

DESCRIPTION AND GOALS OF THE SURVEY

Over the course of about three years, Bimkom – Planners for Planning Rights, conducted a planning survey of the Palestinian neighborhoods of East Jerusalem, with the goal of creating a database of useful and up-to-date information for use by residents and planners seeking to promote the development of the neighborhoods. The survey is an important tool for Bimkom in its mission to help improve the quality of life in the neighborhoods through planning assistance: matching planning infrastructure to residents' needs, expanding sustainable development and construction possibilities in the neighborhoods, creating vital public spaces, removing the threat of demolition that hovers over private homes, and influencing solutions promoted by decision-makers on the municipal and national levels.

The survey is based on comprehensive data collected regarding the physical situation in the Palestinian neighborhoods of East Jerusalem and the approved plans for these neighborhoods. Approved plans were analyzed in comparison with the actual situation on the ground, thereby delineating an up-to-date picture of the development of each neighborhood. The data, collected via meetings with residents and independent research, was sorted by neighborhood and analyzed according to zoning structure in approved plans and in-process plans, identifying points of correspondence and lack thereof between the situation on the ground and the zoning structure in the plans.

Overall, the survey revealed huge discrepancies between the approved plans and the situation on the ground, as well as a tremendous gap between the needs of the population and the planning solutions offered, if at all. In addition, it was revealed that in many cases, the implementation of existing plans would hinder development in the neighborhoods and cause significant damage to the fabric of life therein.

From the data collected in the survey, the main issues and problems affecting each neighborhood were singled out, as were opportunities for their improvement. These issues are presented in separate neighborhood cards. Taken together, the cards constitute a summary of the comprehensive survey, which will be continuously published online at the Bimkom website (in Hebrew). The Introduction card provides general background about East Jerusalem and the main issues affecting the neighborhoods, and explains the basic concepts and terms used in the neighborhood cards.

FACTS

Total Area of East Jerusalem 71,300 dunam

Palestinian Neighborhoods (planned and unplanned area) 38,500 dunam

Expropriated Land (for Israeli residential and institutional use) 26,300 dunam

Unplanned Area (in the outskirts of the expropriated area) 6,500 dunam

Total Population of East Jerusalem (as of beginning of 2013) 572,000

Palestinians 372,000

Israeli Citizens in East Jerusalem 200,000 (another 380,000 live in West Jerusalem)

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MAIN ISSUES

East Jerusalem

East Jerusalem is part of the territory occupied by the state of Israel in the 1967 war. Following the war, Israel included the area of East Jerusalem – whose area included the Jordanian city of Jerusalem as well as more than twenty surrounding villages – within the municipal boundaries of Jerusalem. As opposed to the residents of the rest of the Occupied Territories, who were left without any civic status, the approximately 69,000 Palestinians in East Jerusalem, who were present for the Israeli census taken immediately following the war, were granted permanent residency status in Israel, though without full citizenship. The state of Israel views East Jerusalem as an integral part of Jerusalem, and has applied Israeli law there. Immediately upon the de facto annexation of East Jerusalem, Israel began to strengthen its hold over East Jerusalem through the establishment of new neighborhoods, intended for Israelis only and generally built on lands that were expropriated from their Palestinian owners. Although located beyond the Green Line, these neighborhoods are perceived by the Israeli public as an inseparable part of Israel. The international community, however, does not recognize the annexation, and considers East Jerusalem to be occupied territory and the Israeli neighborhoods built there to be settlements. Even though the State of Israel presents Jerusalem as a united city, in reality, the different groups that make up the city's social fabric live mostly in separate neighborhoods.

The Demographic Balance

Israel's planning policy in Jerusalem is subordinate to the principle of maintaining the demographic balance in the city, by increasing and strengthening the Jewish majority in the city while encouraging the continual reduction of the Palestinian population. The goal is to ensure that the Palestinians remain a minority in the city, despite actual trends in population growth and immigration to and from the city. The Israeli planning apparatus serves as a tool in the hands of the state for achieving this goal.

