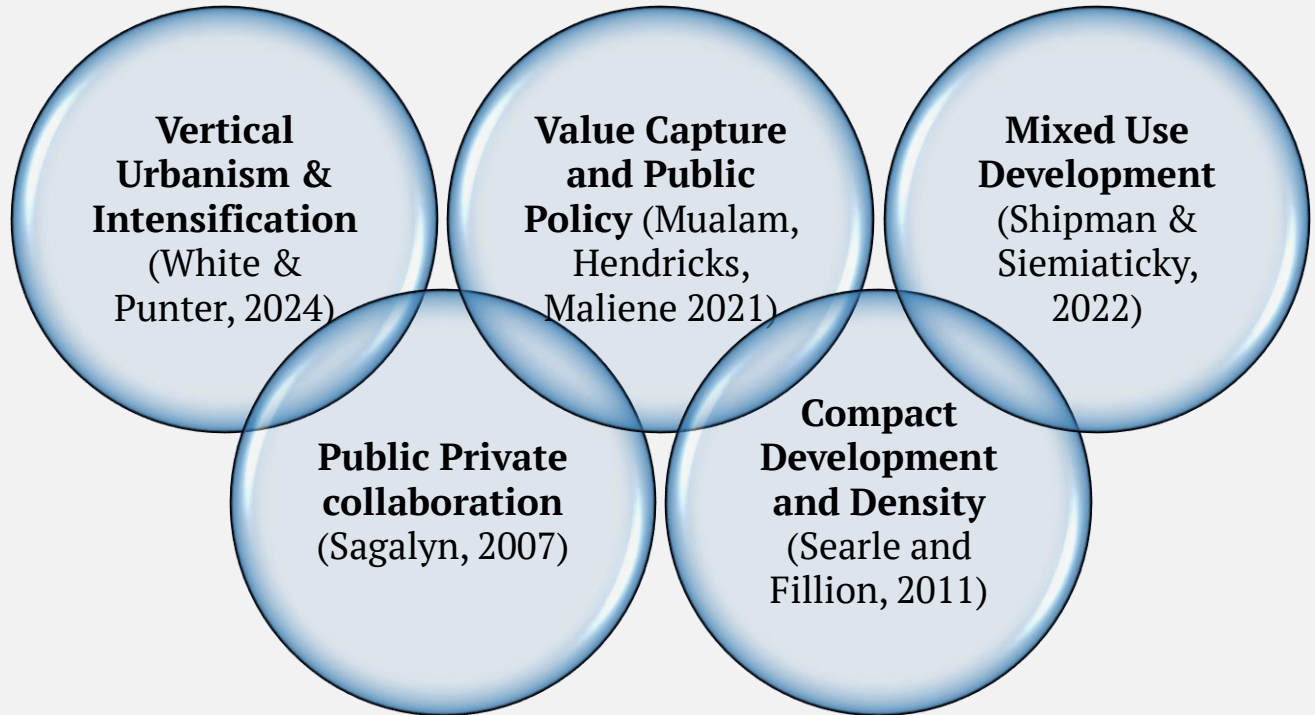


Co-location of public and private uses: happy marriage or a recipe for disaster? The case of Tel Aviv

