



STATE OF ISRAEL

**THE NATIONAL REPORT
HABITAT II**

The Second United Nations
Conference on Human Settlements, Istanbul 1996

PART A: INTRODUCTION

A.1-A.2 THE PROCESS & THE PARTICIPANTS

Different government agencies have participated throughout the preparation process of the Habitat II report. In 1994, Ms. Rachel Hollander went to the first Preparation Committee. At the first meeting of the National Committee, which took place on 20.2.95, the necessary steps to be taken for Habitat II were outlined. The composition of the Committee is:

* Representatives of Central Government:

- The Foreign Ministry;
- The Ministry of Construction and Housing - the Department of Urban Planning, Department of Housing Assistance Programs, the Department for Neighborhood Renewal, and the Data and Economic Analysis Center; the Public Works Department.
- The Ministry of the Interior - the Division of Planning Administration.
- The Israel Lands Administration;

* Representatives of local government:

- An elected mayor of a medium-sized city;
- Economic bodies - Local Government Services Ltd.;
- The Municipal Development Company of Tel Aviv;

* Representatives of entrepreneurial bodies - the Association of Builders and Contractors.

* An advisor from the National Sewage Project

* Representatives of non-governmental bodies:

- The Hebrew University of Jerusalem;
- A planning specialist on minority issues;
- The Builders Council;

Israel's representative to the first Habitat Conference.

The preparation work of the National Report was divided among the participants. Coordination and collection of the material, its processing and preparation were charged to Ms. Ursula Oelsner from the Department of Urban Planning of the Ministry of Construction and Housing.

Following discussion, five projects were selected as examples of "Best Practices" that were illustrative of national human settlement development in Israel.

The second meeting of the National Committee took place on March 20, 1995 and discussion was held regarding the progress of the national report to be presented in Nairobi in April. A preparatory discussion of Israel's positions on pertinent development issues was held in preparation for Ms. Oelsner's visit to Nairobi.

Ms. Oelsner, along with Israel's Ambassador to Kenya, attended the second Preparatory Conference in Nairobi in April and May.

The third meeting of the National Committee was held on June 18, 1995. Ms. Oelsner reported on the principal issues discussed at the Preparation Committee Conference held in Nairobi in April and May 1995. Consequently, three subcommittees were formed to prepare Israel's presentation for the Conference in Istanbul:

1. The National Report Committee;
2. The Exhibition Committee;
3. The Fair Committee.

In this meeting it was decided that Israel's participation would be prepared by the Housing Ministry's Urban Planning Department and the Foreign Ministry's Department of International Economic Organizations.

The first meeting of the sub-committee of the National Report was held on July 18, 1995. A progress report was presented. In a subsequent discussion decisions were made as to which Best Practices would be included in the Report. At the close of the meeting a further meeting was scheduled for mid August, prior to sending the Complete National Report to Nairobi

PART B: ASSESSMENT AND PRIORITIES

B.1 THE BROADER SETTING

Human settlements and socio-economic trends in Israel

When Israel was established, the existing population was concentrated in a few urban centers along the coastline and agricultural settlements dispersed around them. In the years immediately following statehood hundreds of thousands of immigrants from abroad arrived in the country. In order to develop the country according to a national scheme and to absorb and house the immigrants, one of the first planning acts undertaken was the establishment of a series of new towns throughout the country, particularly in the unpopulated areas. The new towns were planned according to the urban hierarchy concept developed by Christaller in which each town is the focus for activity in its hinterland. As they arrived, the majority of the immigrants were distributed among these new towns.

This new town program has had a strong impact on the socio-economic character of the country's human settlements. 24 new towns were founded in the 1950's and early 60's, the period in which the country experienced extremely high rates of immigration. The immigrants knew little or nothing about the new culture nor understood its social and economic systems. They came with virtually no financial means, and with little or no knowledge of the local language.

The planning concept of dispersed towns as the focus for their agricultural hinterland, which had developed over centuries in Europe, was not appropriate for a country founded in the 1950's and particularly since Israel's established villages and agricultural communities had their own separate network with little or no need for central towns. Since limited further consideration had been given to the economic aspects of the towns' development at their founding, a massive program for establishing industries in the new towns was undertaken in the late 1950's and 60's, based on the social need of employment for the population rather than on economic feasibility, supported by substantial economic incentives distributed by the strong central government. A limited number of industries was established in each town supported by large incentives given by the strong central government and employing large numbers of unskilled workers at low incomes. The character of the economic base together with the social problems of the immigrant population of the new towns set the stage for their future socio-economic development.

These industries functioned for some years, but as the country's ideology began to change from a largely welfare economy to one more founded on private market considerations, many could not survive in the peripheral areas and particularly since the necessary secondary industries and services did not develop there. In a recently established country, the transportation and communications networks necessary for economic interconnections between towns did not exist and only a limited number of firms was built in each town.

Furthermore, a comprehensive industrial system could not develop in the new towns for socio-demographic reasons. The original immigrant and largely unskilled population was employed in the local factories but the subsequent generation, which had benefited from the educational services made available locally, left the new towns to seek better employment in the rapidly developing center of the country. Nor was it possible to attract highly skilled labor to the development towns due to the lack of amenities which failed to develop there but which were more readily available in the urban concentrations in the center of the country.

As these processes continued, the socio-economic gap between the center of the country and the development towns increased. The skilled high-income population was concentrated in the metropolis developing in the center of the country radiating from Tel Aviv, while the socio-economic profile in the developing towns was declining. This, in spite of massive efforts in education, supply of high quality subsidized housing and services, and tax incentives made available to residents of the development towns. As it became evident that funds spent on the new towns on a social basis but without a real economic foundation were not solving the problems, new planning measures were sought, one of which was the urban renewal program.

This program, which has been described elsewhere (See "Best Practices" and "The Last 20 Years"), was originally initiated to alleviate the socio-economic gap between the center of the country and its periphery as well as those developing between neighborhoods in some of the urban centers. While in the center of the country the project focused on single degenerating neighborhoods, many entire new towns were declared renewal areas. As it became clear in the country in general that development had to have an economic basis and could not be founded only on social needs, the program, initially funded almost entirely by the government and by grants from abroad, gradually demanded more financial involvement of the eligible populations. More recently the program has been widened to support private investment in small businesses and the program as a whole is being directed toward the stimulation of economic activities. The wide scale involvement of the population in the decision-making of each project in the renewal program, has also made the new towns' populations aware and involved in the process of their development.

Today, with the full-scale recognition that economic factors must be considered in any planning decision, subsidies to industries are being decreased and housing produced primarily by the private sector (See "The Last Twenty Years"), is being built and purchased on an economic basis. No new small settlements are being established and efforts are being directed at strengthening the economic basis of the existing towns. Most promising among the means of decreasing and eventually eliminating the center-periphery dichotomy is the planning concept being promoted in Israel which focuses on the creation and strengthening of metropolises, of which the new towns will eventually become a part.

The Tel Aviv metropolis, the most developed and extensive, is growing to the north, the south and the east and already affecting nearby development towns. Other large urban concentrations are developing characteristics of metropolises and incorporating and changing the economic and social character of development towns. In the south the central town of Beer Sheva is being planned as a metropolitan hub with, among its objectives, the creation of a strong economic core for the southern development towns. The current emphasis in the country on the development of varied and rapid transportation networks, within the metropolitan areas and beyond, will also decrease the geographic isolation of the towns and result in socio-economic changes among them. These developments are expected to decrease the socio-economic gap between the central urban concentrations and the development towns, and the process will be aided as economic development in the country as a whole proceeds.

B.2 CURRENT CONDITIONS.

Basic Set of Indicators

Urban indicators:

Indicator 1: Households below poverty line. Percentage of households situated below poverty line: 16.7% of households of employees and unemployed persons. (1993)

Indicator 2: Poor households' expenditure on food. Average share (percentage) of expenditure on food by households below poverty line: 19.3%, urban households from the lower decile of net overall income per standard person (1992-93).

Indicator 3: Income disparity. Ratio of income of highest 20% of households to income of lowest 20%: 4.7, based on overall gross income of urban households (1992-93).

Indicator 4: Employment growth. Average annual growth rate of the number of employed men and women, aged 15 and above, during the last 5 years: 4.1%.

Indicator 7: Life expectancy at birth. Average number of years a new born baby would live: 74.6 years males, 78.2 years females (1988-1992).

Indicator 8: Infant mortality. 0.76%, proportion of newborns who have not yet completed one year of life (Average rate for the years 1990-1992).

Indicator 9: Infectious diseases mortality. Percentage of deaths due to infectious diseases 14.1 per 100,000 population (1992).

Indicator 10: Fertility rate. Average number of children expected for each woman of childbearing age: 2.95 (total fertility rate, 1990-1992).

Indicator 11: Adult literacy rate. Percent of adults who can read and write a simple paragraph about their everyday life: 91.9% of persons aged 15 and over have more than 4 years of schooling (1992).

Indicator 12: School enrollment rates. Percentage of children of eligible age, by sex, who are enrolled in primary and secondary schools.

Pupils in schools, rates per 1,000 in respective group of population 1992/1993.

Age	Elementary School	Intermediate School	Secondary Schools
6-13 years	814	133	2
14-17 years	26	157	720
boys	30	156	669
girls	22	158	772

Indicator 13: Mean years of schooling. Number of years spent in full time education or equivalent by adults, for males and females: 11.7 median years of schooling, persons aged 15 and over (1992).

Indicator 15: School classrooms. Number of school children per classroom per school (1992):

	Primary Schools	Secondary Schools
	26.8	28.1

Indicator 16: Number of persons per hospital bed: 166.8 (1993) Population per bed.

Indicator 17: Crime rates. Number of reported crimes annually per 1,000 population, for: a) murders; b) thefts (1993).

Murders	Thefts
0.018	28

Indicator 18: Single parent households, percentage of households consisting of a family nucleus with a father or mother with one or more never married children: 9.9% (1993).

Indicator 19: Household connection levels: Percentage of households connected to: b) sewerage: 75%; d) telephone: 92.6% (1992-1993).

Indicator 21: Consumption of water. Average annual consumption of water in liters per day for person, for all uses: 902 liters.

Indicator 22: Median price of water, per hundred liters of water in US dollars: 0.06 dollars (no season price).

Indicator 24: Electricity price, in US dollars per KWh: 0.08 dollars.

Indicator 26: Modal split, Proportion of work-trips by: (1994)

a. Private car:	43.5%
b. Train or tram:	0.6%
c. Bus or minibus:	39.4%
d. Non-motorized:	11.2%
e. Other:	5.3%

Indicator 28: Transport fatalities. Proportion of deaths per thousand in the last year from transport-related causes: 0.1 per 1,000 population.

Indicator 29: Fuel price: Price in US cents per liter, including tax, of a) Petrol (gasoline): 72 cents; Diesel: 32 cents.

Indicator 32: Expenditure on road infrastructure per capita expenditure in US dollars on roads (three year average): \$65

Indicator 33: Automobile ownership. Ratio of automobiles to people of driving age: 280 private cars per 1,000 persons aged 17 and over.

Indicator 34: Public transport seats. Number of public transport seats per 1,000 population: 51 (buses).

Indicator 38: Solid waste generated: 548 Kg per person per annum (1990, urban population).

Indicator 41: Total energy use per annum per person: 2.5 tons oil equivalent (T.O.E) 1993.

Indicator 44: Major sources of income, local government.

Indicator 44.1: Local government per capita income: \$480 all local authorities.

Indicator 44.2: Percentage of local government income by source:

a. +b. Taxes and User charges = 64.7%

d. Transfers from higher levels of government=34.6%

e. Borrowings = 0.7%

Indicator 45: Per-capita capital expenditure. Capital expenditure in US dollars per person averaged over the last three years: \$507 total expenditure of all local authorities.

Indicator 49: Local government employees. 23 employees per 1,000 population.

Indicator 50: Personnel expenditure ratio. Proportion of recurrent expenditure spent on wages costs: 30.6%.

Housing Indicators

Indicator H1: House price to income ratio. Ratio of average value of owned dwelling and the average net annual household income, urban households, (1992/1993): 5.2 .

Indicator H2: House rent to income rent: Ratio of the average annual rent of a dwelling unit and the average net annual household income of renters, urban households (1992/1993): 19%.

