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# TEL-AVIV YAFO CITY PROFILE — MAIN ISSUES

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# 1. INTRODUCTION

## 1.1 Decision to prepare a Strategic Plan for Tel-Aviv Yafo

The Municipality of Tel-Aviv Yafo has resolved to prepare a Master Plan for the city, based on the Strategic Planning approach. Strategic Urban Planning combines modern planning concepts with strategic management procedures, normally applied nowadays in the business world. It consists of a continuous cyclical process, involving: planning, implementation, monitoring and evaluation of programmes, actions and urban projects, then going back full circle, when modifications are called for, in response to changing circumstances.

The Strategic Plan for Tel-Aviv Yafo is **multi-disciplinary**. It is concerned with all the city's facets - the social fabric, the economy, culture, leisure, land-use, the urban fabric, transport and the environment. The planning process involved is **participatory**. Residents and other stakeholders are invited to express their views regarding the city's current situation, identify problems and opportunities and prioritize possible remedial courses of action. Later on, they are called upon to formulate their '**vision**' for the city's future. The dialogue instigated by this process, helps to promote understanding among different interest groups, thus paving the way for **consensus-building** around specific topics/issues.

Strategic Planning allows **short-term and long-term 'Action Plans'** to be brought forward, while the Strategic Plan is still in preparation. Early implementation of projects and/or programmes arising for the Plan, helps to build public confidence in its merits, whilst at the same time, strengthening the Municipality's problem-solving capacity.

A **built-in control and follow-up mechanism** helps to assess the Plan's measure of success and ability to meet its pre-set objectives. The Strategic Planning process is **open and transparent**. The public can follow progress on the Municipal Website and through other media.

The Municipality's decision to apply the Strategic Planning approach to the planning of T.A.Y places the city alongside cities of the western world, such as Barcelona and Rotterdam, for instance, where Strategic Planning is believed to have made a significant contribution to their quality of life, not least, to their regional, economic and cultural standing.

## 1.2 Stages in the Formulation of the Strategic Plan for Tel-Aviv Yafo

The Tel-Aviv Yafo Strategic Plan is formulated in three stages: *(Fig 1.2.1 overleaf)*

- First, the '**City Profile**' is formulated.
- Then, a '**Vision**' for the city's future is conceived.
- Finally, '**Actions Plans**', compatible with the vision, are developed for implementation.

The '**City Profile**' stage, involves identifying the main features of the city along with the opportunities and challenges it faces. A perceived initial profile is outlined by discussion groups made up of residents and other stakeholders, who form themed workshops, each looking into a specific city facet or area *(Figs 1.2.2 & 1.2.3 overleaf)*. In parallel, studies are conducted by experts with a view to unravelling facts and trends, examining forecasts and evaluating prospects. Both these strands of inquiry are brought together in the formulation of a profile, over which a reasonable measure of consensus can be reached.

The '**City Vision**' stage, involves conceiving a desirable future for the city. Discussion groups made up of residents, stakeholders, academics, thinkers and the like, come together in workshops, where they engage in "Creative Visioning". Participants are encouraged to use their creative thinking, imagination, personal experience, ideologies and aspirations, without ignoring, however, the background information they possess about the city. The different scenarios produced in these sessions are evaluated by means of modelling techniques designed to identify their implications for people, communities, the economy, transport, the environment, the city's urban form, the Municipal budget, etc. Those scenarios that prove to

be robust, are further refined and developed into 'Alternative Visions'. These are placed before the public and decisions-makers at the Town Hall, with a view to identifying **ONE** over which a broad consensus can be reached. The resultant 'Agreed Vision' will provide the base-line for all decisions concerning the development of the city within the time-scale of the Plan.

The '**Action Plan**' stage, involves developing short, medium and long-term Plans for implementation. Short-term 'Action Plans' can be drawn-up at the City Profile formulation stage, to deal with urgent problems. Medium and long-term 'Action Plans' can be brought forward, as soon as a decision is reached about the 'Agreed Vision'.

'Action Plans' require, at times, statutory procedures and, at time, the development of special organisational, funding and implementation tools.

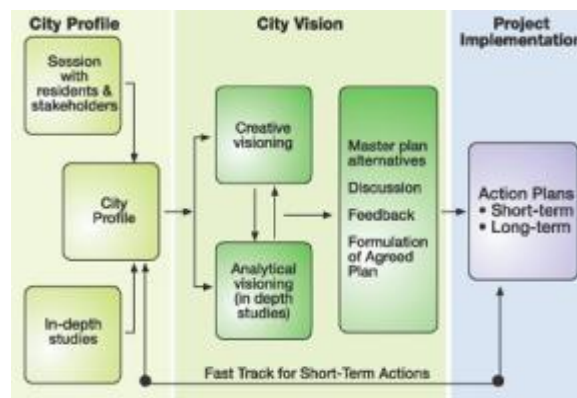


Fig 1.2.1 The Strategic Planning Process



Fig 1.2.2 Public participation workshop (session)



Fig 1.2.3 Public participation workshop (product)

### 1.3 The object of this document

The "T.A.Y. City Profile" report, published in Hebrew, summarises the first stage of work on the T.A.Y Strategic Plan. It sets out the essence of the views expressed by some 550 residents and stakeholders about the city, in nine themed workshops and a further five area-based ones. These were integrated with the findings derived from analytical studies conducted, in parallel, by experts. An overall realistic picture could, thus, be formulated.

This document represents an abridged version of the above report, for an English readership. It focusses on the **Main Issues** identified by the work carried out so far, and concludes by setting out the **Strategic Dilemmas** they raise. This is believed to provide a useful introduction to the next stage of the planning process - the formulation of a '**Vision**' for the city's future.

## 2. TEL-AVIV YAFO TODAY - MAIN ISSUES

### 2.1 The city's centrality - challenges & opportunities

The City of Tel-Aviv Yafo (T.A.Y) is situated at the core of Tel-Aviv Metropolitan Area, which extends over the central, most developed part of Israel, between Natanya in the north and Ashdod in the south. Tel-Aviv Metropolitan Area is home to 2.8 million people (nearly half Israel's population) and provides jobs for nearly one million (almost half of those working in the country).

With its 360,000 residents, the city of T.A.Y. accounts, at present, for only 5.6% of Israel's population. But, its position in the national economy is far more prominent, representing 15.2% of national employment and for 16.7% of the national gross domestic product.

In its heyday, in the early Sixties, T.A.Y's population reached an all-time peak of 390,000 residents, who represented, at that time, 16% of the country's total. However, a long period of steady decline followed, leaving the city, by the late Eighties, with a dwindled, ageing population of 317,000. High property prices, permanently the highest in the country, were a major inducement for young families to leave and, similarly, deterred aspiring young families from moving-in. It was not before the early Nineties, that decline came to a halt, mainly due to a large wave of immigrants from the former Soviet Union. The long-term decline trend was soon to reverse into one displaying a mix of growth, stabilisation and further growth. In this process, T.A.Y. gained, over the past decade some 42,000 residents, to reach its present size. (Fig 2.1.1).

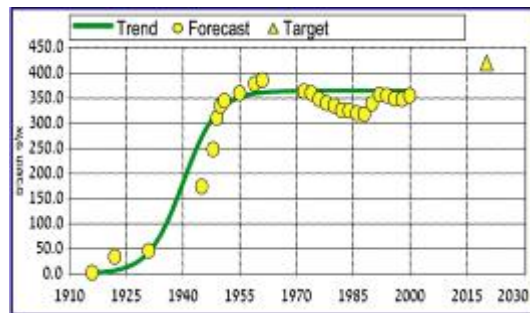


Fig 2.1.1 T.A.Y's population growth 1916-2000

Unlike the mixed fortunes of T.A.Y as a place to live, the city showed remarkable resilience, in maintaining its position as the Financial and Cultural Capital of the Nation.

Today, T.A.Y represents Israel's Financial and Business Centre, presiding over 40% of national employment in Finance and 25% of national employment in Business Services (Fig 2.1.2). The city is a major job provider - two thirds of its jobs are filled by commuters from all over the Metropolis and beyond. It is, also, a major exporter of goods and services - two thirds of those working in the city are occupied in producing for consumers residing outside T.A.Y. (Fig 2.1.3).

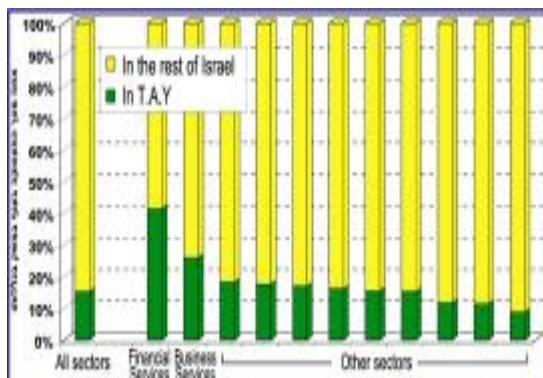


Fig 2.1.2 T.A.Y's share in Israel's employment, 2000

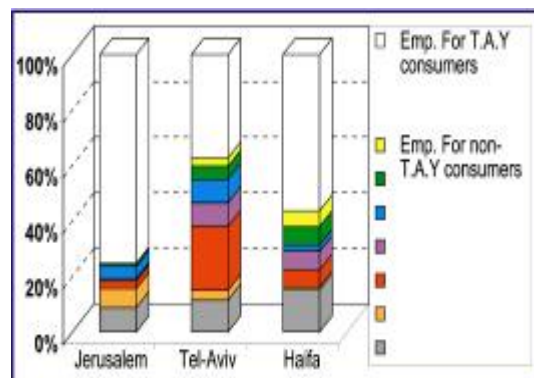


Fig 2.1.3 Employment in T.A.Y producing for non-residents, 1999

T.A.Y's position as the hub of the national economy, is best reflected by the singularly high concentration of financial & business institutions of national standing within it. It is the exclusive seat of the Israeli Stock Exchange. The headquarters of nearly all large banks and Investment Trusts in the country operate from its Central Business District. 60% of all trading businesses in Stocks & Shares choose T.A.Y as their preferred location, as do 50% of all non-banking financial institutions (Figs 2.1.4, 2.1.5, 2.1.6).

