

## **Chapter Thirteen**

### **Tourism**

# LOCAL OUTLINE PLAN JERUSALEM 2000

## **13.1 Tourism Development Policy in relation to the goals and objectives of the Plan.**

In Reports 1 – 3 goals and objectives were defined and detailed concerning the desired direction of development in the area of tourism in the city. The data and existing trends were examined and a qualitative and quantitative program was devised based on the conclusions from the examination. The policy recommended by the planning team to evaluate planning alternatives and to choose the preferred alternative is a consequence of this policy which reflects the goals and objectives that were defined.

Tourism by definition is a multi-sectoral subject, which integrates different disciplines in the economy of the city and the daily life of its residents and influences them. Hence, it must be examined as a lever for development of social, economic and urban problems and goals that are common to tourism and the city: Strengthening the population, attracting strong population to the city, strengthening the economic base of the city and the employment possibilities in it.

“The Tourist Industry” is an integrated industry that includes in addition to hotel accommodations, restaurants and cafes, transport (buses, taxis and airlines), tour agents, tour guides, and international conferences. It is estimated that for every dollar the tourist spends for the hotel, there is an income of 4 dollars for peripheral services.

From the analysis of data in Report No.3 it appears that the tourist industry has been growing through the years in spite of the fluctuations due to exogenous factors. Tourism in Jerusalem has been a leading sector throughout all the years and an export factor within it is relative large. The tourist industry in Jerusalem has a number of unique characteristics that are worthy of note:

- Utilization of an existing resource- The brand name “Jerusalem” is of a place that cannot be transferred to another place, for which there is a large world market and which, if carefully cultivated could make possible the strengthening of the city’s economy and its position in the world.
- A sacred place for three monotheistic religions of the world. Under conditions of peace, Jerusalem could be an international focus for religious tourism.
- A center for international conventions and congresses, a brand that can and should be utilized to the full.
- Employment- In Jerusalem part of the labor force has no other professional skills. The tourism sector enables its employment as part of a training program that should not take long.
- Activity and Fame- Tourism increases the activity in the city. The setting up of tourist functions and the upgrading of the road and the public space serves tourists, will also serve residents of the city who enjoy the contact with people

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from all over the world, and these in their turn give fame to the city in their respective countries.

The goals and objectives that have been defined can serve as an important lever for developing tourism in the city, and tourism, on the other hand, can serve as means of achieving these goals:

**To base its status and continued development as the capital of the State of Israel, as a center for the Jewish people and as a city sacred to three monotheistic religions.**

To preserve the holy sites sacred to the three religions safe and open and to nurture the special spiritual character of the city.

**To preserve the urban qualities and the special beauty of the city.**

To preserve the physical uniqueness of the old city within its walls and to set down criteria for the preservation of its visual basin.

**To strengthen Jerusalem as a capital city and as a world city, and to improve public buildings, institutions, national and international sites, as crowd attractions.**

To create an appropriate representative environment for places of cultural, historical and architectural value. The continued development of the city by public architecture of the highest quality in international terms, vibrant and contemporary, as a lever for strengthening the cultural and international status of the city.

**The empowerment of the socio-economic status of Jerusalem and the raising of the overall level and quality of life of its residents.**

Strengthening the economic base of the city and the employment opportunities within it, especially in the tourism sector. Transforming the city into an attractive focus for research institutions, culture, education and learning, and as a world center in these fields. Empowerment of the city center, its development, revitalization, and intensifying the urban activities within it. Development of the city as a tourism center, a pilgrimage center and center for congresses and conferences.

**Development of the city, while giving expression to the character of the place and its diversity of landscapes and presenting these to the visitor and to the resident.**

To define national open spaces as a component for the basing of the status of Jerusalem as a capital city and world city. Simultaneously, to expand the use of and accessibility to open spaces for recreation, tourism, sport and nature purposes.

**Revitalization and strengthening of the city center with all its components, while taking into account its unique human, physical and architectural characteristics,**

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**and its special geographical location, as part of the historical center of the city and its strengthening as a cultural and tourist center.**

To develop tourist attractions that will complete the touristic experience. Formulating appropriate solutions for traffic and parking, according to urban activities. Integrating pedestrian systems, open spaces and public gardens in the city center and its envelope. Strengthening the city center, developing it, revitalizing it and increasing the urban activities within it, as a focus of urban and metropolitan skilled employment, in the fields of tourism, hotels, public buildings and institutions.

**The aim of this section is therefore “To formulate a planning policy for the optimum utilization of the tourist industry in the city as a world city and a capital city, which will guide the development of land uses that support tourism, attractions and tourist infrastructure, and will decide the means for achievement of the programmatic goals as set out”.**

It is of great importance to define what a “tourist” is and the term **Urban Tourism**, in order to understand the activities of the consumers of tourist services in urban space. For this purpose, it is necessary to widen the definition of “tourist”, from a person who undertakes “tourist activities” only, to include also travelers whose major travel purpose is business or family visits. They are consumers of various tourist services, in addition to which they sleep over in the city.

