Gaetano Palumbo American Center of Oriental Research Amman, Jordan

Abdul Sami Abu Dayyeh Khawla Qussous Mohammad Waheeb Department of Antiquities Amman, Jordan

## Gaetano Palumbo, Abdul Sami' Abu Dayyeh, Khawla Qussous and Mohammad Waheeb

# Cultural Resources Management and National Inventory of Archaeological and Historic Sites: The Jordanian Experience

#### Introduction

The Cultural Resources Management program of the American Center of Oriental Research in 'Ammān in cooperation with the Department of Antiquities of Jordan is being implemented since 1987.

The main purpose of this USAID financed program is to assist the Department of Antiquities in developing an independent system of coordination with governmental agencies responsible for development projects, and to start a process by which cultural resources will be given recognition in the earliest phases of a new construction design. Until very recently, in fact, the Department of Antiquities was usually informed of a new construction project only when bulldozers had already damaged a site, often forcing the Department to begin desperate salvage excavations. Thanks to the Cultural Resources Management Project, information flow is now at the feasibility or tender bidding stage, when project design is either almost or totally complete. This leaves only a short period of time to assess the impact of a new construction on the archaeological sites of an area, but at least it is possible now to speak about "rescue" more than "salvage" archaeology being conducted in Jordan.

The evolution from an "emergency" to a rescue oriented approach is displayed in TABLE 1. It is clear that the maximum effort is now concentrating on two aspects of coordination, that is, creation of information sources and mechanisms for sharing that information.

### **Cultural Resource Management Program Rationale**

The Jordan Antiquities Database and Information System (JADIS) program is one of the cornerstones of the present CRM project. The ultimate goal is to enter into a computerized database coded information about *all* known archaeological sites in Jordan, allowing quick and effective monitoring of sites under threat of destruction. The JADIS program included the design of the system,

the development of the database, the design of the cardfile to be used for data entry, and the training of six Department of Antiquities employees in card compilation and use of the database system.1 This database system fills a major gap in the Department of Antiquities management of its archives: a computerized inventory which can provide a wide range of different site lists (by name, by geographic coordinate, by period of use, by level of preservation, and so on), all available at a key-stroke and within a few minutes. When complete, this database will have met one of the requirements of the 1988 Antiquities Law (art. 4), and of the 1972 UNESCO convention (articles 29-31) on the Protection of the Cultural and Natural Heritage, that is, a complete inventory of the known archaeological heritage. It will also ease the process of monitoring areas under construction, since by entering any area's coordinates, all of the archaeological sites within those coordinates will be displayed, greatly reducing the chances of accidental destruction.

The creation of information sources has been accompanied by the organization of information-sharing mechanisms. To speed the process of coordination between CRM, Department of Antiquities, and development agencies, a network of liaison officers was created in various ministries and departments. The JADIS database will allow Department of Antiquities officials and local inspectors to effectively monitor archaeological sites in areas under development. At this moment, protection of cultural resources is ensured on a case-by-case basis by early coordination between the various development agencies and the CRM team, but JADIS will soon provide a more effective management tool.

The following examples illustrate the level of cooperation attained under the current program, but they also reflect the need to improve coordination by means of more formal procedures.

Design phase intervention is an important element of

After this paper was presented at the 1992 Irbid conference, training was expanded to include five more employees. Presently (1994) the JADIS program is directed by Khawla Qussous at the Registration Section of the De-

partment of Antiquities and is conducted by Wafa Assaf, Ahmed Ajaj, Hanan Azar, Qamar Fakhoury, Samar el-Habahbeh, Salam Hajjawi, Sahar Nsour, Fadwa Shamaileh, Ahmed el-Shami and Jihad Shobaki.

Table 1.