Planning Policy in East Jerusalem

Guided by the above-described demographic principle, the planning policy for the Palestinian neighborhoods in East Jerusalem since 1967 has been to enable very little additional construction in the neighborhoods, beyond the already existing fabric. As a result, the outline plans drawn up for the neighborhoods have several endemic problems: insufficient area designated for residential development, coupled by inadequate building rights in those areas; a surplus of areas designated as open spaces; a sparse road network that limits provision of infrastructures and development of inaccessible areas; a general paucity of public structures and their placement in unsuitable locations; a virtual lack of business and commercial zones; etc. Moreover, since large parts of these outline plans are not detailed, and therefore do not suffice for requesting building permits, detail plans must be drawn up before building permits can be requested and actual development can take place.

Development in East Jerusalem

The Jerusalem Municipality has done little to develop the Palestinian neighborhoods. It has built few public structures, developed hardly any public parks, and paved virtually none of the roads that appear on the plans it itself drew up. This vacuum has been filled by the residents themselves, who either draw up their own detail plans on their land or build in a more spontaneous fashion, while not heeding the zoning designations that appear in the plans. As a result, the Palestinian population in East Jerusalem, which has grown five-fold since 1967, lives in crowded conditions, in neighborhoods that have undergone a rapid process of urbanization, with no sufficient planning infrastructure to accompany this growth.

The Separation Barrier

In the early 2000s, following a wave of terror attacks inside of Israel, the state of Israel began to build the Separation Barrier, in an irregular and accelerated planning process and in contravention of existing plans. The barrier, whose stated purpose was to separate between the Palestinian population, which was perceived as a security threat, and the Israeli

population, in effect slices through Palestinian communities, creating enclaves and tearing apart social structures. Most of the Palestinian neighborhoods of East Jerusalem remained on the Israeli side of the barrier but, along with many West-Bank villages and towns around Jerusalem, several neighborhoods that belong to the Jerusalem Municipality, partially or entirely, were left on the Palestinian side of the barrier: Kafr Aqab, the Shuafat refugee camp, Ras Khamis, Ras Shihadi, New Anata, and al-Walaje (a total of about 4,200 dunam). Planning and development in these neighborhoods is extremely poor, and of late they do not even receive basic municipal services. Requiring additional research, these neighborhoods are not included in the present survey. The route of the Separation Barrier also cuts off parts of the West Bank around Jerusalem from the rest of the West Bank. These enclaves, located on the Israeli side of the barrier but not included in the municipal boundary of Jerusalem, are included in the survey.

Open Spaces

In approved plans for the Palestinian neighborhoods of East Jerusalem, open spaces are designated using various categories: open public area, open scenic area, national park, nature reserve, and a few others. Only the first of these categories allows for the land to be expropriated for public use by the local authorities (while compensating the landowner). Meanwhile, the zoning category "open scenic area," which dictates a complete prohibition on construction, with no compensation for landowners and no municipal obligation to develop, is the one that appears most commonly in the plans. The zoning category "nature reserve" was used, inexplicably, in a number of places despite their lack of any particular scenic value. In recent years, there has been a trend to zone vacant areas as national parks, even if they have no particular scenic or cultural value. National parks are a powerful tool used by the authorities to expel and exclude Palestinians from their land and limit the development of their neighborhoods. Either way, in the Palestinian neighborhoods of East Jerusalem, the municipality has built very few parks and playgrounds for the residents' welfare.

