

**Chapter Seventeen**

**Planning Alternatives and Choice of Preferred Alternative**

# LOCAL OUTLINE PLAN JERUSALEM 2000

## 17.1 Introduction

At stage A of the preparation of the Outline Plan, goals and objectives were defined by the planning team and the professional committee. These goals and objectives represented the desires and values concerning the future development of the city. The entire complex of goals and objectives is a reflection of a long range comprehensive view of the desired future and serves as the criterion for the evaluation of the alternatives that arose during the planning process. These alternatives were presented in the Report No.3 titled "Planning Brief and Definition of Alternatives".

The preferred alternative, as presented below, is the one whose implementation will contribute the most to the achievement of the goals and objectives as follows:

- A. Strengthening the basis and continuing development of the city as the capital of the State of Israel, center for the Jewish people and sacred to all religions.
- B. Preservation of the urban qualities and special character of Jerusalem.
- C. Strengthening the role of Jerusalem as capital city and world city, promoting public buildings, national and international institutions and sites.
- D. Empowering Jerusalem's socio-economic status and raising the overall quality of life of its citizens.
- E. Increasing the attraction of the city for all population groups. Raising the residential quality in all parts of the city, increasing the utilization efficiency of land and creating accessible reserves for residential building.
- F. Ensuring the viability of neighborhoods over time.
- G. Developing the city while giving expression to its special character based on its various landscape units which will be presented to all citizens and visitors.
- H. Revitalization and strengthening the city center and all its components, taking into account its special human, physical and architectural characteristics, and its unique geographical location as part of the historical city center, and its strengthening as a cultural and tourism center.
- I. A reasoned development of the whole transport system while giving significant precedence to public transportation over private.
- J. Adaptation of the infrastructure system to the future needs of the city, through maximum exploitation of land resources, preservation of environmental quality and rational development.
- K. Devising a balanced urban environment policy while preserving high environmental standards.

**The Central Planning Principle of the Outline Plan**, that was an outcome of the set of goals and objectives, is the use of the open space system as a central urban structure. The rest of the other factors- residential, employment, roads etc. will adapt themselves, and relate to this structure. According to this approach, open spaces of high importance were defined as "untouchable", since these areas reflect the location of the city within geographical space in order to preserve its uniqueness. Furthermore, other open areas of different hierarchies, local as well as urban, were defined to serve as part of the structure and around which neighborhoods, employment areas etc., are to be seen to develop.

## **17.2 Description of the different planning alternatives.**

### **17.2.1 Residential.**

**According to the gap between the projected population target and the difficulties in carrying out building, the rate of implementation in residential areas, and the lack of planned reserves of public land- there is a need for a planned stock of between 110,000-120,000 units (nominal capacity) in one of the framework alternatives defined at stage C of the plan.**

**Alternative A- The Reference Alternative** (Business as usual- Planning processes proceeding as of today)-**was rejected** inasmuch as it did not meet the goals and objectives of the client, since it meant carrying on developing the city without a comprehensive overview, “point” plans which would harm the existing pattern together with complicated planning processes which would detract from the ability to implement plans.

**Alternative B- A Moderate Spread (Maximum density of the Built-up Area)-** This alternative was based on the attempt not to spill over extensively onto unbuilt areas of the city by means of refilling and making more dense, existing built-up areas. According to this alternative it is necessary to allocate about 6500 dunams for residential use within the stock of unbuilt areas of the city.

**Alternative C- Extensive Spread-** This alternative is based on a planning effort to avoid increasing the densities of the existing built-up areas to such an extent that would damage their special qualities. Hence the effort is directed towards an increased spill over into the unbuilt areas. This alternative calls for an allocation of about 10,000 dunams of residential building within the stock of unbuilt areas in the city.

**Alternative D- Balanced Dispersal-** The basic assumption is that it will be necessary to plan Western Jerusalem for a greater residential density than that existing today while increasing the densities of the existing builtup areas of Jerusalem to such an extent that will avoid damaging the sensitive areas. In this alternative it will be necessary to allocate about 6200 dunams for residential building in the stock of unbuilt areas in the city.

### **17.2.2 Economy and Employment**

For the employment program, two scenarios were examined:

The scenario of a “Closed City” versus a scenario of an “Open City”. Both scenarios refer to the same population projection for the year 2020, and operate under the assumption of an average increase in the labor force participation rate. They both also take into account frictional unemployment and commuting to and

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from the city. The difference between the two scenarios is in the different rates of the assumptions.

The first scenario of “closed city”- A city that withdraws within itself with relatively low rates of commuting and slight increase in labor force participation. It assumes an additional 165 thousand employees until the year 2020.

The second scenario of “open city”- A metropolitan core. This assumes an appreciable increase in the labor force participation as well as high rates of commuting both from its metropolitan area as well as outside it. It assumes an additional 220 thousand employees until the year 2020.

### 17.2.3 Employment Zones and the City Center.

#### Employment Zones

At Stage C of the work, two alternatives were defined:

**Wide Dispersal Alternative-** The designation of some new employment zones along major transportation routes ( the western ring road, eastern ring road and expansion of Atarot employment zone).

**Moderate Dispersal Alternative-** The strengthening of the city center and its parts and designation of a group of employment zones along Begin Avenue.