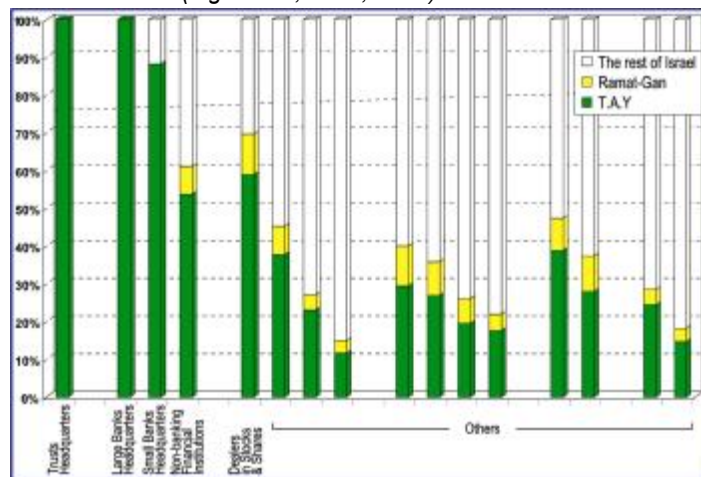


Fig 2.1.4 Distribution of business and financial establishments – T.A.Y, Ramat Gan, Israel, 2001



Fig 2.1.5 First International Bank Headquarters In T.A.Y's CBD (computer-generated rendering)



Fig 2.1.6 Existing Hapoalim Bank Headquarters in T.A.Y's CBD

Equally outstanding is the city's position as a national centre for culture and the arts. A large proportion of the country's theatrical, musical, and light entertainment establishments operate from it. Thus, for instance, T.A.Y is the seat of 5 out of the country's 9 large theatres (one being the National Theatre Habima), where 55% of all performances in the country and 75% of all attendances take place. The city is also a major exporter of theatrical shows to cities and towns up and down the country, as it is the main focus for fringe theatre - both production and attendance (Fig 2.1.7 overleaf). T.A.Y's appeal to theatre-goers has grown steadily since the Seventies, despite the host of modern, well-equipped auditoria mushrooming in neighbouring towns (Rishon Le Zion, Ramat Gan, and Givatayim). T.A.Y's strong position appears to be much owed to the widest variety of quality plays on offer and to the singularly keen, receptive, multi-taste audience available in the city (Fig 2.1.8 overleaf). New modern auditoria add to the appeal (Figs 2.1.9, 2.1.10, 2.1.11 overleaf).

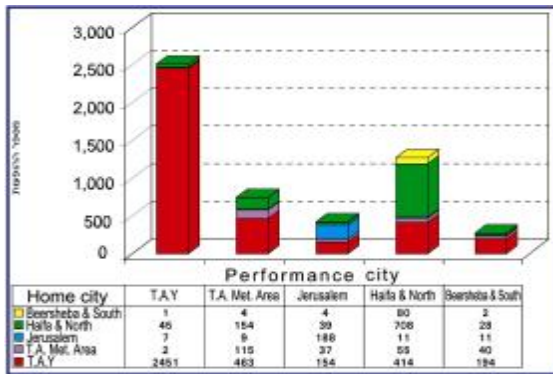


Fig 2.1.7 Performances of the large Theatres by Home-City & Performance-City

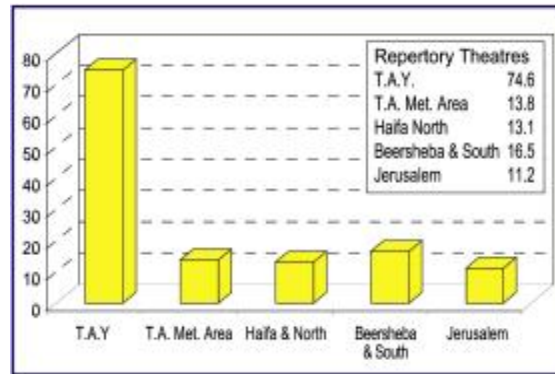


Fig 2.1.8 Theatre performances per 10,000 residents – T.A.Y, rest of Israel



Fig 2.1.9 The new Kameri Theatre



Fig 2.1.10 Suzan Dallal Centre



Fig 2.1.11 The Centre for the Performing Arts

By comparison, musical activity patterns in T.A.Y are less centralised. Although the city continues to play a leading role in the country's musical life - being the exclusive home of the National Opera, the Israeli Philharmonic Orchestra and the Chamber Music Orchestra - substantial musical activity is increasingly taking place, in various towns of the Metropolitan Area. This trend is thought to be instigated, mainly by the Russian immigrants, who live in those towns and are well-known for the propensity of both good musicians and keen concert-goers, in their midst. They are capable of generating their own supply and demand (Fig 2.1.12 overleaf).

Light entertainment finds, equally, advantage in congregating in T.A.Y (Fig 2.1.13). Half of those who attend light shows and a third of those who visit nightclubs in Israel, do this in T.A.Y. Thus, T.A.Y is home to 5 out of 9 large theatres operating in Israel; to nearly three quarters of auction houses to half of all theatre impresarios (Fig 2.1.14 overleaf).

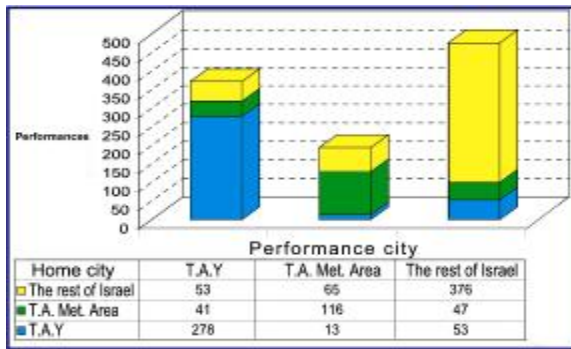


Fig 2.1.12 Concert & Opera performance by Home-city and Performance city, 1998

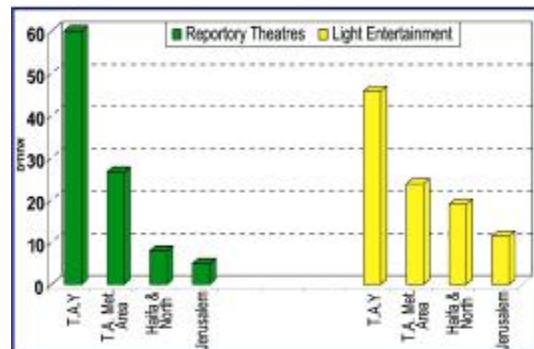


Fig 2.1.13 Repertory theatrical performances and light entertainment shows - T.A.Y, the rest of the Met.-Area, Haifa & Jerusalem, 2001

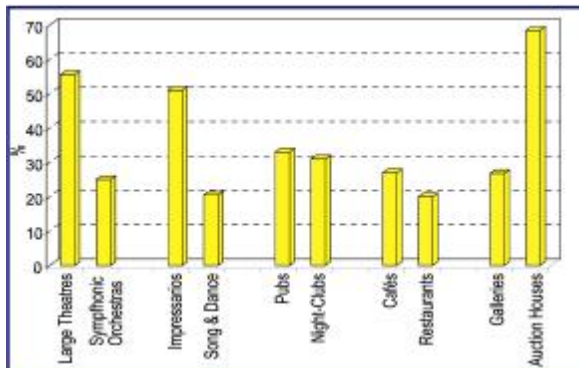


Fig 2.1.14 T.A.Y's share in Israel's cultural establishments, 2002



Fig 2.1.15 Opera performance

The concentration of such a multifarious range of cultural and entertainment activity, has created a unique life-style in T.A.Y, to which the city owes its nickname "City Round the Clock". (Fig 2.1.15).

Over and above the aforementioned long-established characteristics of centrality, further features, typical of "World Cities" are identifiable in T.A.Y. The city hosts governance & control functions of national standing. International companies doing business in Israel and Israeli companies working abroad, are all based in T.A.Y, as are Israeli companies that form part of international conglomerates. T.A.Y is also the obvious choice for foreign banks setting-up-shop in Israel. T.A.Y is regarded, therefore, as a "World City in the making".

However, alongside the advantages arising from exposure to the global economy, there are also drawbacks. The recent downturn in the Israeli economy, manifested by the weak performance of markets and rising unemployment, is believed to have much to do with global recession.

To what extent are firms based in T.A.Y committed to stay? Well, as a matter of fact many tend to consider the benefits arising from being based in the Central City of the Metropolis against the associated costs - the direct costs arising from high rents and rates, as well as the indirect costs resulting from problems of accessibility.

- Rents are the highest in the country and rates are higher than those imposed by neighbouring local authorities. Thus, total direct costs can add up, in T.A.Y, to 30%-40% more than in the competing neighbouring towns. (Fig 2.1.16 overleaf).
- Poor accessibility results from high demand for travel which is not met by adequate supply. Roads leading into T.A.Y at the morning peak hour are stretched to the limit (Fig 2.1.17 overleaf), as are parking facilities in the city. In parallel, public transport level of service leaves much to be desired.



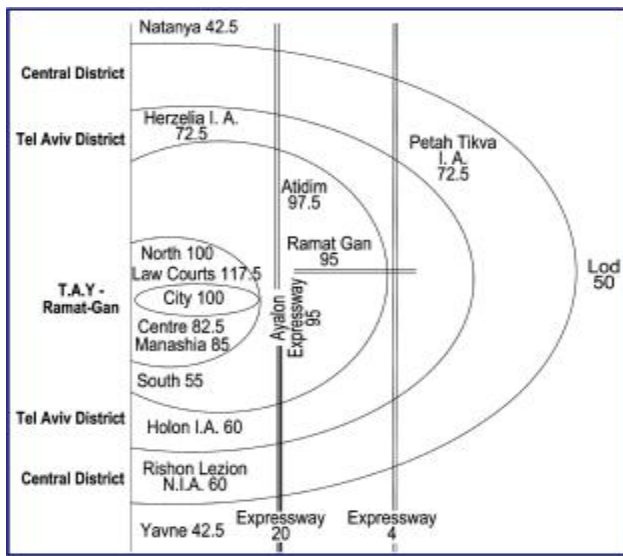


Fig 2.1.16 Office rents per sq.m — Tel Aviv Met. Area, 2001



Fig 2.1.17 Traffic congestion at the morning peak hour at T.A.Y's entry points

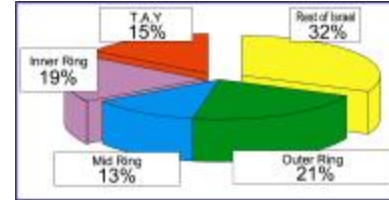


Fig 2.1.18 Employment in ICT — T.A.Y, Tel Aviv Met. Area, the rest of Israel

Indeed, direct and indirect costs combined, have discouraged, so far, high-tech industries from strengthening their foothold in T.A.Y, in spite of the potential advantages arising from proximity to Tel-Aviv University and to export markets. The share of T.A.Y in High-tech national employment is equal or smaller than the shares of other parts of the Metropolitan Area: T.A.Y retains 15%, whilst the surrounding towns have 19% and the rest of the Metropolis - 34% (Fig 2.1.18). In a similar vein, two important banks have considered relocation to neighbouring Ramat Gan; they renounced the idea, only when their rates were revised.