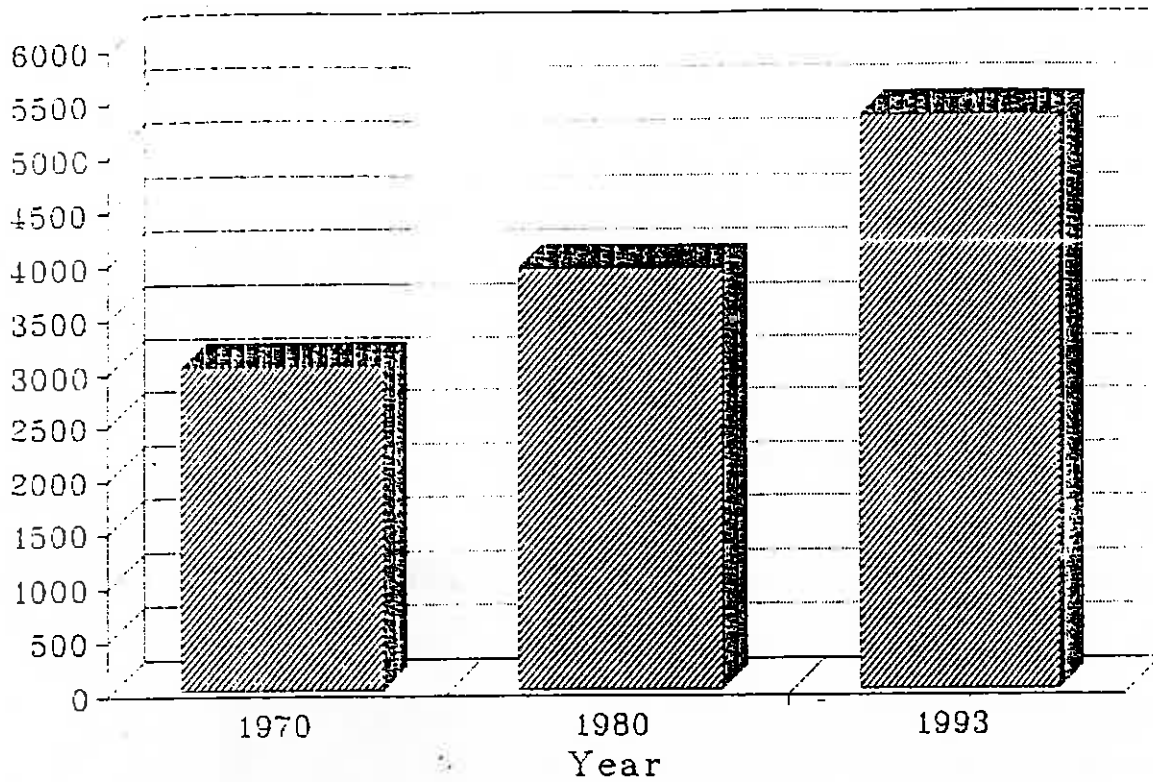
Indicator H3: Floor area per person. Average usable living space per person: 28 m² (1990). .

Indicator H7: The housing credit portfolio. Ratio of total mortgage loans to all outstanding loans in both commercial and government financial institutions: 37% credit to the public by mortgage banks, from total credit to the public by banking institutions (1993).

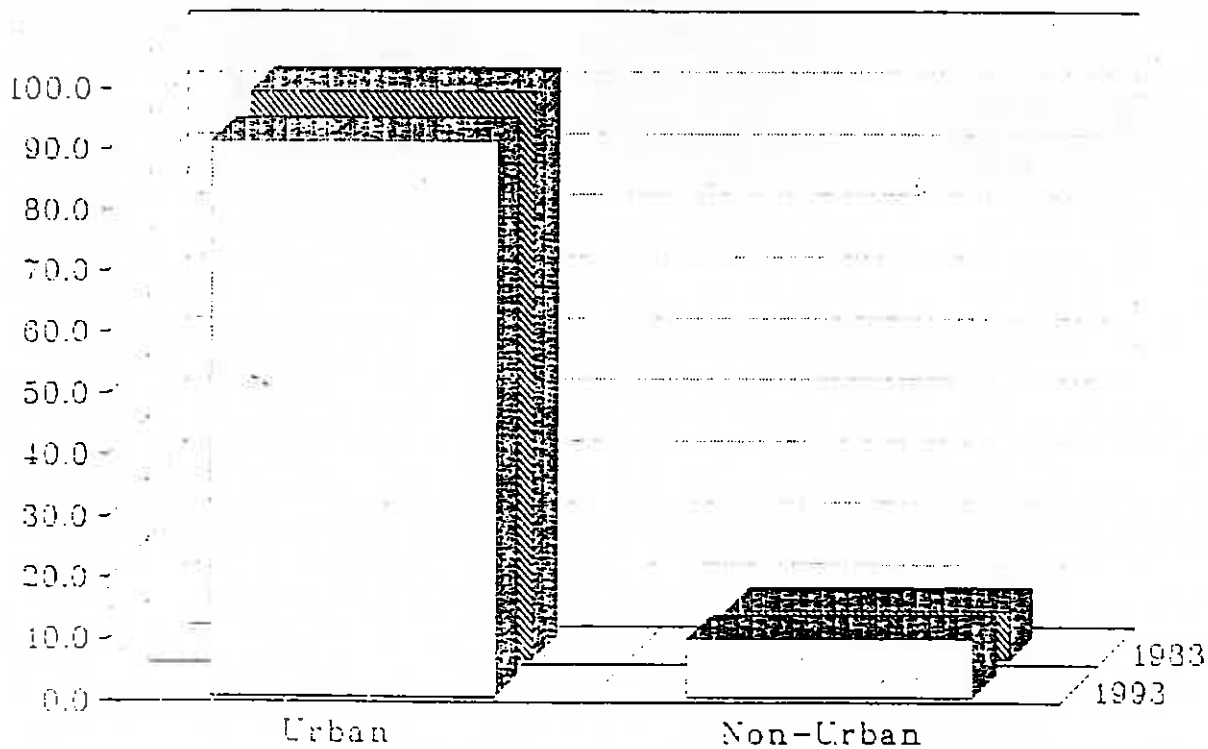
Indicator H8: Housing production. Total number of housing units (in both the formal and informal sectors) produced in the previous year per 1,000 population: 8.1 (1993).

Indicator H9: Total investment in housing (in both formal and informal sectors) as a percentage of gross domestic product: 6.1% gross domestic capital formation in residential building, as percentage of gross domestic product (1993).

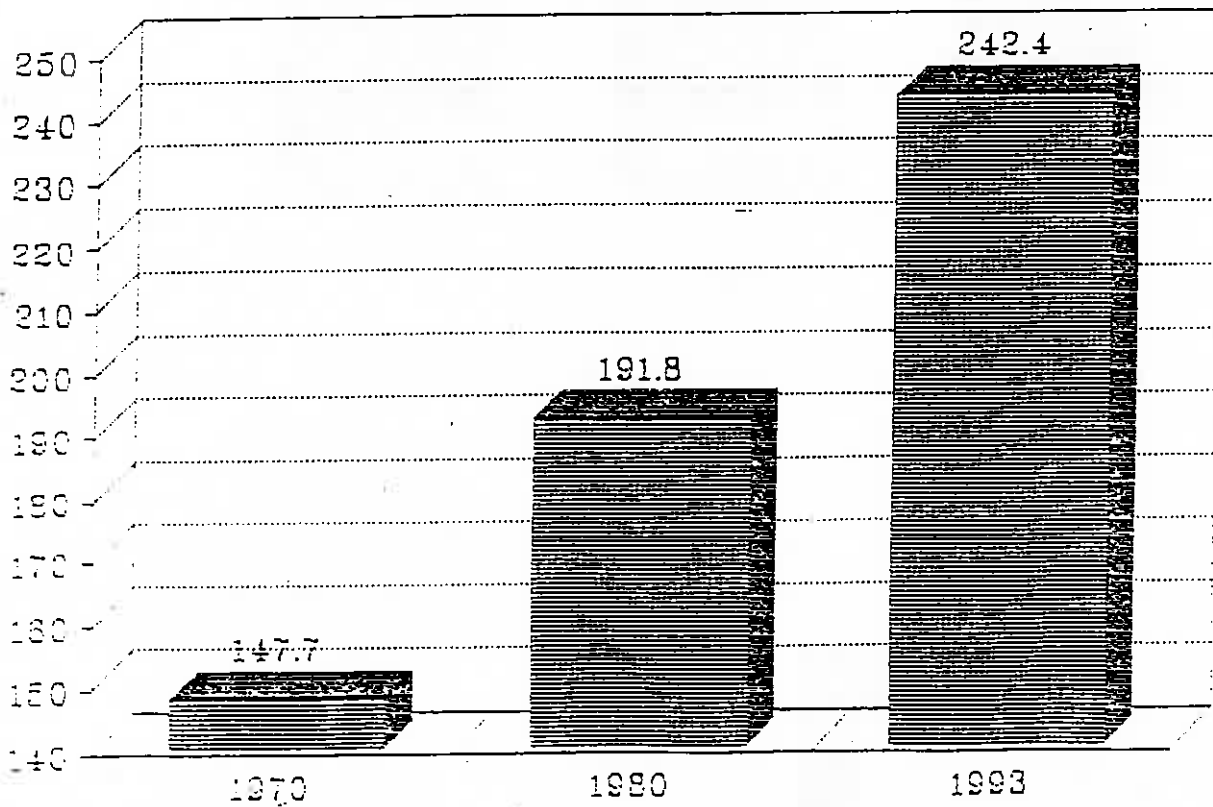
Total Population (thousands)



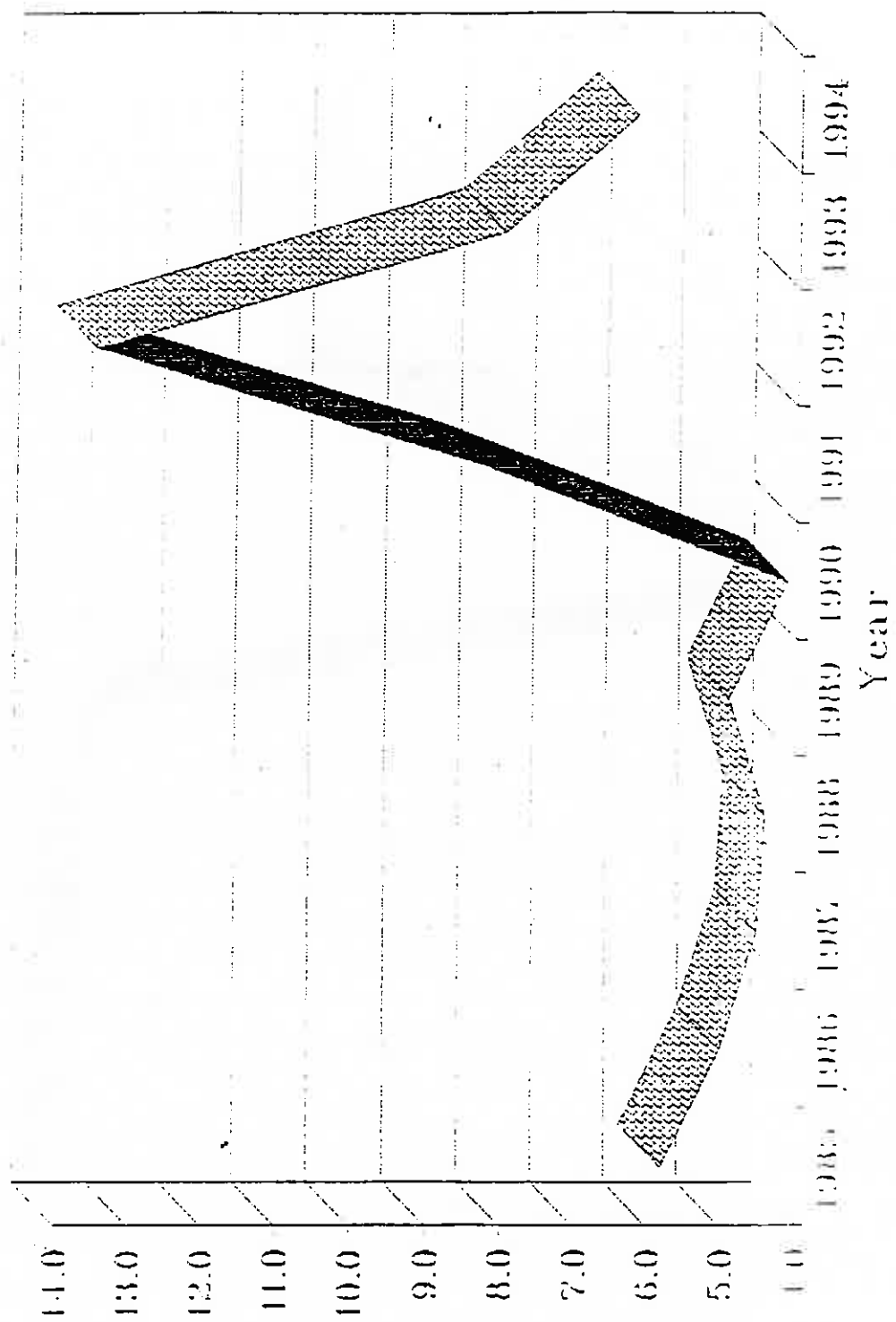
Population in Urban and Non-Urban Localities (Pct.)



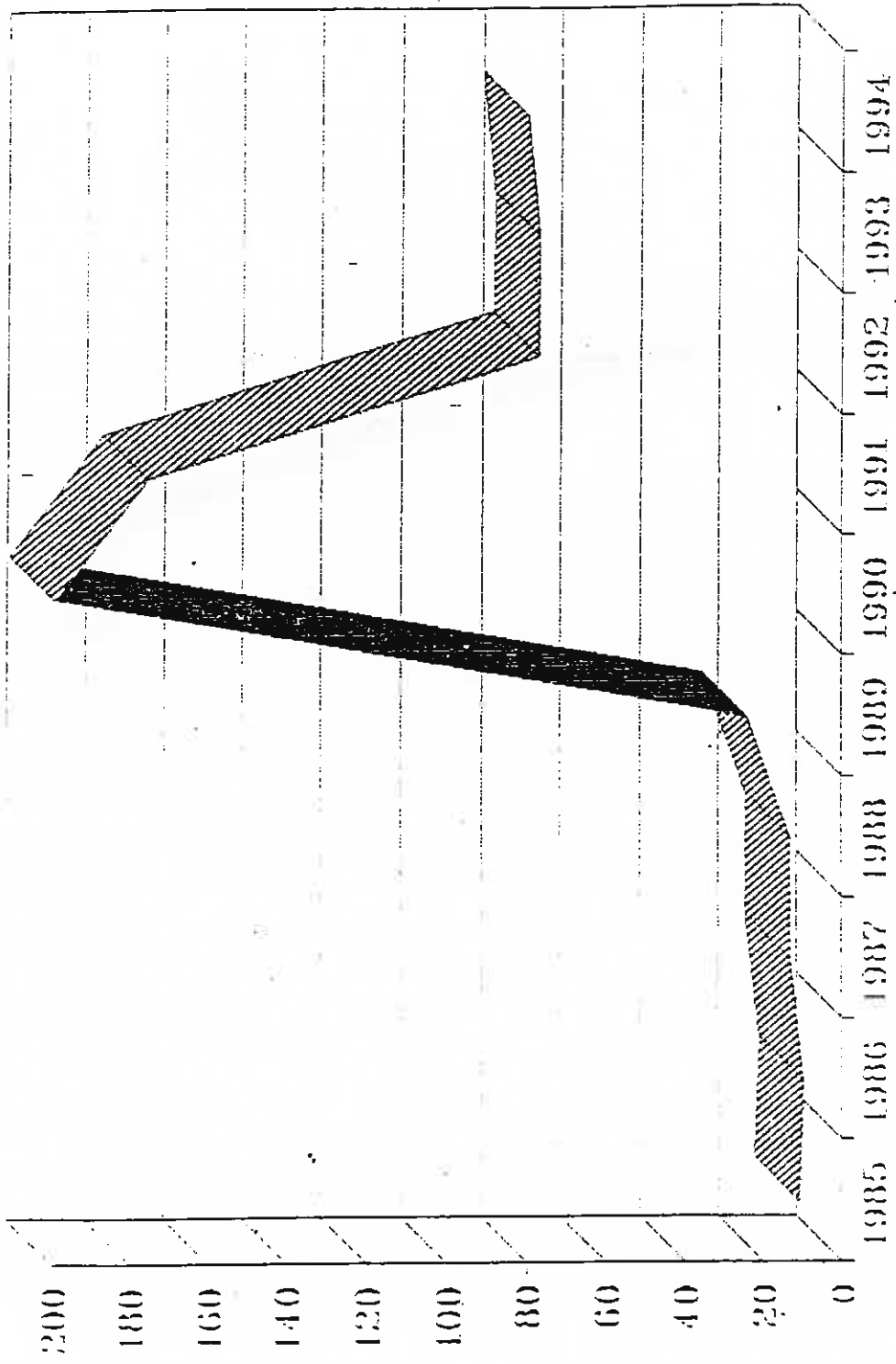
Population Density (per sq. km.)



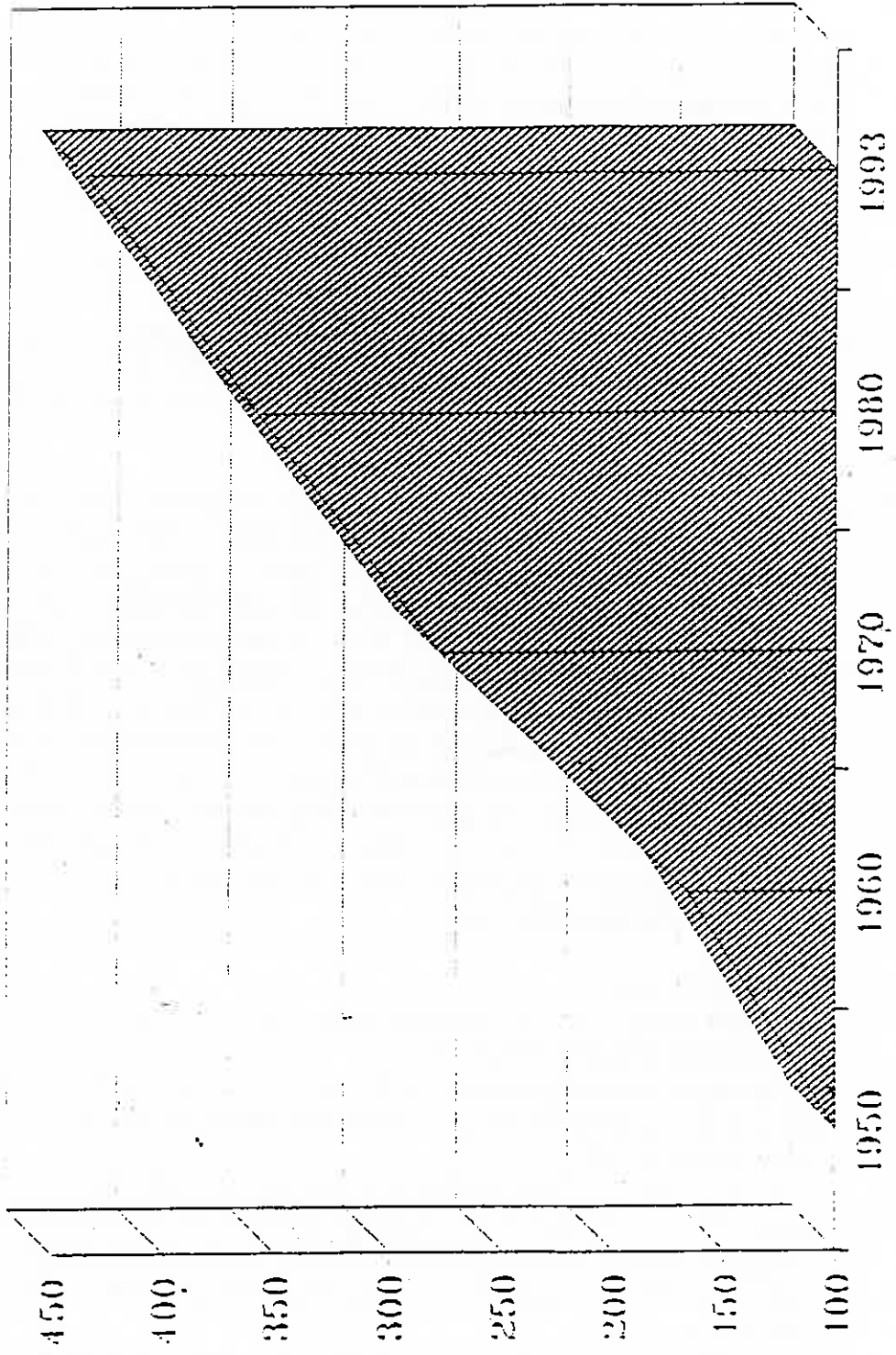
Number of Dwellings Completed (Per 1000 population)



Number of Immigrants (Thousands)



Gross Domestic Product per capita (1950=100)



B.3. THE LAST TWENTY YEARS

When the State of Israel was founded the population was scattered among a large number of communal agricultural settlements and a few urban settlements along the Mediterranean coast. During the first 10 years of its existence the country's population more than doubled due to immigration from abroad. Based on a strong central government, which exerted a large measure of control over physical, economic and human resources, the agricultural settlements grew in size, in number and in kind, and in order to absorb all the immigrants and develop the country as a whole, a series of new towns were established according to Christaller's central place theory, among which the new immigrants were distributed. The goals of the new town were to develop the large expanses of the country which were unpopulated and to absorb and house the new immigrants. Both the strengthening of the agricultural sector as well as the founding of the small dispersed new towns reflected a strong national ideology of Israel as a society deeply rooted in the land.

The ideology has persisted but major changes have occurred since the 1960's. In spite of a national policy for the dispersal of the population, which together with the establishment of the new towns was one of the first planning acts undertaken, the urban settlements along the coast absorbed the majority of the population growth resulting in a linear concentration of cities and their metropolitan areas. A system of modern high-technology industries has been established in some of the new towns and particularly in the urban concentrations, and industry has replaced agriculture as the main sector of national production. More recently, due to the high level of productivity achieved per dunam in the agricultural sector, the amount of land necessary for agriculture has decreased and agricultural land has been made available for housing and urban development. In a highly developed urbanized country the ethos of "back to the land" has consistently been a major issue in planning policies and is strongly reflected in the pattern of human settlements.

The Last 20 Years

A number of significant changes have taken place regarding the planning and development of human settlements:

1. The supply of housing and the development of towns and cities is no longer supplied and directly controlled by the government but guided and enabled by it and produced by the private sector.
2. While a high rate of immigration from abroad has continued--in a 3 year period early in the 1990's the population of the country increased by 10% due to immigration--immigrants choose their housing from the total supply available and innovative new models have been created to supply housing to meet the needs of the rapid rate of immigration.
3. The standard of living has increased to a level nearly comparable with that in western countries, with the consequent changes in the quantity and quality of demand for housing and services.
4. The major urban areas are undergoing phenomena known all over the world--decline

and unsuitability of the physical inventory in and around the urban cores. A vigorous program of urban renewal was initiated early in 1980 and is still underway.

5. More recently a change in ethos is occurring in planning thinking and policy. Planning policies and decisions are reflecting an increasing awareness that the land-rooted ideologies are no longer valid and planning is focusing on the development of metropolitan areas into which most of the small towns are gradually being incorporated.

From the public to the private sector

Until the late 1970's the Ministry of Construction and Housing in Israel programmed, planned, financed and built the large majority of housing and urban settlements throughout the country; the private sector was active only in the few large cities. Initially, the housing was programmed and planned for certain specific sectors of the population, - such as young couples, immigrants, families living at high densities, etc. could purchase designated housing planned and built specifically for this category.

Today the Ministry still programs and plans housing and neighborhoods, (as well as urban and regional plans), prepares the necessary land and brings the urban infrastructure to the site. The planned sites are then offered by tender to the private sector for construction and sale. Specific housing is also no longer designated for particular social groups; the housing produced is sold on the market and purchased with the help of subsidies and loans which the Ministry makes available. (See Best Practices). The needs of the various social groups is reflected in the program and plan for each neighborhood.

This change has had a number of significant effects. The first is that the location and type of housing produced is determined by market demand both from the aspect of the investor willing to build and from that of the public purchasing the housing. A second change is the opportunity for improved social integration in the neighborhoods and towns. And finally, since housing is produced by the private sector, there is a clear revival of architectural variety and innovation and signs of the appearance of an architectural language particular to the Middle East.

Housing for immigrants

Immigrants to Israel today are provided with among the largest subsidies and loans to enable them to rent or purchase suitable housing on the free market as described above. Of particular benefit afforded by this system is the immigrants' rapid socio-cultural integration into the society.

In addition, in order to cope with the very high rate of immigration experienced in the early 1990's, new forms of housing were developed that could be constructed quickly and sold relatively cheaply. One of the housing types developed consisted of a small semi-detached dwelling unit each on its own piece of land and planned so that the

owner could in the future double the size of the unit.

The Changing Standard of Living

The rapid rate of modern and technology-based industrialization of the country has led to rising incomes and the demand for a greater number and a wider diversity of services. Israel is following the developed countries in the evolution to a large service sector employment base. The demand for higher standards and diversity in the supply of housing is having effects on the total urban and environmental landscape.

The changes in the quality and diversity of housing have already been described above. This change in demand is having wide scale effects on the urban form, the transportation systems and the town centers. Increasing leisure time and an increased awareness of the quality of the living environment is causing a growing demand for open spaces and recreational areas both in and around the urban centers: one of the challenges before planners and decision makers in Israel today is how to provide and preserve this environment in a rapidly growing country with extremely limited availability of land.

The Urban Renewal Program

The urban renewal program was initiated in order to renew urban neighborhoods built in the 1950's and 60's by the public sector in the cities and particularly in the new towns, and which had declined physically and were populated by concentrations of families with fewer financial resources. The program consisted of renovation of the dwelling units, common areas and the immediate site. Dwelling units were enlarged where possible and the neighborhood services were upgraded physically and operationally and new services were added. The majority of this housing had been rental and a campaign was initiated to sell the units to the tenants. Planning and budgeting in the renewal project was done with the active involvement of neighborhood leaders. (See "Best Practices" for more details).

Recently the concept has been widened to include neighborhoods showing the first signs of decline as well as those with the potential to revitalize on an economic basis. The tools are different from those in the original renewal program and the public sector's involvement is mainly as a lever and a catalyst for change. Inner city areas in some of the larger cities are benefiting from this program as well as neighborhoods with a potential for revitalization and the creation of a better dwelling environment.

From the Small Town to the Metropolis

Metropolitan areas have been developing gradually in the country for many years for reasons similar to those all over the world. The Tel Aviv metropolitan area, though small by world standards, has all the characteristics of a metropolis and two more potential Israeli metropolises are developing rapidly. It is only recently, however, that the metropolitan concept as a positive direction for planning in a highly developed country is becoming accepted among planners and policy makers. This is due to the deep rooted ideology that has seen Israel as a society with its socio-economic and

cultural basis in the land, as well as to a variety of political/administrative considerations.

Today Tel Aviv and its metropolitan area is being planned with the full awareness of a metropolis as an integral urban system with all the implications of urban interconnections, an integrated transportation system and the appropriate services. Two other metropolitan areas are developing with this focus, with particular implications for the small towns around the metropolitan core, which are changing their character from agricultural settlements to urban satellites. Furthermore, a fourth metropolis is being groomed in an undeveloped region of the country: here a small city is being planned as a future metropolis with the objective not only of releasing some of the pressure from existing dense urban areas in the center of the country, but also as an urban core that will in turn give impetus to the development of the whole region.

Israeli planning has enjoyed a number of important advantages as well as particular problems in the efforts to create a desirable human environment. The two main advantages have been the fact that at the founding of the country the planning knowledge and experience accrued worldwide was available, and that large parts of the country were unpopulated and undeveloped and were amenable to a variety of spatial patterns. The problem peculiar to Israeli planning has been the atmosphere of uncertainty, due to geo-political issues and the uneven and unpredictable rates of immigration which have varied from a few thousand to hundreds of thousands per year. The society has utilized the advantages and its human settlement pattern has been established, and with greater stability is facing the problems of creating a sustainable system of development.

B.4. AGENDA 21 AND THE GSS

Case Studies of the National Implementation of Agenda 21

Case Study 1: Environmental Impact Statements (EIS)

One of the most important tools in the land-use planning process is the EIS. EISs have been used in Israel from the mid-1970s; regulations governing the requirements of EISs were promulgated under the Planning and Building Law in 1982.

The regulations specify four kinds of projects for which an EIS is mandatory: power stations, airports, ports and hazardous waste disposal sites. The regulations also urge the preparation of an EIS for landing strips, marinas, national water supply arteries, dams and reservoirs, wastewater treatment plants, quarries, waste disposal sites and industrial plants situated outside designated industrial zones - if the planning authority considers that significant environmental impacts may occur beyond the immediate vicinity of the project. In practice, regional planning authorities regard this recommendation as mandating an EIS, since all such projects have significant impact beyond the immediate vicinity.

In addition, any planning authority (national, district or local) may require an EIS on any plan expected to have environmental implications, and every ministerial representative on the national or district planning level may require an EIS for any plan under discussion. Since the Ministry of the Environment is represented on the national and district planning authorities, it can exercise its right to require an EIS if the authorities themselves do not do so.

The regulations call for EISs to be prepared in accordance with guidelines, formally issued by the planning authority but prepared by the Ministry of the environment. The ministry invests special efforts in the preparation of appropriate plan-specific guidelines to ensure that the EIS, when submitted, will be a useful tool to decision makers. Experience over the past few years shows that specifically-tailored guidelines produce useful EIS documents, which are not hampered by generalized, irrelevant data.

An EIS includes five sections as follows:

1. A description of the environment to which the plan relates, prior to the development activities.
2. Specification of the reasons for preference of the proposed site of the plan and its activities.
3. A description of the activities resulting from implementation of the proposed plan.
4. Specification and assessment of the projected environmental impact resulting from the implementation the plan.

5. Presentation of EIS findings and proposed conditions to be included in the plan regulations.

The developer is responsible for preparing the EIS in accordance with the guidelines prepared by the Ministry of the Environment. While the regulations do not specify how an EIS should be reviewed, the Ministry of the Environment has examined all EISs since 1987. Experts at the ministry evaluate each EIS and issue an opinion which includes a summary of the main findings of the EIS, the Ministry's conclusions about the assessment, and a list of recommendations for the planning authority. In almost every case, the planning authority welcomes the professional advice it receives from the Ministry of the Environment and incorporates all of its recommendations in its decision concerning the plan.

Implementation of the EIS System

Over the years, there has been a constant rise in EISs required by planning agencies. From the time the system began operating until the end of 1993, 248 EISs had been commissioned: 47 for roads, parking centers and associated facilities; 31 for waste disposal sites or waste transfer stations; 39 for industries; 29 for quarries; 20 for power stations; 13 for ports or marinas; 15 for wastewater treatment; 16 for tourism, recreation and sport, and the remaining distributed among railway lines, water works, residential and commercial projects, public institutions, airports and landing grounds and marine facilities. About 70% of the EISs are prepared for public projects and infrastructure rather than privately-initiated development (Figures 13 and 14).

Environmental Impact Statements According to year (1982 - 1993)

While EISs for major urban and interurban roads are not included in the statutory list, planning authorities nevertheless require the preparation of EISs for these projects. In fact, roads and associated facilities form the largest group of EISs required.

In 1993, the scope of activities within the system increased substantially (by about 50%) in comparison to previous years. In 1993 alone, 49 guidelines for EISs were prepared (as opposed to 37 in 1992 and 28 in 1991), and 38 EISs were received (as opposed to 26 in 1992 and 20 in 1990). The most dominant subjects for which EISs were required were roads, industrial areas, quarrying, wastewater treatment, power stations and energy production.

Following are a few notable example of the implementation of the EIS process in recent years:

- In planning for the central section of the Trans-Israel Highway, a two-stage EIS process was initiated for the first time in Israel; assessment of alternative alignments on the macro level in the first stage, and preparation of an EIS for the

preferred alternative on a micro level at a later stage. This adheres to the growing awareness that the EIS should be introduced as early in the planning process as possible.

- In the case of industrial areas, the EIS reviews the suitability of the area for industrial development and places restrictions on the introduction of industrial plants. Since, at the time of preparation, it is not known which specific plants will be part of the industrial area, the EIS relates to infrastructure requirements such as sewage facilities.
- An EIS for a gas turbine complex in the Hagit area (south of Haifa) was presented in 1993. In this case, recommendations of the Ministry of the Environment on measures for minimizing adverse impacts were incorporated into the environmental regulations of the plan itself. Conditions and restrictions imposed on the Israel Electric Corporation related to the prevention of air and groundwater pollution.
- Submission of an EIS for an Alexander River National Park resulted in the introduction of various changes to the plan meant to reduce environmental nuisances (e.g. noise) and to promote the preservation of natural values such as sand dunes. These restrictions found expression in the restriction of commercial enterprises and parking areas.

Today, planning agencies view the EIS as a credible and reliable process that helps them analyze and resolve environmental conflicts. Developers tend to favor the process because it helps them present an environmentally-sound plan to a more environmentally-aware public, and the public uses it as a basic document upon which to base objections. Moreover green organizations have begun using EIS requirements as a tool in their struggle against large-scale projects deemed to have major environmental repercussions. In the case of a now-defunct plan to build a Voice of America (VOA) transmission station in the Aravah area, an appeal to the High Court of Justice led to a unanimous ruling which stated that no decision should be taken on the VOA complex before an EIS is completed in a comprehensive and professional manner. In a recent ruling on a petition by a non-governmental green organization to order the preparation of a comprehensive EIS for the entire Trans-Israel highway, the High Court of Justice ordered the relevant authorities to explain why a complete EIS was not commissioned for the road.

In light of the growing use of EISs in Israel, the Ministry of the Environment compiled a list of Israeli consultants on EIS preparation. Over the last decade, the number of professional consultants on EISs has grown to about 200.

Case Study 2: Israeli National Outline Scheme For The Mediterranean Coast

In 1970, the National Planning and Building Board recognized that Israel's coastlines should be treated as resources of national value, and issued an order for the preparation of national plans for all its sea and lake shores: the Mediterranean Sea, the Red Sea (Gulf of Eilat), the Sea of Galilee and the Dead Sea.

The first stage of the National Outline Scheme for the Mediterranean Coast was approved in 1983. The main objectives of the plan were to prevent development which had no connection to the coast, to protect large sections of the coastline as nature reserves, national parks and coastal reserves, and to allocate coastal areas for tourism and recreation activities. The masterplan included a highly effective clause prohibiting development within 100 meters of the coastline. Relaxation of this regulation is occasionally permitted only if approved by the national board.

To help provide a comprehensive long term guide to planning policy, beyond the general guidelines in the approved masterplan, the national board commissioned a more detailed document for the resource management of the Mediterranean coastline for tourist and recreation activities. This resource management plan, prepared by the Ministry of the Environment, was recently submitted for approval to the national board.

The plan is based on principles of suitability and sensitivity of coastal resources. The dominant principle adopted for resource management of the coast was the definition of intensity of development. A natural, undeveloped bathing beach offers a totally different experience from an urban beach with multiple visitor facilities. Similarly, overnight accommodation at a village camping site is a different experience from accommodation at a central urban hotel. Five levels of development were therefore defined for beaches and their immediate hinterland, four levels of intensity of accommodation, and three levels of development of hinterland day - visitor areas

Each site designated for tourist and recreational use was allocated a level of intensity of development, initially proposed by the planners on the basis of surveys, geological and ecological guidelines, and local site conditions. Alternative proposals were checked to determine whether the level of development proposed would damage sensitive resources on or near the site. Where a conflict was identified, the level of intensity was reduced, the boundaries of the development area changed, or the site cancelled and an alternative selected.

The overall national policies proposed for resource management of the coast include:

- Development which is not for recreation or tourism should not be permitted along the coast and its immediate hinterland;
- Policies for resource protection should range from absolute protection within a designated reserve to the identification of sensitive resources to be considered within the detailed plan for site development;

- Highly intensive uses should be confined to existing urban centres;
- A public footpath should be designated along the coastline to ensure public access by foot to and along the coastline.

Source: Ministry of the Environment, 1992. The Environment in Israel; National Report to UNCED.

Ministry of the Environment, Jerusalem.

Case Studies of the National Implementation of the Global Strategy for Shelter

Case Study 1: Permanent, rapidly produced housing for a large wave of immigrants.

The Background

Between the years 1989 to 1992 some 450,000 new immigrants arrived in Israel, slightly more than 10% of the population of the country at the time. Some 150,000 housing units, in addition to the annual housing needs of the local population, were required immediately. The latent local housing stock available was sufficient, theoretically, to house some 50% of the immigrants. The average length of time for the construction of housing in the country—largely 3 and 4 story apartment blocks—was one and a half to two years, far too long in the face of the thousands arriving in the country daily.

The Plan

When confronting the problem of how to produce thousands of new housing units for the immigrants within a matter of months, the first decision taken was not to build temporary housing. The solution of building temporary housing was adopted in the early 1950's to house the immigrants who came immediately after the establishment of the State, and it had taken more than 20 years to settle those populations into permanent dwellings and free the large areas of land utilized for the temporary housing for urban development.

The plan decided upon was to build new neighborhoods of two-family houses, in existing settlements, each housing unit on a lot of 250 sq.m. The dwelling units were to be ready-made prefabricated houses imported from abroad (there was no local production of complete pre-fabricated housing at the time) each with a floor area of 45-60 sq.m. The units would be sold at affordable prices and supported by the government housing loans already available to immigrants. Each unit could be enlarged by the future owners to 120 sq.m. of floor space by adding a second storey. In order to accelerate the planning and approval process, a special emergency measure was adopted which would cut the time needed for planning approval to one third of the period generally required.

The advantages of the plan were numerous. First and most obvious, prefabricated housing could be constructed on the site in a matter of weeks, and models of the two-family houses required were available in many countries. The period required for the planning, and building of the infrastructure of the neighborhoods was minimized due to the relative ease of laying out the modular sites vis-a-vis the complicated issues involved in the planning of neighborhoods of apartment blocks. Perhaps the most important advantage of the plan was the possibility it offered to provide the new immigrant with a piece of land where he could grow roots and build his future home.

Implementation of the Plan

Approximately 11,000 housing units in 28 neighborhoods distributed among 19 settlements were planned and constructed within the framework of the plan in the four years following its conception. The large majority were sold to private owners, with a few held in government ownership and rented to under-privileged families.

Due to technical difficulties in purchasing sufficient ready-made housing units from abroad, an additional site-built unit on the same model as the ready-made units, was introduced and in some cases was constructed alongside the ready-made units and in others as complete neighborhoods. In most of the neighborhoods higher density housing was planned to complete the neighborhoods in a second stage of construction.

The price of the units sold was approximately the cost of construction. Some 22% of the units were purchased by immigrants and another 20% by new households (for whom the Ministry of Housing administers a special subsidized loan plan see "Best Practices"). The remainder were purchased by families already owning or renting housing but wishing to change or improve their housing quality. The fact that a relatively low percentage of the housing was purchased by immigrants did, however, not invalidate the goals of the plan. Every unit purchased by a non-immigrant left an existing housing unit vacant, and a high percentage of immigrants did in fact purchase apartments in older neighborhoods all over the country with the consequent integration of the immigrants into veteran Israeli populations.

The Results of the Plan

The neighborhoods built in the framework of the plan have become an integral part of the urban landscape. There is a high degree of satisfaction with the units themselves and particularly the possibility for their enlargement: in early 1994 17% of the units had already been enlarged by their owners and another 41% of families intended to do so in the near future. There is also a high level of satisfaction with the neighborhoods, and their demographic profile reflects that found throughout the country. The level of maintenance of the neighborhoods and the private plots is particularly high.

The model of two-family units built on a relatively small piece of land, and providing a high quality of housing at reasonable densities, has been so successful that the concept is being considered for inclusion in different neighborhoods being planned throughout the country.

Case Study 2: A City in Modiin

The Background

Since the establishment of the State of Israel urbanization and housing have tended to centralize around the city of Tel Aviv on the Mediterranean coast. National and regional plans to limit this tendency and to disperse the population throughout the country were prepared beginning in the 1950's, notably "The National Plan for the Distribution of the Population" which is updated every few years.

In the early 1970's, with some 50% of the country's population living in the growing metropolis at Tel Aviv, swallowing what little open land remained between the towns of the metropolis and consequently raising land prices to a level unacceptable to the potential population, a plan for the central region of the country was prepared. Its purpose was to designate land for additional urban development according to the anticipated demands for housing and industry in the region when the Israeli population would reach 5 million. The goals of the plan were to reduce pressures in the greater Tel Aviv area, reduce the cost of housing by releasing land for development, preserve agricultural land, and ensure a high quality of life for the residents. The study's conclusion was that additional land for residential development should be allocated at four potential sites on the periphery of the metropolis and separated from it by agricultural land. One of them, to the southeast of the metropolis and on the axis between Tel Aviv and Jerusalem, became the site for the city of Modiin.

The land designated, in the less developed rural part of the region and in the eastern foothills of the Ephraim Mountains, had no agricultural potential and a new city there would not conflict with other land uses. Some 6500 families in 12 small and mainly agricultural settlements which existed or were being planned in the immediate region, would benefit from the focal point provided by a new city. Between Tel Aviv and Jerusalem, the residents and businesses of the new town would enjoy the amenities of the country's two largest cities. Large employment areas being developed east of the metropolis would supply a large number of jobs. Development of the site would reduce the population density of the Coastal Plain and provide land reserves for housing for growth of the local population as well as for new immigrants. The estimated capacity of the site was for some 80,000 residential units and the required industrial and service areas.

A sub-regional plan in the central region, prepared in the late 1970's and aimed at developing the foothills axis east of the Tel Aviv metropolis and as a further means of releasing population pressures on its center, confirmed the site as the location for a major city which would become the southern anchor of the foothills axis of urban settlements and employment areas.

The Plan

Prominent in the planning approach in Modiin is the particular attention given to preservation of the surrounding landscape, the integration of the town into its natural environment, and the introduction of the landscape elements into the urban fabric. The first stage of the planning process consisted of delineation of particularly important natural elements on the site and its surroundings: the plan for the town was then "fitted in", in order to preserve them. The sharp valleys and ridges on the site will be utilized and emphasized by locating the major urban roads in the first and planning the town's high-rise buildings along the second. A large open area designated for preservation will become a "nature park" as a part of the urban fabric adjacent to the town's center.

The new city has been planned for a first stage population of 120,000 residents, with areas designated in the plan for its future enlargement to 250,000. It will be primarily residential. Its residents will work in the large employment areas in the immediate region as well as in two local services and employment areas. The original population is expected to be young, just below 30, with an educational level, household characteristics and occupational composition generally reflecting those in the country as a whole. It is expected that the young families will be mobile, will have a relatively high level of education and income, and will be composed of a fairly high rate of academics, scientists, administrators and technicians.

The town center will be located in one of the site's major valleys, at the intersection of main traffic arteries, and where secondary valleys planned as neighborhood centers integrated with wide open green spaces, will flow into it. Two employment areas are planned in the town, one in the north for workshops and small industries and the second as an industrial park in which industries and offices are set one apart from the next among forests and open parks. A number of major roads will integrate the new town into the national road network and a rail connection will make it highly accessible to the Tel Aviv metropolitan area.

Models of housing types were developed each specially suitable for the various characteristics of the strong site: the valley areas, the slopes and the ridges. The town will encompass a very wide range of housing types to suit all variations of lifestyle- from single family dwellings, through row cottages and terrace housing, to medium and high-rise multi-family buildings.

Accompanying the housing, which will be built by the private sector and purchased by the residents on the open market, will be a high standard of public services and institutions. Those serving each neighborhood will be constructed together with the dwellings: those serving the entire city are planned in the city center which will develop as the local population increases.

Implementation Of The Plan

The plans prepared by the public sector consist of an urban statutory outline plan and statutory detailed plans for each neighborhood which determine the number of housing units per dunam, the general types of housing units to be planned. the neighborhood transportation and infrastructure networks and the locations of neighborhood institutions, services and open spaces. Within this framework, each builder who has won a tender for development of an area of land in the town prepares appropriate architectural and construction plans. When the housing is completed and the site developed, the housing is sold by the builder on the open market.

In mid-1995 land for 7500 housing units has been tendered for construction. Of these, some 6500 units are in various stages of building. 2000 units still in construction have already been sold and it is expected that all the units for which land has been tendered will be ready for occupation by July 1996. It is planned that by the year 2000 some 35,000 housing units in Modiin will be occupied: this plan, of course, is contingent on various factors such as the rate at which the apartments will be purchased. The first stage of construction- as well as the later stages- will include a very wide range of housing types and sizes, from single family houses and row cottages each with a private garden to high-rise apartment buildings constituted of units to suit families in every stage of life.

Some 40 buildings to house public services- schools, kindergartens, neighborhood clinics, youth clubs and synagogues... are in various stages of planning and construction and will be ready for operation when the first 7500 families begin to occupy the town in mid-1996. Approximately 5000 sq.m. of neighborhood shops have also been tendered for construction, for completion concurrent with occupation of the housing. One of the main urban arterial roads, on which the planned town center is located, will be built in 1998 and with it the first stages of the center. It is expected that the zone of workshops and small industries planned in the north of the town will begin development in 1997.

Major road connections between the town and the national road network, particularly those linking the new town to Tel Aviv and to Jerusalem- are under construction. The major one of these, including multi-level intersections, will also be completed in 1996 and two additional connections by the end of 1997. The planned rail connection to Modiin will be a part of the system being planned for the Tel Aviv metropolitan area and is planned for completion to Modiin by the end of the century.

According to the existing and anticipated rate of planning and construction it is expected that by the year 2000 Modiin will be a functioning urban center of 100,000 inhabitants, with a concomitant level of local services and easy accessibility to the two major metropolitan areas of the country.

B.5 BEST PRACTICES

B.5.1. Urban Rehabilitation And Renewal: The Israeli Experience

Names : Hagit Hovav

Director Project Renewal Social Department
Ministry of Construction and Housing
P.O.B. 18110
Jerusalem, Israel

Sara Baum
Social Planner
HaSarig Street 22-25
Rishon LeZion, Israel

Hanna Shapira
Ben-Yoseph Street 32
Tel Aviv 69125
Israel

Background of Project Renewal

Project Renewal is one of the Israeli government's main programs for improving the living conditions of urban residents. The program seeks to address physical and social problems in depressed urban areas. This integrated approach has had a significant impact on the lives of hundreds of thousands of Israeli citizens.

Israel's population increased five-fold between 1948 and 1970, (from 650,000 to three million). During this time the country had to absorb and house millions of impoverished Jewish refugees from Europe, Africa and the Middle East. The government was forced to provide basic shelter as quickly as possible. By the 1970's, the flow of immigrants had slowed and the nation's economy had stabilized. This allowed the government to reassess the early hastily built neighborhoods. As time passed these neighborhoods attracted a high concentration of people at lower end of the socio-economic scale. Many of the buildings had deteriorated, the neighborhood's infrastructure degenerated and the neighborhood services were insufficient.

The Goals and Operational Profile of Project Renewal

Project Renewal varies according to the area designated. The Project's goals are developed specifically for each neighborhood by the residents together with professional Project coordinators.

The initiators of Project Renewal established six primary goals:

1. Making sustainable improvements in housing conditions and the physical infrastructure of distressed neighborhoods.
2. Upgrading the quality of social services and building public structures in the neighborhood for the provision of such services.
3. Increasing the opportunities for social mobility for the residents through educational and vocational programs.
4. Providing for the needs of socioeconomically disadvantaged groups (the elderly, the unemployed, etc.) within the context of the local community.
5. Encouraging local residents to develop a sense of personal commitment with regard to their neighborhoods, and reinforcing the feeling of belonging within Israeli society as a whole.
6. Promoting social stability within Project Renewal neighborhoods and confronting the process of social and urban disintegration.

Recent changes in Project Renewal, based on past experience, have added a number of new goals, including:

- Reinforcing links between the neighborhood and its surroundings.
- Strengthening the neighborhood's economic infrastructure and promoting local entrepreneurship (small businesses, etc.).
- Promoting the social integration of new immigrants residing in Project Renewal neighborhoods (some 10% of the residents in such neighborhoods are immigrants who arrived in Israel within the past two years).

The Achievements of Project Renewal

In 1995, Project Renewal operated in some 90 urban areas, 20 of which encompass entire towns and the remainder comprised urban neighborhoods. The number of residents in these areas totals three quarters of a million or roughly 15% of Israel's urban population.

It is difficult to assess the effectiveness of complex programs such as Project Renewal since many of the benefits are intangible. However, on the basis of numerous evaluations, Project coordinators and researchers have reached the following conclusions:

- a. Over 600 public facilities have been renovated or constructed in Project neighborhoods.
- b. As a result of the intervention of Project Renewal, over half the residents of Project neighborhoods have benefited from an improvement in their housing conditions through enlargement and/or renovation of their apartments.
- c. There has been a noticeable improvement in the physical appearance of neighborhoods as a result of rehabilitation of apartment buildings and the surrounding areas, including public parks and playgrounds.
- d. The Project accelerated the pace of apartment acquisition by residents renting

dwellings in government owned apartments. The process of apartment acquisition is convincing evidence of the fact that these residents have more confidence in the future of their neighborhood.

- e. The level of social services has been upgraded. Resident utilization of the services has increased, and the level of resident satisfaction with these services has risen.
- f. Residents have become involved in the neighborhood decision making processes from the beginning. Thus the gap between the residents and the political processes affecting them has narrowed and the participants are given more hope for a sustainable impact, which will allow them to take charge of their lives in a better living environment.
- g. The Project's educational programs have led to an increase in the number of women in the job market. As a result, there has been a sizable increase in social and economic mobility of participating families due to the additional income derived from women entering the work force.
- h. The education level increased dramatically in these neighborhoods. Grade levels of younger students from Project Renewal neighborhoods were brought up to the levels of students from more established neighborhoods.
- i. The Project has been a catalyst for the establishment of innovative services designed to deal specifically with the problems of youth in distress, with drug abuse and development of human resources.
- j. The planning tools which were developed were copied by different municipalities that were not in the framework of the Project. These tools, which require cooperation between professionals from different disciplines, residents and elected officials, and the development of a long-term plan for improving the state of the neighborhood and the condition of its residents, carried to over to many different situations.

Strategy

In order to attain the above goals, Project Renewal carries out the following actions:

- a. The renewal of urban areas or entire towns addressing both the physical and social aspects of urban distress according to the distinct needs of a particular neighborhood.
- b. Increasing individual apartment size, while improving common areas of apartment buildings and the landscaping in the surrounding area. This is financed by the government as well as the residents. Financial participation is one method of giving local residents a stake in proper maintenance after the renovations.
- c. Involvement of residents in the renewal process of their own community. Workshops are provided to train local residents in order to help them be active in improving their community. Local residents, who are part of the decision making process, are consulted as to what are the most immediate needs of their community.
- d. Encouragement of local citizen participation through the creation of local steering committees consisting of:
 - the mayor of the town, who heads the committee;
 - elected representatives from among the local residents;

- professionals at the local and district levels.
- e. The rehabilitation of the entire community, not just the socioeconomically disadvantaged population groups within that community.
- f. The utilization of Project renewal funds to **supplement (not to replace)** existing resources provided through the local authorities and through central governmental agencies.
- g. Use of existing institutional mechanisms at the local level (rather than the creation of new mechanisms).
- h. Use of para-professionals as a link between professionals and local residents.
- i. Flexibility in goals, methods of implementation, period of operation and the participants in the process.

Since its inception 17 years ago, some 1.3 billion dollars have been allocated to Project Renewal.

This budget has been utilized for the following purposes:

- * 46% for the improvement of housing conditions and for the upgrading of physical infrastructures.
- * 20% for the renovation and construction of public facilities.
- * 34% for the development of social services.

There is no specific formula for the social aspect of urban renewal. Projects are geared toward the needs of individual neighborhoods. One neighborhood may have a strong need for educational improvements, while another may be suffering from unemployment or overcrowding. However, some aspects can be duplicated in different neighborhoods. For example, it is common practice to try to bring services closer to neighborhood residents. Once the difficulties of traveling to distant government offices has been reduced, community members are more likely to participate in the various programs to improve their homes and themselves.

Investment in infrastructure has been an important element in getting people more involved in the rehabilitation of their neighborhood. When community residents see their neighborhood as a more desirable place to live, then they are more likely to make long term investments, such as buying and improving their own apartments. Research shows that homeowners tend to maintain their buildings at a higher level than renters and are more involved in the upkeep of the area in which they have invested. Hence, government investment in neighborhood infrastructure leads to local resident investment, which in turn makes the residents more involved in the neighborhoods long term maintenance.