#### The City Center.

According to the basic assumption of strengthening the city center, the alternatives derive from the intensity of building in the different part of the center.

**Multi-Center Development-** Development that emphasizes the difference between the various parts of the center, the old city, the central area and the entrance areas to the city from the west.

**Linear Development-** Concentration of effort on Jaffa Street as the central spine of the city center.

**Maximal Development of the Western Entrance-** Maximal emphasis on accelerated development of the western part of the center together with minor efforts in the central and eastern parts.

### 17.2.4 Tourism and Hotels.

The program for tourism and hotels, and its spatial layout in principle, is determined by the National Outline Plan. The quantitative program calls for

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providing larger than demand amounts (about 18,500 hotel rooms) and the Local Outline Plan is bound to adopt these figures. The alternatives that were examined were as follows:

**Conservative Approach-** Designation of hotel zones within the authority of the Local Outline Plan as directed by the National Outline Plan.

**Dynamic Approach-** Maximum flexibility within the designated land uses, especially within the city center, and implementing a comprehensive policy of development of a tourism infrastructure including development of tourist attractions in the city and tourist services.

### 17.2.5 Public Institutions.

Public institutions that are appropriate for a capital city, a world city and a metropolitan center are not influenced by which ever alternative is chosen. There is a considerable potential for increasing the capacity for building in the areas assigned to these uses.

Public buildings that are dependent on the size of the population in the different parts of the city are derived from the residential layout alternatives. It is to be noted that in view of the scarcity of land supply for public uses, all the alternatives propose a more efficient use of the designated areas through mixed uses and increased densities.

### 17.2.6 Environmental Quality

The overall concept of the outline plan touches upon sustainable development and prevention of environmental nuisances. The subject of environmental nuisances does not have a direct influence on the choice of alternatives. There are however differences between the alternatives in achieving the goal of sustainable development.

**Conservative Approach-** proposes to avoid nuisances by preventing exposure to nuisance based on land use layout (creation of buffer zones between them), setting out security distances etc. This conforms to the wide dispersal alternative.

**Sustainable Development Approach-** aims at a maximum conservation of nature and landscape sites, minimization of damage of open spaces by decreasing space allocated to building, together with prevention of environmental nuisance by changing patterns of activity and dealing with origins of pollution and nuisances in a focused way. A systematic and comprehensive approach that aims to arrive at a balance between different factors (economy, building-development).

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## 17.2.7 Transportation

In the transportation system of the local outline plan there are two components that are designated for passenger transport: the road system and public transportation system:

- A. The road system, including intersections, interchanges, tunnels and bridges is presented in the outline plan in its final dimensions. The road system will expand with the increase in population. However it will not change its fixed form whatever alternative is chosen. The road system takes into account development in west Jerusalem and provides for the necessary connections to the present city.
- B. The public transportation system that includes light rail lines and bus lines, is not presented in the plan as a fixed and final form but is more flexible than the road system. It will adapt its directions and lines according to the alternative chosen. The public transportation system is intended to provide for the maximum demand for travel at the peak morning hour, and aims at providing fast, dependable and comfortable service. It will therefore have precedence in the transportation system. It should be noted that the priorities of public transportation development is not simply an outcome of projected demands for travel, but is based on a basic assumption that the very construction of a mass transportation system will also serve other purposes and its use will further increase the travel demands within the system.

## 17.2.8 Infrastructure

The gas and fuel infrastructure is indifferent to the various alternatives. The sewage, water, electricity and telecommunication infrastructure is influenced by the chosen alternative. As a rule, it is necessary for an overall upgrade of the physical underground infrastructure so that the higher the intensity of building on a given area, the higher the level of upgrading that is necessary.

## 17.2.9 The Eastern City.

Due to its special problems, as will be detailed below, it was necessary to approach the issue of the eastern city in a focused way in all the alternatives.

- A. Building of a rural character- Random and wasteful building.
- B. Lack of engineering infrastructure
- C. Insufficient and infeasible planning machinery- infeasible plans.

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- D. Land ownership.
- E. Scope of illegal building (See section 4.5 above)

## **17.3 The Chosen Alternative- Criteria for choosing.**

The choice of the preferred alternative was not carried out by choosing one of the framework alternatives that were defined at stage C of the work, but was carried out by choosing those components of every alternative that had significant advantages in terms of implementing the goals of the plan as well as the basic assumptions that were defined by the client.

### **17.3.1 Public participation in the choice of the preferred alternative.**

#### **Public participation through the Community Departments.**

An additional important component in the choice of the preferred alternative was involving the public through a fertile discussion with community departments. The project of public participation was directed by Mr. Rafi Davra, Ms. Yaira Efrati-Wiesental, Ms. Noga Lev-Tzion-Nadan, together with Dr. Ronit Davidovich and Head of the Planning team. The planning alternatives that were described in Report No.3 were given for inspection to the community departments. These in turn evaluated them on the basis of directed discussions with the neighborhood residents. Summaries of these discussions as shown in section 7 of the public participation file of the outline plan were transferred to the planners in the various fields so as to examine the principal comments that were mentioned in the discussions. In this connection, it is important to note that whereas the alternatives that were presented in stage C of the work were framework alternatives in a generalized approach, the comments in the neighborhood discussions revolved around localized and specific problems in each neighborhood. Some of these comments that related to the level of the outline plan were taken into account by the planners. However the other comments were more detailed and referred to local planning at a more detailed level.