Population and Statistics

At the head of each card appear statistics about the size of the population living in each neighborhood. It is important to emphasize that these statistics are not always precise. The numbers represent an adaptation of the statistics published in the 2012 Annual Statistical Report of the Jerusalem Institute for Israel Studies. The authors of the statistical report attribute the imprecision of their data to the existence of sectors that do not report about inward and outward migration to and from Jerusalem, and to the rush back into the municipal boundaries by Palestinians in the

wake of the construction of the Separation Barrier. Another challenge in determining the size of the population in every neighborhood is the lack of correspondence between the spatial break-down done in our survey and that of the Central Bureau of Statistics (CBS), not to mention the fact that in recent years the CBS has grouped together the statistics for a number of statistical areas. Nonetheless, we view it as essential to provide these statistics, alongside the area of the neighborhood (in dunam), in order to provide a general picture of the population density of each neighborhood.

THE JERUSALEM 2000 OUTLINE PLAN

The Jerusalem 2000 Outline Plan is the first outline plan for Jerusalem to include the entire municipal area of the city, both West and East Jerusalem. The plan broaches many urban issues: housing, transportation, open spaces, preservation, etc., and suggests new directions for development in the city. The plan was approved by the planning committees in 2009, at which time it was intended to have been deposited for public review. It was never deposited, however, and therefore never reached the validation stage. Although the frozen plan is considered no more than a "policy document," for all intents and purposes, the planning authorities relate to it as if it were a valid plan.

As far as residential construction is concerned, the plan proposes an addition of housing units for the Palestinian neighborhoods in two ways: the first is the densification of the built-up fabric within the existing borders of the neighborhoods, by increasing building rights (building ratio and number of storeys); the second is the expansion of the neighborhoods by adding new areas. Showing a clear preference for densification over expansion, the plan proposes excessive densification for the neighborhoods, thus accelerating their transition from rural-style neighborhoods to dense urban neighborhoods, though without conditioning such growth on improvement of infrastructure. In both cases, as will be described below, the addition of housing units is for the most part on paper alone.

Densification of existing neighborhoods – In places where a transition from two storeys to four storeys is proposed, the plan contains the stipulation that only two storeys may be added on an existing structure. So, for example, this limitation does not allow the exploitation of all four storeys in places where there are one-storey buildings, unless the building is demolished and a new one built in its place. In places where six storeys are proposed, there are other limitations as well: a demand that projects be located adjacent to a road of at least 12-meters width (in the Palestinian neighborhoods there are almost no roads that wide), and a stipulation that projects be planned on plots of more than 10 dunam (there are few such large vacant plots within the Palestinian neighborhoods). As we have said, these limitations render the proposed additions purely theoretical.

Expansion of neighborhoods – Most of the proposed expansion areas in the outline plan are for areas that have already been built up through spontaneous construction. Thus, the significance of these expansions is that they provide a planning framework within which it would be possible to retroactively approve homes that were built without permits. Proposed expansion areas on already built-up areas do not therefore constitute meaningful land reserves for future construction. In addition, there is a severe limitation on development in the new expansion areas, namely, that any detail planning by private owners must be preceded by the general planning of each and every expansion in its entirety. Due to the fact that most of the land in East Jerusalem is privately owned, private landowners often independently advanced detail planning in the Palestinian neighborhoods of East Jerusalem (ever since this was made legal in 1995). The new limitations have halted this process, while the municipality advances general planning for the expansion areas at a very slow pace.

STRUCTURE OF THE SURVEY

The survey was conducted on an overall area of 37,300 dunam (see Table 1). This includes areas outside of the municipal boundaries of Jerusalem but spatially attached to Jerusalem by the Separation Barrier (about 4,200 dunam). It does not include areas of East Jerusalem that were expropriated for the construction of Israeli neighborhoods and projects (about 33,800 dunam). The survey also does not include Palestinian neighborhoods that were left on the Palestinian side of the Separation Barrier (about 4,200 dunam), even though they are partially or entirely within the municipal boundaries of the city, nor does it include the Old City (about 1,000 dunam). Due to their physical, planning, and political complexity, the areas not included in the survey demand a separate study. The area covered by the survey is divided into three regions: North, Center, and South. These geographical regions were subdivided into zones, which were subsequently divided into neighborhoods and sub-neighborhoods (see Table 2).