Neighborhood Renewal Success

One example of the successful implementation of the social aspect of neighborhood rehabilitation can be seen in Haifa in the Arab neighborhood of Wadi Nisnas. The inhabitants of the neighborhood suffered from a low level of education, a high rate of unemployment and lack of job skills. A survey determined that many of the men

wanted to work as drivers. A training program was established and today many of the neighborhood residents are employed as truck drivers. A large number of women in the neighborhood expressed interest in hair styling. The program gave them grants and encouragement to enroll in beautician schools. Today many Haifa residents from surrounding neighborhoods come to have their hair cut in Wadi Nisnas. In addition to grants and training courses, an important part of the neighborhood renewal program was earning the trust of the community. Simultaneously the willingness of local residents developed to invest in rehabilitation and enlargement of their apartments and help develop the local commercial center. The activities among the adult population had an effect on those in younger age groups. A special program exists today for teenagers in the neighborhood to lower the dropout rate and encourage 12 years of education. A higher level of education will enable them to enroll in professional courses which will offer a brighter future. This was done through direct contact between residents, government officials and the mayor of Haifa. The mayor made a special trip to the neighborhood to talk with community residents and encourage them to take advantage of the neighborhood renewal program.

Summary

Project Renewal has had a major impact in the neighborhoods and towns in which it has operated to reduce the gaps in housing and infrastructure, educational services and social services. The sustainability of the investments has been assured by encouraging local participation. Such partnerships between the Project's coordinators and the local residents have helped to stop the process of urban degeneration and deprivation in a large number of neighborhoods. This process is still going on in full force and its continuation is essential for completion of the goals that were set for the Project.

B.5.2. The Housing Assistance Program

Names: Mr. Israel Schwartz
Director, Population Division
Ministry of Housing
P.O.B 18110
Jerusalem, Israel

Ms. Michaela Gerson
Assistant Director, Population Division
Ministry of Housing
P.O.B 18110
Jerusalem, Israel

Before: At the establishment of the State vast resources were channeled into the building of housing to house the massive waves of immigrants who arrived in Israel. Since the rate of building could not keep up with the rate of immigration many of the immigrants were housed in transit camps which were set up as temporary housing. Later, when the standard of the temporary housing declined, and it became overcrowded and structurally unsafe, neighborhoods were built to replace it. Those seeking the new housing had to convince the appropriate authorities of the seriousness of their need and the successful were placed on a waiting list for a housing solution. The apartment they were granted came from the government's housing stock without the applicant having a choice regarding town, location, or size of the unit.

After: In 1971 a housing assistance program was established to serve the demand side of the government's housing policy in the realm of social and economic concerns. The program was aimed at forming a partnership between the individual and the government in solving housing problems. It permitted the individual to choose the housing each wished to purchase and receive financial assistance for the purpose according to a predefined entitlement group to which he belonged. The financial assistance took the form of long-term low interest loans subsidized by the government, and grants.

The program designated entitlement for those who did not own a dwelling (new households, those living in overcrowded conditions, new immigrants, etc.) as well as for housing purchased in problem areas of the country, new towns, declining neighborhoods). Within each entitlement group, levels of assistance available were set according to criteria measuring the family's ability to purchase housing and according to the targets for the particular problem area of housing designated for assistance in purchasing. Thus, a new household with no children employed wishing to purchase an apartment in the densely populated center of the country area would receive a loan

which would equal 25% of the cost of the housing, while a new household with three children wishing to purchase in a development town would receive a loan equalling some 75% of the housing price.

The program has been changed substantially twice since its establishment: In 1974 it was opened to the purchase of all housing, not only that produced by the government, and loans were also offered for the extension of existing units. This change permitted the purchase of any housing unit in the country- publicly or privately constructed, old or new, in the city or in towns and villages.

From 1982, administration and implementation of the program was no longer carried out by the government but was turned over to mortgage banks. The government still supports the program and retains determination of policies, (entitlement groups and level of assistance) but a host of previously special programs administered by a series of bodies was exchanged by a spectrum of assistance programs that define a solution for all in one simple and clear format. Those seeking assistance may apply for a certificate of entitlement at the bank of their choice. The bank, along with the computerized data based at the Ministry of Housing determines the group and level of entitlement available to the family according to the government criteria. Upon submission of the purchase agreement by the applicant, the bank processes the loan to its conclusion. The program was also extended in 1982 to include further social and geographical groups: one person families, single-parent families, handicapped, grants for financial assistance for rental housing from the private market, subsidized rental of government owned units, rehabilitation areas, new peripheral neighborhoods. The level of assistance given, is updated periodically in accordance with changes in the demand and the change in the cost of housing purchase.

Achievements of the program:

Through the financial assistance program 65% of all new households own their own apartments, within the first three years after marriage and 91% within 10 years of marriage. Of the new immigrants who arrived in Israel between 1989 and 1994 from the former Soviet Union, nearly 70% own their housing today. 42% of single-parent families in the country purchased housing through the program. In general, Israel is among the countries with the highest proportion of home ownership (71% of all households) due to the assistance program.

B.5.3. Housing for the Elderly in Israel

Names: Mr. I. Shwartz, Director
Housing Assistance Programs
Minister of Construction and Housing
P.O.B. 18110
Jerusalem, Israel 91180

Ms. M. Bar Giora, Director
Elderly Services
Ministry of Labor and Welfare
Yad Harutzim 10
Jerusalem, Israel

Dr. I. Brick, Director
Eshel
P.O.B. 13087
Jerusalem, Israel

Before the most recent wave of immigration to Israel from the former Soviet Union (1990-1992), the majority of elderly households in Israel were either owner-occupiers or residents of public housing projects. Of the 242,000 households headed by an elderly person (65 years or older) in 1991, 76 percent were owner-occupiers, 8.5 percent rented units from a public housing company and 3.6 percent rented "key money" (rent control) apartments.

Designated elderly housing was limited in scope during this period. The types of projects were either private-sector initiatives, generally for average or above-average income families, with a substantial down payment required, or a limited number of publicly-sponsored projects for moderate or low-income families.

The aforementioned immigration included a significant proportion of elderly households. Of the 225,000 "family units" that emigrated to Israel between January 1990 and May 1993, almost 20 percent were elderly. These families came with limited financial means and were in need of publicly-supported housing solutions.

The government has adopted a diversified strategy to meet these housing needs. The programs include:

Rent Subsidies - Approximately 30,000 elderly households receive a monthly rent subsidy. The subsidy is provided directly to the elderly family. Single-person families

are given a grant of approximately \$230 monthly. This stipend is also available to elderly immigrant households who live with family members.

"Piggy-Back" Mortgages - Under the "piggy-back mortgage" program, two nuclear families are eligible to combine government-subsidized mortgages for the joint purchase of a dwelling unit. Approximately 13,000 "piggy-back" mortgages were granted between 1990-1994 for elderly persons. This represents approximately 14 percent all mortgages granted to new immigrants during this period.

Public Housing - Elderly families are given preference among the various population subgroups for public housing projects. During the past four years, approximately 6,000 elderly households were housed in these rental projects, generally in the peripheral parts of the country, where vacant units were available.

Elderly Housing - In an effort to complement the housing solutions available for the elderly, the government has undertaken to build approximately 1,000 housing units for the elderly annually. Approximately 2,000 units are currently under construction with occupancy scheduled throughout 1995. An additional 1,000 units are budgeted for this fiscal year, with the completion date targeted for 1996-1997.

The senior citizens' housing, sponsored by the Ministry of Construction and Housing, is built according to national government specifications. The projects are generally in multi-story structures of approximately 100 units. Management is handled by one of the government housing companies in conjunction with the Ministry of Labor and Welfare, which is charged with the provision of social services associated with the project.

B.5.4. Regional Sewage Treatment Systems On A National Level

Key organizations:

1. The National Authority for Water and Sewage. The Acting Head: The Executive Director of the Ministry of the Interior, Mr. Amram Kallegi.

The Authority is composed of representatives of the Ministry of the Interior, the Ministry of Finance, the Ministry of the Environment, the Ministry of Health, the Water Commission, the Center for Local Government and the Center for Regional Authorities.

2. The Group for Project Implementation. The Director of the Group: Mr. Jehuda Barr. The Group, in cooperation with the Ministry of the Interior, is the implementation arm of the National Authority. It is dealing, among other projects, with the preparation of a multi-annual plan for construction of the sewage treatment plants with regional sewage systems, and their implementation in all parts of the country according to the criteria and the priorities established by the Authority.

Key dates in establishment of the Project:

1. On February 25, 1993 the Minister of the Interior set up the Authority and its functions by Ministerial Order on the basis of a Government decision taken on April 4, 1992.

2. The Group for Project Implementation was founded in April 1993.

3. It is expected that the entire country-wide project will have been implemented by the year 2000.

The status of the Project today:

In the years 1993 and 1994 construction of the necessary sewage infrastructure was begun in some 200 local authorities catering to all sectors of the population. By mid-1995, 310 projects were in the building stages, 75 more out on tender to contractors, and for 230 detailed construction plans have already been prepared. To date, approximately 20 percent of the projects have been implemented. The remainder are slated for implementation in the years 1996-2000.

Israel, on the one hand, is facing a water supply crisis which has forced policy makers to open a debate regarding the national long term water policy. On the other hand, while it is known today that municipal sewage and not industrial waste is the greatest environmental threat, most of the country's major cities and all of its secondary ones, were lacking rational sewage treatment systems until recently. Today, under the auspices and direction of the Ministry of the Interior, sewage treatment systems are being installed in region after region of the country, with the wastewater of a quality that permits it being applied to agricultural use. Previously waste-water was being treated in a number of ways, ranging from total loss of the water due to run-off, to

extensive reactors mainly operated by the farmers which permitted only a small portion of the water to be utilized for agriculture. The systems being constructed today, based on intensive reactors such as activated sludge operated by the local authorities, will permit the treated effluents to be used for certain kinds of irrigation and the remainder released safely into the environment. Furthermore, the municipalities will be able to utilize the effluents for the upkeep of urban landscaping. In the future, the system being installed can be upgraded to bring the wastewater to a level of purity which will permit its full utilization for unrestricted agricultural use.

Administration and financing of the Project.

According to the law in Israel it is the responsibility of each municipality and regional authority to install and operate its sewage system. Since the investment involved is beyond the financial capacity of most of the authorities, the government decided to give the local authorities 20-year loans at low interest rates. A part of the loan was in the form of a grant which constituted 25% of the loan in 1993, 20% in 1994 and 10% in 1995. In order to assure that the loans would be repaid, each local authority has been required to prepare and publish by-laws regarding the fees for installation and operation of the system to be paid by each residential, commercial or industrial use within the boundaries of the local authority: the local authority was also required to set up a closed financial-administrative system for utilization and management of the funds collected.

Most of the systems being installed will service a sub-region consisting of a confederation of towns and rural settlements, in most cases a large town and surrounding rural settlements. The area to be served by any single system is defined by geography that will permit the installation of a common system, as well as by population size. A further consideration is economic: to serve a very large area by a single system is uneconomic.

At its completion the Project will be constituted of some 50 regional sewage treatment plants and separate systems covering all of the country's cities, towns, villages and industrial areas.

B.5.5. Small Businesses as an Instrument for Job Creation

Names: Dganit Steinig
Information and Publications Coordinator
Small Business Authority of Israel
14 Gruzenberg St.
Tel Aviv

Jacob Ben Ami
Executive Director
Small Business Development Center of Rishon Le Zion
2 Weizbard St.
Rishon Le Zion

Key Dates:

1993 - The Small Business Authority of Israel was established, along with a State Guaranteed fund in order to assist individual entrepreneurs. The Authority was initiated by the Minister of Industry and Trade, following a recommendation by the Public Committee to Encourage Small Business.

In recent years there has been an increase in the awareness of the importance of small businesses in economic development and job creation. The advantages of small businesses lies in the fact that they offer a wide variety of solutions to a large and diverse segment of the population. They provide an economic outlet for entrepreneurs and other professionals, while creating new job opportunities for the unemployed. This type of development is especially important in peripheral areas which are unable to attract larger firms. Thus encouragement of small business development plays an important role in the national goal of aiding outlying areas.

Seeking New Economic Solutions:

In 1990, the State of Israel confronted two major issues: a high unemployment rate and an ongoing economic recession. One of the methods applied to stimulate the economy was the encouragement of small business development. The image of small businesses changed from ineffective minor activities, to important actors in the national economy.

Small business entrepreneurs were initially hampered by limited business knowledge, lack of "financial muscles" and limited administrative ability. In order for the national economy to enjoy the advantages small businesses have to offer, there was an urgent need to increase their ability to compete..

Economic Success:

By 1995 government assistance centers had helped entrepreneurs establish over 4,600 new businesses which helped create approximately 14,000 new jobs.

Creating jobs in small businesses has cost the national economy only 3.5% of the cost required to create job openings in large businesses (\$3,500 versus \$100,000). In addition, the time needed to create a small business is 84% less than the time needed for the creation of a large business (6 months versus 3 years). Small businesses have shown flexibility which enable them to quickly adapt to changes in the economy and thus greatly enhance the national economy.