On a comprehensive systematic level there is no significant difference of opinion between the residents and planning team concerning the preferred alternative. However there are situations in which the attitudes of the residents were not compatible with the overall urban goals due to their limited neighborhood oriented viewpoints. An important point to stress that arose in the community discussions was the **flexibility and diversity** that was called for in order to express the diversity that is so characteristic of Jerusalem's landscapes, neighborhoods and communities.

The major points that were raised in the discussions and found expression in the plan were as follows:

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## **Open Spaces**

Among the residents there was general agreement and support for the planning principle that sees open spaces as a basis for comprehensive planning. This derives from the existence of a direct relationship between accessible open spaces and the quality of life in the neighborhoods and the desire of residents to remain in the neighborhood and in Jerusalem.

The idea of connecting these spaces into a unified system that connects neighborhoods to important focal points, was seen to be a key for the preservation of open spaces which gives both to small and large spaces additional urban and comprehensive qualities. In every neighborhood, the need for developing quality green axes that connected the neighborhoods to each other and to the center of the city, was mentioned and emphasized.

In some of the neighborhoods, there was some objection to the idea of “Life Centers” in open spaces. Some of the residents contended that the neighborhood (quarter) parks that were laid out in the plan do not always answer to the needs of the residents due to problems of accessibility.

The residents expressed their desire for the plan to give expression to gardening at the level of the neighborhood. In view of this fact and in view of comments received from the Nature Conservation Society, Ministry of Environmental Quality and other sources, and in view of the fact that neighborhood gardens are an important component of the system of functional open spaces in the everyday life of the residents, it was decided to carry out a detailed survey (with the cooperation of the Ministry of Environmental Quality) of neighborhood open spaces. The results of this survey will be composed into an appendix to the planning documents.

## **Residential Areas.**

The reaction of the residents to the methods proposed by the outline plan team for the increasing of building capacity such as increasing densities, increasing coverages in existing neighborhoods or building new neighborhoods (in the western city), was not consistent. In some neighborhoods there was support for increasing densities and coverages whereas in others there was a preference for avoiding these.

Similarly, there was no consensus as to building new neighborhoods in the western city. The solutions and ideas that were presented to the residents by the planning team were generalized towards the entire city and did not express the rich and diverse proposals for different and similar neighborhood patterns. It is the opinion of the planners that a more detailed presentation of residential solutions proposed according to the present stage of the work plan could change the attitudes of residents to this aspect of the plan.

## **Employment and Economic Base.**

The residents place great emphasis on the development of a range of employment opportunities in the urban space. The alternative that emphasizes diverse supply, from home based employment to new employment centers (employment clusters) near educational, research and medical foci, were seen as positive and essential for

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the development of the city. The idea of integrating employment supply to residential areas also received support in the attitudes of the residents.

The ultra-religious (Haredi) sector sees great importance in encouraging employment of women near to residential areas. In this connection, it is essential to consider training centers, supply of neighborhood and quarter employment opportunities, home-based employment- all within the planning briefs of religious neighborhoods. Development of employment is one of the levers for raising the household income levels and strengthening the urban economy. In this respect, the outline plan permits the construction of employment buildings in residential areas and thus answers to the needs of the residents. The Jewish sector emphasizes the open city alternative as the preferred alternative.

### **Transportation, Movement and Accessibility.**

In addition to the ordinary and mass transportation systems that are existing, planned or under execution, which are all related to in the outline plan, the residents place importance on other issues and transportation means such as: bicycle paths, changes in the parking standards and the green skeleton that will improve the accessibility for pedestrians. It is to be noted that the plan will include reference both to parking standards and bicycle paths and also to radial urban avenues and "green" axes.

The idea of development based on a range of urban activities- employment, services, green spaces, movement etc. as a basis for attracting population and developing residential areas. In other words, it is not enough to build residential areas in order to attract population, but it is in planning and upgrading the entire system that will attract people to residential areas in demand. Integrating public functions with commercial functions, creation of qualities that conserve the unique traditions in every area- as a basis for a new and contemporary development of the city. The position of the planning team is in agreement with this statement by the residents as witnessed by the fact that the planning documents clearly state that residential development is not enough and that expansion of the employment base and improvement of the quality of life are necessary conditions for the city's development.

### **Public Institutions**

As far as the policy of the outline plan concerning public institutions of which a major part is based on the use of "life centers", there is no agreement.

Some of the neighborhoods support the idea with minor objections.

There is some apprehension that the life centers will empty the existing institutions of their content. Hence in their opinion, it would be preferable to add functions to the existing institutions and not to move them to marginal locations. Accordingly in some neighborhoods there is the belief that only relatively large institutions such as

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sport centers and playing fields, comprehensive schools, large yeshivas or urban libraries should be located in the life centers.

It is unnecessary to repeat that the present locations are only schematic proposals and need to undergo repeated reviews before a final location is decided upon.

The idea of using the life centers as a means for creating meeting points for different populations or adjoining neighborhoods also does not meet with agreement. Some neighborhoods see this as a positive idea whereas other neighborhoods prefer their neighborhood/residential isolation or entire concentration on their neighborhood only.