EVOLUTION OF COORDINATION DURING THE CRM PROJECT							
PHASES:	PAST:	PRESENT:	IN PROGRESS:				
Design	No consideration of possible damage to cultural resources. No rescue work by DAJ.	CRM requests information on new projects, releases preliminary impact assessments.	Development agency <b>offers</b> the DAJ information about new projects. The DAJ releases preliminary impact assessments.				
Feasibility study	No consideration of possible damage to cultural resources. No rescue work by DAJ.	CRM <b>negotiates</b> changes to the project (if needed), releases final impact assessments.	DAJ conducts intensive survey. Development agency and CRM/DAJ coordinate mitigation plans on the basis of final impact assessments.				
Tender Bidding	No consideration of possible damage to cultural resources. No rescue work by DAJ.	CRM negotiates provisional sums for rescue work. CRM requests the addition into the construction contract of recommendations for cultural resource protection.	Development agency automatically provides sums for rescue excavations on the basis of CRM/DAJ report. Recommendations for the protection of cultural heritage are automatically included in construction contracts.				
Construction	No consideration of possible damage to cultural resources. Contractor legally required to inform DAJ of remains uncovered during construction.  Emergency work by DAJ.	DAJ conducts rescue excavations. Emergency excavations still needed. CRM coordinates information flow among contractor, development agency, and DAJ.	DAJ conducts rescue excavations.  No need for emergency excavations during major construction projects.  CRM/DAJ, contractor, and development agencies exchange information on work progress.				

the CRM strategy in order to minimize the necessity for rescue or salvage archaeology. Design phase planning involves a detailed study of new projects and the preparation of feasible alternative locations for projects. Preliminary surveys and excavations, whether conducted directly by the CRM program, or coordinated by it and conducted by the Department of Antiquities or by the Universities, are important in establishing patterns of pre-development cultural resource strategy and in demonstrating the importance of early coordination to avoid both damage to cultural resources and costly delays to construction projects. The preparation of Cultural Resources Impact Assessments also creates a model for future activities involving pre-development procedures. The standardization of these reports will be of great help, as a cultural resources component will have to be included in Environmental Impact Reports required prior to construction, as provided for by the forthcoming Environmental Law.

While it is preferable to start coordination at the design phase, it is still possible to limit the damage to cultural resources by intervening at the Feasibility Study level. During this phase CRM personnel are now either negotiating changes to projects, where feasible, or are releasing final Cultural Resources Impact Assessments to be used as a basis to negotiate provisional sums for rescue work.

Awareness of sites endangered by a construction pro ject at this late phase, while not an uncommon oc currence, compels the Department of Antiquities to or ganize emergency surveys or excavations. A project a this stage of development can be modified only at a grea cost, and often results in construction delays. Theo retically, it is still possible to negotiate provisional sums for rescue archaeological work, but this possibility is remote.

CRM personnel were able to negotiate successfully six projects, all of them followed from the design phase. This shows that only coordination at the earliest stage of a project guarantees that funds will be provided to the Department of Antiquities for any work that might be necessary thereafter.

Two types of interventions may occur at the construction phase: (1) rescue, based on planned activities resulting from early coordination with the development agencies, and (2) emergency excavations.

Rescue excavations (i.e. planned interventions) have been conducted by the Department of Antiquities and Yarmouk University with provisional sums negotiated by CRM in the Tender Bidding phase of each project. CRM also provided coordination to avoid conflicts between the contractors and the archaeologists.

Emergency excavations (i.e. unplanned interventions) have normally been the only possibility open to the De-

artment of Antiquities to save, usually only for the cord, what was left of an archaeological site damaged aring construction. The creation of coordination proedures by the CRM project has as its principal aim the voidance of unplanned interventions at the construction hase.

The emergency excavation of the Roman fort on the bid-Jarash road can be considered a hold-over from ast procedures and therefore a failure (Palumbo *et al.* 993: 89-117). On the other hand the "sacrifice" of this npressive monument (FIGS. 1-2) and the desperate eforts to complete the excavation, as well as the costs and elays caused by the operation, made an impression on the development agencies. This may have resulted in an wareness of the necessity for planning at the earliest hases of project design.

The creation of a network of liaison officers and the asic information sharing advocated by CRM personnel re not sufficient to meet the needs of an integrated sysem in which all governmental departments are obliged exchange information and obtain Department of Anquities release permits before construction. The CRM roject contributed to the development of a routinized ystem of information sharing, and to the study of apropriate modifications of existing laws. In this frameork, an opportunity is offered by the new Environnental Law, which takes into consideration a series of ecommendations presented only a few months ago in ne National Environmental Strategy for Jordan. If aproved, this law will provide the basis for formal cordination and information flow between the developnent agencies and the Department of Antiquities.