### **13.1.1. Spatial and Programmatic Conclusions.**

The main conclusion from the programmatic analysis of Report No.3 is that there is no need for additional space for hotels, above that provided for in the approved plans and those in the process of being approved. The working assumption of the planning team is that it is possible to achieve the quota of hotel rooms as set out in the national outline plan for hotels (TAMA 12), by means of a more efficient use of the areas designated for hotels, and by setting regulations for flexibility in use, especially for complementary hotel and tourism use in the city center.

Another important conclusion from earlier stages in the work is that for the development of the tourism industry in Jerusalem it is not enough to designate land for the construction of hotels, what is needed is a comprehensive policy for the development of tourism infrastructure including the development of tourist attractions in the city and tourist services. In the discussions that took place in the professional work committee, the question of whether to “disperse” the hotel/hostel accommodations throughout the city or to try to concentrate them in the city center. The position that was arrived at was to try to concentrate the activities, as far as possible in the city center, in light of the clear advantages to the tourist and not only to locate accommodations. Following upon these conclusions and in view of the position of the Ministry of Tourism, the outline plan does

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not recommend the cancellation of designations for hotels in approved plans, but does not propose additional land use designations.

These conclusions receive important backings from the spatial aspects of tourism, in the work of Dr. Noam Shuval: “Overlapping and Separate Tourism Spaces: Investigations in Jerusalem and Tel Aviv”, a doctorate under the supervision of Prof. Aryeh Shachar, Hebrew University, 2000. In this work, Shuval investigated the tourism patterns in the urban space, according to typologies of tourist groups and various tourism spaces existing in the city. The work provides a base for an overall focused view of the components of tourism in the city and a better management of tourism in the present and in the future.

In order to complete the analysis of the tourism system and to formulate a comprehensive tourism policy in Jerusalem, there is the necessity to add three additional central components that are very important for the design of a tourism policy in the city: Patterns of **Internal Tourism**, patterns of **Muslim Tourism** (concentrated in the month of Ramadan), and tourism arrangements in **Metropolitan Space** (to Bethlehem region in particular).

The tourism industry in the city, as important as it may be, is but one sector of economic activity, and most of the tourist services in the city are not reserved only for tourists but also serve other consumers in the city. It follows therefore, that a proper development of the sector in metropolitan space, in the allocation of resources and their management, can contribute to the welfare of the entire city population, to development of urban environment and its resources and to the urban economy. For this reason, there is great importance to the considerations of location for tourist services in urban space.

There is a conflict between tourism land uses, hotels in particular, and other land uses, on centrally located and attractive land. The conflict is between immediate urban needs and long range needs of tourism. Therefore, it is of great importance to understand the patterns of tourism for the future in urban space for the long term. This is required so as to utilize in an optimum way the limited resource of land in the urban space. The dilemma is, what is the time span for which land should be reserved for hotels, in attractive areas.

### **13.1.2 Tourism in the light of urban processes.**

Many historical cities in the industrialized countries underwent, at the end of the twentieth century, a process of “urban decline”, a process characterized by departure of established population from the city centers for the suburbs, physical deterioration of buildings and decline of the urban infrastructure.

In order to arrest this process and to revitalize their economic base, many cities adopted the strategy of increasing employment in services sectors including tourism, for the following reasons:

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- A trend of growth in the volume of world tourism, following upon rise in levels of income, leisure and improvements in transportation.
- Tourism is a labor intensive industry that provides an answer to the loss of jobs for a labor force that lacks high professional skills.
- Tourism tends to naturally concentrate in city centers where the urban tourist focal points are located, in contrast to commerce, industry and residences all of which tend to leave the city center for the suburbs.

The means which many cities adopted to increase the supply of tourism and a higher demand for tourism services were based on many activities such as: Setting up of conference centers and museums, development of open air picturesque markets, adaptation of historical buildings for use of tourism and leisure, renewal of historical areas, development of pedestrian shopping precincts, building of special sports installations and carrying out special events. All these can be termed **”Tourist Attractions”**.

In Jerusalem many similarities can be found with these processes. Tourism in Jerusalem was always an important component of the economy and employment and Jerusalem draws many tourists due to its status as a world historical city, sacred to three monotheist religions. This tourist resource can be a base for urban revitalization in the city center. However, it should be remembered that while tourism is an important employment sector, the income per worker in the tourism sectors (both in hotels and in the service sectors) is relatively low.

In the area of developing tourist attractions, there is a present planning trend in this direction. Among this trend are: The planning of a multi-functional sports installation (ARENA), The Museum of Tolerance designed by Frank Gehry in the city center, the construction of the Nature Museum, Plans for the development of the city center by the municipal subsidiary company Eden, the development of pedestrian shopping precincts and the renewal of historic areas.

### **13.2 Planning policy and the means for its implementation.**

#### **13.2.1 Allocation of land for tourism and hotels: A balanced allocation of land and building area.**

##### **A. Implementation of the Regulations of National Outline Plan TAMAM 12/Amendment 1.**

The planning team bases its approach on the assumptions of the National Outline Plan TAMAM 12 for the definition of “Tourist Precincts”, their boundaries and regulations

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for their development, by relying on the goals and objectives of the outline plan in general, and the strengthening of the city center in particular.

The team refrains from defining other tourist precincts and for placing restrictions on areas that are unsuitable for definition as tourist precincts, and does not recommend the setting up of isolated “campuses” for tourism. The position of the team is that the integration of hotels with tourism and complementary activities, especially in areas with good connections to the focal attractions of the city, should be encouraged. As a rule, in tourist precincts, the balance between hotel uses and other uses, whether supporting tourism or for the benefit of other residents of the city, should be strived for. The plan does not propose to designate any additional areas for hotels beyond those which already exist in approved plans or plans in the process of being approved. The planning team leaves intact the areas for hotels already approved.

The guidelines of TAMA 12 that require the definition of a mix of uses, their extent and the interrelations between them and the tourist attractions, the accommodation solutions, according to the analysis of various tourist spaces, were incorporated into the plan.

The boundaries of the tourist precincts, designated with a symbol in TAMA 12, have been designated with a polygon in the plan map, and regulations have been set down that allow for the development of hotels and tourism, and complementary activities. In accordance with the guidelines of TAMA 12, “**Tourist Precincts**” were defined as detailed below:

The ridge precinct, the railway precinct, Mamila-King George St. precinct, The Russian Compound, Mandelbaum Gate, Holyland, Binyanei Hauma and the City Entrance.

In addition, historical precincts were also defined: The Old City, Ein Karem and Lifta, which make it mandatory to add to every new building plan, regulations for the preservation of the historical buildings, restrictions to prevent damage to the historical tissue, and incentives to renovate existing historical buildings for hotel accommodations.

In the city center area, the area included in Map No.2 is defined as “**Built-up Tourist Zone**”, supported by cultural, entertainment and restaurant services located in the existing urban tissue. In the framework of the outline plan regulations, it has been stated that in a commercial zone in the city center, hotel uses and supplementary tourist uses which do not require a detailed plan procedure will be allowed. However for a residential zone, in the region of Map No.2, the construction of hotels requires an additional procedure of approval of a detailed plan (See Section 13.2.3).

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### **B. Policy for the achievement of the quota of accommodation rooms and their spatial distribution within the hotel system in the city.**

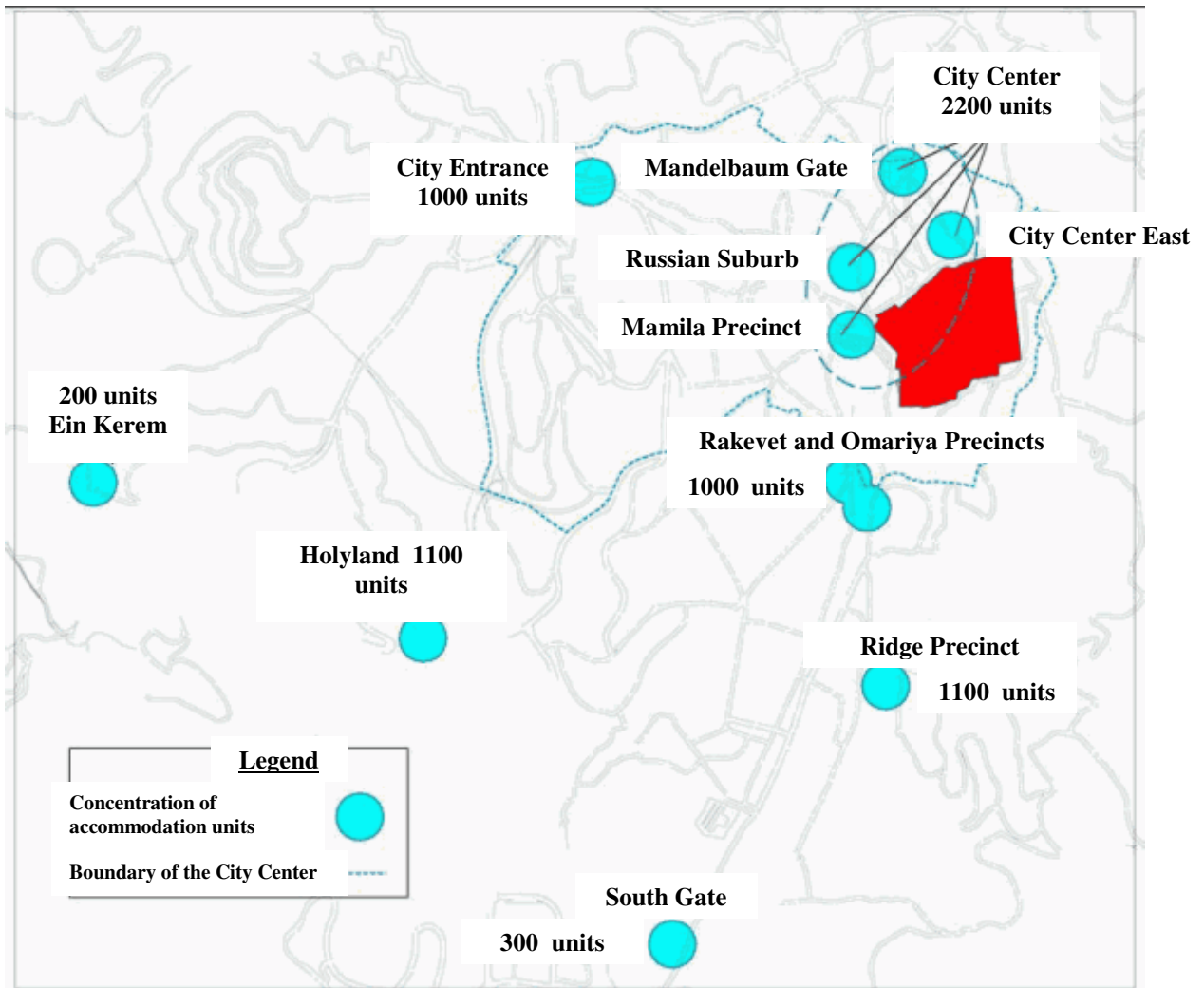
The plan assumes that it is possible to achieve the quota of rooms that has been decided on for Jerusalem in the National Outline Plan for Tourism (18,500 rooms) without the need for further allocation of land, by means of the following measures:

1. Expansion of hotels in existing lots- addition of rooms to popular hostels.
2. Allowing construction of accommodation rooms in popular hostels in lots for mixed uses, especially in the city center.
3. Allowing for a measure of flexibility for private initiative, without specific designation for hotels.
4. Utilizing the potential for accommodation in the Jerusalem space.
5. The planning team assumes that until the plan target year, plans that have been approved and those undergoing approval, will have been implemented and there will be an additional accommodation rooms in a spatial distribution as follows:

A.	City center	2200	F.	Ein Karem	200
B.	Entrance to the city	1000	G.	Holyland Precinct	1100
C.	Ridge Precinct	1100	H.	Eastern city	2100
D.	Railway Precinct	1000	I.	Private Initiative	
E.	Southern Gate	300		throughout the city	500

Total: 9,500 additional rooms to those already existing (See Figure 1 below)

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**Figure 1: Proposed spatial distribution of accommodation room concentrations in Jerusalem.**

This distribution places emphasis on an added strengthening of the hotels in the city center and the encouragement of private initiative, while diversifying the types of accommodation available in the city.

### **C. Policy for developing the existing accommodation framework and expanding it by:**

1. Diversifying the accommodation framework of the city, that is skewed today towards high level (Five star hotels), and creation of accommodation rooms at the popular level such as bed and breakfast, guest rooms, and boutique hotels,

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each with a small number of beds, especially in the center of the city, while utilizing the unique built environment qualities of Jerusalem.

2. Providing encouragement to the renewing of existing popular hotels and their expansion, as an available solution for enlarging the stock of accommodation rooms without additional allocation of land. Potential of bed and breakfast in Jerusalem: City center, Keren Hayesod St.(Bank of Jerusalem building, for example), Talbieh, German Colony, Ein Karem.

### **13.2.2 Concentrating the tourist activity in the City Center for its strengthening and vitalization.**

An essential condition for the development of the tourist framework in the city of Jerusalem is the strengthening of the city center and its vitalization as an accommodation focus, as an entertainment area and as a tourist commercial area, by means of the following measures:

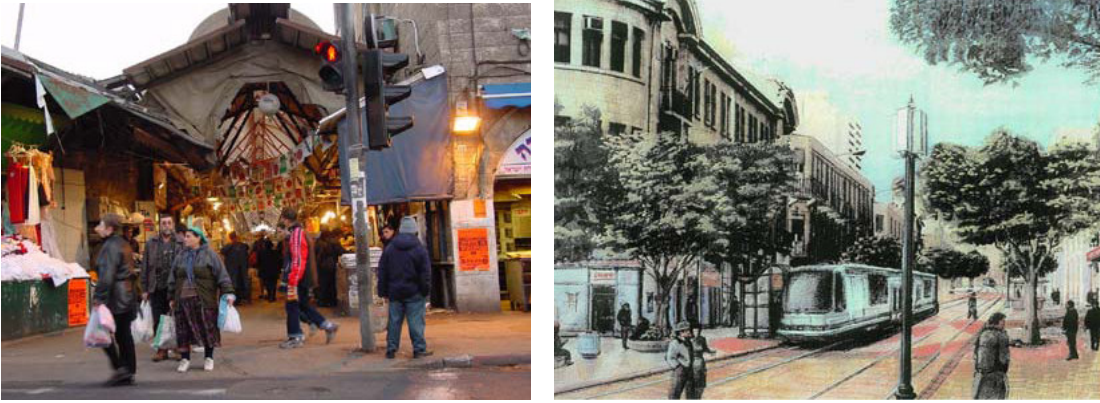
**Development of the public space and its utilization** – Creation of a continuous network of streets, courtyards and open spaces with priority for pedestrians, with considerations for accessibility, signposting and directions, lighting of tourist sites, connection of tourist focal points and historical buildings, development of plantings, street furniture and infrastructure for street activities.

**Development of “Street Life”** – Integration of private and municipal initiatives for promoting activities in public space, both regular (Mahane Yehuda Market, Haredi CBD and Eastern City) as well as occasional: fairs and street shows, arts and craft exhibitions and festivals, food fairs etc.

**Cultural Institutions** – Setting up of cultural institutions that generate activity and to encourage them: Museums and Galleries, Special Theatres, Media-Tek etc.

**Development of a Mass Transportation System** – This system constitutes a central factor for the development of the city center and a unique lever for tourism. The connection of all the focal points in the city will also connect the tourist spaces and accommodation areas, to activities that stretch from day to night, especially for the individual tourist.

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**Figure 2 –Development of street life- Mahane Yehuda Market**

**Figure 3- The Light Railway as Generator of Revitalization**



**Figure 4- Bed-and –Breakfast in the city center- European model (London)**

**Figure 5 – Development of the Public Space – Ben Yehuda Pedestrian Mall.**

### **Preservation and Development of the Old City, the Old City Basin and the eastern CBD.**

The strengthening of Jerusalem's status as a capital city, as an international city and as a metropolitan core, in addition to its revitalization and strengthening the city center with

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all its components as a part of the historical center of the city, all require the placing of special emphasis on the development of the eastern CBD as tourism focus in view of its proximity to the old city, by the following means:

1. Encouragement of tourism initiatives and integration of the area into the overall urban tourist system by developing the area of the eastern CBD and the surrounding area.
2. Renewal and construction of tourist infrastructure in the eastern city, both the hotel infrastructure as well as development and maintenance of important sites such as Valley of the King, Gai Ben Hinnom, City of David, Mt.Zion, Mt.of Olives and Gethsemane.
3. Upgrading of tourist precincts such as: Upgrading of the Jewish Quarter as an “Open Museum”, holistic treatment of the precinct (unified curating, tourist signposting, maintenance etc.) and coordination between the sites in the precincts (marketing, maintenance and development), with a comprehensive view.
4. Development of historical tourist sites, including change of use of historical buildings for tourist uses in such a manner that will not cause damage to their physical appearance.
5. Preparation of a plan for the management of traffic in the old city basin while limiting traffic and parking in this region, distancing parking from the old city basin, especially for buses and diverting them to existing and planned parking lots (see the symbols in Map No.2- Map of City Center).
6. Encouragement of the development of hotels and popular hostels in the eastern CBD and the eastern neighborhoods adjacent to the old city basin, setting up a visitors center, attractions and strengthening the connection between them by developing the public space- roads, squares and gates to the old city, parks etc.



**Figures 6 – 8 : Careful and Sensitive development in the Old City Basin and the Eastern CBD- Rockefeller Museum , Gethsemane.**

### **13.2.3 Flexible arrangement of land uses in the city center and in the tourist precincts.**

**A. Flexibility of Use in the City Center** – Creation of a pattern that integrates residential, office, hotel, tourist services and tourist commerce will transform the city center into a vibrant focus of entertainment, shopping and recreation, and can attract, diversify and extend the stay of the tourist in the city. The outline plan allows, in the city center and the areas adjacent to it, land use for hotels and for complementary tourist uses, even in areas that have not been designated for hotels as such specifically. In this area, the outline plan will permit and encourage “market processes” of supply and demand, including use of government development incentives so as to avoid the designation of

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choice spots for hotels only and to create situations for the encouragement of private initiative and the expansion of the accommodation arrangements and its diversification.