Another issue that received attention from the residents was the issue of accessibility to the life centers. The residents would prefer not to be dependent on vehicular transport only and would prefer better accessibility by means of short pedestrian distances and lesser slopes for reaching the life centers.

The planning team responded to the comments of the residents by canceling a number of life center locations and adopted the ideas raised by the residents.

### **Preservation**

In general it is possible to summarize the comments of the residents concerning the issue of preservation as follows: In their opinion the existing and proposed plans for preservation provide sufficient answers to the preservation needs of the city.

The residents see a connection between the existing character of buildings and their preservation, and the quality of the neighborhood expressed by the identification of the residents with their neighborhood.

A repeated comment by residents in some neighborhoods was that they did not possess enough knowledge or information for them to be able to take a stand on this issue.

It should be noted that the demand for preserving specific buildings can only be answered through more detailed planning. However, in the city center plan the major buildings to be preserved are mapped out.

The outline plan provides answers at the level of zones and neighborhoods only. Preservation of archaeological sites and open spaces can be responded to at a different policy level.

There is a demand for a more detailed description of the particular features of the site to be preserved and not only the listing of specific buildings in the site. This issue was properly addressed in the plan regulations.

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## **The City Center**

There is general agreement with the position of the planning team as regards the need to strengthen the city center and to limit secondary centers such as Talpiot and Givat Shaul, although there is indecision regarding the importance of the subject.

The strengthening of the center will have to be carried out in parallel with the “weakening” of the secondary centers. The strengthening will involve defining the proper activities that are appropriate to areas such as Talpiot and Givat Shaul, and to direct towards them those activities which are inappropriate for the center and which will not compete with it.

The important factors for the strengthening the city center are:

- Improving the building façades and infrastructure in the area.
- Setting up institutions of education, culture, government offices, museums, offices and firms so as to encourage day and night activities in the city center.
- Convenient and fast public transportation from the neighborhood to the CBDs. Traffic calming and setting up pedestrian precincts that will give the city center qualities which the other commercial centers do not have.
- Commercial continuity important for increasing the vitality of the city center.
- Conservation of areas with historical-architectural values.
- Strengthening the feeling of security in the city center.
- Integrating housing for young couples, students and rental housing.

It is desirable to prevent the expansion of commerce from the different parts of the CBD into residential areas with their narrow streets.

The Haredi population is interested in maintaining the separation between the different CBDs so as to preserve their different characteristics. These attitudes of the residents were accepted by the planning team and were incorporated into the plan.

## **Participation of women in the planning process.**

Another facet of the public participation process was the involvement of women as a separate population group in the preparation of the outline plan. The participation of women in the preparation of the plan is meant to highlight a unique viewpoint of a large population group that represents more than half of the urban population. This group which is spread out over all sections of the city includes a wide range of sub-groups such as: Age, class, employment, sector etc.

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The initiative came from the Advisor for the Advancement of the Status of Women in the Jerusalem Municipality, Ms. Haya Rosenfeld, aided by Society Department, Social Work Section and Unit for Socio-urban Planning Ms.Dorit Peri, and the D.M.R Company, Planning and Development of Cities and Regions directed by Dr.Ronit Davidovitch.

The process involved direct discussions with about 160 women within a framework of three directed meetings and filling out of questionnaires. These were then gathered into a general document that was presented to the professional committee and was subsequently discussed.

From the analysis of the data relating to the participation of women in the plan preparation process concerning issues of the local outline plan it appears that there is no substantial difference between the attitudes of the women as a “group” and the rest of the residents. Hence the preferred alternative and planning policy provided proper answers to a large part of the attitudes of the women as were expressed in the participation process (range of residential units, improvement and upgrading of housing in existing neighborhoods, diversification of employment opportunities especially near living areas etc). The exception was in their desire to promote commercial centers near residences which was at odds with the policy for developing the city center.

### **Participation of handicapped groups**

Another facet of the public participation in the outline plan process was the participation of handicapped groups together with the Association of Handicaps Now-Ms Henia Schwartz and Mr.Ilan Pomerantz. This group participated actively and continuously in the General Urban Conferences that were organized towards public participation. In addition there was a special conference in August 2002 dedicated to the problems of handicapped groups in which the focus was on planning issues which were relevant for this group from the special viewpoint of this group. As a consequence of these meetings a document was drawn up detailing the special aspirations and needs of this group from the city and from the outline plan.

The main demand was for the possibility of their integration into everyday life in the city through improvements in accessibility for handicapped groups to institutions and public services in the city including educational services, culture, emergency and public transportation, dispersed supply of housing adapted to their special needs in all parts of the city, and explicit guidelines to ensure the planning and implementation of residential buildings meeting the standards and regulations for the needs of the handicapped and the adaptation of existing buildings in the city towards this end.

### **Participation of the Arab citizens in the outline plan.**

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In parallel to the public participation process there was an attempt to involve and inform the Arab residents of the Eastern city of the fact that a new outline plan for the city was being prepared, first through the Community Departments and later on in meetings with the outline planning team.

