

LOCAL OUTLINE PLAN JERUSALEM 2000

Chapter 5

City center and Employment

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5.1 Introduction

In the development objectives for Jerusalem as defined as of 1967, the primary attention has been given to increasing the Jewish population in the city, mainly through the establishment of new residential neighborhoods in territories that were annexed to the city. With that being the focus, the development of the sources of employment was pushed aside and did not receive the same level of importance. The city's primary sources of employment as a city of government, tourism, higher education and religion, constituted the primary economic base upon which the planners of the city relied. In light of this, one can understand the government's decisions in the past with regard to transferring the government ministries that operated in other cities in Israel to Jerusalem.

The planning team contends that in addition to strengthening the city's traditional economic base, it would be necessary to develop the advanced industries that would specifically produce for the external market, while considerably increasing the number of employees, part of whom will live outside the city and commute to it from the metropolis and the rest of the country.

The fundamentals of the employment policy as consolidated and approved in Report No. 3 are detailed below:

- Substantial growth of advanced industries as the engine that drives the economy: technological fields, electronics, information, biotechnology, medical research, communication, etc.
- A growth in the fields in which the city specializes: higher education, health, hotels and tourism.
- An assumption of a continued decline of the public administration branch in light of the cut down in the number of employees in government offices.
- Reduction of power by the traditional manufacturing industries.

It should be specified that in developing the sources of employment in the progressive industries, lies a potential of using the manpower that is out of the labor market (mainly in the ultra orthodox sector) as well as augmenting the daily commuting into the city.

Report No. 3 defines the expected programmatic framework, the contents, quotas and qualities for the different employment centers according to their distinctive characteristics and comparative advantages. The work process began by preparing a forecast of the number of employees as a method for predicting the range of construction space required and ended with the determination of the quality, scale and location of employment areas. Let it be stressed that in the selection of the location of the new employment areas, there is a quantitative aspect and a qualitative aspect since, on the one hand, not every area is suitable for the development of the type of industry we aspire to attract into the city, and,

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on the other hand, their location will be determined, among the rest, by the objective of creating a mutually empowering relation between the two (See, in this connection, a diagram of the process as Figure 1).

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The Economic Vision

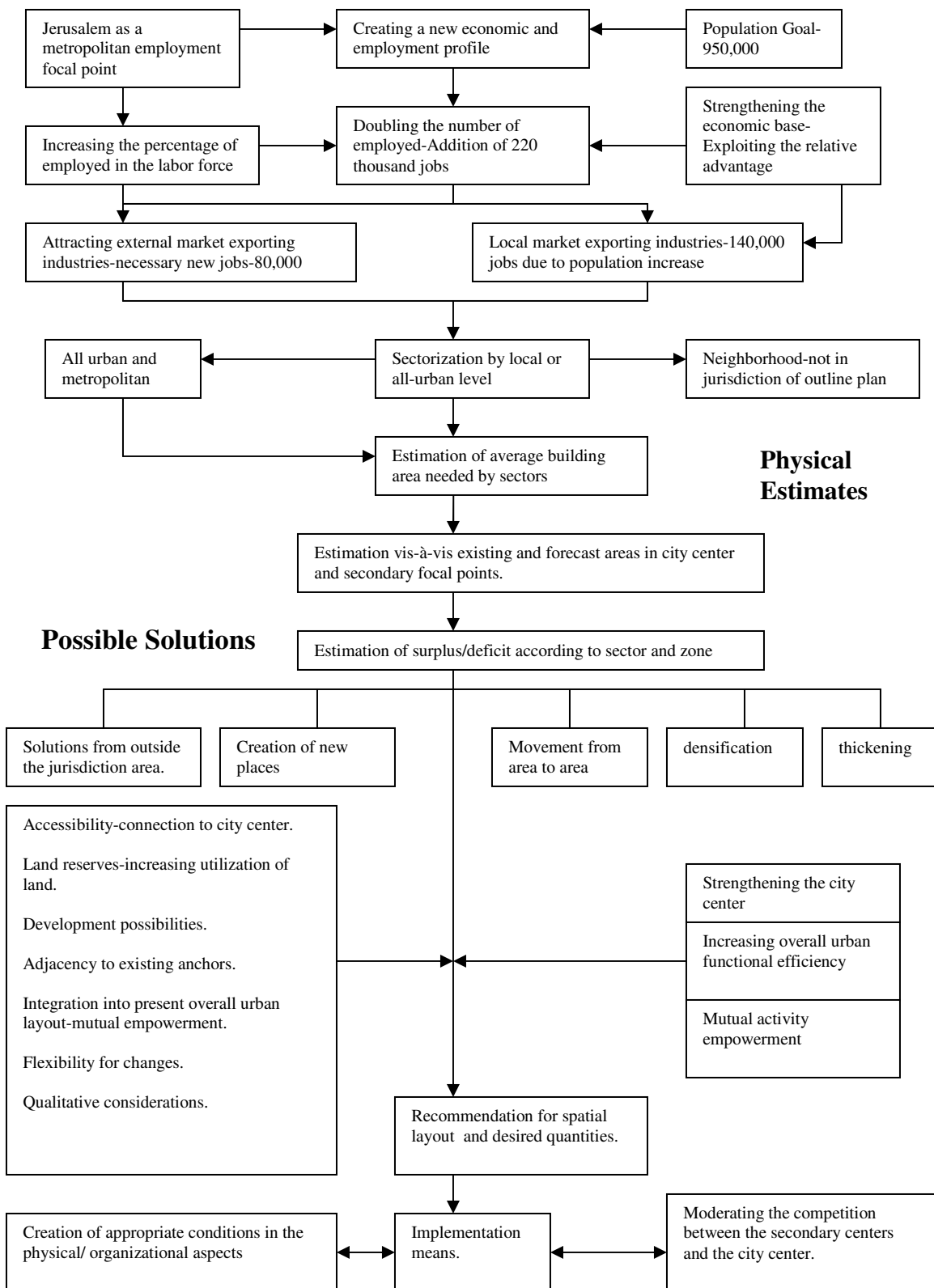


Figure 1- Testing Principles for Deployment of Employment Centers

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5.2 Development of Employment Centers and Means of Implementation

In light of the findings and conclusions of Reports No. 2 and 3, employment areas were classified into three main types of areas.