### **B. Means for the Expansion of the Flexibility Space of Land Use Arrangements for Hotels:**

1. Mix of uses and different economic activities in joint arrangements. For example: Use of tourism, Bed and Breakfasts and Boutique Hotels with Residential use, Hotel use and large public institutions.
2. Encouragement of mixed uses in the tourist precincts that include hotels and other uses, even though they may not be defined as “tourism supporting” specifically (as Residential and Commercial).
3. Finding ways to replace other uses by hotels, using flexible interpretation of the criteria required (by the Ministry of Tourism) for popular hostels.

### **13.2.4 Preservation of the urban values and its special character of Jerusalem.**

#### **A. Utilizing the potential of the historical buildings in the city for tourism uses.**

The central and special focus of attraction of Jerusalem is the core of the old city and its surrounding basin which should be developed and preserved. In addition, the use of historical buildings slated for preservation for tourism should be encouraged by the following:

1. Comprehensive preservation of neighborhoods and historical patterns (For example: House of David, the old City, the Jewish quarter, Eastern CBD and Ein Karem) and preservation of special point sites in the neighborhood as focal points for visits and activities.
2. Use of historical buildings as cultural institutions and museums (For example: The Anna Ticho House).
3. Encouragement of the setting up of “boutique” hotels in historical buildings in the city center.

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**Figures 9 – 10: Examples of “Boutique” hotels in historical buildings in the city: The Scottish Church, American Colony Hotel.**



**Figures 11 – 12: Tourism use of historical buildings in the city: Artists House, Anna Ticho House.**

### **Creating cultural and tourism continuity.**

The connections between the tourist sites and entertainment and culture in the city center should be strengthened by creating a tourism space and continuing activities by means of:

1. Connecting and creating a continuity of institutions and cultural focus points, within walking distance and along the route of mass transportation.

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2. Development of new tourist continuities, in the western and eastern parts of the city while inserting tourist supports along these continuities ( For example: Restaurants, Tourist shops, Galleries, Cafes, Finance services etc.).
3. Development of transfers between these tourist focal points such as Tourist trains, bicycle paths etc.
4. Emphasis on the development of the Road space and street furniture, improved signposting for tourists and information points.

### **13.2.5 Development of tourist attractions and their maintenance.**

#### **A. Management of tourist attractions.**

A Tourist Attraction can be defined as major or special site for visits that attract people due to its properties, and its focused development can contribute in an appreciable way to the expansion of tourist markets, strengthening of internal tourism, extension of the stay of the tourist and increasing the number of return visits. The development policy of the important attractions and their maintenance over time is an essential basis for the tourist infrastructure of the city. The following are policy principles that have to be given expression in the development plan for tourism that will be prepared according to these principles:

1. Identification, analysis and classification of the range of existing and desired attractions in Jerusalem and its surroundings: Their relative importance, physical condition, capacities, location in relation to the surroundings and routes and future potential.
2. Setting up of priorities for the development of attractions, their maintenance and their integration into the different tourism routes. For example, strengthening existing routes instead of creating new focal points and routes, increasing the capacities and reception of new publics, proximity to supporting businesses and services and creating a basis for new businesses.
3. Development of attractions with the integration of private initiators and investors.

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**Figures 13 – 15: National Precinct – Important concentration of national tourist attractions. In the pictures: The Knesset, The Supreme Court, Israel Museum.**

**B. Flexibility in opening times of sites-** The flexibility in setting opening times of central tourist sites throughout the day can significantly increase their capacities and regulate the centers of gravities of tourist visits in the city, and this by:

1. Opening sites and development of additional services on Sabbaths – Museums (such as, Yad Vashem), and other central visiting sites.
2. Extending visiting hours in sites of large demand to afternoons and evenings, including special planned activities in the evening.

**C. Development of recreation, leisure, entertainment, culture and art focal points in the city.**

The development of open spaces (parks, zoological gardens, botanical gardens), activity focal points in the city (markets, entertainment centers, restaurants) and culture (Theaters, museums, plastic arts, mediatek, cinemas, music and dance) – at the overall city level, precincts and community-neighborhoods (specializing and unique neighborhoods-The Jewish Quarter, Musrara, Ein Karem, Lifta).

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**Figures 16 – 17 : Focal points of culture, recreation and leisure – Israel Museum, Biblical Zoo.**

### **D. Integration of institutes of higher learning with tourism.**

1. Development of Institutes of Higher Learning as tourist focal points and attractions for visits, including setting up of a college for Hotel and Tourism (See Chapter 9).
2. Development of Accommodation focal points and International studies, for students and lecturers who will visit the city over a long period of time (semester, sabbatical, post-graduate) with a preference for locating the institutions in the center of the city (For example, Barcelona).
3. Utilization of student dormitories for seasonal accommodations, in the summer months in which there are no classes.