### lenesis and Applications of the JADIS Program

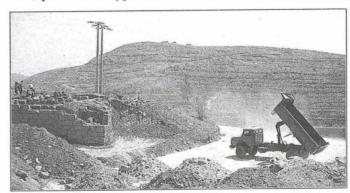
n 1990 the Cultural Resources Management Project set s one of its priorities the study and the production of a omputerized system to record the archaeological sites of ordan, mainly known through published reports or unublished information. The objectives of this database rere multiple: to organize the existing information into a lexible system that would allow different types of data earch and analysis, to produce site lists based on map rid coordinates for quick reference and to facilitate the xchange of information between Department of Anaquities and development agencies on the location of arhaeological sites.

This is a brief survey of the problems encountered uring the creation of the JADIS system.

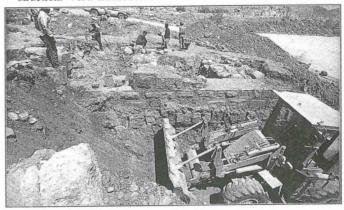
. No recording system: the Department of Antiquities as very large archives, but they are not computerized. The only recording system was some index files of sites a alphabetical order. An important project started almost en years ago, a cooperative effort of Prof. Denyse Iomès-Fredericq of the Musèes Royaux d'Art et d'His-

toire in Bruxelles and Prof Basil. Hennessy of the University of Sidney. The project has produced three volumes to date, the first being a list of references (cross-indexed by site), and the second and third containing short reports with similar formats for all the archaeological projects in the field at the time the volumes were published (Homès-Fredericq and Hennessy 1986; 1989). Besides these publications, the *Annual of the Department of Antiquities of Jordan* (ADAJ) is to be mentioned, but until today a general inventory of Jordan's archaeological and historic heritage was missing.

- **2.** Uneven method to record site map coordinates: Palestine grid and UTM system are commonly used, but are not compatible with each other. It is to be considered that Palestine grid is preferred on the latest 1:25,000, and UTM grid on the 1:50,000 (and most complete) map sets.
- 3. Size of the database: to keep the databases relatively small, a decision was made to encode most of the information and use the least amount of free-text. This obviously limits the possibilities of describing sites; on the other hand a standard set of codes greatly reduces chances of misinterpretation that may arise when free-text descriptions are used.
- **4.** Amount and type of information to record: recording of information was limited to map and topographic location, period and type of use, site condition and threats,



 "Tall Fayşal": the Roman fort salvage excavations during road construction. View from south.



2. "Tall Fayşal": bulldozing operations besides the southeastern wall.

bibliographical references. It was felt that more information (owner, soil type, present land use, distance from water, etc.) would have considerably slowed down the project of data compilation. This data, in the future, can be obtained by linking JADIS to a GIS system.

In Palumbo (1993) this and other technical problems are analyzed in detail. Here it is sufficient to say that data collection and encoding is made on a physical card, which is then copied into the computer database (FIGS. 3-4). An example of output is shown in FIGS. 5-6.

A large part of the data collected has CRM significance: site condition, disturbances, inventory rating, type and level of threat of destruction. All these variables have useful applications in organizing lists or maps including sites under threat, in understanding the most common causes of disturbance affecting archaeological sites, and — in general — in providing a database for the creation of what could be defined a "map of threatened heritage" in the country. We will later see how this map can be integrated in the archaeological policy of the Department of Antiquities.

The computer program itself is user friendly, and allows a smooth data entry and a quick and effective search using a large number of "filters". The software is able to search and sort the information according to parameters set by the user (e.g. by period, in alphabetical order, according to the state of preservation, etc.), but the most common search is made by coordinates, which gives the presence of archaeological sites in a given area.

Further steps this project can take are field checking and GIS. Field checking will start as soon as is feasible, especially for those sites with the least or outdated information, or with inaccurate coordinates. A team of archaeologists will re-visit those sites, completing or updating the required information, and locating the sites with greater accuracy than in the past, possibly using GPS technology.

As regards GIS we are thinking of integrating JADIS into digitized or scanned maps. The objective is to obtain a database which would allow the monitoring of areas with sites under threat of destruction, following "step-bystep" the development of construction projects and the expansion of agricultural areas across the country. The output will be a "map of threatened heritage", to be updated periodically when more information on archaeological and historic sites and on the expansion of development projects is available. This map could be made available to the main agencies responsible for development in Jordan, reducing the risk of inadvertent construction projects over archaeological sites — still a common occurrence today — thus reducing the need for either rescue or salvage projects concurrent with con-

struction.