5.2.1 Traditional Industrial Areas

Areas with an unrealized development potential, as in the case of Atarot, which is suitable for land-intensive traditional industry such as garages for vehicles, manufacturing industry, industrial work, logistics, infrastructural installations, supplies, maintenance and more. The importance of the industrial area in Atarot emanates, among other, from the possibility of diverting to it land-intensive uses of this kind from more central areas such as Givat Shaul, Talpiot, central business district East (including relocation of garages from Wadi G'oz), Romema, and City center in order to provide for more intensive and efficient use of ground land in areas from which these uses will be removed. In view of the enormous supply of land in Atarot, we foresee no shortage of lands for traditional industry.

In the field of traditional industries there is a large supply in the metropolitan area, in industrial areas that are planned from outside Jerusalem such as the Center of traditional Industries Ma'Alah Adumim (bordering the purview of Jerusalem's jurisdiction), Givat Benyamin, and in the wider circuit areas of large industries that are planned in Bet Shemesh and in Meshor Adumim.

5.2.2 Mixed Industrial Areas

In those industrial areas, commercial and office uses were approved in territories where the original land use was earmarked for industry, including government bureaus which had relocated there from the city center. The prominent areas are Givat Shaul which presently has a large concentration of office building grounds and Talpiot which is distinguished by a high concentration of commercial activity. The continuing development of the industrial areas in Givat Shaul and in Talpiot, following the present trend, and without restrictive measures, threatens to undermine the development capacity of the city center, especially in view of the enormous potential for construction and crowdedness that remains to be exploited in those areas. These areas suffer from transportation congestion and under the conditions of accessibility and parking prevailing in them today, it is doubtful if the pace of their development will ever be as it was in the past. In light of this, it is reasonable to assume that the development of the first electrical railway line on Jaffa Street and the development of additional lines, will bestow the city

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center with a relative comparative advantage. However, in spite of the relative advantage, the planning team contends that it would be well to adopt a restraining policy specifically designed to stop the continuing passage of central uses from the central business district.

In this connection, it is worth stressing that the interpretation that construction rights for commercial uses in areas earmarked for industry constitute a de-facto right is fundamentally wrong. According to a legal opinion, such a determination lacks all legal foundation. Dr. Ayala Proccacia (Former Senior Advisor on Civilian Affairs in the Ministry of Justice and presently a supreme court judge,) who had examined the list of uses within the "private open area" determined:

" Kendall Plan which was absorbed by Plan 62 determined in Part F, Clause 1, that:

No land or buildings situated in any zone on the plan shall be put to any use other than a use set out in the schedule of uses relevant to the zone in which it is situated.

The program's approach to the list of uses at the disposal of each area is that, on the one hand, a usage that is not mentioned in the list of uses for the specific area is not allowable. On the other hand, planning institutions do not have to approve, in every instance, under every circumstance, every single usage an investor might request from the uses published in the list. The role of the planning authority is to consider each request on its own merits and circumstances, and to test with the help of a system of substantive considerations whether or not the requested use is compatible with the special needs of the area. It follows that the list of the uses determines the boundaries of what is allowed. However, it does not set a de-facto right for the holder of property rights in the land to realize each and every one of the allowable uses, in every instance, and unconditionally "

On the basis of this opinion, the planning authorities are entitled to not refuse approval, within industrial areas, commercial uses that belong in the City center, especially in instances that do not mesh with planning trends which from a comprehensive urban perspective. Once adopted by the planning authorities, such an approach can give priority to city center over other competing centers and to thereby help the city center restore its respectable position.

5.2.3 The "Cluster of Employment" –Advanced Industry

The development of employment in the field of advanced industries in Jerusalem is one of the pillars of the Outline Plan. The planning team recommends exploiting the comparative advantages in the city (various educational and research institutions, high-tech companies of the progressive industries group, and big investments in infrastructure in recent years) as a crane for intensifying the city's competitiveness in high tech industries, biocenology, and I.C.T.

Below are the principles according to which areas for advanced employment were sited:

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- Location that allows access to the heart of the State of Israel, namely, in the western part of the city.
- Access to most of the residential areas in the city.
- Proximity to the centers of higher education institutions, research, and medicine (Mount Scopus, Givat Ram, Sha'ari Tzedek and Ein Karem) which would, on the one hand, project their prestige onto the employment centers and, on the other hand, provide an interaction among research, development and production.
- Location that would allow for the development of "high quality green environment" and high-level construction.
- A concentration that "privileges volume" which in turn allows for the development of high level supplementary services.
- Proximity between areas of employment and the city center so as to allow for mutual empowerment.

These principles along with the analysis of the existing urban fabric and of the possibilities for development in the city, led the planning team to create the "cluster of employment" - the grouping within the central city and bordering areas situated within a short travel distance from one another of such domains of employment as startup companies, manufacture companies, institutions of higher education and research, and hospitals that engage in research activity and are able to provide services specialized in those fields of "industries" that we wish to draw to the city.

The areas constituting the employment cluster are:

- **Givat Ram and Kiryat Hale'om** - the designation of the Shikunei Ha'elef Area and part of the government building area that is adjacent to Highway No. 4 for employment that specializes in research and production within advanced industries. In Shikunei Ha'elef area, there are a number of buildings which in the past served as students' dorms and the area must be built with a high density that will result in the demolition of the existing structures.
- **Junction of Bat** – changing the originally designated use of the junction from hotels and / or dwellings for employment by way of exploiting the advantages inherent in its proximity to the Technological College and Hebrew University campus in Givat Ram.
- **Emek Pri Har** - the allocation of a strip of this territory to employment in outskirts of the valley connecting to road No. 4.
- **Development along side road 16** - allocating the area for employment uses near Shaari Tzedek Hospital, alongside the area of Betar's football field which will be allocated for residence. The intended goal is the development of a medical-technology center affiliated with Shaari Tzedek Hospital specifically designed for the

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Jewish ultra-orthodox labor market.

- **Malha** - the intensification of the activity in the existing technological garden and which profits from its proximity to the train station on the inter-city line.

In addition to the "cluster of employment ", the plan adopts the employment areas that are proposed in the plan of west of Jerusalem, Mount Harrit, Ora Junction, and Hadassah Center.

5.2.4 Means for Realizing the Development of Employment Areas

In view of the existing processes in industrial areas in the city and the weakening of city center in the face of the removal of central activities from it, there is a need to embark on policy measures that would simultaneously guarantee the development of the new employment area and impede the continuation of the process of migration of core uses from the city center.

The key policies recommended by the planning team are as detailed below:

A. Restrictions on uses in the new employment areas -

To prevent the processes that unfolded in the existing industrial areas, the definitions established by the instructions of the plan, and the permissible uses in the areas of employment are different from those allowed in the traditional industries areas. Talpiot Industrial Area has a number of large construction fields that have not materialized as of yet. The planning team contends that these areas can even provide the basis for foreseeable development of advanced industries while upgrading the quality of the area, which is a reason to favor the development of advanced industry over the development of commerce that tends to weaken the city center.

B. Implementation Stages – the planning team recommends in the first stage to develop the employment areas in the cluster of employment (along the length of Begin Boulevard, Shicunei Ha'elef in Givat Ram) ,to realize the approved construction rights for Malha and intensify Har Hotzvim, and only in the second stage develop the employment area in Har Harrit and this only after an efficient transportation system had connected Har Harrit with the inner city.

C. The creation of a planning stock - preparation of detailed plans that allow for construction for employment, on a scale that surpasses the demand, by means of intensifying the density of construction in Har Hozvim, Givat Ram technological center and detailed plans for Shicunei Ha'elef in Givat Ram, Bat Junction and Malha.

D. Land Ownership - the location of the new employment areas is besides other factors, determined by considerations of land ownership. The planning team

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contends that the public ownership of land allows exercising control over the process of marketing, the prices of land, and the costs of development.

E. Land prices and development costs - in order to attract advanced industries into the city it would be necessary to augment the comparative advantage of Jerusalem in this sphere through continuing a preferable policy for the progressive industries situated in the City. This policy must be expressed through subsidization of land prices and development costs on the one hand and, on the other hand, through maintaining the definition of Jerusalem as Development Area "A". The planning team is aware of the process of lessening of state involvement and of allotment of resources to these fields, but without an ostensible policy favoring the city, it is doubtful if Jerusalem would be able to compete with other areas in the center of the country, and this in spite of its relative comparative advantage as a center of higher education activity and of medical centers that are well positioned to contribute to the development of employment in the fields of advanced industries. A policy of this nature presupposes a state decision.

F. Accessibility and Parking - a high standard access to the employment centers, other centers of activity and the residential areas in the city, as well as for commuters from outside Jerusalem is imperative for the development of the employment areas. The planning team recommends connecting the light railway in the first stage of implementation of the mass transit system which will serve the Governmental building area, the Hebrew University campus in Givat Ram, reaching all the way to the proposed employment area in "Shicunei Ha'elef." By the same token, the team recommends connecting the medical center in Ein Karem with the university campus and the medical center on Mount Scopus via the city center. Until the activation of a mass transit system is in place, the plan recommends flexible parking rules allowing high accessibility means of private vehicle.

It should be noted that limiting the parking regulations in the employment areas prior to the activation of the mass transit system, might serve to impede the implementation of the plan for the development of the employment areas for advanced industry in Jerusalem.

G. Planning Procedures - A detailed plan "conforming to outline" under the jurisdiction of the local committee –

In order to drastically shorten the time required for planning procedures in the employment areas, the instructions of this plan set a list of rights for accelerated construction, building height, and other directives that can serve to facilitate the approval of the detailed outline-conforming plan under the authority of the local committee. The planning team contends that shortening the amount of time required for the approval of plans is vital for the development of employment sources in Jerusalem. In Table No. 1 below, we list the instructions in the plan's statute:

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Table No. 1 - Rights and Limitations for Construction in an Employment Area

Employment area	Primary construction area above level 0.00	Service area above level 0.00, in percents	Underground service area for parking and storage	Maximum Surface layout out of the total lot area in percents	Construction lines	Maximum number of floors
All employment areas	250	50	<p>Parking – according to parking standard.</p> <p>Storage and related services for upper floors in the entire upper basement floor area.</p>	50%	As defined by a detailed plan, with the authority of a local committee.	Maximum of 8
Employment area along Begin Boulevard	300	60	<p>Parking – according to parking standard.</p> <p>Storage and related services for upper floors in the entire upper basement floor area.</p>	80%	As defined by a detailed plan, with the authority of a local committee.	Maximum of 12

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H. **Employment Bureau** - in order to realize the main principles of the policy for the development of employment in City, it would be necessary to establish an "employment bureau" that will prepare a plan for the development of an action plan. The Employment Bureau will follow up the preparation and the approval of detailed plans leading to the creation of a planning stock for employment areas, it will prepare a multi-annual investment plan for the development of the infrastructure, and will be responsible for following up and monitoring the implementation of the principles of the policy in the field of employment as formulated above.

5.3 City center

The city center is one of the important components of the urban structure. The basic assumption by which the fortification of the city center and all its parts is a factor of supreme importance among the planning alternatives we examined, calls to take every possible measure and define the means of implementation that guarantee the restoration of the city center's status as a highly diverse center with a wide range of activities - employment, cultural, entertainment, commercial, higher education, hotels and dwellings. The key instrument ought to consist of a policy that favors the development of the city center over secondary centers that grew at its expense. The supreme goal in the city center is, then, to set in motion a process of regeneration of the city center and all its components with due consideration to its exclusive physical characteristics and special geographic position.