As in the process in the Western city, the channel through which the work was carried out was the Community Department. In six departments there was an attempt to involve the general public. Some were successful (A-Tor, Issawiya), some with only the neighborhood leadership (Sur Baher, Beit Safafa, Beit Hanina), and some without success (Beit David). Each Community Department includes within it several neighborhoods.

In spite of the fact that planning problems in the Eastern city are complex and sensitive, often involving feelings of alienation and suspicion of the establishment, there was nevertheless a certain amount of readiness for dialogue and a hope that the preparation of the outline plan was a rare opportunity for expressing demands and attempting influence at the early stage of plan preparation.

It is to be noted that for some of the problems, the reactions and expectations that were raised by the residents of the eastern city, however real and painful they may be, their solution can be found only within planning at a different level, at a more detailed scale.

The comments of the residents were at two levels: The first related to general urban problems or those related to the eastern city, and the second concerned particular problems of the neighborhood in which they lived.

### General

**The Eastern CBD-** The addition of public institutions in the central CBD such as a large public library. There was also the demand for increasing and ordering parking places in the eastern CBD, placing limitations on vehicular entrance to the eastern CBD and transforming Salah-e-din street into a pedestrian precinct.

**Transportation-** Since the Arab residents are relatively large consumers of public transportation, there is a demand for addressing the problem of public transportation in the eastern city, the removal of the mini-buses (transits) and introducing bus lines in an orderly fashion (supervised today by a plan of the Ministry of Transportation and TAT) with longer operating hours as in the western city. Another transportation issue that was raised by residents of E-Tur was the idea of traffic calming within the neighborhood.

**Employment-** The residents ask for setting up small employment centers close to residential areas both for men and women, and large industrial areas that will serve the eastern city and provide new employment opportunities.

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**Public Institutions-** In general there is the contention that there are not enough public institutions in the eastern city. Not only educational but also institutions such as community centers, libraries, swimming pools etc.

The solution, in their opinion, should lie within the neighborhood or the CBD but not within life center complexes.

**Open Spaces-** Here also there are strong claims of serious deficiencies. The position of the residents in general seems to be that the solution should be provided within the accessible small open spaces at the margins of the neighborhood and not within quarter parks that use up large areas that could be used to ease the crowded living conditions.

**Preservation and Archaeology-** In some of the Arab neighborhoods there are archaeological sites and buildings for preservation. The residents request that these sites and buildings will be preserved and that accessibility and parking arrangements be made so that these areas could be used for tourism, recreation and leisure activities.

**Residential Areas-** The residential neighborhoods of the eastern city are not composed evenly. Some are of rural character while others are more urbanized. Hence the reactions of the residents are also varied. There are some who ask for greater densities and increase in heights so as to ease the crowded dwelling conditions. Other neighborhoods prefer to limit heights so as to preserve the character of the neighborhood. According to the residents solutions can come from organized public housing for young couples and building at the margins of the neighborhood on open spaces. In terms of the law, it is necessary to enforce planning and building regulations and to stop illegal building on public open spaces. There should also be easements for issuing building permits that will encourage building according to the law, and careful planning that will organize the neighborhood through a wise use of public spaces for dwellings and open areas. The proposed outline plan provides a proper response to the demands raised by the Arab residents.

### **17.3.2 Evaluation of Residential Alternatives.**

In order to formulate a preferred alternative for residential purposes, a number of major principles were decided on for the evaluation of alternatives. The first principle was a considered assessment of the strengths and weaknesses of each alternative. The second was a careful assessment of the spatial and social urban sensitivities. The third major principle was the search for maximal correspondence between the needs of the city as defined by the goals and objectives of the plan, and the expectations of the residents. A summary of the evaluation process according to the principles is given in the following table:

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**Table 1- Increasing building density.**

<b>Strengths</b>	<b>Weaknesses</b>
Strengthening of existing neighborhoods	<p>The complexities of ownership attending to the densification of the existing building makes it impossible for institutional control and direction over the target period and target populations. This complexity also causes relatively low implementations leading to the need for planning for larger reserves.</p> <p>Organizational problems to realize building rights.</p> <p>Housing environments that are more dense could cause people to search for less dense living outside the city.</p> <p>Damage to patterns of high physical qualities and difficulties in visual integration in sensitive areas.</p> <p>Functional and visual damage could cause landscape barriers and degradation of the roadway space.</p> <p>Exacerbating the lack of land for public buildings and adequate open spaces in some of the neighborhoods.</p> <p>Increase in traffic density in existing roads that necessitates underground parking in some areas.</p> <p>In the eastern city there is difficulty in implementing denser building patterns due to problems of ownership, lack of public land and illegal building.</p> <p>High costs to the initiator due to the engineering complexity in building denser in existing patterns.</p> <p>Can cause environment nuisances in the short run.</p> <p>More conflicts in the implementation stage</p>
Efficient utilization of land and existing infrastructure	
Savings in land resources- Avoiding spillover into un-built green spaces in the city, especially in sensitive areas in the eastern city.	
Lessening the building spillover beyond the line dictated by the natural morphology of Jerusalem. In this way the goal of defining the physical basin of Jerusalem's image can be achieved.	
Bringing closer the high residential demand centers that serve to attract stronger population groups.	
Provision of direct utility to residents of the city by providing building rights	
Opportunity for developing public space and the roadway as part of renewing the built-up patterns by diverting monetary resources to upgrade the existing pattern.	
Creation of an economic lever for subsidizing the existing neighborhood infrastructure.	
Efficient use of existing public buildings sine it will not be necessary to adapt these buildings to neighborhood changes due to aging of the population.	
Short travel times and preference for public transportation.	
More appropriate for the sustainability approach.	