### **13.2.6 Accessibility to the city and space- roads and parking, rail and mass transportation.**

**Accessibility to the city-** Improvements to the overall accessibility to the city and within it are essential for the residents of the city and as preconditions for the upgrading of tourist sites. This should be achieved by the following means:

1. Improvement of the entrance arrangements to the city both for the private vehicle as well as for public transportation (See Chapter 14).
2. Rail connections to Ben Gurion airport and to the sea ports – for optimal integration of the city with air and sea ports, to enable short visits and international conferences.

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3. Integration of the Atarot airport with the space of possibilities of arrival to the city. The airport is located at the northern edge of the jurisdictional area of Jerusalem. Its proximity to Jerusalem and to the Palestinian Authority can be of help, under conditions of security calm and political arrangements, as an economic lever for joint activities (such as Geneva airport as a model). The airport is important for development of tourism in Jerusalem, since regular airport services will increase the attractiveness of the city.



**Figure 18: The Mar Elias Monastery**

**Connection to the Metropolitan space-** Relating to the overall metropolitan space including the entrance to the city by:

1. Strengthening the important Bethlehem-Jerusalem pilgrimage axis. This can be done by a series of complementary procedures: Landscape and physical development along the entire axis, transportation solutions, coordinated transport and parking, cooperation and coordination with the Bethlehem Municipality, improvement of control and border crossing between Bethlehem and Jerusalem (see section 3.7.1).
2. Coordination between accommodation arrangements in the Dead Sea area and tourism in Jerusalem.
3. Rural tourism in the peripheral settlements.
4. Design and emphasis on the entrances and gates to the city, such as the Calatrava bridge that is going to be built at the western entrance to the city.

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**Development of the mass transportation system-** This system is a central factor in the development of the city and a special lever in terms of tourism. The interconnection between all the focal points of the city will also connect the different tourist spaces and accommodations to activities that vary over the hours of the day- especially for the individual tourist.

**Accessibility, transportation and parking-** The policy of integrating improvements in public transportation and mass transportation, together with the removal of nuisances such as buses and private cars from congested areas, is an essential overall goal for tourism.

1. The improvement of accessibility between hotels and tourist focal points and attractions, including government institutions, national institutions, institutes of higher learning, museums, zoological garden etc., for the extension of stay of the tourist in the city.
2. Improvement of accessibility to open spaces (metropolitan parks), and their development for recreation, sport and tourism in nature.
3. Improvement of accessibility to religious and archaeological sites and their development for tourist visits (see Chapter 11).

## **13.2.7 Policy and organizational and management means.**

**Improvement of the coordination arrangements between different agencies dealing with tourism in the city.**

1. Concentrating the dealing with tourism into one central authority, that consolidates all the factors dealing with tourism- the Municipality, Dan Cooperative, Government Tourism Corporation, Government ministries, Antiquities Authority, National Parks and Nature Authority, East Jerusalem Development Company, Jerusalem Development Company, whose function will be, inter alia, to implement the policy principles of the outline plan in the area of tourism.
2. Setting up of a conference secretariat whose job is to promote and coordinate between all the factors involved in the tourist and conference industry, including hotels, restaurants, travel agents, transport agencies etc., that will enable the tourist to receive information and guidance to the whole range of tourist services in the city from a central office.
3. Setting up a comprehensive data base that will encompass the spatial activities of tourists in Jerusalem. This data base should be enlarged, with the cooperation of the

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Ministry of Tourism and the Hotels Corporation, to include internal tourism, Muslim tourism and to examine the tourism spaces in the metropolitan circles (Bethlehem and the Dead Sea area in particular).

4. Constant coordination with the Church representatives and the Muslim Wakf.
5. Constant coordination with tourist agencies and neighboring local authorities- Mate Yehuda, Judea and Samaria, Hotels area of the Dead Sea and Bethlehem Municipality.
6. Constant coordination and dialogue with tourist organizations and tourist support factors in the private market, such as the Hotels Corporation, Tours and Leisure Companies, Organizers of conferences and exhibitions, Transport companies, catering etc.

### **Organizational and management means for implementation during period of crisis.**

Tourism by its nature is characterized by periods of decline and flowering. Today, tourism in the city is in a state of an existential crisis that is threatening the infrastructure of hotels and employment, in every sector dealing with tourism. This crisis will need the utilization of means and concentrated effort for the rehabilitation of the sector, over a long period of time, beyond the present political crisis.

**An emergency rehabilitation plan:** A joint municipal/governmental steering committee should be set up with the partnership of all the factors involved in tourism (similar to the one that used to exist), that will prepare in a short time, a plan for the rehabilitation and development of tourism in the city, to plan for exiting from the present crisis in tourism while preserving the existing physical and human infrastructure in hotels and tourism supporting businesses, in professional training, setting up criteria and priorities for governmental support.

**Preparation of Master Plan and Development Plan.-** That will define priorities and staging of tourism projects and development precincts for a comprehensive urban tourism policy and creation of financing sources and joint organizational measures, with the partnership of the private sector that will serve for implementing of the plan.

