

# Joint Strategic Spatial & Investment Plan

## for Nablus, Ramallah-Al-Bireh, Bethlehem, Hebron Urban Areas

### 1. Background & Context

#### Background to the ICUD Project<sup>1</sup>

The Palestine Liberation Organization, for the benefit of the Palestinian National Authority (PNA) has sought grant financing from the World Bank for the Integrated Cities and Urban Development Project (ICUD), which aims to assist participating urban areas to enhance their capacity to plan for sustainable urban growth. The project is supporting the urban planning of five leading Palestinian urban areas including Bethlehem, Gaza City, Hebron, Nablus, and Ramallah-Al-Bireh through their intra-urban area coordination mechanisms. ICUD is jointly implemented by the Ministry of Local Government (MoLG), which is responsible for technical oversight of the project, and the Municipal Development and Lending Fund (MDLF), which manages the fiduciary, safeguards, and reporting aspects of the project.

#### Urbanization Patterns in Palestine

Palestine is undergoing rapid urbanization fuelled by high demographic growth rates and spatially concentrated development. Together with fragmented land administration between Areas A, B, & C and a complex political environment (many of the institutional functions related to land, urban planning, and construction are out of sovereign control), there are limited opportunities to manage the urban environment in sustainable ways. The resulting land scarcity and spatial fragmentation, combined with rapid urban growth and uneven development, have increased pressure on local authorities. LGUs, legally mandated to provide key public services and infrastructure, are struggling to address the rising service needs, and deficits exist in infrastructure networks that are increasingly in need of reform. Incomplete laws, regulations, and out-dated practices also inhibit effective urban management. Many LGUs have difficulty formulating urban plans and managing the urban environment adequately, particularly where issues require joint working or relate to cross-boundary concerns. As a result, Palestine is experiencing uneven development and increasingly unsustainable patterns of urbanization, with limited planning instruments, institutional capacities, and governance arrangements available to effectively deal with emerging urban issues.

#### 'Urban Area' Planning Context<sup>2</sup>

Urban planning in Palestine currently operates within a complex institutional and legal framework, within a context of political instability and territorial fragmentation. Three formal levels of spatial planning exist: national, regional, and local. The subsequent patchwork of plans and planning processes provides a series of overlapping planning instruments of varying legal standing, that are not always strategically coordinated. This is particularly true in relation to 'urban areas', which are not clearly represented within the current planning scheme. This gap is also reflected in the absence of dedicated urban institutional mechanisms and appropriate governance arrangements at the urban area scale. Within this context emerging urban area planning must be able to successfully operate within the current planning system, developing legitimacy in an uncertain regularity environment. Aspirations exist to mainstream urban area planning through reform to the wider planning system, and new approaches to urban area planning may act as a pilot for a further plan making activity throughout

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<sup>1</sup> A more detailed account of the ICUD project, the urban context, and legal framework can be found in the ICUD 'Project Appraisal Document' (World Bank, 2016): <http://documents1.worldbank.org/curated/en/362471473187991734/pdf/IDAR2016-0221-PAD-09012016.pdf>

<sup>2</sup> A more detailed background to the legal framework and current planning context can be found in the 'Physical Planning Manual' (Ministry of Local Government, 2010).

Palestine. Emerging planning activities at the urban area scale may also have the potential to inform changes to the national, regional, and local legal and regulatory environment.

Within this context new approaches to urban area planning will require a correspondent strengthening of interim voluntary joint working and cooperation arrangements, with a view to developing permanent joint administrative capacity. This is aimed at providing effective leadership, strategy development, and implementation capacity at the urban area scale. Whilst the wider reform to law and regulation and the development of new administrative bodies will fall outside of the scope of this project, due consideration will need to be given to these aspirations, drawing on work already undertaken, and sharing the experience and knowledge gained during this work with partners.

### **The targeted urban areas are:**

- **North urban areas**
  - **Ramallah Al-Bireh Urban Area:** Ramallah, Al Bireh, Bitounia, and Surda-Abu Qash cities and towns
  - **Nablus Urban Area:** Nablus city and Azmut, Deir-al-Hatab, Salim, Rujeib, Kafr Qalill, 'Iraq Burin, Tell, Sarra, Beit Iba, Qusin, Zawata, Beit Wazan, Dair Sharaf villages.
- **South Urban Areas:**
  - **Bethlehem Urban Area:** Bethlehem, Beit Jala, Beit Sahur, Ad Doha, Artas, and Al Khader cities and towns.
  - **Hebron Urban Area:** Hebron, Taffuh, Dura, Halhul, and Beit Kahil cities and towns.

### **Objective and Expected Outputs**

The primary objective of the project is to formulate a Joint Strategic Spatial and Investment Plan (JSSIP) for each of the Four urban areas, to facilitate sustainable forms of urban development, enable social justice, and jointly deliver capital investment. These urban areas are of strategic importance with the potential to serve as the engine of national growth and development due to their population size (representing over 25% of national population) and their potential for future economic growth. Achieving growth and development in sustainable forms, and in a manner that is inclusive and just, is essential to building long term resilience. This ambitious proposal can only be achieved if the spatial planning components of the JSSIP are underpinned by a strategic investment plan that is jointly developed by the participating LGUs, and which focuses on the essential priorities for joint investment across each urban area. This will require a strong political commitment by the LGUs, ministries, and donors/funders, to plan, fund, and deliver projects.

By the end of the contract period under this Terms of Reference, the Consultant is expected to deliver a duly formulated JSSIP for each urban area. The project will involve working collaboratively with the Client Team and employing participatory planning approaches. The JSSIPs should focus on strategic planning issues, which includes any issues that cannot be solely dealt with by one LGU working alone, recognising that strategic issues can only be effectively addressed through joint working. The plan should be based on a range of background studies and urban/sectoral analysis, identifying opportunities and constraints, and developing recommendations. Each plan should develop a shared vision and set of strategic objectives, with a preferred spatial strategy being developed after an options assessment. Each plan should include strategic policies and key projects that collectively guide urban transformation and manage spatial change, alongside an infrastructure and capital investment plan that identifies strategic projects that underpin the plan, and which enables future project selection and delivery, and an implementation and delivery strategy that includes monitoring activities.

JSSIP will adhere to a set of principles to ensure that there is no involuntary resettlement and/or displacement due to land taking, and/or impacts on livelihoods due to restrictions on land use:

1. JSSP will not finance, identify and/or propose any activities or investments:
  - i. on public land (also including land owned by the municipalities) that is occupied by informal settlers and/or is used for livelihood purposes (also including by informal businesses/ambulant vendors)
  - ii. that entail involuntary taking of private land and/or impacts on livelihoods due to restrictions on land use
  - iii. on private land that is not free from encumbrance and/or entails displacement of settlers other than the seller of the private land and/or impacts on livelihoods due to restrictions on land use
2. Activities or investments that involve land taking may only be financed, identified and/or proposed if the land taking can be “voluntary”, following the principle of “willing buyer-willing seller” that is in line with World Bank guidelines for “willing buyer - willing seller” agreements.

The JSSIPs must demonstrate that all the policies and proposals are deliverable over the plan period, and the project should contribute to the emergence of regional growth frameworks under which a pipeline of larger scale joint investments critical for economic growth can be identified and funded by the next generation of LG sector programs at a later stage. The plan will be supported by parallel work on LGU institutional and financial capacities.

## 2. Scope

The JSSIP should be structured so as to include the following main components:

### A. Spatial plan activities:

- A1. Regional and Spatial Setting: (a) urban area background, context, and regional setting; (b) urban and spatial analysis.
- A2. