reburial is cheap, effective, and reversible. It does mean a short-term loss of interpretative opportunity, but the site can be relatively easily re-exposed later if new solutions or resources permit (fig. 3). Reburial techniques, however, need to be carefully considered and implemented: for example, consideration should be given to the use of geotextile separators and archaeological sterile materials;
- f. it is suggested that no further archaeological excavation should take place until basic conservation has been undertaken and a strategy for future research developed.



**Fig. 2 - Garstang's excavation. The sides of the excavation trench have collapsed and the slope is now relatively stable. The damage has been done and reburial is now unnecessary (except in small areas), although monitoring will be needed. Cleaning or re-excavation of this trench would require a conservation solution to be in place at the outset.**

#### 5.4.3. Planning for future Conservation Work

To provide a platform for the future conservation of the site there are a number of areas of research and development that might be considered.

##### Research into earthen Materials

Earthen building materials comprise a substantial element of the site's architecture. It will be important to carry out experiments on physical characteristics of the materials of the site in order to understand the technological aspect of their history and to be able to find the proper treatments of such materials in the future. The sampling of historic materials and the testing of new soil mixes will be important, and probably need to be supported by the establishment of a small soils laboratory<sup>44</sup>. Research into current local practices in earth building, coupled with an ethnographic study of recent (19<sup>th</sup> and 20<sup>th</sup> century) approaches in the Jericho Oasis (which needs to take place as soon as possible as many of the structures are now derelict and in urgent need of documentation and analysis), would strongly support the development of conservation responses. It may also provide the basis for sustainable approaches to the survival and maintenance of the archaeological resource, and develop local contacts and skills (see below). In addition, the study would be a useful interpretive resource in its own right.



**Fig. 3 - Reburying archaeological excavations at Merv, Turkmenistan; protecting the archaeological resources without removing future options for presentation and display.**

<sup>44</sup> Cerulli 2000; MAPEI 1999.

### Conservation as a sustainable communal Development

Conservation should be seen as a sustainable development activity, helping to revive local traditions and building crafts. Priority should perhaps be given to establishing traditional techniques of earthen architecture maintenance (see above).

### Research into Approaches

Research is needed into a number of potential conservation approaches to the site of Tell es-Sultan. Techniques used elsewhere that may form notable elements of any subsequent strategy developed for Tell es-Sultan include the use of shelters to protect fragile resources, reburial, sacrificial layers, soft and hard landscaping (e.g. grasses to stabilise slopes) and maintenance regimes. While all have been employed on archaeological sites, some within the region, the specifics of the site need to be taken on board in selecting appropriate responses for the site, dependant upon the outcomes of the condition assessment. Too often, for example, relatively expensive shelters are considered as solutions when they neither address the specific conservation issues nor are sustainable as on-site structures.

### Monitoring

A monitoring strategy for the site is essential, to provide feedback on the performance of conservation measures and their wider impacts (for example, on interpretation and visitor experience). Monitoring of areas where no intervention has been undertaken, for example the relative stable eroded Garstang's trench (see above), should also be undertaken.

### Development of Permission Criteria for future Excavations

Any archaeological intervention in the future should be accompanied by explicit and resourced conservation, restoration or reburial plans, and clear interpretation outcomes.

### Participation

Explore the role of conservation activities in providing links to younger generations, raising their awareness of the fields of archaeology, conservation and site management.

### Conservation Capacity Building

A careful review of key skills, resources and training is needed to underpin future activities. Sustainable crafts, such as the development of traditional skills in earthen architecture, could not only provide important conservation expertise, but also much needed local employment. They may also have a wider impact upon the continued use of earthen materials in the Oasis and the character of local building renovation.

### **5.5. Education and Interpretation Strategy**

The education and interpretation strategy for the site of Tell es-Sultan should combine the short-term enhancement of visitor facilities at the site, with medium-term development of more sophisticated interpretation, including a possible interpretation centre and more developed strategies for the promotion of the site. There are also major questions about how to integrate the interpretation and education strategies for Tell es-Sultan into the wider landscape interpretation, including the other sites and locations within the Oasis.

#### **5.5.1. Short-term Activities**

On-site presentation and interpretation should be a priority. Not only will this improve the visitor experience, but it could also provide the mechanism for valuable training and experimentation with materials. Some basic improvements could be made relatively easily, including signage and leaflets. Accessibility needs to be researched, and some basic steps taken to improve access as soon as possible. The history and approaches of the archaeological excavations should be part of site interpretation and archive material needs to be collated as soon as possible: for example, interviewing local people who worked on the past projects and documenting their oral histories is an immediate priority.

Work also needs to commence in understanding the potential audiences for interpretation. International and national visitors have complex reasons for visiting the Jericho area, including belief-systems, cultural heritage, climate and leisure (for example its role as a winter retreat). The reasons local people visit the historic sites in the area are no less complex and the process of establishing values and needs will be vital in developing interpretation strategies that cater for the diversity of potential visitors.

#### **5.5.2. Education**

There is a new generation of the local community that can be engaged, not just with the cultural histories that the archaeological sites of the Jericho Oasis offer, but also with the issues of sustainability, ecology, conservation, and participation. There are already some good contacts and procedures in place with local schools, and these could provide a platform for developing connections, site visits, and educational resources (such as resources for classrooms, teachers' handbooks, and site-based activity sheets). The Jericho area could be seen as a pilot study for future national approaches. There are also opportunities for developing physical interactions, such as getting schools involved in basic site maintenance and conservation: processes that can be used to develop technical skills and a sense of ownership of cultural resources. Developing these contacts and materials,

approaches to evidence-based learning (see above), and capacity building for teachers and site staff, are all be important activities that could get underway in advance of the more mid to long-term development of the sites. Indeed, the opportunity to develop these resources and skills should be seen as a useful learning experience for all parties, and could enhance the degree of communication and participation within the local community. The integration of strategies for archaeological education within the National Curriculum is an important process, but one that is likely to take some time. The Jericho project is a pioneering development in Palestine, perhaps leading to the creation of the first integrated archaeological park in the country. As such, it has an opportunity to develop a dialogue with the educational authorities that should not be missed.

At a university level, there are already strong links between Birzeit University and the Jericho area. The re-opening of the Institute of Archaeology there would be an important step in developing capacity for the future. In general, collaboration between the university sector and MOTA-DACH will be vital in developing skills to sustain the development of archaeological parks in Palestine, and the future research into and management of the cultural resources of the country. A field-school at the site, for example, could provide regular interaction and planned learning opportunities between the Jericho project and the university sector. The Jericho project, as a long-term programme of site management, provides a unique opportunity to develop these capacity building links.

#### 5.5.3. *In Situ* Presentation and Museum/Interpretation Centres

There are considerable advantages and disadvantages to the *in situ* display of archaeological remains at Tell es-Sultan. The weaknesses include problems with the visual intelligibility of the archaeological remains: as archaeologists we are used to reading strata and interpreting from fragmentary remains, but this is a difficult issue to communicate to the non-specialist (fig. 4). We are also usually dealing with very fragmentary and incomplete building plans, and the leap from a few walls to the layout of domestic building, for example, is often difficult (fig. 5). There is a complexity of narratives and visualisations that can be difficult to grasp on site, with limited interpretational space, even for archaeologists! It is also a fact that *in situ* conservation can be relatively expensive and, especially when dealing with the deep excavation trenches and earthen architecture at Jericho, problematic.

Conversely, there are many strengths to *in situ* display. Visitors to the site have come to experience a place, not just to understand the archaeology, which could be achieved at a remote location or through other media

(books, websites, etc.). A sense of place is vital to creating the experience and engagement, and *in situ* remains are often an integral part of that sense of direct experience. Displayed remains also convey a sense of scale and texture (for example the size of the stone tower/bastion at Jericho is arguably more visually impressive and intelligible on site than through photographs and drawings; fig. 6).



**Fig. 4 - The legibility of the archaeological section: can this be "read" by non-specialist audiences?**



**Fig. 5 - The fragility of *in situ* remains. Does this make much sense to the visitor, let alone archaeologists? I like looking at mud-bricks as much as the next person, but is the exposure of this material, and its consequent degradation worth the interpretative gain?**

They also enable the visitor to experience aspects of setting and wider landscape context. And despite the problems of reading archaeological stratigraphy, *in situ* presentation enables us to engage the visitor in issues of the complexity of archaeological stratigraphy, and the scale and nature of the archaeological endeavour: both of which are crucial aspects of the significance of Tell es-Sultan, with its deep sequences and pioneering position in the development of stratigraphic excavation in the Middle East.



**Fig. 6 - The power of *in situ* remains. The Neolithic tower and walls as they are today (2005).**

As a result, there needs to be a careful examination of the extant excavation sites at Tell es-Sultan, assessing their potential for display and interpretation and integrated this with the conservation condition assessment (see above) to develop a strategy for reburial, conservation and on-site interpretation. Similarly, there are a number of issues to be considered before the construction of an interpretation centre at Tell es-Sultan. There are clearly strengths to create an interpretative and educational venue at the site. Approaches such as models, 3D computer visualisations and complex narratives (with multiple strands) become more achievable. The wealth of artefacts (for example the well preserved material from burials), environmental information and photographic/film data for the site can be used to develop issues such as crafts and technologies, domestic life (figs. 7-8), trade, beliefs, etc., in a way that cannot easily be achieved on-site. How such a centre could also function in terms of the wider landscape interpretation, as a hub for other sites in the Oasis, and as a venue for educational and participatory activities, needs to be explored during the development of the overall strategy for the project.



**Fig. 7 - The quality of survival at Tell es-Sultan. The remains of woven basket (1953: Basket 17 from Area H Tomb H18).**



**Fig. 8 - The quality of survival at Tell es-Sultan. The impressions left by a reed mat (1955: Square E II).**

**Both figures 7-8 area photographs from the Kenyon archive. © Institute of Archaeology, UCL. It would be extremely difficult to present this material *in situ*, even if they had not already been excavated. An interpretation centre is well suited to present this complex information.**

## ***5.6. Recognising Opportunities: Creative Site Management***

### **5.6.1. Interpretation and Conservation**

The proposed management framework for Tell es-Sultan recognises both the importance of holistic and integrated planning. This is important in order to ensure that the archaeological site is not subject to isolated, individual projects which could have a negative impact due to a lack of coordination. It also identifies the need for short-term emergency preventive conservation at the site. This will both prevent further deterioration and provide a safe environment for the visitors, effectively safeguarding the interpretive potential of the fragile archaeological resource. This is especially relevant for the already excavated trenches, such as Kenyon's Trench I. Since conservation measures – such as backfilling, sheltering or preventive conservation – all have different implications for the future presentation of the archaeology, their interpretive value should be taken into account when prioritising areas for conservation. This does not mean that immediate interpretation should be valued over long-term conservation, but rather suggests that one should also aim to preserve the interpretive potential. Reversible approaches (techniques that can be easily removed without damaging the original structure/material) offer the opportunity to rethink the values, policies or strategies employed. It is also important to take up the opportunity to plan for visitor circulation, and for mitigating the negative effects of visitor erosion.

When applying a creative management approach at the site of Tell es-Sultan, the proposed conservation work itself should also be seen as an interpretive opportunity. By communicating the methods and needs for preserving the unique value of the resource to the current visitors, a greater understanding and awareness can be accomplished that potentially could benefit the future survival and management of Tell es-Sultan. It also means that the focus during this work should not only be on training and capacity building in the field of conservation, but also on the development of the relevant short-term interpretive resources.

#### 5.6.2. Interpretive Resources

The development of flexible and low-cost interpretive materials and activities, such as leaflets, signage and guided tours, can provide immediate interpretive benefits for existing visitors. It is necessary then to make sure that all interpretation focuses on the need for conservation and on improving visitor behaviour. The development of flexible and low-cost interpretive materials can also serve as a period of training for guides and interpretive designers, enhancing the participation and local skills platform on which an interpretive plan can be established. Although resources arguably would be better committed within the context of a well developed long-term interpretive strategy, this does not imply that valuable resources are wasted when one chooses to implement short-term interpretive activities and materials. First, the focus on training and capacity building provides benefits that are valuable in their own right. Secondly, the process provides important experience that can help to plan for future interpretation, as well as providing insight into visitor profiles, expectations and needs. Finally, one should acknowledge that most interpretive resources, such as leaflets, signage and interpretive panels, often have a short life span: while the resources spent on materials might not be reusable, the interpretive content, research and experience, can be re-used and enhanced when the longer-term interpretive strategy is in place. Interpretive action may also provide a context for training tourist guides, a potential source of economic benefit for the local communities of the Jericho Oasis.

The need for short-term interpretive activities does not imply that a detailed long-term interpretive strategy is not needed: on the contrary, short-term activities should be regarded as a useful tool for creating momentum and engagement, as well as obtaining insight into visitor profiles and the effectiveness of delivery methods that can inform the interpretive strategy. The envisaged interpretation centre at Tell es-Sultan can also benefit from such an approach, especially when short-term

interpretive materials are designed in such a way as to be transformed easily into the interpretive design for future exhibitions, in terms of their content, research and gained experience (see above). It is in the development of all these processes that the local communities, park staff and tourist guides should be involved from the outset.