Commerce is yet another economic sector in T.A.Y that has been affected by competition from large shopping centres, mushrooming in different parts of Metropolitan Area. In T.A.Y, employment in this sector has declined (Fig 2.1.19) and turnover has come to a standstill whilst nationally, both these indicators have shown growth (Fig 2.1.20). Traditional, once flourishing shopping streets, such as: Allenby & Dizengoff have suffered serious deterioration, reflected by declining activity, tarnished image, reduced appeal to both shoppers and visitors.

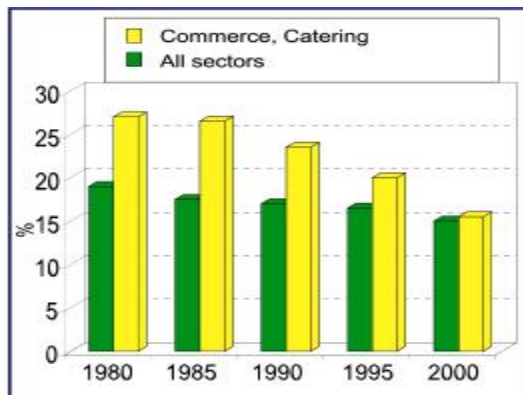


Fig 2.1.19 T.A.Y's share in Israel's total employment in commerce & catering, 1980-2000

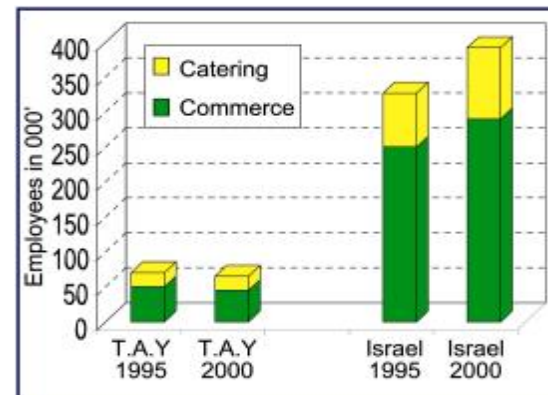


Fig 2.1.20 Trends in commerce & catering employment - T.A.Y versus the rest of Israel, 1995-2000

However, other traditional shopping streets such as Sheinkin & Bazel have shown an amazing capacity for revival, even though competition from shopping centres remains unabated. This is believed to have resulted from a major turnaround of these streets brought about by changes in their commercial mix, shop design and street image, not least from the regeneration of surrounding residential areas, all being strongly encouraged by active municipal intervention. The success of these streets does offer a glimmer of hope to T.A.Y's declining shopping streets, and highlights the Municipality's role and capacity in promoting regeneration.

In summary, these deconcentration processes are likely to reduce the volume of key-activities in T.A.Y., with resultant adverse effects on the city's position as the Economic and Cultural Capital of Israel.

**The departure of large banks** could well reduce the city's employment capacity and, in particular, reduce its Gross Domestic Product (the financial sector contributes a 40% share to the city's GDP). Furthermore, ripple effects on the Gross National Product can, reasonably, be expected.

**The departure of existing high-tech industries** combined with the deterrence of new high-tech enterprises from moving-in, could well reduce the city's prospects for attracting a young workforce of quality, talent and drive, including the prospects for raising average income levels, increasing the city's wealth and enhancing its quality of life.

**The departure of cultural institutions**, could well hinder the development of the city's culture industry and adversely affect the city's image as a "Round the Clock City" and as the leader of Israeli culture, while reducing the sector's contribution to the city's economy.

Soaring property prices leading to the **migration of resident young families** and making it impossible for new young families to settle in T.A.Y, would not only hinder demographic rejuvenation, but also deprive firms from a range of key-workers who cannot afford to live locally.

The Municipality has undertaken, to date, various courses of action designed to protect and strengthen T.A.Y's centrality, by providing a hedge against competition. These are set out below.

- **Revision of the rates structure** - to reduce disparity between T.A.Y and the surrounding towns, so as to discourage firms from relocating outside T.A.Y.
- **Support of cultural institutions, organisations and individuals** to the tune of 100 million NIS per annum (in today's prices).
- **Preparation of town planning schemes for employment areas**, providing increased building rights, to encourage the supply of modern, well-equipped premises, as required by world class financial, business and high-tech enterprises. (Fig 2.1.21).
- **Preparation of town planning schemes for residential areas** with an overall capacity of 50,000 dwellings in the city as a whole, to enable the supply of 2000 dwellings a year on a continuous basis, so that the city could attain the size of 420,000 residents by the year 2020, to meet the target of the District Plan. (Fig 2.1.22).



Fig 2.1.21 Urban renewal scheme in Central T.A.Y (example)



Fig 2.1.22 New residential neighbourhood in North T.A.Y

- **Active assistance to transport projects wholly funded by central government**, such as: planning the first line of the Mass Transit System; (Fig 2.1.23). bringing into operation railway stations; campaigning against the introduction of reduced parking standards before Mass Transit is up and running; etc.
- **Implementation of transport projects partially funded by central government**, such as: multi-level junctions; building new arteries; redesigning the traffic-light system; etc.

- Promoting **non-motorised** transport (Fig 2.1.24).



Fig 2.1.23 Future underground station along the planned "Red Line" (computer-generated rendering)



Fig 2.1.24 Cycle-route in Central T.A.Y

However valid all these initiatives may be, they do not seem to be sufficiently powerful to keep deconcentration trends at bay. The Strategic Plan, now underway, is expected to produce imaginative, workable policies of greater effect.

## 2.2 The city's social fabric — pluralism and tolerance, versus loneliness and alienation

Like many central cities in the western world, T.A.Y tends to attract a wide variety of population groups, each having a motive of its own for wanting to live in the city:

- **Young singles** - come mainly to experience the city's lively lifestyle; they tend to live in rented accommodation in the City Centre.
- **New immigrants** - 100,000 have arrived in the city over the past decade; however, given the high property prices only 42,000 could afford to settle-in (Fig 2.2.1).
- **Foreign workers** - estimated at 30 to 60 thousand and representing the largest concentration of such workers in the country, live in T.A.Y and work throughout the Metropolitan Area. Many more arrive over weekends, for leisure & entertainment. The majority live in the southern quarter. Smaller concentrations exist also in the eastern quarter and in the southern part of the City Centre. T.A.Y is a major job provider for them and, also, is the only local authority in the country to have put in place an "aid centre" (Messilah) to look after their needs (Fig 2.2.2).

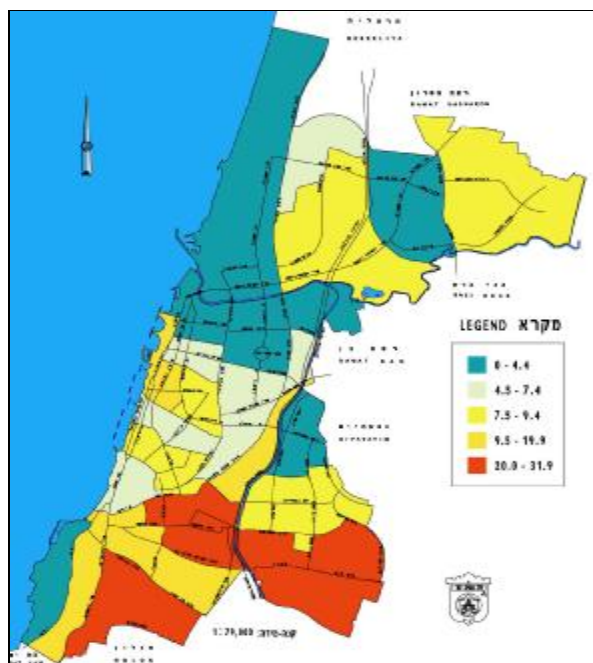


Fig 2.2.1 Share of New Immigrants in T.A.Y's total population

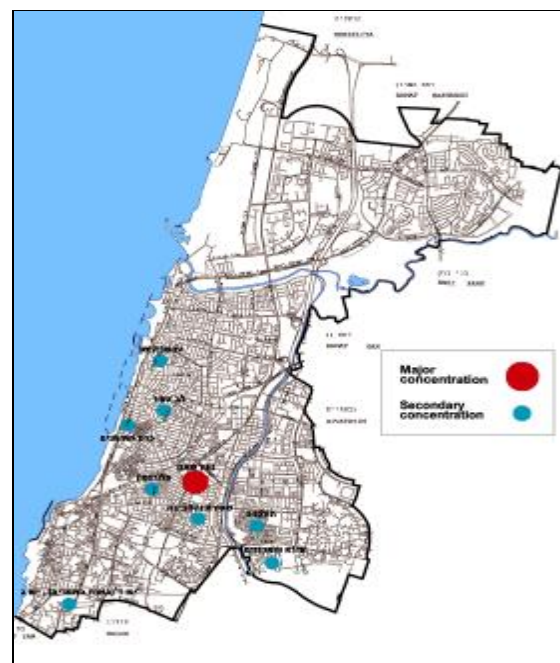


Fig 2.2.2 Areas in T.A.Y with high concentrations of foreign workers

- **Single-parent families** - represent 19% of all families with children in T.A.Y., compared with an 11% share in the country as a whole; they find in T.A.Y a supportive environment and tend to live mostly in the City Centre.
- **Gays & Lesbians** - are drawn to the tolerant atmosphere prevailing in T.A.Y, which allows them to develop an active communal life.
- **Other fringe groups** - equally find a supportive environment in T.A.Y., including positive assistance.