Assoc. Prof. Nir Mualam
Cygal Pellach
The Technion
PLPR 2025, Cardiff



Literature that touches on public floorspace in mixed use development



Vertical allocations of public spaces

The Tel Avivian Experience

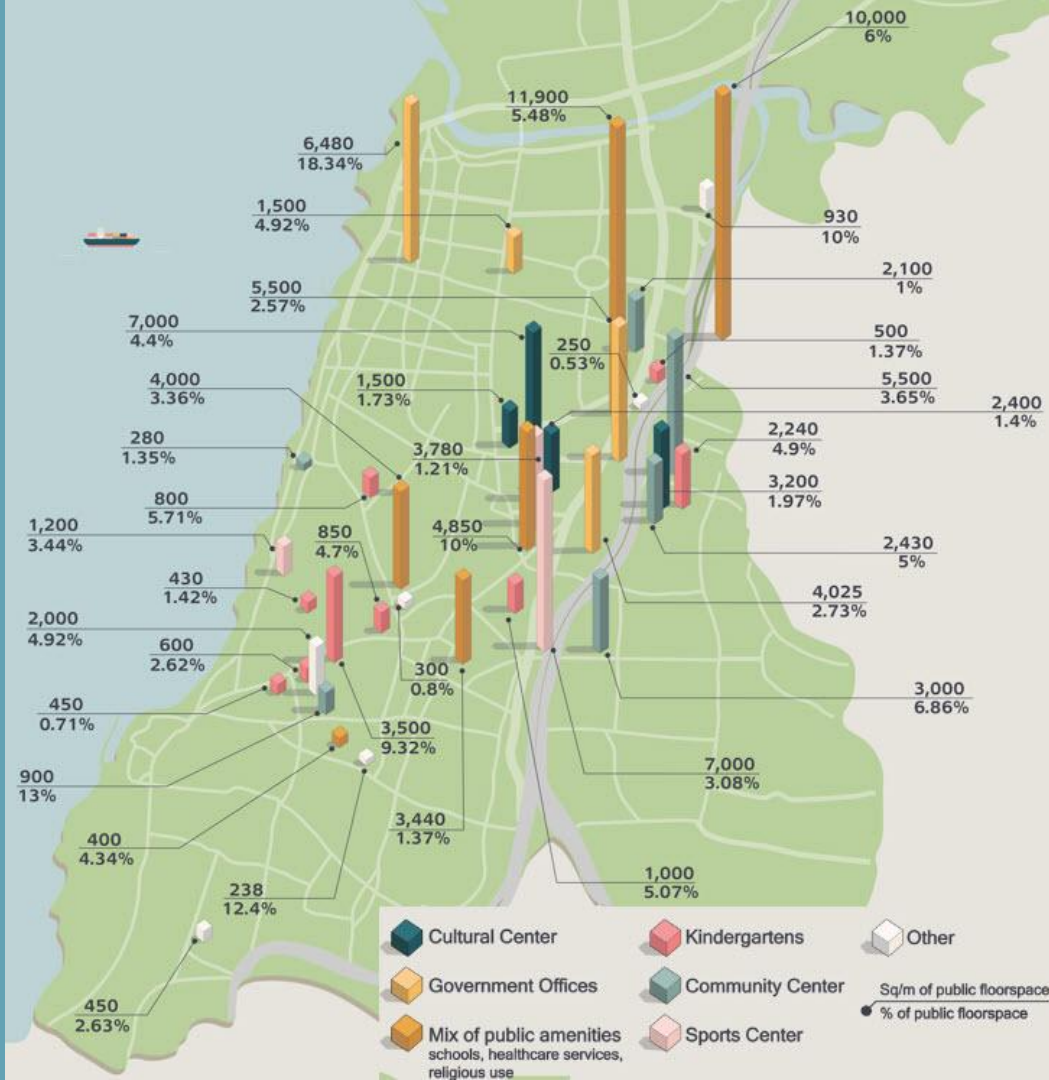


A local Theatre weaved into offices, Tel Aviv

Vertical allocations



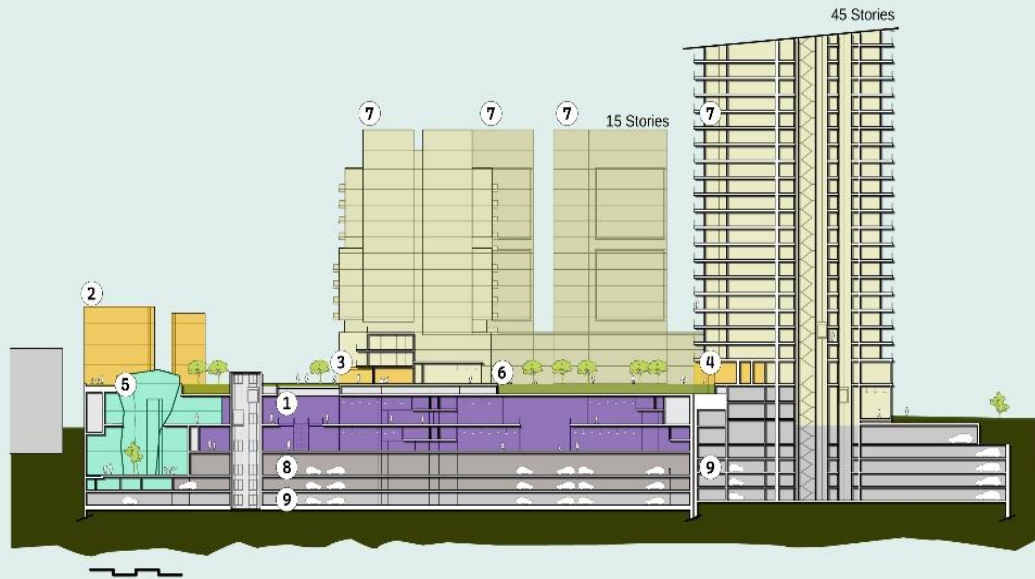
Locations & Breakdown of project in Tel Aviv metro area (N=47)





Vertical allocations \ mixed use

Case-study analysis



- 1 Commerce
- 2 Public School, with Kindergarten
- 3 Kindergarten
- 4 Community Center
- 5 Sports Center
- 6 Urban Park
- 7 Residential
- 8 Parking: Private+Public
