

CHAPTER 1

Urban Development and the New Elites

Urban settlements and extensive socioeconomic inequality existed in Palestine long before the Roman general Pompey first annexed the region to the expanding Roman Republic in 63 BCE. As Palestine was incorporated into the administrative network and cultural fabric of the Roman East, however, the development of institutions in existing urban centers and the founding of new cities gradually transformed socioeconomic relations among Judaeans. As Roman historians have recognized, the formation and development of networks of cities and other municipal centers in the eastern provinces in the Early Roman period was both a cause and effect of the increasing wealth and power of imperial, provincial, and municipal elites.¹ Through both organizations and patronage networks, Palestine's elites exercised their disproportionate power over civic and regional finance, public building, and the formation of local civic identities. By negotiating changes in fiscal, administrative, and cultural institutions, they gradually repositioned themselves into positions of greater power over non-elites and available resources.

Josephus uses the word *aristokratia* to describe the new city-based administration that Pompey introduced into Palestine. A wealthy landowning priest himself, Josephus acclaimed this form of state power that empowers a small group of wealthy landowners with some political autonomy:²

¹ Lo Cascio 2009; Schuler 2015. On cultural and economic changes as a function of Roman incorporation in the eastern provinces, see Alcock 1997; 2007; Woolf 1997.

² According to Josephus, the ideal polity is a theocratic aristocracy, in which God rules through his priests, rather than a monarchy (*A.J.* 4:223; cf. 5:135; 6:36, 84, 268; 11:111; 20:229, 251; *B.J.* 2:205). On Josephus's aristocratic bias, see, among others, Mason 2003a; 2005; Price 2005; Cotton and Eck 2005a; Barclay 2005. S. Schwartz (1990, 58–109) has noted that Josephus's account of events leading up to the war in *A.J.* is disparaging of the Herodian high priests (especially vis-à-vis *B.J.*), yet still shows favor to an aristocracy controlled by wealthy priests like himself.

New Black Urban Elites

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