In addition to the above relatively new arrivals in the city, there are also several long-established groups: - a 60,000-strong group of **senior citizens** (17% of the city's total population - half living in the City Centre — Fig 2.2. 3) a range of **religious communities** (forming a major component of the population living in the southern & eastern quarters) and, a 13,000-strong group of **Arabs** (3.5% of it city's total residents), all living in Jaffa.

Together, the various groups described above combine into forming, a singularly heterogeneous social fabric.

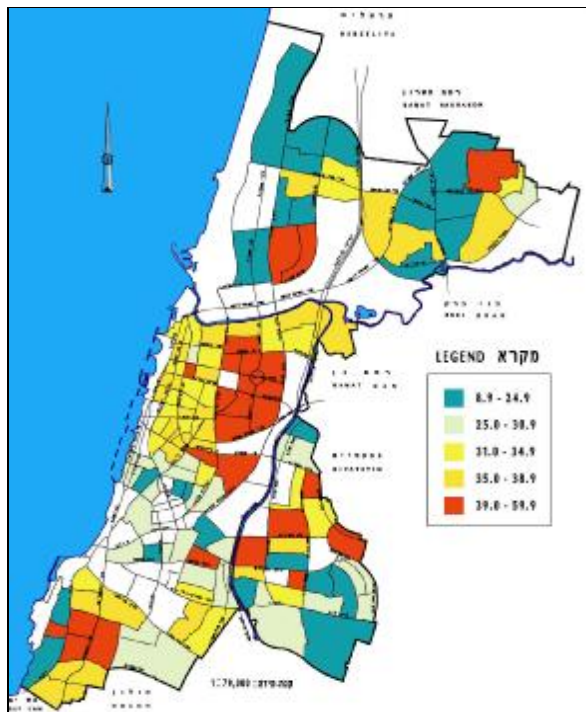


Fig 2.2.3 Share of households in T.A.Y with at least one member aged 65+, 2000

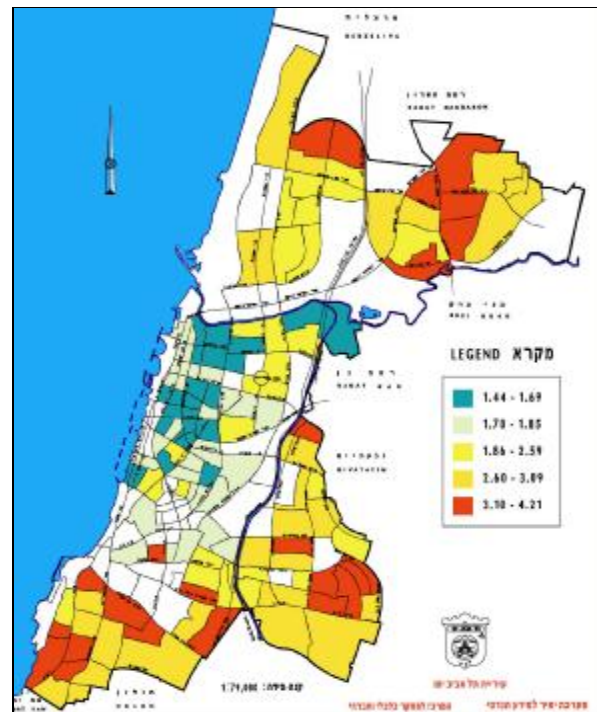


Fig 2.2.4 Average household size in T.A.Y , 2000

Specific demographic characteristics worth mentioning are: large concentrations of divorcees, single-parent families, unisex families and a substantially smaller household size than the country's average (2.4 persons per household compared with 3.5, respectively). (Fig 2.2.4).

The prevailing tolerant atmosphere, permits peaceful co-existence among the different groups. However, whilst a significant majority , especially the young, finds life in T.A.Y fascinating, there are some who can experience loneliness and alienation. It is argued that certain parts of the city, particularly the City Centre, have lost their communal character and that solidarity among residents must be strengthened, where it is found lacking.

## 2.3 Socio-economic-spatial disparities

Socio-economic conditions in T.A.Y are, on average, better than in the country as a whole. However, this average tends to mask the profound disparities existing between different groups and different areas in the city. Disparities arise mainly from the differential incomes associated with the types of jobs generated in T.A.Y. On the one hand, jobs in the Financial and Business sectors and in the Information and Communications Technology (ICT) require, highly skilled workers and, accordingly, generate high incomes; jobs in the managerial and academic professions are, similarly, highly paid. On the other hand, this 'high brow' economy generates demand for a variety of low-skilled / low-paid jobs, such as: messengers, cleaners, taxi-drivers etc. Between these two extremes there is a middle group - those employed in the public services, such as: teachers, nurses, policemen, civil servants, local authority workers etc, who, although with important skills, the pay-package tends to be relatively meager for the large majority. Job markets of this composition, are typical of World Cities and T.A.Y, as a world city in the making, is no exception. By determining where people can afford to live, income levels are directly responsible for the '**North-South divide**'. This is reflected through a variety of indicators:

- **The socio-economic index<sup>1</sup>** is twice in the north compared with that of the south - 1.31 vs. 0.62, respectively. (Fig 2.3.1).
- **The percentage of families below the poverty line** and those on income support is far higher in the south, as is the percentage of pupils falling by the sideways of the educational system.



Fig 2.3.2 Example of a new residential area in North T.A.Y



Fig 2.3.3 Example of an old residential area in South T.A.Y

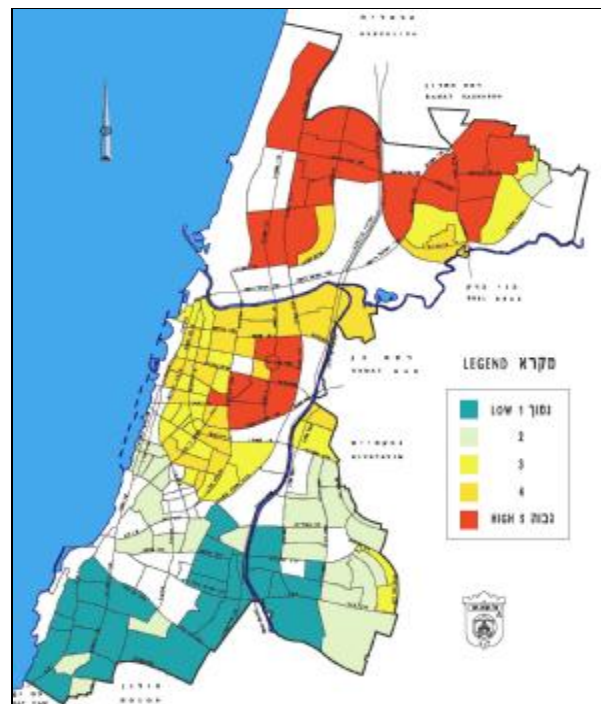


Fig 2.3.1 Socio-economic index in T.A.Y - 1995

- **Residential amenity is considerably higher in the north** - 40 sqm. per person - compared with 25 sqm. in the south. (Figs 2.3.2, 2.3.3) ( Fig 2.3.4 overleaf).
- **Land values are far higher in the north** than those in the south - a reflection of their respective levels of amenity, image & prestige. (Fig 2.3.5 overleaf).

(1) A composite index for residential amenity, education, profession, women's employment, car ownership.

- **Residential areas in the north suffer less disturbance from contiguous land uses** as these tend to be mostly, offices, shopping, education and culture. In contrast, residential areas in the south exist, frequently, cheek by jaw with industrial areas, wholesale & transport uses, which cause, normally, serious environmental nuisance.

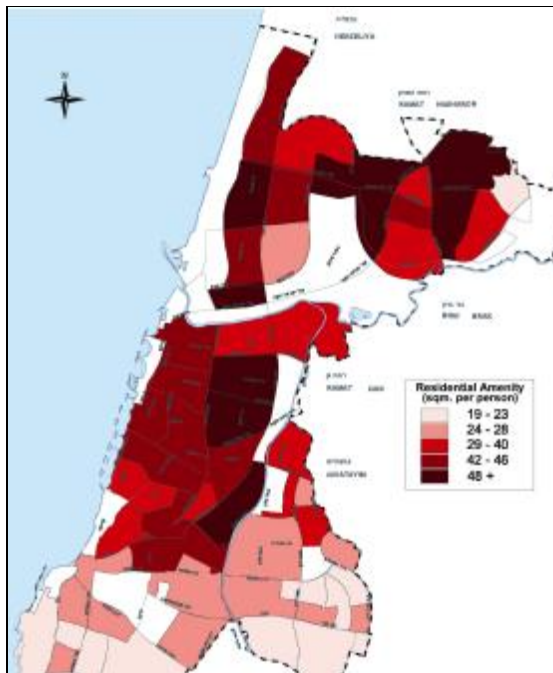


Fig 2.3.5 Residential amenity in T.A.Y, 2002

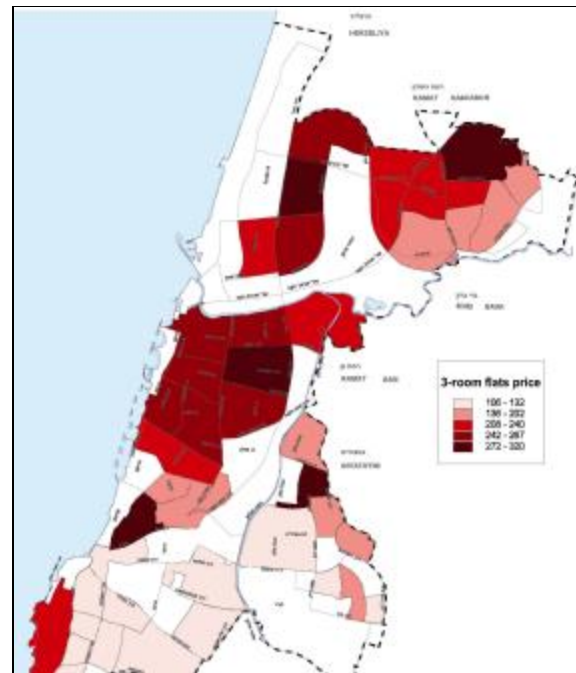


Fig 2.3.4 Property prices (3-room flats) in T.A.Y, 2000

## 2.4 Reducing Disparities - meeting the challenge

The Municipality has put in place a complex educational and social services system, to deal with some of these disparities:

- **The financial resources per pupil invested by the Municipal Educational System is higher than the equivalent in any other local authority in the country.** A large proportion is allocated to a variety of programs, designed to strengthen the skills and achievements of those lagging behind, mostly living in the southern and eastern quarters of the city (this being based on the "positive discrimination" principle). (Fig 2.4.1 & 2.4.2).