- 9 Parking: Private



Although the Gindi TLV complex is not the first in terms of its scale and quantity of housing units, it is the first to be in the heart of the city and to mix so many uses together, creating a microcosm of the new residential era

Gindi mixed-use project

Main issues

- The process that enabled this joint venture?
- Legal/contractual arrangements between the parties.
- Advantages and disadvantages/challenges.
- Broader implications on the city and its residents.

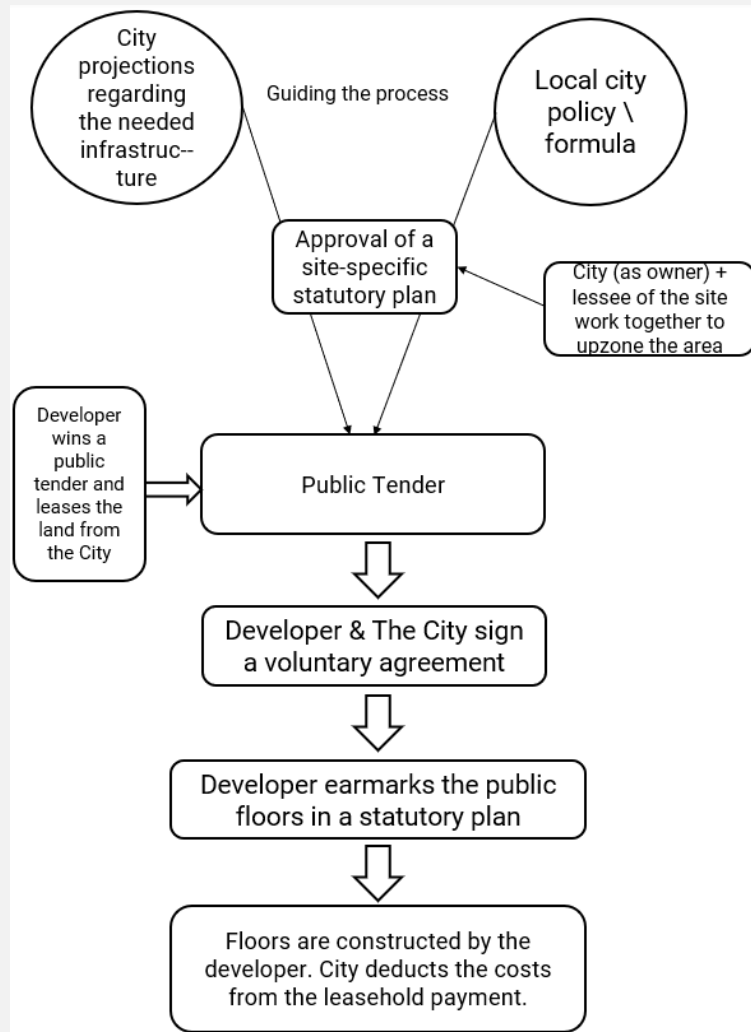
The process that shaped this project

Public-Private cooperation: Private long-term leases in exchange for construction