**Setting up an Emergency Fund** that will be used for the future period of decline in tourism, whose sources will come from among others, set asides from the industry during the good years with supplementary government budgeting.

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## **Integrating with the Private Market**

Integrating market and realization factors, entrepreneurs and extra-institutional factors, tourism and cultural activities for expanding the range of activities and their seasonal dispersal.

## **Restraining fluctuations and time oriented planning- “Extending Seasonality”.**

The restraining of fluctuations in tourism (and its influence on employment) by means of planning and efficient use of the tourism infrastructure in space/time throughout the year and the seasons by the following means:

1. Structural and marketing policy for the increasing of the average occupancy rates in hotels (from 50 %-60 % to 70 % -75 %) and extending the length of stay in the city.
2. Controlled utilization of the accommodation potential in the nearby metropolitan space (approaches to Jerusalem) for the benefit of the city during the peak season and over occupancy rather than designating further areas for hotels.

## **Expansion of the Target Markets for Tourism.**

Approaching **additional publics** and searching for additional fields and special events for the filling up of periods that are not covered by activities today, by the following means:

1. **Encouragement of tourist activities based on the diversity of the population-** Development of the potential in religious, community and cultural diversity of the city’s residents, including: religious (for all religions), historical, national, architectural tourism, conferences, festivals and events, youth and educational tourism, tourism of the Jewish people, strengthening the centrality of Israel for Jewish consciousness, peace tourism, Muslim tourism and inter-cultural meetings:
  - A. Creation of routes that pass through these diverse areas.
  - B. Joint festivals that will concentrate on the common and the special.
  - C. Setting up areas for joint creativity.

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## **2. Focusing and partitioning the tourism package.**

- A. Development tourism packages focused on different types of visitors, according to the characteristics of the visit (timing of visit, length of stay and major purpose), type of tourist- individual or in group, and religious affiliation.
- B. Completion of survey of visit types and spatial and time behavior of internal, Muslim, conference, sport tourism, so as to classify and develop focused packages for these types of tourism.
- C. The partitioning will be expressed in marketing terms, in the different types of accommodations and their dispersal, the range of activities and the tour route in the city (and in the metropolitan space) for every group, and by the development of attractions and tourist continuities for every type and group. For example: For internal tourism- sport, therapy, conferences, further studies, national, religious and historical sites. Similarly focusing and partitioning for Christian religious tourism (Catholic and Protestants), international conferences and congress etc. can be carried out.

## **3. Development of subject based tourism-** for Jerusalem and its surroundings in such a way that the tourist visiting Jerusalem can expand the circumference of his visits such as for instance, desert tourism (to the Jerusalem desert), nature, architectural and historical tourism.

- A. Organizing study days, conferences and further study packages, learning courses based on subjects, in cooperation with various worker organizations, academic institutions, security forces, tour and recreation companies etc.
- B. Creation of tour routes on the principle of subject-based tourism for internal and external tourism.
- C. Integration of information and literature on subjects and disseminating it to municipal information centers, hotels, travel offices.

## **4. Development of infrastructure for international congress and exhibitions tourism.**

- A. Development of the physical infrastructure of the tourism focal points and the centers for fairs and congresses, is an important factor in the city's economy. The proposed development is relevant for both new focal points as well as utilization of large existing hotels, with possibilities of

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accommodation and nearby entertainment, and their integration into the urban transportation system.

- B. Planning a flexible schedule of congresses and conferences spread out over the year, in dull periods of world tourism.
- C. Initiation of multi-annual tourist events- festivals, fairs, and so on.

### **5. Development of sport tourism for the encouragement of internal tourism.**

- A. Development of special hotels for sport, that can make use of existing sports facilities (Malha) and can be used in the summer for internal tourism, or new possibilities and initiatives.
- B. Development of sports activities and installations for sports tourism- utilization of planned and existing facilities for sports tourism that can fill up the off seasons.

### **6. Integration of the Higher Education System with tourism.**

- A. Development of academic attraction focal points for the public of students and lecturers of the world, who will arrive in the city for a long period of time- semester, year, completion of degree, and will strengthen the population and the university centers, preferably located in the center of the city (Barcelona, for example).
- B. The study of the field of hotels and tourism in the city (a special college for this purpose), in colleges and professional training institutions which offer specialization in this field.

### **7. Integration of large national institutions and bodies for the strengthening of tourism in Jerusalem.**

- A. The setting of policy by the Ministry of Education that will require every pupil in the State of Israel to fulfill at least two days of trips in Jerusalem that combine history and archaeology, government institutions and art and cultural centers.

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- B. Setting a policy that requires every soldier in the IDF to carry out two days of study trips to Jerusalem.
- C. To implement the governmental decision that the supplemental study programs that are required for public workers will take place in Jerusalem.