Fig 2.4.1 Computer facilities in schools in South T.A.Y



Fig 2.4.2 Chlor centre for family health in T.A.Y

- **The Municipal Social Services System provides services to the particularly disadvantaged** who are growing in numbers, whilst the municipal budget is contracting. Notwithstanding this situation, novel social programs were recently developed, such as: emergency centres for children in danger; refuge centres for women; services for the homeless; emergency centre for managing crisis situations; an assistance centre for foreign workers.

Nonetheless, there is still a long way to go:

- **Better coordination** is needed between the various departments of the Municipality.
- **A control system** needs to be put in place, to follow-up progress and ensure continuous improvement of the various services.
- **Greater co-operation** is needed between the public and private sectors, as well as between them and the voluntary sector, to widen and improve the services rendered.
- **There is a need to impress upon the government, that T.A.Y requires and merits greater financial support**, since it serves a large population with socio-economic characteristics resembling those of developing towns and a further population who, whilst not residing in the city, spends most of its time there, whether working, shopping, or visiting cultural entertainment and educational facilities.
- There is a need for **greater participation in decision-making**, as it relates to the operation of the municipal services.
- There is a need for **resolving the delivery issues** surrounding the city's social strategic themed plans.

## 2.5 A compact city - tensions between land-uses and the opportunity for developing a sustainable transport system

T.A.Y has an overall compact land-use structure, although there are still some areas where land is not used to best effect.

The city's land-use distribution reflects its position as the central city of a metropolitan area. As much as 70% of the total municipal area serves for non-residential functions (Figs 2.5.1 & 2.5.2 overleaf). Their components and built form reflect the changes taking place in the city's activity pattern and skyline. In recent years office buildings are replacing industrial plants and workshops, driven out by ever rising property prices. The new-built office stock is invariably high-rise (Fig 2.5.3) whereas the new-built residential stock is, generally, medium-rise (Figs 2.5.4 & 2.5.5). This seems to suggest a conscious move towards development of a more intensive nature, expected to lead to a more efficient utilisation of land.



Fig 2.5.3 High-rise office development (Azrieli Towers)



Fig 2.5.4 Medium-rise residential development (Ramat Aviv)



Fig 2.5.5 Medium-rise residential development (Hamashstela)



Fig 2.5.1 Main land use system and activity foci in T.A.Y - the spatial aspect

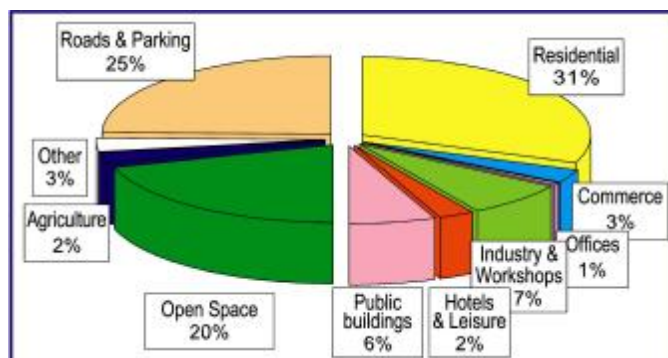


Fig 2.5.2 Land use distribution in T.A.Y - the quantitative aspect



The City Centre is the scene of the highest concentration of a variety of land-uses and activities. On a limited land area of 4 by 3 kms<sup>(1)</sup>, there are 74,000 dwelling units, where 122,000 residents live and, in addition, 2.3 million sqm of floor space, serving for a wide range of economic activities. Residential uses are invariably interwoven with other functions: the Central Business District runs along a residential area; the Cultural Centre is located within a residential environment; shopping streets, frequently associated with entertainment facilities, cross residential blocks. The rich mix of activities, typical of this area, gives rise to an extremely lively atmosphere - a special brand of urban living for which T.A.Y is well known.

However, the advantages of a compact land-use structure associated with intense urban activity, is not without its drawbacks. Tensions tend to arise between residential uses and those serving for economic and entertainment functions. The resulting nuisances include:

- **traffic congestion**, with concomitant noise and air pollution, harming the quality of the environment.
- **illegal parking** on pavements and on pedestrian crossings, reducing pedestrian safety & convenience.
- **noise, refuse and odours** from industrial plants, causing environmental deterioration.
- **commercial unsightly signboards** and other incongruous fixtures, leading to a serious defacement of buildings.
- **incursion of offices into residential buildings**, causing inconvenience to the remaining residents.

Over the years, the Municipality has undertaken various initiatives to curb tensions between uses. These have included regulations vis-a vis parking; regulations concerning the types of offices to be allowed into residential buildings; policies identifying the types of entertainment allowed within or in the vicinity of residential environments, including closing hours at night; means to enforce such regulations and policies. (Figs 2.5.6 & 2.5.7).



Fig 2.5.6 Entertainment facility (example)

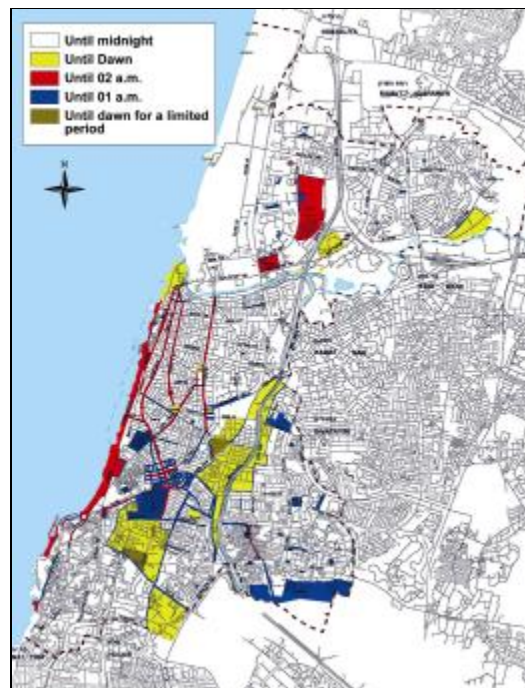


Fig 2.5.7 Night closing-time policy for entertainment facilities

(1) Extending from the Yarkon River in the north to Jaffa Rd. in the south and from the Ayalon Expressway in the east to the Mediterranean sea in the west.

Probably, the greatest advantage flowing from the compact land use system is the opportunity to develop a sustainable transport system, combining mass transit and non-motorised transport.

- **Mass Transit** - stands a reasonable chance of success in T.A.Y, given the high usage of the current public transport system, in spite of its shortcomings: 44% of those entering the city centre daily, do so by the, less than perfect, bus system. (Figs 2.5.8 & 2.5.9).

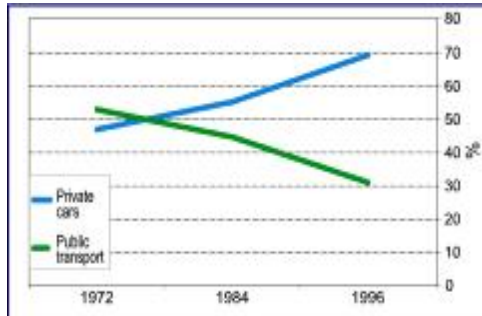


Fig 2.5.8 Trip modal-split in the Tel Aviv Met. Area



Fig 2.5.9 44% of those entering the City Centre arrive by bus

Increasing numbers are, nowadays, using the railways. It seems, therefore, reasonable to suggest that a modern rapid Mass Transit System, is likely to receive a warm welcome from the passenger public. The first Line, planned to run, in a few years' time, along the Central Business District - The "Red Line" (Fig 2.5.1 above; fig 2.5.10), is likely to significantly improve accessibility to both the City Centre and the city as a whole. In these circumstances, there is a chance for a reduced use of cars, provided a vigorous policy is put in place to reduce their attractiveness (reducing parking spaces; reducing carriageway width, imposing congestion liability, etc.).



Fig 2.5.10 Future underground station along the 'Red Line' (computer-generated rendering)

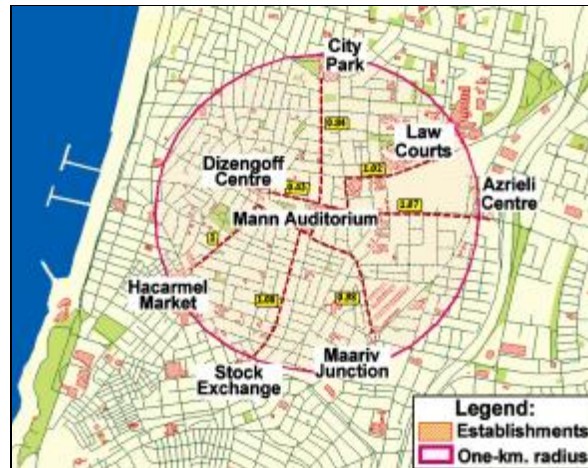


Fig 2.5.11 Destinations within 1-km distance approx. within T.A.Y. City Centre



Fig 2.5.12 Cyclists along the cycle-route of Ben Gourion Boulevard

Until this happens, improvements to the bus system in a way that reduces travel time, might well widen its appeal. This could be achieved by reducing line detours, introducing express lines and securing a convenient interface between modes

- **non-motorised transport** - T.A.Y's flat topography, short distances between major destinations in the City Centre (*Fig 2.5.11 above*) and good weather, can make non-motorised transport attractive. Currently, 12% of those working in the city, walk to work or, ride a bike. To encourage bicycle use, the Municipality is developing a Cycle-Route Master Plan for the city. To date, out of a planned 100 Km-route - 15 kms have been implemented in the City Centre(*Fig 2.5.12 above*), together with 200 parking spaces. In addition, the Municipality is conducting a publicity campaign among school children. An experimental project named "Secure Cycle Routes" is being carried out in 4 schools, including the production of a learning guide and the development of riding infrastructure.

It must be emphasized that the development of a multi-mode transport system of sustainable nature, requires agreement, among all relevant parties, over policies, objectives and priorities.