The main conclusions from the analysis of the existing situation that were summarized in report no. 2 point to a list of problems that impede the development and the regeneration of the city center. These problems and the absence of a clear-cut preferential policy favoring the development of the city center by the authorities have brought to the development of secondary centers that took over central activities such as offices, specialized commercial services and the like, and in so doing led to the deterioration of the city center.

The primary reasons underpinning the development difficulties in the city center are:

- Complex planning procedures and resistance of the public to aberrant construction plans that deviated from characteristic pattern, which in turn protracted the time required for the approval of plans.
- Numerous historical fabrics and buildings selected for conservation, which require sensitive and complex planning.

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- Accessibility difficulties and traffic congestion, on the one hand, and antiquated infrastructure on the other.
- Private ownership of small parcels of land that is split among a great number of owners along with the need for the eviction of protected tenants and key money tenants.
- Physical neglect and bad maintenance create a bad image of the city center.
- Routine security problems and terrorist attacks which negatively affected tourism into the city and subsequently forced many businesses to close, especially in the city center.

Despite the abovementioned difficulties, the city center has a great potential to evolve into a major urban center full of character and singularity. The advantages of city center that are noteworthy are: the big and diverse center of commerce and employment in the city, it is the historical and the geographic "city center", the city center is adjacent to desired prestigious residential neighborhoods, the city center has land reserves already approved for commerce, offices and dwellings, and it constitutes a meeting place for all the sectors of the population. The means elaborated below are intended to enable the city center to acquire the comparative advantage that would entice private ventures to favor development in the city center over other areas in the city.

5.3.1 The Development and Rejuvenation of the City Center Policy and the Definition of the Central Business District

The city centers are characterized by their provision of a mixture of land uses, thus creating an environment that supplies all the activities characteristic of a vibrant urban life. From this perspective and at variance with approved existing plans, the outline plan for the city center allows for a mixture of uses such as : dwellings, commerce, offices, hotels, and foreign embassies, as well as local, city-wide, national, and international institutions.

It should be noted that in light of the fact that the city center as defined in the plan (in a number of different ways) is not a single unit and rather embodies a variety of specialized areas, we distinguished between areas destined to become "commercial areas" where the permissible specific uses will be derived from the outline plan and "residential areas" overlooking the commercial areas in which the actual permission of uses would require an additional planning procedure. This means that in a commercial area in the city center, the owner of property rights in real estate can realize existing construction rights in any of the allowable uses without having to submit an additional plan (at odds with Plan 62 which requires the preparation of a detailed plan as a precondition for establishing a hotel even in a commercial area). It should be indicated that the plan requires that in any part of the central business district which is designated as a "commercial zone", the street level/ground floor be earmarked for commercial use whereas the floors above it may enjoy maximum flexibility in allowable uses.

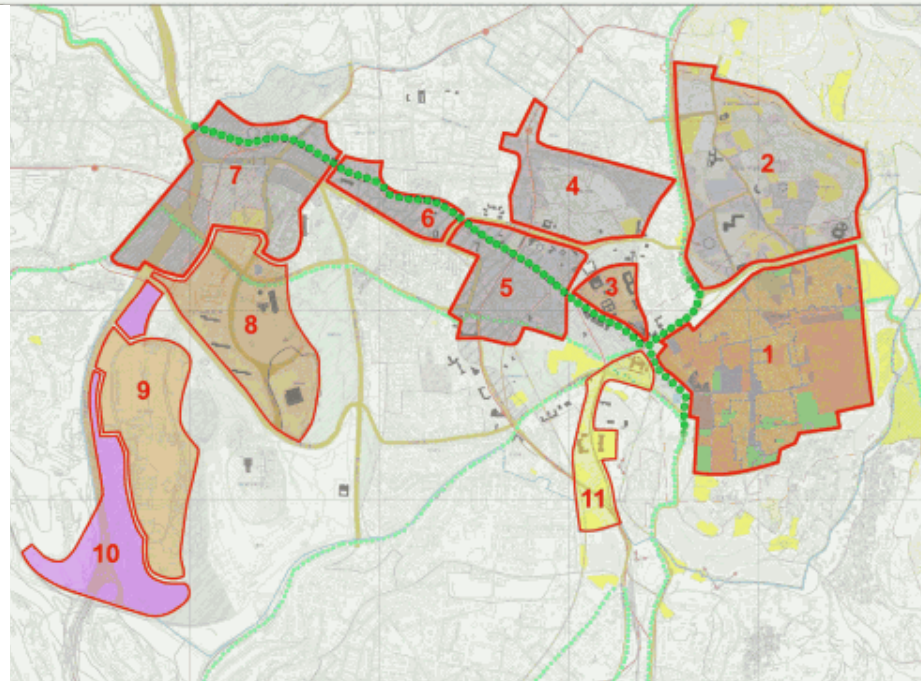
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Included in the definition of the "city center" were the Old City, the Central Business District and all its parts whose primary specialization is in commercial uses, residential areas that border the Central Business District and the entry to the city from the west area which contain various public institutions (The government building area, the Conventions Center, etc.) The division of the commercial area within the city center district into four parts results from functional considerations but is primarily shaped by a design consideration connected with the characteristic building style featured in the city. (See below Figure. 3)

Figure. 3 – City center – Primary Centers of Activity

City Center
Principle Activity Areas

1. The Old City
2. Eastern CBD
3. Safra Square (City Hall/Migrash Harusim)
4. The Orthodox Space
5. CBD center (the triangle-area and its outskirts)
6. The Machaneh Yehudah Market area – previously the Shaarei Tzedek Hospital
7. The area of the city entrance from the west – the transportation, employment and commerce center.
8. National institutions: Ben Gurion Campus, the Supreme Court, the Knesset.
9. The Hebrew University Givat Ram Campus
10. Employment/Hi-Tech area
11. Hotels



Central Business District East – C.B.D East is distinguished by mixed uses, primarily commerce, hotels, dwellings, institutions, offices, manufacture. Nowadays, a massive planning chaos is found in most of the physical components - infrastructures, transportation and parking, access roads, building, urban landscape, open spaces and conservation-of the area. However, the area has a great potential for the development of tourism (additions to existent hotels and the creation of new hotels), planning of tourist itineraries and pedestrian sidewalks.