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Massive investments in lacking infrastructure in the eastern city, both for the existing patterns as well as for the additions necessary for more dense building.

**Table 2- Building in new areas.**

<b>Strengths</b>	<b>Weaknesses</b>
High availability of resources for achieving planned potentials due to institutional ownership of land. (Western city)	Harmful to the morphological definition of the city as a city on a single clear arena.
Thickening of existing neighborhoods will ameliorate the lack of services in the neighborhoods to be fattened.	Utilization of land reserves that serve as potential for future development.
Possibilities of strengthening existing communities in which the potential for more dense building is low.	Damage to the stock of surrounding open spaces.
Lessening the pressure on open spaces in the existing patterns and preserving a balance between built-up and open areas.	Diversion of effort to development of the margins at the expense of upgrading the existing built up areas.
Preservation of existing roadway spaces and the visual openings in the city.	Movement of high socio-economic population groups to the new neighborhoods and disruption of existing neighborhoods.
Improving the accessibility between the margins of the neighborhoods and the open spaces surrounding them.	Increase in travel times within the city (especially in the alternative for development of the western city)
Creation of possibilities for efficient economic utilization of land resources designated for public buildings and strengthening the social fabric of the neighborhood.	Need for large scale investments in transportation infrastructure from the local and arterial to the connections with the main highways.
Provision of solutions to citizens searching for new quality living.	Accelerated development of the western city means emphasis on the private car which is contrary to the assumptions of the plan.
Provision of an urban answer to the threatening suburban sprawl.	High infrastructure costs due to the need for extending lines to relatively distant areas.
Possibility of providing full vehicular	

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parking without causing nuisances and pressure for parking along roads.	Contrary to sustainable development approach.
Provision of possibility of developing “life centers” between existing neighborhoods that enables a more comprehensive and diverse program for provision of services to the city residents.	

### **17.3.3 Criteria for choosing sites for new building.**

One of the central conclusions from the above tables is that it is necessary to define criteria in order to evaluate proposed sites for new building in the city. Accordingly, a number of qualitative, technical and administrative criteria were developed.

The main qualitative criteria are: The value of the area as open space, the value of the area as built up area, and the visual sensitivity of the area. The technical criteria are: accessibility to the site from and to the city, cost of infrastructure necessary for developing the area and the maximum slope for building due to the hilly topographical character of the area. The main administrative criterion is ownership, i.e. institutional ownership of land. These criteria were used for evaluating each site for new building as well as a tool for decision making concerning the changes in land use development and the appropriate development modes according to the qualitative, technical and administrative limitations. According to these criteria, the area in which land use designation change is proposed in the plan (less the area of the West Jerusalem plan) comes to about 9,000 dunams.

### **17.3.4 Evaluation of the economic and employment alternatives.**

The main goal of the outline plan in this area is the creation of a city with strong and stable urban economy. The fulfillment of this goal is an essential condition for achieving the goals and objectives of the other areas since a city with a strong and stable economy that knows how to exploit its human and material resources can become a powerful focus for attracting a diverse population, public and private institutions and business ventures.

At stage C. of the work, two possible alternatives were considered- the alternative of “The Closed City” and the alternative of “The Open City”. At the present stage we will examine the compatibility of these alternatives with the goals of the plan according to categories which will be in Table 3 below.

### **17.3.5 The Preferred Alternative in Economy and Employment.**

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According to the data surveyed above the preferred alternative was “The Open City” since otherwise it would have been impossible to achieve a major portion of the planning goals.

### **17.3.6 The Preferred Alternative in Employment and the City Center**

The creation of an employment cluster along the axis of Road No.4, depending on anchors at the Givat Ram campus, the Government Precinct, the Ein Kerem Medical Center, to which accessibility is guaranteed by public transportation, as a result of strengthening the employment zones in Har Hahozvim, the technological park at Malcha and at the second stage, at Har Heret and Orah junction.

The preferred alternative for **Development of the City Center-** “Continuity and Nodes” is the compound alternative whose main feature is linear development along Jaffa road while emphasizing the special characteristics of its different parts by differential building according to architectural-urban characteristics of every sub-zone.

### **17.3.6 The Preferred Alternative for Tourism and Hotels.**

The planning team chose a “dynamic approach”. In other words, maximum flexibility in the allowed land use designations especially in the city center, and implementation of a comprehensive policy of tourism infrastructure development, including development of tourist attractions in the city and services for the tourist.

### **17.3.7 The Preferred Alternative for Environmental Quality.**

**In the subject of Environmental Quality, the team tends to adopt the approach of sustainable development. The implementation of this policy requires legislation, regulations and special enforcement procedures (See Section.15)**

**Table 3- Alternatives**

<b>Category</b>	<b>Open City</b>	<b>Closed City</b>
<b>population</b>	A strong population remains in the city.  The city attracts a new diverse population from the suburbs and other parts of the country.	Continued trend of negative immigration to the city, especially of productive population, towards suburbs and other areas in the country.