## 2.6 The urban fabric - unique features worthy of conservation

T.A.Y's urban fabric is made of a variety of textures, which, together, give the city its special identity. These textures reflect the history of the city's built environment. Their principal characteristics are: human-scale, sensitive design creating an environment endowed with a 'sense of place'. These textures include the city's historic neighbourhoods: old Jaffa; Neveh Zedek; Kerem Hateimanim; Hatikva (*Fig 2.6.1*); Florentine (*Fig 2.6.2*); Lev Hair (*fig 2.6.3*); the well-known Geddes 'White City', built in the early Thirties in the City Centre (*Fig 2.6.4*); Kiryat Shalom (*Fig 2.6.5*) and old Ramat Aviv (*Fig 2.6.6*) built in the Fifties; Yad Eliyahu; Dafna Rd.; etc.. In contrast, the areas developed in later years beyond the Yarkon River, tended to lack special features, Hamashtela neighbourhood (*Fig 2.6.3a*) being somewhat of an exception.



Fig 2.6.1  
Hatikva



Fig 2.6.2  
Florentine



Fig 2.6.3  
Lev Hair

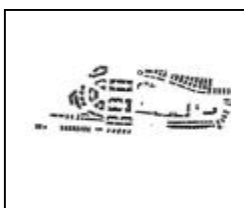


Fig 2.6.3a  
Hamashtela



Fig 2.6.4 Geddes 'White City', 1945



Fig 2.6.5  
Kiryat Shalom



Fig 2.6.6  
Old Ramat Aviv

There is tension between the will to preserve these special urban textures and the mounting pressures for high-rise incongruous development in a city continuously on the move. Experience so far suggests that some of these textures are subject to a development process that does preserve street patterns and buildings (Adjami, Neveh Zedek, Lev Hajr Geddes Blocks, old Ramat Aviv, etc.). However, this principle is sometimes waived - high-rise development is allowed, subject to a commitment by developers to fund the conservation of buildings of architectural quality (Rothchild Boulevard (Fig 2.6.7), South Kirya. There is a third category where high-rise buildings are permitted, without any strings attached. This is where large plots become available (examples are: Shalom Tower, Dizengoff Centre, the Bazel Block, the Rokach Block (Fig 2.6.8). The latter approach tends to detract from the genuine character of the historic fabric.

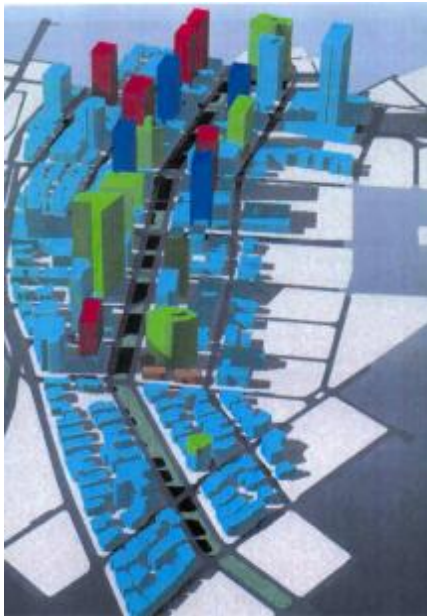


Fig 2.6.7 Rothchild Boulevard Scheme (Computer-generated rendering)



Fig 2.6.8 Rokach Block scheme (Computer-generated rendering)

To date, an overall clear and binding policy, determining which textures are to be conserved and in which way, is lacking. Policies for municipal intervention in such textures to prevent stagnation on the one hand and assist in their preservation on the other, must be put in place, in conjunction with a thorough assessment of their economic and property implications.

The city is endowed with a large number of buildings of outstanding architectural quality, which contribute to its unique image. Of particular value is the group of 3700 buildings in the International Style, huddled in the City Centre (Fig 2.6.9). There are a further few hundred buildings of other styles: buildings in Oriental-Arab style in Old Jaffa and Adjami; Templar houses in the German and American colonies (Fig 2.6.10); 'Dream Houses' in Eclectic Style, going back to the early days of T.A.Y (Fig 2.6.11) and, there are also specimen of Brutalist architecture of the Fifties.



Fig 2.6.9 The international Style (example)



Fig 2.6.10 The Templar Style (example)



Fig 2.6.11 The eclectic Style (example)

Over the past decade, a significant change of attitude has occurred vis-a-vis conservation. Many residents, as well as the Municipal establishment now consider this to be a must. A special plan prepared recently by the Municipality for 'Conservation of Buildings and Places' includes 1100 Listed Buildings of various grades, as well as several textures of special quality (Fig 2.6.12). Former plans prepared by the Municipality include another 500 Listed Buildings. According to these plans demolition of Listed Buildings is prohibited. Also, they contain guidelines for their conservation and incentives for the transfer of building-rights to other plots and/or buildings, elsewhere in the city. However, it must be mentioned that the Municipality's conservation policy meets often with objections raised by property owners, who feel they are put at a disadvantage by the prohibition of demolition and by the high costs of conservation according to the Municipality's prescribed guidelines.

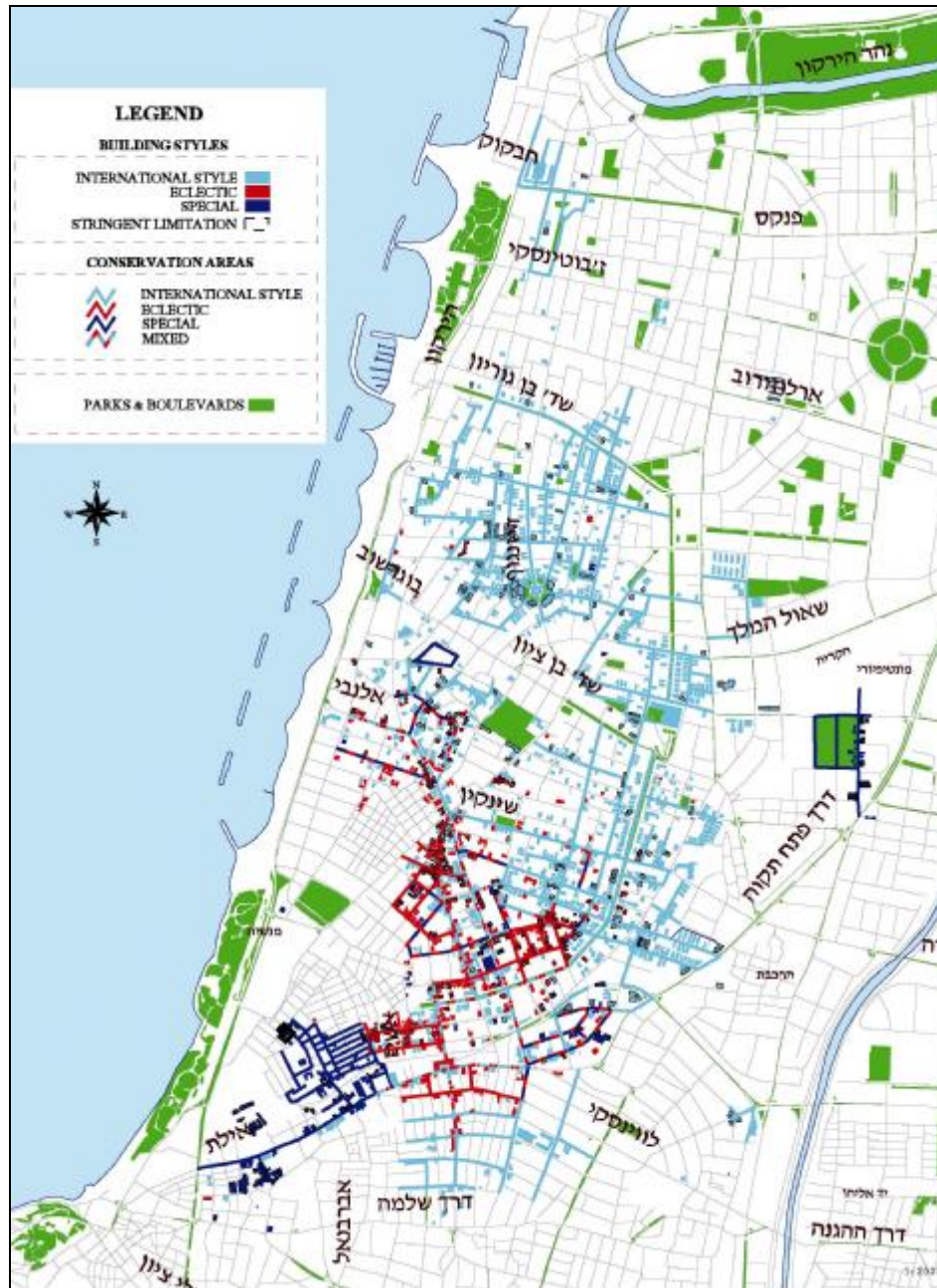


Fig 2.6.12 The Historic Core - Buildings and textures designated for conservation

Over the years, the condition and appearance of buildings particularly in the central and southern quarters have deteriorated. Tenant Protection Law, the lack of good maintenance practices and a proper enforcement system, have led to the defacement of buildings, through inadequate balcony closures and unsightly fixtures attached to facades. This has resulted in deleterious effects on the urban environment as a whole. The Municipality's initiatives so far to encourage facelifting of buildings have met with little success.

## 2.7 Public Open Space - a major contribution to the city's quality of life

The invaluable contribution of Public Open Space to urban amenity, is due to its environmental values, design, aesthetics, as well as to its function as a link between different land-uses. (Fig 2.7.1).



Fig 2.7.1 Public Open Space in T.A.Y

The supply of public open space in T.A.Y is significant in quantity and varied in nature. There are large Metropolitan Parks (Yarkon Park & Begin Park), smaller Urban and Neighbourhood parks, open areas along the Sea Shore, Public Squares and Boulevards. On average, in the city as a whole, public open space per resident is, on average, quite high - 17 sqm compared with a recommended standard of 11 sqm. However, there are sharp differences between different areas in the city: North of the Yarkon River, Public Open Space per resident is considerably higher than the city's average; in contrast, it is much lower than the average in certain areas of the City Centre and certain southern neighbourhoods (Florentine, Neveh Shaanan, Shapira) (Fig 2.7.2 overleaf).