#### Conclusion

The CRM program and its main tool, JADIS, can be con sidered a successful experiment in site management an preservation. Further steps towards the adoption of thi project as a Department of Antiquities operation will in clude the establishment of standard procedures of co ordination with development agencies, the complete cat alogue of the existing information, the refinement of the database using GPS technology, in order to find the exac location of archaeological sites, and the possibility of in tegrating the database into a Geographic Information System program that can allow the output of detailed maps and the production of a "map of threatened her itage" containing all the information for future construc tion work and for forecasting the expansion of urban and agricultural areas in the country. This map may be the best tool available to the Department of Antiquities for the management of the archaeological heritage, and may constitute the basis for its policy of site protection and preservation in the coming years. The integration of the JADIS database system into the network of already existing GIS applications in Jordan will contribute to the ability of those departments to positively impact cultural environment preservation.

From a strictly archaeological point of view, JADIS can also be useful to the Department of Antiquities to check on the expansion of the archaeological activities in the country, and to implement a policy of emergency archaeological surveys to be conducted in areas where updated information is missing. In those cases, predictive models on the location of archaeological sites, which could be derived from GIS applications, might be used to plan surveys more effectively and to complete the total survey of Jordan at reduced costs and within a few years.

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Palumbo, G., 'Amr, K., Musa, A. and Rasson-Seigne, M. 1993. Salvage Excavations at "Tell Faysal", Jarash. *ADAJ* 37: 89-117.

<sup>&</sup>lt;sup>2</sup> The software was prepared, under specification designed by Dr. Gaetano Palumbo, by Linda Faris and Nadine Mushahwwar of CDG Management and

Associates, Amman. The software is distributed by CDG Management and Associates, P.O. Box 925740, Amman.

	JADIS					
	Jordan Antiqu	rities Databas	se and Informati	ion System		
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1.Site Number:		2.Site name(s):				
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3.UTM Zone:	4.UTM Coords. East	:	5.UTM Coords. North:		]	_
6.UTM Calculated:	7.UTM Cited:		B.P.g. Calculated:		9.P.g. Cite	d:
10.Palestine grid Eas	t:	11.Palestine grid N	lorth: 5			
12.K737 Map no.:		13.Other Map numb		atellite photo no.:		
14.Air photo series: 17.Site size (m2):		18.Elevation (m):		atomic prote no.		
19.Type of site:						-
20.Period and type of	use:	1		L		
Unspec. Paleolithic		EB III		Unspec, Byzantine		-
Lower Paleolithic Middle Paleolithic		EB IV (EB-MB) Unspec. MB		Early Byzantine Late Byzantine		
Upper Paleolithic		MB I (IIA)		Umayyad		
Unspec. Epipaleolithic		MB II/III (IIB/C)		Unspec. Abbasid/Fatimid		
Kebaran		Unspec. LB		Abbasid	1	
Natufian		LBI		Fatimid		
Unspec. PPN		LB IIa/b		Crusader		
PPNA		Unspec. Iron Age		Unspec. Ayyubid/Mamluk		
PPNB		Iron I		Ayyubid		
PPNC		Iron Ila/b		Mamluk		
Unspec. PN		Iron IIc '		Unspec, Ottoman	<del></del>	
PNA/Yarmoukian		Persian (Iron III)		Early Ottoman		
PNB		Hellenistic		Late Ottoman Unspec. Islamic		
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Late Chalcolithic		Middle Nabataean	-	Unspec. flints		
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<sup>.</sup> Front page of the JADIS form, used to encode site information.