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<p><b>Employment and Labor Force</b></p>	<p>The city attracts knowledge based industries and factories.</p> <p>The city attracts research and development institutions.</p> <p>Most of the city's inhabitants work within its boundaries</p> <p>The city attracts employers from the suburbs and other areas in the country.</p> <p>The city enables the utilization of employment potentialities in its residents which have been unused hitherto (Haredim, Arab women and others).</p>	<p>Employment patterns remain the same.</p> <p>Knowledge based infra-Structure continues to prefer the center of the country.</p> <p>Suburbanites continue to work in their places of residence and in the city center.</p> <p>Percent of employed in the city population will remain the same or even drop lower.</p>
<p><b>Education and Learning</b></p>	<p>Institutional and non-institutional investments in improving the educational system-from kindergarten to university.</p> <p>The Hebrew University will become one multi-disciplinary university.</p> <p>Technical colleges will be set up in order to direct targeted populations into the work force, thus utilizing the human resources of the city to the maximum.</p>	<p>Investment in education will remain the same or even drop due to negative immigration.</p> <p>Hebrew University will continue to develop as two different universities with the same name but in two specializing and isolated campuses.</p>
<p><b>Quality and efficiency of the urban environment</b></p>	<p>The city center will revert to its status as a commercial service center full of life.</p> <p>Employment will be organized as an efficient and intensive cluster connected to activity centers and residences by means of fast and efficient public transportation. Employment opportunities will be created near residential neighborhoods.</p> <p>Employment centers for special groups will be set up as part of the clusters.</p>	<p>The city center will continue to decay due to exit of businesses from it.</p> <p>Employment will be organized in different employment areas, isolated from each other and from activity and life centers.</p>
<p><b>Transportation</b></p>	<p>Public transportation orientation</p>	<p>Due to the dispersal of employment, public</p>

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	<p>Light rail connection between employment centers arranged in clusters, and between other activity centers in the city.</p> <p>Diverse and efficient public transportation connects activity centers to residential areas.</p> <p>Suburban rail connection between the city and its surrounding satellite towns.</p> <p>Fast rail link between the city and the center of the country.</p>	<p>transportation cannot become sufficiently efficient.</p> <p>Congestion will continue in the roads.</p> <p>Connections with the satellite towns will continue to be based on the private car.</p>
<b>Labor Force</b>	<p>340,000 live in the city.</p> <p>120,000 live outside but work in the city.</p> <p>30,000 work outside but live in the city.</p> <p>80,000 additional productive jobs for the outside market.</p>	<p>310,000 live in the city.</p> <p>80,000 live outside but work in the city.</p> <p>15,000 work outside but live in the city.</p> <p>30,000 additional productive jobs for outside market.</p>

### **17.4 The Preferred Alternative- The Integrative Alternative.**

As stated, the preferred alternative incorporates various elements from the planning alternatives that were presented in Report.No.3, hence it was termed the Integrative Alternative. The strategic vision behind this choice that serves as a compass for all planning fields operates at two different levels- The physical level and the organizational level. The physical vision is based on a framework of open spaces that define the morphology of the city. The built-up areas, the transportation and movement infrastructures of the city are all defined in relationship to the open spaces. The organizational vision is the vision of an open city that was the preferred alternative in the section on economy, employment and higher education in this report. The open city vision requires a systems approach that integrates both organizational as well as physical means in all areas of urban life and requires flexibility in all areas so as to preserve the special qualities in all its diversity.

In the field of residential building the planners were faced with a population target of 950,000 persons for the year 2020. This figure requires developing new residential

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areas in parallel with dealing with existing areas. In view of the strategic urban vision, the integrative alternative was chosen whose aim was a balanced development in the un-built areas so as to avoid unnecessary harm to the open spaces, and in parallel creating a range of tools for additional dwelling units in the existing neighborhoods such as thickening of existing patterns, more dense patterns by increase in heights, and by building new neighborhoods. This range of means will permit dealing in particular with each and every neighborhood according to its specific situation and in consultation with its residents. These considerations also apply to the choice of alternative in the field of employment and the city center. There was an effort made to strike a balance between the need to bring back to the city center its role as a vibrant and diverse center, to create an employment node centered around the urban research institutions, to stop the process of urban dispersal, and at the same time to permit the development of employment opportunities in the residential neighborhoods in order to realize the vision of the open city.

In the field of tourism and hotels also, the preferred alternative was one which preserved maximum flexibility in the distribution of hotel rooms throughout the city. The usual approach of specialized tourist enclaves was rejected and in its place the alternative which allowed the development of a diversified tourist infrastructure was chosen. The outline plan permits tourism and hotel land uses even in areas not specially designated as tourism and hotels, for example in the city center and in residential neighborhoods. As concerns public institutions, zones called life centers were defined in which public institutions which serve a number of adjoining neighborhood were proposed. These institutions were then foreseen to serve as meeting places for the residents bringing about great savings in land allocation in the neighborhoods which could be used for extra residential units or developing them as open spaces for the residents. Furthermore, in the preferred alternative in this subject there is attention given to the reinforcement of the public status of Jerusalem as a capital city and as a city of international importance by means of developing cultural, national and international public institutions.