Accessibility to public open space from surrounding areas, differs: The Yarkon Metropolitan Park, for instance, is well connected to the northern neighbourhoods in its proximity - Ramat Aviv, Hamashtela, north Tel Baruch etc. In contrast, Haatzmaout Urban Park and Begin Metropolitan Park appear to have poor links, either physical or perceptive, with their adjoining residential areas.

Another drawback is the little regard paid to the cultural and ecological heritage in the design of open space. There are, however, some good examples of local value preservation and enhancement through creative design: Yaacov Garden next to the Philharmonic Orchestra Concert Hall (Fig 2.7.3) and Suzan Dallal square at the centre of Neveh Zedek, are both successful at creating a "spirit of place" through the interpretation of the environmental or historical heritage.

The city boulevards function as linear gardens. In the City Centre, they make for continuity of movement by pedestrians and/or bicycle riders. They also provide substitutes for missing local gardens in areas with limited open space and for lacking pedestrianised streets. They provide attractive links between urban functions and spaces, and represent an important anchor in the city's urban design and image. In the past couple of years the Municipality has initiated a thorough rehabilitation of the central boulevards. Currently, the redesign of two important public squares - Orchestra Square & Rabin Square - is in hand. When built, these squares will provide continuity throughout the central 'Boulevard Ring' in the City Centre, consisting of Rothchild, Hen and Ben Gourion Boulevards (Fig 2.7.4).

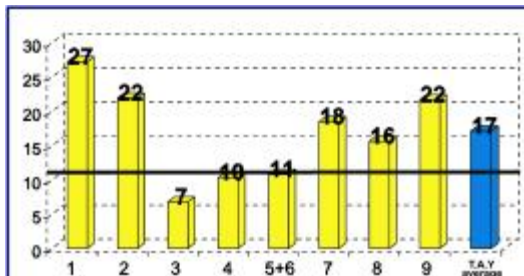


Fig 2.7.2 Public Open Space per person, by quarters in T.A.Y



Fig 2.7.3 Yaacov Garden in the City Centre



Fig 2.7.4 Hen Boulevard in the City Centre



Fig 2.7.5 Nahalat Benjamin - Pedestrianised street in the City Centre

Unlike most Mediterranean towns and cities, T.A.Y lacks squares as urban symbols, that strongly tend to colour residents' behavioural patterns and life-style in those cities.

Two central squares - Habima and Mugarbi - were planned a very long time ago, but never developed; those who did reach implementation - Dizengoff Circus and Rabin Square are poorly designed and their links with their surrounding environment leaves much to be desired.

Typical streets in the City Centre have a pleasant, well-proportioned volume, featured by human scale, intimacy and spaciousness, at the same time. Front gardens and green hedges contribute to a generally green look. However, beyond the green hedges, front gardens are frequently neglected, or turned into parking lots for residents.

The dearth of pedestrianised streets in the City Centre (Nahalat Benjamin (*Fig 2.7.5 above*), Hacarmel Market, Neveh Shaanan being the only ones) is particularly conspicuous, compared with city centres in the western world, especially in Europe. However, some pedestrianisation is being planned, as part of urban renewal projects - in the City Centre, Jaffa, Florentine, Neveh Zedek, Hatikva, etc.

Whilst there is considerable potential for a comfortable pedestrian environment in the city, this does not really happen. Sidewalks are narrow, poorly maintained and taken over by parked vehicles and dustbins (*Fig 2.7.6*).



Fig 2.7.6 Sidewalks taken over by parked vehicles & dustbins

Visual intrusion caused by unsightly signboards, further detracts from the quality of the pedestrian environment. Open spaces at the foot of tower blocks do not contribute to the pedestrian environment, either. Those associated with the Shalom Tower (built in the late Fifties), and those making part of the Azrieli Towers (built recently), serve for motorised movement. However, current office projects, include plans for designing the street level as a specific, attractive pedestrian environment (examples are: the southern end of Rothchild Boulevard; the northern CBD project area, the Bizaron project area, the South Kirya project area).

## 2.8 The sea shore - a prime natural resource in need of enhancement

T.A.Y's sea front is considered, by the city's residents and other stakeholders, as a most valuable natural resource (*Fig 2.8.1 overleaf*), that needs protection and merits enhancement. The sea front provides the city with a view towards the horizon - a visual amenity that people, whether residents or tourists, tend to value greatly. In addition, there is the well-designed esplanade (*Fig 2.8.2 overleaf*) and the sand strip along the water next to it, that attracts the masses for casual recreation. Further to the north, there is the unique environment at the foot of the 'Coastal Rock' - an amazing island of "pure nature" within one of the busiest environments in the country (*Fig 2.8.3 overleaf*).

Nevertheless, T.A.Y is perceived as being poorly connected to the sea:

- In the central section, a row of high-rise hotels, blocks the view; the Gordon Swimming Pool, the Marina and the Atarim mega-structure, block pedestrian access from Ben Gourion Blvd to the sea (*Fig 2.8.4 overleaf*). Many east-west streets stop short of the seafront due to blocking buildings (*Fig 2.8.5 overleaf*). In contrast, there are a few streets that can be regarded as good examples for linking the city to its sea-front (*Fig 2.8.6 overleaf*).
- In the southern section (Manshia, Adjami, Jaffa), access to the sea is impeded by neglect, demolitions and refuse dumping.
- Likewise, parts of the northern section are inaccessible due to the Reading Power Station and Dov Airfield.

Plans are currently in hand to improve connections between the city and its sea-front.





Fig 2.8.1 The central section of T.A.Y seafront



Fig 2.8.2 The central section of T.A.Y esplanade



Fig 2.8.3 The 'Coastal Rock' - North T.A.Y



Fig 2.8.5 East-West streets in T.A.Y. disconnected from the sea



Fig 2.8.4 Kikar Atarim - mega-structure blocking the view to the sea.



Fig 2.8.6 Example of street with an open view to the sea

## 2.9 Environmental problems - man-made nuisance that must be brought under control

Traffic is the main source of air pollution and noise in T.A.Y, although, there are further sources such as: Reading Power Station (generates mainly air pollution). Dov Airfield (generates mainly aircraft noise) industrial plants (generate air pollution, soil and ground water contamination, as a result of handling hazardous materials).

- **Air pollution** - data from monitoring stations across the city, do not suggest an improvement in spite of the departure of polluting plants and improvements in the quality of fuel used by public transport. It is assumed that these improvements might have been offset by the rise in car ownership levels. Traffic is regarded as the main source of air pollution (*Figs 2.9.1 & 2.9.2*). Monitoring stations have recently recorded frequent infringements of accepted Israeli standards.
- **Noise** - noise levels are high along most major roads. They exceed significantly permitted maximum levels. The bus system is the source of the strongest noise (*Fig 2.9.3 overleaf*). T.A.Y is considered to be noisier than many large European cities. Aircraft is yet another source of noise (*Fig 2.9.1 overleaf*). The south-east section of the city is affected by the landing corridor of Ben Gourion Airport and the north-west section is affected by the landing corridor of Dov Airfield. (*Fig 2.3.4 overleaf*).



Fig 2.9.1 High concentrations of NOx generated by buses & lorries



Fig 2.9.2 Air pollution results mainly from vehicles

- **Land contamination, ground water & drinking water** - Two areas suffer from ground water pollution resulting from industrial activity - Taas Magen in the south-east and Taas Revivim in the north-east. Following the evaporation of organic pollutants from the ground water, the land surface has been contaminated around these plants. Projects currently drawn-up for these areas, make it incumbent upon entrepreneurs to remove contaminated land, apply prescribed protection means, including limits for time spent in basements not insulated properly. A few water wells in the south and east of the city, close to industrial areas, were found contaminated with heavy metals and other pollutants.
- **Waste and recycling** - the average quantity of waste per person produced in T.A.Y is almost twice the quantity produced per person in the country as a whole (3.5 kg/person in T.A.Y compared with 2.5 kg/person in Israel) - this being yet another result of the large presence of non-resident population in T.A.Y. Until recently domestic waste was disposed-off in the Hiriya Site. Currently, Hiriya serves as a transfer station prior to the removal of waste to Ganey Hadas in the south of the country.

Plans are being drawn-up by the "Dan Cities Association for Public Health" for building and operating recycling plants for different types of waste. This will require contributory action by T.A.Y Municipality. A project involving the separation of waste into two categories - wet and dry - is currently taking shape. At the initial stage, the project will be carried out in fruit and vegetable markets and two residential neighbourhoods. The success of the plastic bottles project seems to suggest residents' readiness to separate waste prior to recycling.



Fig 2.9.3 Streets enduring nuisance from traffic noise



Fig. 2.9.4 Corridor subjected to aircraft noise in North T.A.Y.

## 2.10 The Metropolitan Area - the need for co-ordination and co-operation among local authorities

The Tel-Aviv Metropolitan Area (*Figs 2.10.1, 2.10.2 & 2.10.3 overleaf*), is subdivided into a large number of local authorities. There is a need, however, for co-operation and co-ordination between these authorities to ensure relevant development and efficient use of land and infrastructure.

For a long period of time, the Tel-Aviv Metropolitan Area lacked an overall plan. Likewise, no instruments were put in place, for co-ordination and co-operation between authorities, except those set up for waste disposal, sewerage and fire-fighting.

By the late Nineties, a discretionary policy document was drawn-up for the whole of the Metropolitan Area. This was followed by the preparation of a statutory plan for the inner ring of this area, known as the Tel-Aviv District, which includes the city of T.A.Y and the first ring of towns surrounding it. This plan is now approaching the final stages of ratification. The Tel-Aviv District Plan will act as a regulatory instrument and provide a co-ordinating framework within which detailed and even site specific plans will be drawn-up. The District Plan has the capacity of promoting co-ordination and co-operation between local authorities of the area and central government. Indeed, this plan contains, inter alia, recommendations for developing a variety of instruments to promote co-ordination among the local authorities of the area, as follows:

- Adaptation of municipal boundaries to desirable planning solutions. (e.g. the boundary area between T.A.Y and Ramat Hasharon).
- Delineation of areas along the boundaries of two or three neighbouring authorities, for joint-planning (e.g. the area between Road No. 5 and the Yarkon Park, where T.A.Y and Ramat Hasharon have a common interest).
- Setting up a Public Transport Metropolitan Authority.
- Setting up corporations for the development and operation of infrastructure (e.g. parks, colleges, special educational institutions, cultural institutions, etc).
- Activating and co-ordinating environmental bodies (e.g. waste disposal, drainage, hazardous materials).
- Setting up a voluntary framework for promoting the District's interests and representing it in the Knesset, as well as vis-à-vis public bodies.