tetures: Other structures:  stead 51-Aqueduct / water channe 52-Gister 53-Gister / water reservoir 54-Dam / barrage 55-Bahs 4 57-Birdge es 58-Road 59-Mestone	72-Mine 73-Smelling site / slag heap 74-Furnace 75-Kin 76-Fint knapping site
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	77-Other industrial installations
60-Kite	Inscription:
61-"Jellyfish" structure	B1-Arabic
62-Animal pen	B2-Aramaic
63-Hut circle	B3-Greek
64-Storage facility / silo	B4-Kufic
65-Cairn	B5-Latin
*	B6-Nabataean
	B7-Safaitic
	B8-Thamude
10.00	B9-Turkish
	C1-Other or Unspecified
	Codes for field 22 (Site condition
21-Slope 25-Terrace	e on hill side 1-Excellent 5-Inundated
22-Upper slope 26-Cliff top	
24-Lower slope 28-Cliff bot	ottom 4-Poor
Codes for field 24 (Inv	ventory rating):
0-Site destroyed; no excava	
	sturbed: excavation not advisable
2-Excavation not essential:	
3-Excavation recommended	
5-Preservation recommend	/ed
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ملنص معلومات							
المحادث رقم ۲۰۰۱۹ ( نو	ع المرابع ، المترة ، طبيطً	الاستعمال)		-			11
ظهماه الثورة عامة - الخارضية المشرقة - الخارضية المسرقة المسر	موالع حسكوية وسكلوية ۱۱- فرية (بدون تحصينات) ۱۲- حستوباللة حصفة ۱۱- حسنوباللة حصفة ۱۱- حصن ۱۱- حض ۱۲- حضو ۱۲- درع ۱۲- درع ۱۲- کرفان سارايي، مجمع قوافل ۱۲- حشور بدوي ۲۲- حکوف سارايي، مجمع قوافل ۲۲- حکوف سارايي، مجمع قوافل ۲۲- حکوف سارايي، مجمع قوافل ۲۲- حکوف سارايي، مجمع قوافل	الشاخات ديلية ۲۷ – عيب ۲۷ – عنبية ۲۵ – منبيد ۲۵ – حرم ، مكان مقس ۲۷ – دائرة مجرية ، ضريح ۲۷ – تسب مجري	الشاطه زرادية الم يرادي الم يورادي الم يور	۹۹ – مجر تحدید ۱۰ – جدران تضیح ۱۱ – آکراخ دائریا ضمن سور ۲۲ – مثلاثر	يَّ جسر به المعانة في الطريق بِيِّ المعانة بينها الصويد ية مجمعة بشكل دائري ند		وم معادن ن العمور بن العمور بن المشار قدا محوان المعادة معادة المعادة معادد المعادة المعادد المعادد ا
شاخات جثائزية /- مثيرة /- قير رأسي منحوت بالصش /- قير مثند النرق منحوت /- مثيرة داخل كيف	۸۵ – مقیرة کرف ۸۱ – کرارمباریوم ۸۷ – ماییر جاییم ۸۸ – قبر ۸۱ – قبر حلی شکل کرم حجارة ۸۰ – در ان	۹۱ - مدان تحت ارضية السكن ۹۲ - مدان داخل جرة ۹۲ - مدان داخل حارة ۹۵ - مدان داخل كتيسة ۹۵ - مدان داخل كتيسة ۹۵ - مدان اخرى	خصائص اخریج ۱۱- نقش حجری مصور ۱۲- اسیفیماء / مرزایك ۱۲- ارحة جداریة / فریسکر	۱۲ - کرخ دانری ۱۵- مفازن ، ص ۱۵ - کرم حجارة	سوامع تخزين	ائم ب الب ئيا الب ميا الب ميا الميا الميا الميا الميا الميا الميا	ور فري پردار
يدات رقم ۲۱ (الموقع	الطيفراقي)	1				ह्या काब्रह्म	( (حالة المراجع) ٢٧
- مصب / دلتا - سهل غريتي - قعر الوادي	4- مصطبة / صلح الرادي ٥- جرف النهر ٦- مجرى ماء	۱۱ - قمة الثلة ۱۲ - حافة ۱۳ - تفرع جبلي مدبب عالي	۱۵– (السابق) متخفض ۱۵– سرچ / قمة ۱۲– هضية	۲۱– متصدر / سقع ۲۲– مشع طري ۲۲– سقع ارسط ۲۵– سقع سئلي	٢٥- مصطبة طبيعية ٢٦- اطبي الجراب ٢٧- واجية الجراب ٢٨- أسئل الجراب	۱ – ممثان ۲ – جید ۲ – وسط ۱ – ضعیف	ه– مُضور بالماه ۲– مدمر ۰– لا ترجد مطرمات
فيدات رقم ٧٣ ( نوع ال	مبه والتدمير)			Zelo de 17	( at fair	(alleal)	
- لا ترود مطورات أ- لا يرديد ميث - طريق آلوية - مطرية تخريبية تقريم معتورات - النهراف	۱۱ - إستمال زراهي ۱۲ - حراتة ۱۲ - حراتة مبيئة ۱۲ - رهي ۱۵ - صالب ۱۱ - تحريع / زرامة حربية ۱۷ - بستان فراکه / زيتون	۲۷ ــ تجريف بالايات ۲۲ ــ شفق / مواسير ، مجاري ۲۲ ــ اشفق / مقاة ۲۵ ــ اممال طرق ۲۵ ــ محبر ۲۵ ــ ايشانات ۲۷ ــ إنشاني ۲۲ ــ طف او تکال بالباني		كى احتى مدر / لا ترجد إ - مرتم مدمر / لا ترجد إ ا- مرتم مدمر جرنها / لا ا - المغربات غير ضريرية - ترصية بالمشر / أولوية ا- شريرية قصري القيام با ا- شريرية قصري المماثلة على ال ا- شريرية قصري المماثلة على الا ا- شريرية قصري	إمكانية الحفريات الأثرية ينصع بإجراد المغريات أ / إبارية ضمينة 4 مترسطة بالحفريات / أرارية عالية المرقع		
يات رقم ٢٥ ( درجة خ	نطورة التدمير)						
– لا توجد خطورة	ا – خطورة ثليلة جدا	M – خطورة مترسطة	H – خطورة عالية				