The support provided to small businesses has proved vital to their success. Approximately 80 percent of the businesses receiving government support have lasted more than three years. This success rate contrasts greatly with comparable global figures of only about 20 percent. In addition, small businesses have more than paid for themselves. By 1995 taxes accrued by municipalities and the state amounted to almost ten times the amount originally invested.

Since the formation of the Guarantee Fund, which supports the small business, in June 1993, 2214 requests were made for a total of approximately 150 million dollars. Of these requests 64% were approved. The loans given by the fund are distributed as follows: 39% to businesses in manufacturing, 35% in services and 26% in commerce.

Strategy

The Small Business Authority was established specifically to assist small businesses. It functions as an autonomous, non-profit organization. Its administrative bodies consist of representatives appointed by its member organizations. The Authority is currently being financed by the Israeli government under the auspices of the Ministry of Industry and Trade.

The principal roles of the Authority are:

1. Initiate and apply government policies for encouraging small business enterprises.
2. Create and activate various means of supporting small business enterprises.
3. Activate and coordinate all agencies and bodies functioning in the field of small business.
4. Set up local, regional and professional centers for encouraging small entrepreneurs and businesses; assist, guide and monitor the activities of these centers.
5. Initiate legislation in the small business sector.
6. Conduct education and training in managing, establishing and operating small businesses.
7. Initiate entrepreneurial education.
8. Establish databases in the small business sector.

9. Initiate the establishments of capital funds and other financial resources for small businesses.
10. Create supportive public opinion for small businesses.

Main services provided by the Authority include:

1. Information and guidance. The Authority dispenses information in various fields, such as initial examination of business concepts; information on permits and licenses required for establishing a business; help in funding business partners, investors, etc.
2. Professional counseling. The nature and duration of counseling is personally adapted to each entrepreneur or business owner. The counseling process could therefore consist of one elementary meeting, a referral to extensive professional consultation, assistance in the financing process or long-term tutoring.
3. Referrals to sources of funding. The centers can assist with the application process required for the special funds set up for small businesses or other financing programs.
4. Training. The centers offer courses and workshops specifically suited to small business owners or new entrepreneurs. Among the subjects studied are the establishment and management of small business, money management, preparing a business plan, marketing and others.

In order to assist small business development, a support system was developed throughout the country. This network comprises small development centers (SBDC). The centers were jointly promoted by municipal bodies who assisted in creating and managing the centers, the Ministry of Industry and Commerce, the Ministry of Absorption, The Chamber of Commerce, the Jewish Agency and the Small Business Authority. The goal of the centers is to aid entrepreneurs in establishing and expanding their businesses or preventing their collapse. The development centers are designed to function as independent self-sustaining units, rather than as branches of the Authority. The centers serve as a central address for small business owners, and entrepreneurs planning new business. They are designed as "one-stop shops" which respond to a variety of management needs.

Sixty centers are currently in operation and by the end of 1996 the Authority plans to establish an additional 10 in various locations, placing a special emphasis on peripheral areas. It has been found that small business in peripheral areas suffer from a number of particular obstacles hindering their establishment and ongoing operation, in addition to the difficulties faced by similar businesses in the central area. Consequently, the Authority is making a special effort to market the state guarantee loans to small business in the peripheral areas.

In order to help establish or expand small businesses in all branches of the economy, encouraging economic growth and creating employment, the government initiated a State Guarantee Fund. The government, with parliamentary authorization, serves as the loan guarantor for bank loans to small businesses, so that the banks will not refrain from giving them loans because of insufficient collateral. Rather than collateral, the banks require detailed business plans, according to which the application for the credit is judged.

B.6. PRIORITY ISSUES

The priority issues for the planning and development of human settlements in Israel today are presented below.

1. To provide housing mortgages that newly formed households of the various socio-economic groups can afford to pay.
2. To supply affordable housing for the new immigrants from abroad.
3. To decrease the socio-economic gaps between settlements in the center of the country and those on the periphery, between large and small towns, and between the various population groups living in the country.
4. To achieve a desirable balance between the needs for economic development and the development limitations imposed by considerations of environmental quality while creating sustainable urban development that will ensure a high quality of life for women, men and children today and for future generations.
5. To provide an efficient and economic national, regional and local transportation network with minimum negative environmental impacts. In the past the emphasis has been mainly on the development of road networks and therefore transportation has become heavily dependent on the private car. Plans are being prepared for public rapid transit as well as for an enlarged national network of air travel.
6. To improve the efficiency of land utilisation for the whole range of uses through solutions based on high densities and employing highly developed technologies. This issue is critical in a small, dense country.
7. To decentralize decision-making in planning and development from the highly centralized form in which it exists currently and distribute more responsibility and authority among the country's regions and towns. Municipalities and regional councils do, have local governments but the major issues are determined, and frequently also implemented, by the central government.
8. To coordinate the development efforts being made in the various sectors, e.g. education, employment, provision of housing, environment, etc, and among the various levels of government, into a comprehensive and integrated development program

9. To build public awareness among women, men and children regarding the range of planning issues, and place them high on the public agenda.

10. To find a solution to the conflict between individual aspirations and public limitations. This conflict is focused in the field of planning human settlements largely in the desire, on one hand, of families to live in low-density single-family homes and, on the other hand, the limitations on the amount of land available for housing, particularly if a reasonable quality of environment is to be maintained. Intensive efforts are being made today to alleviate this particular conflict through the search for housing solutions that will provide a high level of housing quality while not squandering the available land.

PART C: THE NATIONAL PLAN OF ACTION

C.1. STRATEGIES AND POLICIES

The following chapter relates to consensus derived approaches to each of the priority issues, when certain priority issues appear together in order to avoid redundancy of information which appears in other chapters (see C2. and C3).

Priority Issue: To supply affordable housing for new immigrants.

Approaches:

- Supply of special government tools for financing the purchase of the apartment at the preferred location by the immigrants (increased mortgages, other low interest loans, and long-term repayments, etc.)
- The financial assistance for purchase of an apartment is available for a long period after immigration.
- Encouragement to purchase apartments in new buildings as well as second-hand dwellings and in housing produced by the public as well as the private sector.
- Rent supplements, through government grants for participation in the monthly rental for a limited period of time.
- Encouragement of socio-cultural integration by avoiding designation of specific neighborhoods for new immigrants; while encouraging settlement by the immigrants in mixed residential areas where veteran Israeli inhabitants of various geographical origins and socio-economic groups live.
- Establishment of special housing (hostels, etc.) for elderly immigrants.

Priority Issue: To provide affordable housing for new households.

Approaches:

- Provision of government subsidized mortgages to enable low interest long-term repayment loans as compared with the free market
- Determination of mortgage amounts on a differential basis for groups of new households, according to objective criteria, such as economic ability.
- Determination of a suitable relationship between the income level of the mortgage recipients and the amount of the monthly repayment.
- Periodic updating of the amount of the mortgage given in order to retain a desired relationship between the aid level and the price of housing.
- Participatory grants from the government for those in rental housing and a limited supply of subsidized rental apartments owned by government housing corporations for underprivileged new households.
- Encouraging integration in housing and neighborhoods between new households and other population groups of a broad social and demographic range.

Priority Issue: To coordinate development efforts in the various sectors into a comprehensive integrated program.

Approaches:

- National, regional and municipal plans coordinate land uses and various functions that are subject to regional development.
- Determination of standards to ensure that the necessary land for accompanying public services (education, commerce, health, religion, etc.) be designated in accordance with the size and composition of the population.
- Designation of local and regional employment areas (industry, etc.) of an appropriate size, character and distance from the population centers.
- Determination of stages in development of residential areas in order to adapt the capacity of the accompanying services over time.
- Coordination between development of residential areas, employment and services, etc. and the requisite transport systems for creation of maximum accessibility: development of road infrastructure to reduce commuter time and increase inter-regional contacts; development of a range of transport means through expansion of rail transport and accelerated development of state of the art transport systems in metropolitan areas (light rail, subway, trams, etc.); Reduction of use of private cars.

Priority Issue: To achieve a more balanced development throughout the country.

Approaches:

- Accelerated development of the city of Beer Sheva as a new metropolis in the southern periphery of the country. Turning Beer Sheva into a center for government functions, industry, finance, management, services, etc. as an urban center for the population in the south of the country.
- Reinforcement of the metropolis of Haifa as an urban center for the population in the northern periphery of the country. Expanding the sphere of its metropolitan influence over a larger number of settlements and areas.
- Development of a system of rapid transportation and roads to connect the center of the country with the peripheral areas in order to increase accessibility.
- Accelerate growth of the population in the peripheral areas, particularly in the south of the country, in order to improve the demographic balance between the dense central region and the thinly-populated periphery.
- Increase the attractiveness of peripheral areas for certain population groups through education and job specialization. Assuring a variety of housing types in the periphery at relatively low costs.
- Government measures specifically for the housing market in peripheral areas: differential marketing of building plots, differential government loans and subsidies, taxation, laws, etc.

Priority Issue: To create a high quality of life by sustainable urban development.

Approaches:

- Raising housing standards by continued reduction of housing densities (number of persons per room) and increasing per capita floor area.
- Improvement in accessibility of the residents to green areas, leisure time, entertainment, natural areas at the local, regional and national level.
- Preservation of open area resources by preventing uncontrolled spread of construction and development and by reducing the ratio of land utilization to floor area in buildings, installations, etc.

- Obtaining regional equality through development of urban centers across the country and creating opportunities for the population to attain similar levels of housing, employment, services, etc.

Bringing the decision making process in planning and development closer to the population concentrations. Transfer of power from the central government to district and local planning and development committees; ensuring the public's right for orderly involvement in various stages of the preparation of plans; effective operation of mechanisms for filing objections to planning aspects that affect the lives of citizens.

- Special attention to improvement in the quality of life of weak and underprivileged populations. Rehabilitation of neighborhoods that have become physically and socially neglected.

C.2. OBJECTIVES

The measurable targets and expected results that follow are derived from the list of goals prepared as a part of the "Master Plan for Israel in 2020". This document constitutes the comprehensive national plan for the coming years in the State of Israel. Long-term goals and targets are defined, possible normative scenarios based on the character of the country are presented, and spatial systems and policy outlines that will guide planning and development from the short to the long term are delineated. The goals and their expected results relate to the main spheres of development listed below.

1. The Demographic Sphere

- Continued growth of the population, with continuation of the particularly high rate of the urban population. The expected result is a growth in Israel's population by the end of the year 2000 to some 6 million - an average annual growth of 2%. The urban population is expected to be 93% of the total, with an average annual growth rate of 2.4%.
- Growth in the population's participation in the labor force. The rate expected is 36% at the end of the year 2000 with the number of employed persons at some 2 million.
- Growth in the number of academics. Their rate is expected to reach 35% of all employed persons.
- Growth of those employed in industry and in business services

2. The Economic Sphere

- Growth in the gross domestic product per person and per employee. The GDP is expected to reach some \$16,000 per capita, and approximately \$45,000 per employee .
- Growth in the standard of living - per capita income and consumption. The growth rate is expected to be an annual average of 2%.
- Growth in the contribution of industry (expected growth of some 24%) to the composition of the gross national product.
- Decline in the unemployment rate to 9%.

3. The Regional Spread of the Population

- Growth in the percent of the population in the southern and northern districts of the country, in order to rectify the demographic imbalance between the dense central region and the thinly-populated peripheral regions. According to the "National Outline Plan for Construction, Development and Absorption of Immigrants", more than 14% of the total additional population is to be added to the Southern District; its share of the national population in the mid-1990's is only 7.5%.

The proportion of the population to be added to the central district of the country, which includes the Tel Aviv metropolis, is expected to be some 46% of the total additional population; today it accounts for more than 53% of the population of the country.

- A change in the demographic ratios between urban cores, secondary urban centers and the periphery of the country. The urban cores are expected to contain 42% of the population, secondary-urban centers 26%, and the periphery 32%.

- Changes in the demographic ratios within the metropolises, between the core, the urban area and the periphery of the metropolis. 24% of the population is expected to be concentrated in the core, 35% in the whole urban area with 40% of the residents of the metropolis in the peripheral areas.

4. Land and Construction

- An increase in the scale and a change in the spread of residential development. Until the year 2000, some 250,000 housing units should be constructed, with 33% in the northern areas, 40% in the central areas and 27% in Jerusalem and the south.
- A rise in housing standards. The average living area is expected to increase by about 20 percent per person, with housing density dropping to 0.9 persons per room.
- An increase in the developed area of the country. Construction and development work expected to be undertaken in the planning period should raise the developed area to more than 12% of the area of the country.
- More intensive development in the peripheral areas compared with the center. The proportion of the developed area is expected to grow by some 20% in the peripheral areas as against less than 15% in the central areas of the country.
- Growth in the area utilized for settlements within the total land area. Expansion of settlement areas in accordance with the growth in the number of their inhabitants, together with the establishment of new settlements, should increase the rate of land used for settlements to some 8% the total area of the country.