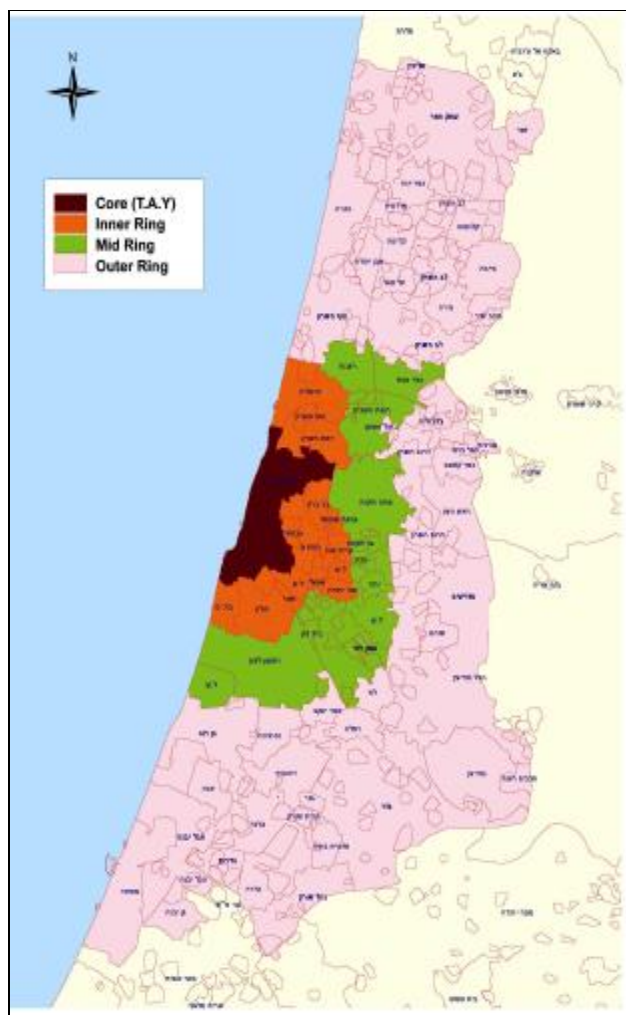


Fig 2.10.1 Tel Aviv Metropolitan Area - 'core' and 'rings'



Fig 2.10.2 Tel Aviv Metropolitan Area - Hayarkon Park



Fig 2.10.3 Tel Aviv Metropolitan Area - Bird's-eye view

## **2.11 Relations between the Municipality and Central government — authority and responsibility**

T.A.Y Municipality achieves a certain measure of success in exerting influence over decisions, taken in its respect, by central government and other state bodies. This is largely due to its standing as a metropolitan and national centre, not least to its proven professional capabilities.

However, in essence, authority in most fields remains with central government. Thus, the Municipality often finds itself bound to operate within a framework of defined policies, budgets and regulations, where flexibility is fairly limited. Therefore, attempts are continuously made by the Municipality to push the limits of such flexibility to the full, with a view to making government policies somewhat more favourable to T.A.Y. For instance, in the field of formal education, whilst authority and responsibility rest with central government, T.A.Y's involvement in this field is growing. The city sets its own priorities and is a full partner in decisions taken regarding the educational management of its schools, the syllabus included. Furthermore, T.A.Y allocates resources of its own, for funding special educational programmes, designed to widen the scope of certain subjects, such as: Civil Studies, the Arab language etc. Likewise, it allocates funds to the recruitment of special education consultants, to assist pupils lagging behind in primary schools.

Central government's financial assistance to T.A.Y in support of its educational and social services, falls short of meeting needs. The government tends often to overlook the city's population special characteristics. Therefore, the Municipality has no choice, but to allocate its own resources to achieve the delivery of its policies. Thus, for instance, the Municipality contributes as much as 60% to total municipal expenditure on formal education, a much higher contribution than the one made in this field, by any other local authority in the Metropolitan Area. Likewise, the Municipality contributes more than 50% to total expenditure on social services, again, a higher contribution than that made by any other local authority in the Metropolitan Area. Informal educational services in T.A.Y get no financial support whatsoever, from government.

As regards foreign workers, the Municipality's supportive policy via the Messilah Aid Centre, is an example highlighting the clear departure of the city from government policy. (The government is set to deport illegal workers and makes no provision for looking after the foreign workers' community as a whole).

In the field of planning, the Municipality has succeeded in exerting a significant influence over the development of two recent important plans: the Tel-Aviv District Plan (Tamam 5) and the National Development Plan (Tama 35). However, in contrast, the authority of the Municipality in taking decisions regarding local planning matters, remains very limited indeed. In fact, the Section 43 Amendment to the Town Planning & Building Law, has failed to accord a measure of greater independence to local authorities. This is largely due to the strict interpretation of this amendment by the Home Office.

Central government has the greatest say over transport matters. Therefore, metropolitan projects are given priority over local projects. Formally, T.A.Y Municipality has no authority to plan and operate the city's public transport service or take decisions even over traffic lights and signals. In reality, some influence is possible over transport policy issues of general nature, due the city's standing in the Metropolitan Area and the country as a whole, as well as the professional capabilities of Municipality's staff.

The constraints within which T.A.Y Municipality has to operate, are not public knowledge. Therefore, residents and stakeholders often hold it responsible for all shortcomings in services and infrastructure and regard it as the main address for their adverse criticism and complaints.

## **2.12 Public-Private Partnership - an opportunity to improve the Municipality's service delivery**

Limited resources on the one hand and a continuous rise in the needs and aspirations of the city's population, compel the Municipality to raise capital from various sources, in order to achieve its objectives and deliver its policies. A method recently becoming increasingly popular with the Municipality, is the formation partnerships with the voluntary and private sectors.

Thus, for example: the Social Service Department runs some of its services with the financial support of various external bodies. The Information Centre for the Elderly was set up and is now run by a private sector organisation. The management of adoptive families was entrusted to a voluntary organisation, as was the management of senior residents' clubs. Likewise, services provided to the elderly, within the welfare legal framework, are funded by private companies.

In recent years, the Municipal Educational and Culture Department is working assiduously at drafting the business community into joint-ventures for implementing projects in schools and in the residential community. These include: funding the acquisition of computers; investing in the development of communications technology infrastructure in schools; contributing towards the costs of training staff and organising courses in the computing and communications fields (*Fig 2.12.1 overleaf*).

Partnership with the private and voluntary sector makes it necessary for the Municipality to redefine its role in respect of each type of service. Questions arising are: should it lead the partnership? should it operate as a member in the partnership? should it step aside and let the other partners take the lead? However, it is clear that whichever option is chosen, the Municipality must continue to retain overall control to ensure delivery and quality of service to its residents.

Co-operation between the Municipality and the private sector can be extended to other fields, unexplored to date. For instance, in the field of affordable housing, a method can be worked out, whereby residential accommodation can be supplied to low/medium income groups, by the private sector, at a price lower than the market price, using a method that provides benefits to developers and residents alike.

### 2.13 Public participation in decision-making — the need for a strengthened and institutionalised system

The Municipality, through its various actions, has far reaching implications for individuals, society and the environment in the city. Since these actions are often involved in meeting needs of conflicting nature, they are of great interest to the public at large.

Public participation in decision-making, can help to strike a balance between conflicting needs in a democratic society, through public debate and consensus. It can help residents, lacking political power or resources, to make their voice heard in a way that can influence decisions.

Today, there are in T.A.Y. several frameworks for public participation: some are geographically-based (local neighbourhood or quarter committees); others are institutionally-based (parent school committees; membership of community centres managing boards, etc); there are those who champion for a defined cause (such as: equal rights for women; protection of the environment; assistance to single-parent families, etc). In addition, there are participation processes as part of an enlightened planning approach, where residents and stakeholders set the agenda for projects concerning their area (e.g. rehabilitation and improvement of infrastructure, etc). An outstanding example of a large-scale unique public participation exercise, currently being carried out, is the one related to the formulation of a Strategic Plan for the city as a whole (Figs 2.13.1 & 2.13.2).

At present, the means used for public participation do not combine into a coherent whole. There is no overall city-wide policy, making public participation a duty to be applied across the board.

Whatever the question marks, it seems that T.A.Y has a good chance to succeed in developing a genuine, useful public participation procedure, not only because there is already some accumulated experience on the subject, but also because many senior officials in the Town Hall consider it a useful legitimate process.



### 3. CONCLUDING COMMENTS — STRATEGIC DILEMMAS

The work carried out so far leads to some conclusions that raise strategic dilemmas.

- (1) There is evidence to suggest that safeguarding the city's position as Israel's economic and cultural capital is in the best interest of the city and the country alike. However, how can the adverse consequences of centrality be minimised (e.g. soaring property values, poor accessibility, environmental deterioration, social disparities)?
- (2) Heterogeneity, pluralism and tolerance are typical features of the city's society. How can these be maintained and, at the same time, encourage closely-knit community life, to alleviate feelings of loneliness and alienation among certain population groups?
- (3) Disparity between areas within T.A.Y continues to be substantial; would gap-closure be possible in spite of the inherent dichotomy in the employment and resulting incomes structure?
- (4) Conservation of the built heritage is no doubt a worthy objective to pursue. It permits preserving the historic memory of a city and its original architectural assets. At the same time, development is, equally, important - it is central to the prevention of stagnation, to the regeneration of older areas, to the attraction of new residents and to the rejuvenation of the city's population. How can the conflict between 'Conservation' and 'Development' be resolved, or, at least, reduced in a significant way?
- (5) The importance of upgrading the public domain, in particular of enhancing the sea shore was stressed by all discussion groups. What practical means are needed to bring this about in a significant way?
- (6) Is population growth essential or, would demographic rejuvenation suffice?
- (7) The plurality of local authorities within the Tel-Aviv Metropolitan Area inhibits dealing with issues of common interest, especially, in the field of transport. How can this be changed?
- (8) Would cooperation with the neighbouring towns be beneficial to T.A.Y?
- (9) There seems to be a good chance for institutionalising public participation in the decision-making process concerning the city's future. Is this desirable?