City: wanting to sell

Developer: Lucrative location

City: Needs-based assessment



Contractual Framework (1)

- The contract signed between the developer and the city was voluntary. The developer **was not coerced**, but rather signed an agreement in line with the public tender he had won.
- In return for the 'sale', the developer would pay over 720 million Israeli Shekels to the municipality (approximately **205 million US** dollars).



Contractual Framework (2)

- The developer received **leasing rights** until August 31, 2099.
- The money paid to the city for leasehold rights went into the city's **general budget** and thus it can be used for a range of purposes including welfare, educational services and the construction of municipal facilities elsewhere.
- In addition: **Betterment** levies.
- Construction costs of public floors deduced from betterment levies.

Legal Instruments

How much floorspace should be supplied? Local guidelines

- No national guidelines.
- Changes from city to city.
- Local Formula approved by city head planner.
- For each forecast additional city dweller, the developer is required to provide between 1 and 7 square metres of public floorspace, multiplied by a factor of between 1 and 2.7.
- For example, if as a result of the project it is anticipated that the city will gain 100 new residents, then the developer must provide:

$100 \times (\text{between 1 and 7}) \times (\text{between 1 and 2.7}) \text{ sqm public floorspace}$

Functionality

The challenges of mixing public and private floorspace

Long-term maintenance;

Labyrinthian layout;

Unintended consequences;