In the field of transportation, the clear preference is for developing proper public transportation of a high quality of service. It is only thus that the city can ensure for its citizens a quality of life that is in accordance with the vision of a green and open city. In the field of environmental quality the sustainable development approach was chosen. This approach integrates an ecological systems view of all aspects of life and urban activities, and sets qualitative standards for dealing with and avoiding various nuisances. The application of this approach will transform Jerusalem into a city that will become attractive and desirable and thus fulfill the aims of the outline plan.

### **17.5 The Proposed Plan and the underlying assumptions of the Outline Plan.**

At stage B of the work plan a set of basic assumptions were worked out together with the initiator of the project. These assumptions formed clear framework from which it was impossible to deviate, and the principles deriving from them were the

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basis on which the main points of the plan rested. At the present stage of the work in which the plan is being presented, it is perhaps proper to re-examine to what extent these principles remain realistic within the range of the plan target period.

It is to be emphasized that part of realizing the goals behind these basic principles are not dependent on the work carried out by the planning team and the proposed plan. However, since they have great relevance for planning in general and the plan in particular, it is appropriate that the planning team express an opinion on this matter.

It can be stated with some certainty that 14 out of the 16 basic assumptions that were formulated appear to be realistic and feasible within the range of the target period of the plan. Two assumptions appear to be very problematical.

**The Borders of the Plan-** The basic assumption was that up to the date of submitting the plan, the process of incorporating the area of the plan for western Jerusalem into the municipal boundaries of Jerusalem and its local planning area would have been completed. These processes have not been concluded even though the recommendations of the Nativ committee for the change in the city's borders have been submitted to the Minister of the Interior in February 2002. It is possible to begin discussions in the local planning committee, however the deposition of the plan is conditional on the completion of these processes.

### **The Population Target and Demographic Composition of the City**

The population forecast at the basis of the outline plan implied that the goal of 950,000 souls was an achievable target. However, demographic trends ever since the end of the 60's continue to distance Jerusalem from the demographic composition of the basic assumption and it is possible to state with a high degree of certainty that if the recent demographic trends continue, the situation in 2020 will be that about 60% of the population will be Jews and about 40% Arabs, and this under the assumption of massive governmental intervention, increasing the supply of land for residential building and supply of jobs. Otherwise the trends that contradict the basic assumptions will continue to gather strength.

## **17.6 The Structure of the Plan and the Statutory Documents.**

The various subjects dealt with in this report reflect all the aspects relevant for a local outline plan according to section 61 of the Planning and Building Law. The rest of the subjects which are not mentioned in the statutory documents constitute policy guidelines that have to be incorporated into the routine work practices of the municipal departments that deal with planning and development in the city.

The plan that is submitted for discussions in the various planning committees includes the following documents:

- 1:15,000 Map of the entire planning area of Jerusalem in which the major land use designations are shown.
- 1:5000 Map of the city center in which the land use designations are at a more detailed scale.

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- Appendix of Open Space and Urban Nature at a scale of 1:15,000 that shows the concept of the “green skeleton” around which the rest of the land uses as well as areas of urban nature are based (Guiding appendix).
- Appendix of the Building Code at a scale of 1:15,000, that shows the height of buildings in various parts of the city, defines the borders of the visual basin of the old city, corridors of view from and to the old city, and defines the areas of search in which detailed plans for high buildings may be approved with the authority of the District Committee (Binding Appendix).
- Appendix of Historical Heritage and Antiquities sites at a scale of 1:15,000 in which is detailed the approved areas of conservation as well as conservation areas proposed by the outline plan, and 120 special antiquity sites in the new city. Due to the scale of the document, the buildings proposed for conservation were drawn in Map No.2 in the appendix for the city center and not in this appendix (Binding Appendix).
- Appendix for Transportation, Roads, Mass Transportation and Parking Standard Zones, at a scale of 1:15,000. In this appendix are shown: The main and arterial road system and the main neighborhood collector roads, the light railway line derived from the district outline plan and other additional routes and parking zones based on Plan 5166 that was recently approved (Guiding Appendix).
- Appendix for Infrastructure, Environmental Quality and Earthquake Sensitive Zones at a scale of 1:15,000. In this appendix, existing and proposed lines and equipment for infrastructure are detailed as well as earthquake sensitive zones. (Guiding Appendix).
- Plan Regulations- These regulations put into words the “Allowed” and the “Forbidden” in the principles of the plan. Also, we found it necessary to cancel some of the regulations of outline plan 62 (That is dependent upon the Town Planning Ordinance of 1936) because of planning and building regulations following upon the Planning and Building Law of 1965, and also to change other regulations that are anachronistic in view of the planning realities of the city, such as for example, the appendix for listing of businesses in the different land use districts.

The guiding principle in the preparation of the plan was to avoid those changes that would entail altering plans of a higher hierarchy (change of District outline plan or National outline plans) notwithstanding certain internalized assumptions such as changes in the borders of national parks that were coordinated with the Nature and National Parks Authority, or the assumption that within the plan horizon date Ramat Rachel would be part of Jerusalem.

The second principle that guided the planning team was to avoid changes following upon which claims for compensation could be registered according to section 197 of the planning and building law, such as for example land use changes from areas designated for public buildings, or cancellation of building rights already granted in plans approved before the deposit of this plan.