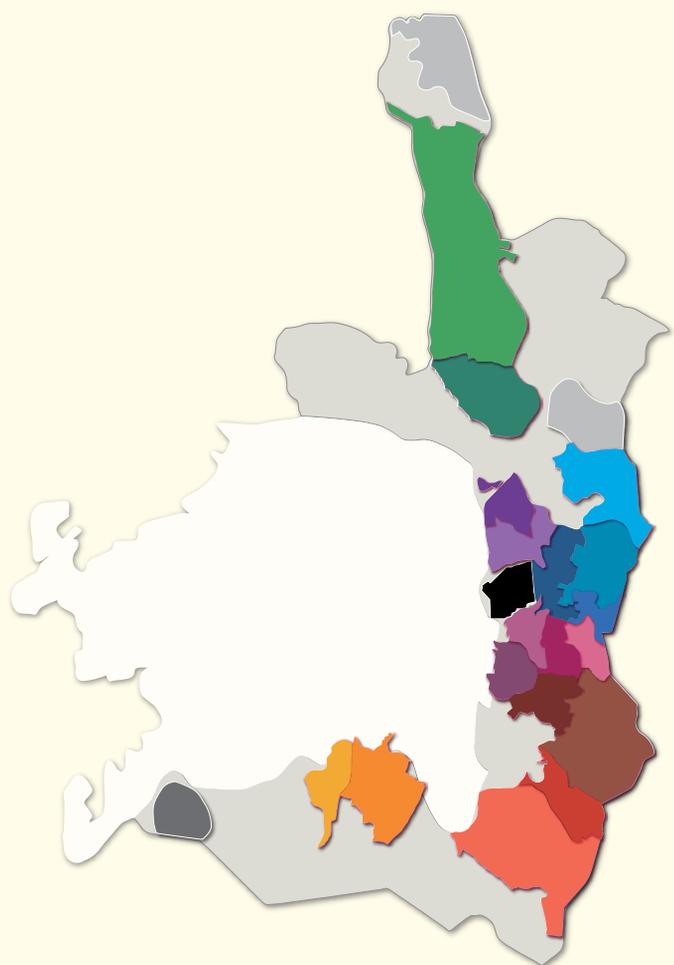


TABLE 1 ■ PRIMARY ZONING DESIGNATIONS ACCORDING TO APPROVED NEIGHBORHOOD PLANS

Zoning	Area (dunam)
Open Spaces	10,474.5
Residential	9,844.3
Roads	5,621.6
Public Buildings and Institutions	1,863.6
Area for Future Planning	458.5
Commercial Areas	281.0
Mixed Residential and Commercial	73.6
Cemeteries	172.4
Hotelerie	144.0
Engineering Facilities	86.9
Light Rail	81.6
Other*	8,198.0
Total Area of Survey	37,300

* Unplanned areas or areas planned for Israeli Institutions, the Atarot Industrial Zone, the Jewish Cemetery on the Mount of Olives, and Israeli settlements in the heart of the Palestinian Neighborhoods.

TABLE 2 ■ SURVEY STRUCTURE

Region	Zone	Neighborhood
1/North	Ramallah Road	1.1 Beit Hanina
		1.2 Shuafat
2/Center	Mt. Scopus – Mt. of Olives	2.1 Al-Isawiyyah
		2.2 At-Tur
		2.3 Ash-Shayyah
		2.4 As-Suwwanah
		2.5 Wadi aj-Joz
	City Center	2.6 Ash-Sheik Jarrah
		2.7 Wadi Qaddum
		2.8 Ras al-Aamud
		2.9 Silwan Center
		2.10 Abu Thor
3/South	Jabal al-Mokabber	3.1 Jabal al-Mokabber
		3.2 As-Sawahrah
	Sur Baher	3.3 Umm Laysoon
		3.4 Sur Baher
	Beit Safafa	3.5 Beit Safafa
		3.6 Sharafat

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