5. Environmental Values

- Preservation of protected open space. Protected open space is expected to be approximately 28% of the total area of the country.
- Creation of a gender-friendly environment that will provide for the particular needs of women, men and children to ensure an optimum quality of life in cities towns and villages.
- Preservation of the accepted standards for open public areas in cities. The requisite areas for a municipal public park, neighborhood public gardens, children's playgrounds and small neighborhood gardens should be 7 sq.m. per capita.
- Reduction and control of environmental hazards (sources of air and water pollution, noise, solid waste collection and disposal, etc.).

6. Energy and Infrastructure

- Increase in energy consumption to some 3.0 T.O.E. per capita.
- Increase in the production of electricity to some 6.500 K.W.H. per capita.
- Increase in the consumption of water to some 570 million cubic meters per annum for domestic use and 153 million cubic meters per annum for industrial use.
- Increase in the level of mobility: to 250 vehicles per 1,000 persons.
- Increase in the proportion of the area designated for roads and infrastructure installations. The proportion of land for these functions is expected to reach + 4% of the total area of the country or about a third of the total developed area.

C.3. ACTIVITIES

In order to achieve the targets at the expected level of results (see C. 2), a program of activities has been delineated in which a variety of bodies are involved as "principal actors".

The list of "actors" includes the following bodies; each has a role in accordance with the character and level of its authority and function.

- Government Ministries, each with a functional profile based on its particular range of activities. Ministry of Construction and Housing, Interior, Transport, Industry and Commerce, Environment, Labor and Welfare, Absorption, Education, Finance, etc.
- Local authorities, municipal and regional, and public institutions, which are responsible for multi-sectoral activities on local and regional scales.
- Voluntary bodies, which are involved in specific activities for protection of nature, quality of the environment, human rights, quality of life, etc.
- Academicians, who are involved in counseling and research for the above bodies.
- Private bodies in finance, construction, services, commerce, etc.

The main types of activity designated for implementation by the year 2000 are listed below. For a full description see Chapters C.1 and C.2.

Demography and Economics

- Encouragement of population growth from two sources:
 1. Natural reproduction. Activities in this area are intended to assure wide ranging systems of aid and support for encouragement of childbearing, including improvement in health insurance, free education, income tax concessions, etc.
 2. Encouragement of new immigrants to the country, through a range of measures for their successful absorption in areas such as housing, jobs, education, society, etc.
- A policy aimed at achieving continued rapid growth of the economy and rise in the population's standard of living, while creating conditions for expansion of investments by both local and foreign investors.

A reasonable level of investments as percent of the annual national product.

Particularly important is investment in infrastructure which has not paralleled the growth of the population and standards of living.

Population Distribution, Land and Construction

- The policy of dispersing the population by the year 2000 can be achieved not by means of direct subsidies for the population, but rather by indirect means, such as investments in physical, administrative, educational, health, infrastructure. In the coming period, large investments in the periphery are to be given priority (particularly in the south) for expansion of infrastructure as a basis for attracting the population there, and establishment of the southern metropolis of the country at the city of Beer Sheva.

- Activities in the sphere of land and construction should focus on promotion of housing schemes and release of the necessary land from other uses in order to considerably increase the scale of the housing supply and achieve a significant improvement in housing standards. The following should be the main components of the program:

a. Formulation of a land construction and development policy that takes into account the principles of the desired population spread and the requirements of the whole economy, with the intention of assuring inventories of available land over time. The means proposed are: a more intensive use of urban land, development of tools for encouragement of construction on planned private land, facilitating the planning and construction of infrastructure, and accelerating planning and approval procedures.

b. Formulation of an effective policy for expanding the areas in which housing will be in demand (the center of the country), and attracting strong populations towards the periphery.

c. Construction and development programs for the central areas of the country with particular attention to resolution of the problems of transport and engineering infrastructure, and public transportation systems.

d. Protection of open spaces and the designation of "red lines" delineating development areas versus open and agricultural areas.

Transport

The major activities concerning transport to the year 2000 include two types of projects:

1. Projects intended to resolve existing problems resulting from arrears in investments in the transport system, particularly in public transportation.

These are designed to provide accessibility to the periphery, to bring roads to a reasonable standard, to contribute to completion of the network, to increase travel safety, etc.

2. Specific projects to be undertaken in order to facilitate realization of future development policy and encourage the processes that will support this policy. In concrete terms, the following projects can be noted:

- The new major national highway which is to extend from the north to the south of the country. Completion of detailed planning and laying of the central section of the highway during the planning period.
- Widening and improvement of existing roads, and construction of interchanges.
- Constructing and operating a system of suburban rail transit in the Haifa and in the Tel Aviv metropolitan areas.
- Realization of a mass transportation project in the core of the Tel Aviv and the Jerusalem metropolis (light rail or underground/subway).
- Giving priority to the public transport infrastructure systems rather than private vehicles. Reduction in the use of private vehicles through demand management (entrance fees, and restrictions in certain urban areas, parking restrictions and cost, etc.).

Open Space and Preservation of Environmental Values

In the face of the increasing pressures on open areas in Israel, particularly due to government development initiatives, one of the critical problems facing Israel towards the year 2000 is the risk of loss of the country's open land resources.

The activities plan defines those open spaces that must be safeguarded from intensive development, excluding tourism and recreation, together with the determination of measures for environmental restrictions on development.

A map of the distribution of desired open spaces would serve as a basis for activities regarding this issue and would contain three categories of areas:

- a. Areas in which all development not for recreational purposes should be avoided. These would include areas of high-quality, special natural and scenic resources, forest, rivers, etc.
- b. Areas designated as open rural scenery (agricultural areas, etc.). Limited development suitable to the nature of the area may be permitted, including development for local housing or employment.
- c. Areas in which development should be prevented for a certain period of time, and during that time preparing plans which will determine those parts to be developed and those areas to remain open.

Environmental Quality and Infrastructure

The main activities to the end of the century should be the removal or reduction of environmental hazards.

- Water quality. The intention is to prevent the decline in the quality of water in Israel, in light of the fact that the water potential per capita in the country (350 cubic meters per annum) is one of the lowest in the world.

- Environmental pollution. The program should designate preventive measures against environmental pollution resulting from intensive urban development (pollution of the air, water, etc.). The focus will be on regulations for control and inspection, limitations on concentrations of pollutants, and delineation of laws and regulations regarding this issue.

- Refuse removal. A policy of refuse removal based on service areas for the refuse removal sites, with national central sites and incentives to local authorities for refuse removal as a condition for occupancy of a new neighborhood.

- A large number of waste-water purification sites will be established. The installations will be country-wide, and certain areas will be restricted due to water quality considerations.

The plans for water supply anticipate continued investment in filtering of surface run-off water to the standard required, together with improvement of waste water for agriculture.

A national authority for planning of water resources will undertake strategic planning in this sphere.

Planning

Construction and development activity as a whole should be undertaken in the years ahead in the legislative framework of the Planning and Building Law that has been in effect since 1965. The Law set up an hierarchical system that combines the local, regional and national levels, with the National Council for Planning and Construction heading the pyramid. The system deals with a whole range of planning issues, from the location of power stations at the national level, to changes in land use at the local level. The level of coordination between national, regional and local plans, will be strengthened by the year 2000 towards a more organized, balanced and controlled development in the country, which will consider the relationship between the needs of the urban and developed areas on the one hand, and those for open undeveloped areas on the other.

C.4. MONITORING PROGRESS

The Ministry of Construction and Housing operates a monitoring and control network to measure and appraise the progress attained in various fields connected with the construction and supply of housing and neighborhood services offered to the public. A monthly report is prepared based on a range of relevant indicators for existing projects. The principal indicators are as follows:

Construction

- The number of apartments whose construction has been started or completed, according to the developer (public and private building).
- The size of apartments under construction, according to floor area and the number of rooms per apartment.
- The average time taken to build an apartment.
- The commencement and completion of the construction of apartments, according to geographic regions.
- The surface area of started and completed public buildings, according to geographic regions.
- The paving, expansion and repairing of roads, the laying of water and sewage pipes.

Apartment sales and prices

- The sale of apartments initiated by both the public and the private sectors.
- The supply of new and unsold apartments in the private sector.
- Sales of apartments reported for property and betterment tax.
- The marketing of land for the construction of apartments.
- The price of privately owned apartments according to the number of rooms.
- The purchase and rental price of apartments and rent, by town and neighborhood, on the basis of newspaper advertisements.

Housing Assistance Programs

- Utilizers of housing loans, according to entitlement groups
- Utilizers of grants for rent, according to entitlement group.
- Housing units in public housing, by conditions of rent and according to entitlement group.
- Proposals of the Ministry of Construction and Housing for units to be rented.

Neighborhood Renewal

- Repairs, extensions, unifying apartments - physical data.
- Neighborhood renewal - financial data, according to categories of activity and budget years.

Additional Indicators

- Investments in the economy and in the building industry.
- Those employed in the building industry in Israel.
- The employment of hired labor in the building industry.
- The average monthly wage in the building industry.
- The marketing of cement.

C.5. COMMITMENTS

The following commitments reflect the policy guidelines which have been set by The National Plan for the Distribution and Absorption of the Population until the year 2005. The Plan has been adopted by the government.

1. A separate dwelling unit will be available to every household in the country at affordable prices and in a sustainable environment.
2. The demand for residential floor space per person will increase significantly. The total additional residential floor space needed in the next decade will be 65-75 million square meters. Another 22-35 million square meters will be required for accompanying uses-public and private services, employment, etc.
3. On the assumption that the largest part of the Israeli population will be urban, it will be necessary to concentrate development efforts on the quality of life in the cities and towns in order to encourage the culture of urban life and make it preferable over other life styles.
4. The efforts will have to be focused on existing urban settlements rather than on the establishment of new ones. Municipalities as well as the national government will concentrate on developing urban land already planned for development, in parallel with the construction of attractive and effective public transportation networks in order to enable the intensification of land use in the cities and towns.
5. Contiguous physical areas at the existing settlements will be expanded where necessary, while limiting suburbanization and slowing the rate at which open land is utilized for development.
6. The establishment of small, separate, dispersed neighborhoods unconnected to an existing town or city will be avoided.
7. Land for housing will be concentrated around and continuous with the existing urban settlements, and that for industry in large industrial parks adjacent to major transportation networks.
8. Development initiatives will be linked to solutions to municipal, social, infrastructure transport problems, and the development of public transport systems will be emphasized.
9. In order to keep up with the rapid pace of development while assuring its high quality over the long term, the bodies responsible for planning will have to adopt clear and relevant policies regarding the wide range of issues involved.

**PART D: INTERNATIONAL COOPERATION
AND ASSISTANCE**

D.1. PRIORITIES

a. International cooperation in the field of human settlements, from the point of view of Israel, should focus first and foremost on cooperation between the countries of the Eastern Mediterranean and the adjoining states. Once a basis for mutual interchange of information, a professional interchange and cooperation on projects relevant to several of the region's countries have been established in this region, ties should be initiated between it and the European regional planning groups. In order to initiate these regional ties the support and policy orientation of international bodies will be crucial, particularly that of the United Nations whose various Habitat agencies already functioning in most of the countries of the region could serve as a possible foundation.

b. Immediate activities of international agencies in the region should focus on establishing an international infrastructure among the constituent countries among which a new atmosphere of peace and cooperation have already been founded. For the common planning as well as implementation of projects regarding water, electricity, transportation, waste disposal, etc. international agencies-non-profit organizations as well as private international bodies will be essential for bringing the countries to the table, introducing professionals who have a common language with all the parties, establishing the basis for funding of the projects and supervising their construction.

This type of intervention of international bodies will be crucial not only for construction of the projects per se, but also for encouraging representatives of the various countries to come together and establish common working relationships which can become a basis for cooperation in other fields.

D.2. CAPACITY BUILDING

Israeli professional planners, developers, management and technology have gained a wide experience in establishing and developing settlements, and providing housing, services and infrastructure in the nearly 50 years since the country's establishment. The experience ranges from the rapid provision of large numbers of dwellings, the absorption of immigrants, the founding of new settlements where nothing existed previously, the renewal and rehabilitation of existing inventories, to the setting up of financial and administrative systems for the supply and funding of housing and the running of settlements. Furthermore, there is the particular experience of shifting the national economy from one in which all the elements involved in settlements are government controlled and supplied, to one in which the government sets policy and functions as a lever for supply by the private sector and implementation is increasingly decentralized to local authorities.

The experience is specific to the geo-climatic conditions of the region of the Eastern Mediterranean and to the issues of setting up entirely new systems in a framework of rapid immigration and population growth. It is also particularly relevant to developing countries, since it is based on the finding of viable solutions suited to the extremely limited budget and personnel restrictions prevailing.

We believe that the countries of the region in particular, and developing countries in general, could benefit from our experience during the process of their capacity building. The passing on of the experience could take several forms. Courses in relevant fields could be established in Israel and attended by mid-career professionals from interested countries: an on-going program of such courses in agricultural development were established some years ago. Relevant Israeli professionals could serve as consultants on various aspects of human settlement development and/or Israeli organizations could plan and implement projects together with the local professionals according to the needs of the requesting country.

This report was coordinated by a team of experts in the Ministry of Construction and Housing, under the guidance of the National Committee. Many other agencies, government and non-government, contributed material and expertise, notably the Ministry of the Environment, which prepared the articles relating to Agenda 21.