The Old City forms the eastern anchor of the City center. The proximity of this area to the Old City and the sensitivity of building within it given, on the one hand, that part of it is located right in the visual basin of the Old City and, on the other hand, the physical characteristics of the architecture within it, require a relatively low, patterned construction, with large grounds coverage and with a building style that blends in with the character of the existing urban form.

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In these areas, nearby the Old City, the planning team recommends a densification and filling in with a patterned construction of up to eight floors high (see details in Chapter-6). Concomitant with the densification of the areas, an effort is required for the improvement of the existing infrastructures and the preparation of a detailed plan for the east part of city center by way of adjusting it to the principles of the outline plan.

C.B.D North – Ultra Orthodox - the area is characterized by mixed uses and in particular commerce, work, educational and cultural institutions, institutions of religion and housing serving the ultra-orthodox sector. The density of buildings in the area is high, and an accelerated process of intensification is unfolding without any parallel development of the infrastructures in the area. An additional process characteristic of the area is the additions of construction without a strict compliance with planning regulations.

The commercial activity is primarily directed to the orthodox community and serves no other sectors of population, and this notwithstanding its proximity to the city center.

The Core of the C.B.D can be divided into a number of sub-areas (See Figure. 3) and has various uses. The area is not built as a single unit and is characterized by low original patterned construction in combination with new construction, and by the reserves of land (that are not built up) which allows for large scale construction (like Lot 50 and Building precinct). The plan adopts the densification of patterned construction up to eight floors height along with high rise building of up to 24 floors. It is worth noting that such combination will allow for the materialization of construction possibilities through addition of floors onto existing buildings as well as by patterned construction on small lots, along with vertical construction in large ground fields to allow for maximal realization of the construction potential that is inherent within them (See Chapter 6).

The Western Entry to the City Area - this area has the greatest potential for construction and development by virtue of its distinctive characteristics: High accessibility to different means of transportation, (including inter-city train station), readily available ground in large batches (mostly in public ownership) and it is far away from the visual basin of the Old City. The plan has determined that intensive construction of high rise buildings (up to 33 floors) should be allowed in the area. The development of the area requires a tight connection with the heart of the C.B.D as well as the creation of urban continuum obtainable upon the activation of the first line of the light rail.

5.3.2 Means of Realizing the Rejuvenation of the City Center

A. Building rights and building height

According to Local Outline Plan No. 62, building rights in a commercial area are 150% (and in the certain streets 200%). The planning team believes that this denotes an ineffectual exploitation of ground land in the city center, hence the proposed significant

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increase in building rights in the areas which will be designated as a "commercial center" and up to the same level of density in the centers of historic cities in Europe. It should be noted that in the single-focus plans of the recent years very high percentages of construction were approved in the city center. In view of the direction of planning and the method of the planning authorities in recent years a list of rights for maximum construction was established and a maximum building height was determined for each one of the different parts of the C.B.D. However, in order to accelerate process of approval of detailed plans a distinction was drawn between:

1. An "Outline conforming" detailed plan under the jurisdiction of a local committee for patterned construction of up to eight floor-buildings seeking to encourage density in small lots typical of the city center.

It should be stressed that the building height in the different parts of city center was established, among the rest, as a function of proximity to the visual basin of the Old City (see chapter 6) even though the "formula" for determining building height within patterned-construction depends on the width of the adjoining street and this is intended to guard the logic of urban design that arises from a fixed relationship between the dimensions of the open space in the street and the height of its walls (buildings along its line). In light of this logic, the formula for determining the final height of a building in the patterned-construction would be:

1.5 (height of the building in the street line including balustrade) = 1 (width of the street), and additionally one floor or 2 floors in setback (See Table No. 2 below), and in total 8 floors. In the intersection of streets the local committee has the authority to permit an addition of up to two floors to highlight the junction, and likewise on the street corners.

2. Detailed outline conforming plan under the jurisdiction of district committee - in the chapter that discusses the building pattern in the city, a clear policy was set in relation to building height in different parts of the city including a building policy for the city center. A guiding principle was established that allows for higher building the further the construction is from the visual basin of the Old City. An additional basic principle was the great importance of the design of the meeting of the high rise building with the street, its blending with the existent urban composition and protecting of the character of the street along with guarding the continuum of the activities lengthwise the street.

Below are the guiding principles for the achievement of "architectural excellence" in high rise construction as were consolidated by the planning team and reflected in the instructions of the plan:

- **The contact with the street:** full blending of the low floors into the existent composition, both in their architectural-urban character and maintaining of the rhythm of activities by means of constructing a "substructure " that is compatible with the composition in the street.
- **Quality public space:** the creation at the bottom of the structure, from all sides, and

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within it, of a high quality public space, that is both active and attractive and is completely favorable to the pedestrian.

- **The building entryways:** urban space: the design of the public spaces inside the structure, on a relatively large scale, both in dimensions and the fineness of the choices of finish material and details.
- **The head of the structure:** exclusive design of "caption", a possibility for a roof of an open-to-the-public observatory with special lighting/illumination.
- **Exquisite finish materials:** inside and outside alike, in particular in public spaces or in the common areas of the structure.
- **Harmony:** reaching symmetrical proportions. These can be defined as a geometrical ratio between the dimensions of the structure, for example a ratio of 1 (width of front): 3 (height of same front). Harmonious proportions can also be obtained by means of dividing the volume of the structure to elements that are vertical in character, in the design of the openings and more, (on the principles according to which plans for high construction must be examined, see the chapter 6, section 6.9.6).