Nuisances; and-

Adaptations

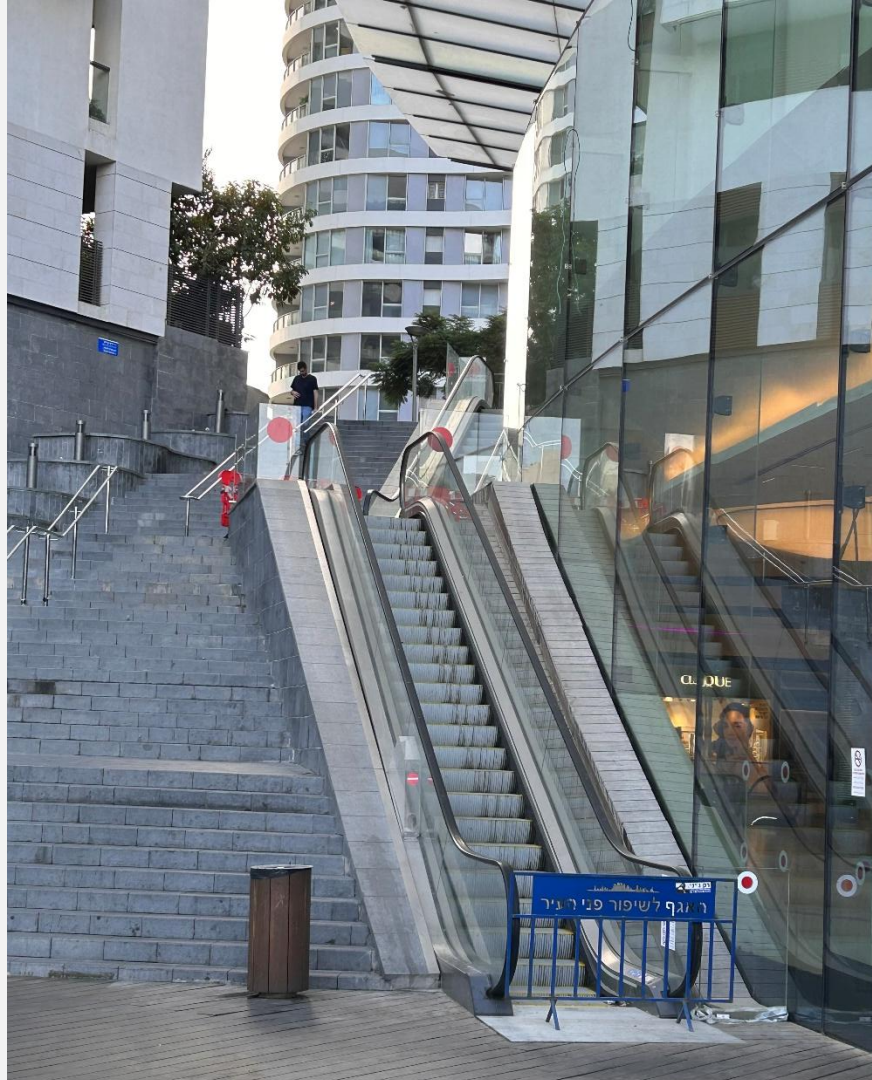


Functionality

The challenges of mixing
public and private
floorspace

Complex multi-layered
building → more problems

As the public park is placed
on the mezzanine floor, it is
less 'public' and becomes a
'second-rate' urban place –
because (a) it is not visible to
those working and living in
the neighbourhood; and (b) it
can only be accessed via
stairs or escalators



Functionality

The challenges of mixing
public and private
floorspace

Post-hoc adaptations:
kids playground had
to be covered to
prevent flying objects
from landing on
people below.

Kids play-area
became dark and
unwelcoming



Functionality

The challenges of mixing
public and private
floorspace



Are these the spaces we want?

First floor indoor-only playground. Source: Nir Mualam

Additional Challenges & Critiques

- The entrance to the school is **awkward and confusing** because of the multiple layers of development
- The municipal sports centre is primarily **accessed through the private** shopping centre.
- Thus, while this inter-stitching of uses integrates public and private spaces, it also makes **the city dependent on** private stakeholders for primary access.

Additional Challenges & Critiques

- Establishment of a large prestigious mixed-use complex in the city that is **unaffordable** for lower-income families;
- The mixed-use multi-layered puzzle:

“preschools are meant to be connected to nature, and it is not natural for a preschool to be on top of a shopping centre which is on top of a parking lot. This is poor planning that doesn’t put the focus on the children and their education”

Positives

- City **saves** crucial government funds in times of central government cuts.
- **Densification** (sustainability?).
- Construction of public amenities **completed together** with the residential units (the timing issue).
- **Synergy**: e.g. After school hours, the school's basketball court is open to all users of the sports centre (**multiple intensive land use**).

Broader Urban Perspective (Tel Aviv Metro)

Other projects are initiated on private land (unlike the GINDY TLV project).

Vertical allocations are promoted mainly in core metropolitan areas where land is scarce, and **land values** are usually much higher than in non-core peripheral areas.

Although the city **prefers to expropriate** or build public facilities on its own plot, land prices and scarcity of land push administrators to require public floorspace in mixed use development;

The allocation of public floorspace goes hand-in-hand with the **trend of high-rise** construction;

The floorspace allocated for public needs consistently constitutes but a fraction of the total floorspace allocated for use by private owners. **2% on average.**

Summary: Examples of questions associated with policy instruments pertaining to Vertical Allocations

Is there a formula? Yes, but...

Who determines how many floors ?

Who pays for construction?

Transparency of negotiations?

Who ends up owning the public floor?

National or local policies?

Functional challenges?

Public pushback? Where's the public?

Conclusions

1. The Tel Aviv case-study thus raises several questions, opportunities, and **challenges both for lawmakers and** urban planners;
2. it flags some of the problems created by public-private partnerships.
3. Vertical allocation offers the municipality and urban planners a seemingly **redistributive mechanism** to meet the growing needs of dense and an increasingly populated city.
4. This, however, can lead to unwanted **implications**.
5. Negotiated agreements in Tel Aviv are **not transparent**, do not involve the public, and may hide the ways in which the city becomes a real-estate actor, densifying its own parcels in an unsustainable manner.
6. And yet, the revenues generated from this project helped the city in remaining fiscally balanced while creating important amenities.

Thank you !! ...



nirm@technion.ac.il