<sup>4.</sup> Back page of the JADIS form, with description of the codes to be used, in Arabic and English.

## JADIS Jordan Antiquities Database and Information System FULL REPORT

	FULL NEFUN	0					
	1. Site Number: 2309.00 2. Site Name: KHIRBI	TEL-LEH					
	3. UTM Zone: 36 6. UTM Calculated: N 8. P.g. Calculated: Y 10. Palestine Grid East: 230.90	4. UT 7. UT 9. P.ç 00 11.Pa	M Coords East: 7 M Cited : Y y. Cited : N alestine grid North	7712 5. UTM (		rth: 34849	
	12. K737 Map no. :3 14. Air photo series : 16. Satellite photo no. :	3152.1.NW	13.Other Ma 15. Air photo		:		
	17. Site size(m2) : 660000 18		Elevation (m): +74				
	19. Type of site & 20. Period a						
	UNSPECIFIED PALEOLITHI UNSPECIFIED PN UNSPECIFIED CHALCOLITI UNSPECIFIED EB EB I	01 SH 01 SH 01 SH 01 SH 96 O	ERD/FLINT SCA ERD/FLINT SCA ERD/FLINT SCA ERD/FLINT SCA THER TYPE OF	TTER TTER TTER TTER TOMB			
,	UNSPECIFIED IRON AGE	11 VILLAGE SITE (NO FORTIFICATIONS)					
	IRON I IRON IIA/B IRON IIC UNSPECIFIED NABATEAN	14 FO 14 FO 11 VIL	RTRESS RTRESS RTRESS LLAGE SITE (NO EMPLE	FORTIFICATION	ONS)		
	UNSPECIFIED ROMAN UNSPECIFIED BYZANTINE UMAYYAD UNSPECIFIED ABBASID/FA MAMLUK	31 TE 52 CK 01 SH TIMID 01 SH 11 VIL	MPLE STERN ERD/FLINT SCA	TTER	ONS)		
	UNSPECIFIED OTTOMAN UNSPECIFIED ISLAMIC MODERN (1915-1950)	11 VIL 52 CIS	LAGE SITE (NO STERN		- 12 A		
	21. Topographic location of site	: 12 RIDGE					
	23. Disturbance : 0	2 GOOD 11 ARCHAEC EROSION ROAD WOR	DLOGICAL EXCA	VATION			
	100 to		ATION RECOM	MENDED		1	
	25.Type and level of threat of o	estruction by Dam	: : N		Quarry	: N	
	Road work : N Development : N	Cultiv	ation : N		Other	: N	

<sup>5.</sup> First page of a "full report" output in JADIS.

# **JADIS** Jordan Antiquities Database and Information System FULL REPORT

1. Site Number: 2309.001

2. Site Name : KHIRBET EL- LEHUN

### 26.Bibliographical references:

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29. Encoded by: GP

30.Date encoded: 17/02/92

31.Notes: Scarab (LB)

Coin (MAM/OTT)

6. Second page of a "full report" output in JADIS.