The planning significance of the principles of high rise construction consists essentially in integrating the composition construction of the foundation floors with proportional high construction with setbacks as much as possible from it. In light of these principles a list of basic construction rights was established in addition to which a list of additions might be approved, should the former result in public assignments (as detailed in the footnotes for table no. 1 below). It should be stressed that the imposition of public assignments has become an "acceptable norm" even though an economic assessment is required which in order to not cancel the economic viability of the project should be coordinated between the initiator of the plan and the local authority.

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Table No. 2 : a chart of building rights and limits on building in a commercial area (according to map 2).

Net plot size (sq. meters)	Street width in meters	Percentage of construction rights from the plots' area		Net percentage of maximal building surface layout from the site's area	Number of stories and height in maximal construction (the lowest of all)		Classification of the detailed plan	Construction lines
		Primary area in all stories above level 0.00	Service areas in all stories above level 0.00		Max. no. of stories	Max. height In relation to the street width		
Plot size according to the current condition	9.9-5.0	Up to 450	Up to 90	Up to 70	Setback of 2+3	1:3	Detailed plan under the official authorization of the local committee	As determined by the detailed plan
	14.9-10.0				Setback of 4+2	1:2		
	19.9-15.0				Setback of 6+1	1:1.5		
	29.9-20.0				Setback of 6+2	1:1.25		
	30+				Withdrawal of 8+2	1:10		
2500+	-----	Up to 500	Up to 100	Up to 60 per sq. meter	6	-----	Detailed plan under the official authorization of the District Committee	
				Up to 40 per super structure	Up to 24 or 33 as marked in appendix no. 2			

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Footnotes for the chart :

- (1) Width of street - the measured distance between the plain of the fronts of buildings that are built in building line zero on both sides of the street, or the width of the approved road, the smaller of the two.
- (2) Construction rights - construction rights refer to maximum construction rights. Construction rights emerge as a function of the building-height limit and the floor-number limit in relation to the width of the street as stated in sections (4) and (6) below.
- (3) The construction coverage for a new building will be up to 75% of the net surface of the field. Construction coverage for existent buildings, in which addition of floors will be permitted, will depend on the construction coverage existing in the field along with territory for the addition of emergency stairway and elevator, machinery rooms and shelters according to the demands of civil defense.
- (4) The number of floors in each area follows what has been marked in appendix no. 2 – Building Code in the City, and pertains as well to the average height of 3.5 meter per typical floor, and of up to 5 meters per street-level commercial floor.
- (5) In corner lots (in the intersection of two streets) an addition of up to 2 floors would be permitted without needing to withdraw the upper floors, into part of the building attached to the corner and on condition that its length will not exceed 25 square meters from the corner in each side.
- (6) The left numeral marks the width of the street, the right numeral marks the height of the building over the average street level including roof balustrade. This formula pertains to the height of the building in the front line of the street, the addition of floors would be permitted on the condition of providing for a Setback of about 2.5 meters from the plain of the building front on the street line subject to the contents of note (5) the above and note (7) below.
- (7) In lots bordering on two streets, the width of the street will pertain to the street with the larger width.
- (8) In addition to the construction rights that are detailed above, it is within the authority of provincial committee to approve the detailed plan additions of rights as detailed below:
 - A. For the allotment of ground land (that is not an interior land inside the building) from the surface of the field for public uses, on the street level: times 4 the ground surface to be allocated for public use.
 - B. For an allotment of a built-up area to the public in the building (for education buildings etc.) : times 2 of the built-up area that will be allocated to the public use.

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C. For the restoration of a building classified as a building for conservation : times 2.5 the surface of the building assigned for conservation.

(9) "Foundation" – the part of the building on the street line that extends the distinctive pattern of construction. "Top-structure" – is a high symmetrical building situated atop the foundation, in a setback determined in the detailed plan. The principles for the construction of the foundation correspond to those stated in note number (6) above, except for the addition of floors corner lots, as indicated in note (5) above.

B. Development of the Transportation System as a Lever for the Rejuvenation of the City Center.

The Mass Transit System which has been planned for the city can serve as an important lever for the process of the development of employment and rejuvenation of the city center, granted that it will be executed in the order of priorities according to which city center would constitute the focal point that the rest the lines would pass through. It should be stressed that the order of priorities proposed by the planning team is not drawn merely from the forecasted demand for transport but rather based on the core assumption that the construction of mass transit system will serve additional goals whose realization will serve to augment the demand for the transport by the planned system anyway. Therefore, the planning team recommends to expedite the execution as first priority (without determining exact routes at this stage) via the city center of the following lines:

- The connection between the central bus station in the entrance to the city, Kiryat Hale'om, Kiryat Ben Gurion, Givat-Ram campus, the technological center and Malha.
- Connecting both Hadassa-Mount Scopus and the university in Mount Scopus to the system.
- Continuation of the line to Hadassa Ein Karem.

Establishment of public parking lots in the outskirts of the city center (for example Mammilla parking lot, Center of the Congresses parking lot, and Kiryat Hale'om's parking lot) and the "HanneVesa" (Park and Drive Away) parking lots, and the creation of efficient and reliable/dependable transportation connection between them and the city center by means of public transportation. This issue acquires particular importance in light of magnitude of commuters planned to arrive into the employment core that will develop in the city center.

The basic assumptions underlying the proposed parking standard for the city center are:

1. A reduction in the parking standard in the city center will be applied in a gradual manner consistent with the rhythm of the development of the mass transit system.
2. Until the mass transit system is actually completed, the holder of rights in the real

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estate and the local committee will have their say in what the standard would set.

3. Approved detailed plans in which a mandatory parking standard was set and where the standard according to which a number of parking places will be built, subject to the opinion of the holder of rights in the real estate, cannot be altered.