#### 5.6.3. Educational Resources

Engaging educational groups at the earliest possible opportunity within the management of Tell es-Sultan has many potential benefits for the visitors, local community and archaeological resource alike. In particular, the potential for producing a teacher's handbook and additional training courses should be explored in this context. Such a resource, which should aim to make interpretive material available for schools throughout the Jericho Oasis and beyond, could explore the history, status, archaeology and need for conservation at Tell es-Sultan. In addition, it should provide guidance on effective approaches for teachers to enable students to explore, understand and enjoy the archaeological resources through means of site visits. It is necessary then to focus on evidence-based learning, encouraging children to investigate the archaeological resource and conservation processes for themselves. By providing "resource sheets" and "activity sheets" incrementally, this means that information can be provided at low-cost as work progresses over time. This in turn, allows for a provision of educational benefits to the children from the outset and can provide the necessary momentum for investigating opportunities to integrate Tell es-Sultan in the national curriculum. It can increase awareness of the cultural heritage amongst children and adults alike and communicate its significance. It can also establish an educational platform that can become the basis upon which future interpretation, such as a visitor centre, can be planned.

## **6. Conclusions**

The realisation that "reactive intervention" to conservation issues is not sufficient to ensure the long-term preservation of the archaeological resource has resulted over the last few decades in the development of "value-based" management planning models. Since values come from human perceptions of the resource, values are central to the identification of objectives and actions by stakeholders.

The tension between the preservation of existing values on the one hand, and the realisation of potential values on the other, often constitutes a key element in decision-making. This paper advocates a "creative site management" approach, which reinforces the concept of significance by

including, indeed emphasising, the ability to provide opportunities and recognise potential values.

The paper has also explored some of the practicalities of management, especially where the opportunities and desires for immediate action are challenged by the absence of fully developed management plans. The notion of a shared vision, established through consultation with stakeholders in the early phases of the management process, can be an effective solution for dealing with the need for immediate decision-making. If the role of interpretation and education focuses primarily on the development of sustainable benefits to both the local communities and the visitor at the earliest possible opportunity, such an approach might also provide the framework for long-term preservation of the archaeological resource. By highlighting some opportunities in the field of interpretation, promotion and education at Tell es-Sultan, and by providing some thoughts on how an early focus on interpretive planning and implementation can benefit its development and preservation, it is hoped that this paper can contribute to the survival, enjoyment and appreciation of this unique archaeological site.

### **6.1. *Ways Forward***

We know that the development of holistic archaeological site management and effective participatory planning with local communities is not simple, even in political contexts easier than Palestine. But there is evidently a strong will in the potential Palestinian partners to undertake the process: throughout the workshop there was a real sense of enthusiasm, commitment and passion. There are also considerable skills and expertise within the country and these need to be effectively enabled in the process, not side-lined by the excessive use of international experts. This workshop has helped to create an agenda for action.

Developing a management plan for the Tell es-Sultan site, and hopefully the wider cultural resources of the Oasis, should be seen as the creation of a living tool. It can provide a framework to help ensure the effective conservation of the values of the site, integrate the management of the site with the needs of the local community, enhance the educational opportunities of the site, interpret and present the significance of the site to visitors (local, national and international) and promote sustainable tourism.

The process can help to achieve a sustainable future for the cultural resources and the local communities of Jericho. There is also a fantastic

opportunity to further develop a sense of Palestinian archaeology and a skills base to support it.

For us, the issues that lay at the core of the Jericho workshop were the sustainability of actions and the contemporary relevance of the process to the local people. Preservation and conservation of the cultural resources are vital, but so is the issue of the contemporary use of the resource to sustain living communities: economically, educationally, socially and ideologically. Frameworks for the ethical management of archaeological resources – such as poverty relief, United Nations Agenda 21, and notions of sustainable communities – create a wider framework for our actions and responsibilities. Finding the beneficial balance should perhaps lie at the core of our decision-making: the *Brundtland Report* defined sustainable development as: “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”<sup>45</sup>. Sustainability requires a political choice, which will need to be modified continuously to reflect new knowledge, changing conditions, or unforeseen developments. The World Tourism Organisation predicts that cultural tourism will be one of the five key tourism market segments in the future, and notes that growth in this sector will present increasing challenges in terms of managing visitor flows to cultural sites<sup>46</sup>. By using the archaeological resource we are inevitably eroding it, in some ways reducing it, and changing its values, but by using it we might also help to create more employment, better education opportunities, develop skills and crafts and generally to improve the quality of people’s life.

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<sup>45</sup> United Nations 1987, 54.

<sup>46</sup> World Tourism Organisation 2001.

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