These basic assumptions will allow maximum flexibility in the judgment of private initiatives for construction in the city center. Based on these assumptions the parking standard was significantly reduced for commerce, offices, and hotels in the city center which allows the investor to neither have to build parking nor even pay for a parking fund for those uses that will be built in the C.B.D. (These principles were ratified in Plan No. 5166 which was approved recently). Additionally, the planning team has also offered to ease the parking standard demands for residences in city center and to allow for a lower parking standard by way of exempting dwelling units of up to 45 square meters from the duty of installing a parking place, and the parking standard for dwellings will be between one parking place per two dwelling units and up to one parking place for each dwelling unit, according to the request of the holder of rights in the real estate. The planning team believes that these instructions are bound to both ease and encourage the private initiative in the city center.

C. Approved "Planning Stock"

The procedures for approval of plans in the city center, and in particular plans for high construction, are long and are often take more than ten years. Forming a building code policy for the city, including the issue of the building height in the framework of the outline plan, will reduce the required duration for plans' approval. It is important to use the tools formed by the outline plan so that the approval procedures that take a long time will not forego development at the time that new initiatives arise.

Moreover, the definition of a list of construction rights for construction in the frame of the detailed plan under the local committee's authority provides for a "green track " in the procedures of detailed plan approval and in so doing reduces the required duration for plans' approval further still.

D. The Public Space

The relative comparative advantage of the city center is its special milieu, the diversity of sites and activities within it, the picturesque streets and the alleyways, the historic buildings and the varied population. The main effort that is required is that of raising the level of the public space following the steps of centers of flourishing cities in the world that managed to "reinvent" themselves during the recent generation like London, Paris, Barcelona, Prague, Boston, Amsterdam and other.

The required actions are:

- The improvements of the public space in favor of the pedestrian.

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- Making efforts firstly in the main axes, while bringing to completion the first electrical light rail line in Jaffa Street. Similarly, one would have to improve the public space in the east city center and in the ultra-orthodox city center, where the levels of development and of infrastructures is considerably lower than in the western part of the city.
- The creation of avenues (in the historical axes), as squares, flora corners, and streets.
- The creation of local play grounds, mainly in the ultra orthodox C.B.D where there aren't many of those.
- The creation of a uniform, exclusive, and high standard language in the design and furnishing of the street - illumination, signs and gardening.
- Development and accentuation of the Garden of Independence as the primary green lung in the city center, as the primary meeting place for all sectors of the population, reinforcement of its connection to pedestrian pathways and streets as well as the reinforcement of its balustrades.
- In light of the difficulty of locating grounds for elementary schools to provide to the projected population increase, it would be well to examine within the detailed plans (there is nowadays a number of detailed plans in preparation) the application of the notion of "Life Centers" that the plan has proposed even if the matter would call for school buses for children.
- In light of the proposed parking standard, the plan adopted the establishment of public parking garages underneath the open public spaces and public buildings, a solution for the densification of building in the city center - an instruction allowing for the utilization of sub-surface grounds in those areas established by the plan's directives.

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Figure. 4 – Structure of Open Areas and Avenues in the City Center

City Center

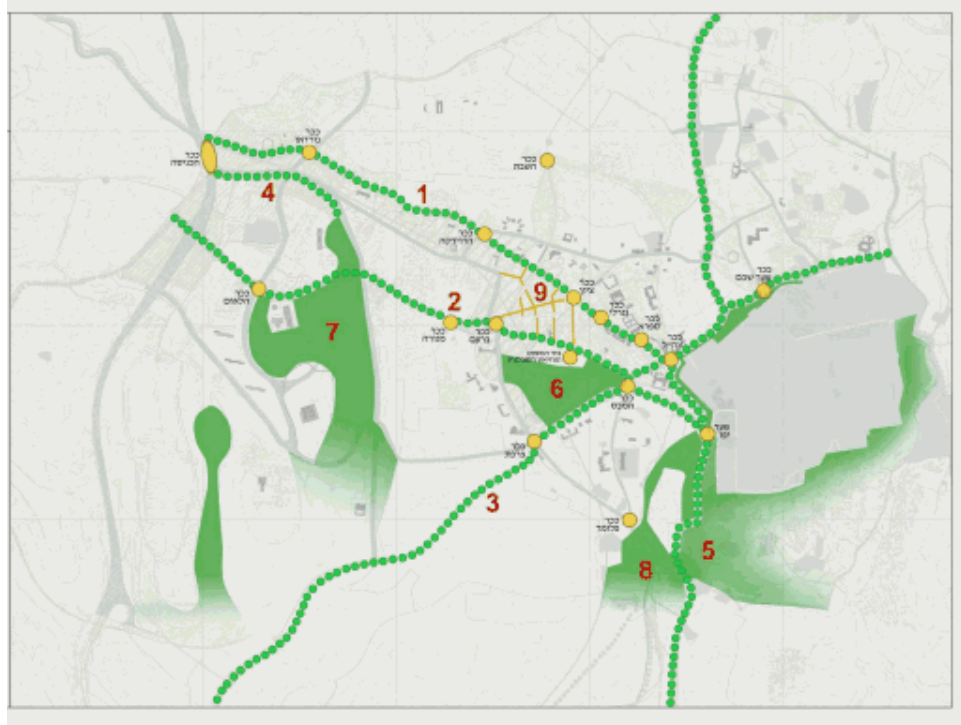
Outline of open spaces

The primary green routes:

1. Jaffa St.- Highway 1
2. The Hillel-Bezalel-Rabin Blvd. Route
3. The Hebron Road-Ha'emek- Agron- Aza Road Route
4. Hacnisa Blvd.- Shazar Blvd.

Main public open areas:

5. The National Park
6. The Independence Park
7. The Saker/Rose Park
8. The Bell Park
9. The array of pedestrian malls in the center of the CBD



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E. The Attraction of Activity-Generating Uses

The reversal of the decline of the city center trend requires the commitment of a coordinated effort to attract and use many activities. Particularly vital are the crowds captivating uses which in turn stimulate a chain of supplementary activities such as commerce, business facilities, recreation, entertainment, catering and more.

- Employment - it is the recommendation of the planning team to make an agreement between the municipality of Jerusalem and the Government according to which all government ministries and district bureaus will be returned to the city center, be it into one zone, or in a dispersed form; likewise, to transfer to the center of Jerusalem the headquarters of state companies presently located outside Jerusalem.
- Activity-generating Institutions - the immediate establishment of activity-generating institutions such as the justice hall and the broadcast authority's center.
- Institutions of culture - in the city center nowadays there are no cultural institutions projecting the environment in which they are situated with their prestige like the planned Museum of Tolerance. One would have to encourage the establishment of such cultural institutions as an experimental theater, and an artistic movies club. One would have to make the effort in two foci: Gerard Bechar and Binyani Ha Omma [Buildings of the Nation].
- Outpatient clinic extensions of the big hospitals in the city.
- Academic institutions- colleges, international universities (see chapter 9 as follows- higher education) is primarily important for attracting young people and for the development of activities which come in their wake. An example of such is the architectural department of Bezalel which has recently returned to the historical Bezalel building. In addition, the plan for assembling the theatrical arts schools in the Menorah site should be implemented. It should be stressed that is not necessary and there is no need to assemble in a fenced-off campus, but instead to integrate them into buildings which have been altered for these needs.
- Student dorms- Promoting the establishment of student dorms by providing tax reductions for students or by subsidizing rental payments.
- Hotels- Attracting initiatives for building small hotels, low-price inns and unique "boutique hotels". The alleviation of parking regulations, including the need for bus parking bays and such may serve as an incentive for establishing such hotels including the changes in the demands of the Ministry of Tourism for catering services.
- In order to alleviate the procedures for planning the establishment of these institutes in the CBD it has been determined in the plan's instructions that these uses are permitted in the CBD (the area designated as a commercial area in scenario no. 2).

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F. Administrative Means of Implementation

Part of the recommended administrative means of implementation stem from the instructions of the Planning and Building Law which require governmental decisions and the other part is under the municipality's jurisdiction. The administrative means of implementation are:

- Declaring the city's center as a "Renewal Area" as defined by the Planning and Building Law, which will make it possible to receive budgets for infrastructure development from government funds on one hand, and will make it possible to give a partial exemption from improvement levies for development initiatives in the city center, on the other hand. Declaring the city center as a renewal area is possible in light of the poor condition of the city center (due to the terrorist activities of recent years) and it will make it possible to give preference to developing the city center over other areas in the city. It should be stressed that defining the city's center as a renewal area must have a time limit, (of 5 years) in order to speed up the development, in such a way that anyone building during these years will benefit from the alleviations and exemptions, which such a declaration allows for. Another option is to find a different solution for declaring the area as a renewal area by means of changing the chief legislation which will allow for tax breaks.
- As an alternative option, should the declaration of the city's center as a renewal area fall through due to government policy, it is recommended to provide an "establishment grant" for projects in the CBD, from a government established fund. The establishment fund will be a scope of up to 15% of the expenses of the project's establishment.
- An additional means for promoting development in the city's center is a tax policy which favors the city center instead of the secondary centers, in such a way that the municipal tax rates for trade and offices in the city's center will be considerably lower than tax rates for trade and offices in the industrial zones and considerably lower than the office rates in the residential areas.
- Establishing a municipal fund for providing loans with convenient conditions for renovating buildings and renewing buildings designated for preservation, and subsidizing rental payments for young renters (students and such).
- Along with the designation of the means for implementing the preference of developing the city center, it is necessary to implement a policy which will restrain the development of secondary centers primarily by restricting commercial and office uses. It is possible to execute this policy by correctly interpreting the uses permitted in the industrial zones according to the instructions of outline 62. It should be stressed that according to legal opinion, there is no obligation for the planning authorities to approve, during the stage of granting the permit, any use which was permitted in the land designation area and this is for the authority to decide. (The complexity of this topic demands caution in order to confirm that the restraint of any sort of development

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in the secondary centers will not turn initiatives out of Jerusalem, see clause 5.2.2 above).

- Removing any deviating uses- when a suitable substitute presents itself for offices in the city's center in new buildings or in buildings which have been renovated and renewed, a policy should be enforced according to which offices and business use of apartments will be cleared primarily in the exclusive residential areas adjacent to the CBD

G. Organizational Means of Implementation

The organizational means of implementation, obligate the collaboration of the local authority and private organizations and were intended to instigate street activities and to encourage the economic activity in the city's center. It is suggested that the city center, or its sub-areas, be managed in the same manner a mall is managed in order to give it the status of a "brand name", as an attractive place economically, culturally and socially. Collaboration among the local authority and private organizations in the city's center will make it possible to divide the burden of expenses entailed in this and will allow for the promotion of the city's center. In order to implement this means it is suggested that a special unit be put together and integrated into the "Eden" company, (similar to other cities around the world) whose function will be similar to the functions of a mall administration company:

- Advertisement, marketing and sales promotions of the area or its sub-areas as a whole.
- Cleaning, maintenance and upholding a high quality urban appearance.
- Organizing fairs, street shows, food markets, festivals, outdoor music and arts events.
- Upon receiving approval for the development principles for the city center according to the outline plan, an action plan must be prepared at a scope of at least five years which will define the stages of execution for the development of the city's center.

H. Public Participation

The policy of the city' center's development obligates receiving widespread agreements in order to raise public involvement with the expected renewal processes, to abate concerns and suspicions and in order to prevent or lessen the level of objection which was previously aroused by every irregular building project.

The implementation of the process for public participation in the outline plan is a complex subject which goes beyond the topic of the city center's renewal. However, the fact that the city's center has been the center of public attention numerous times obligates the development of tactics for explaining the principles of the proposed planning, based on the multi-system approach.

It seems that by stressing the integral economic renewal, along with the establishment of the city's center as a primary social and cultural center within the city, all within a quality

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public space, this may serve as a basis for achieving widespread approval of the outline plan and of the means of implementation and intervention which are offered. It is to be hoped that in such a manner, it will be possible to avoid the need for opening a public discussion for each separate plan since this would, in practice, bring a stop to any initiative in the city's center and in such will prolong its degeneration.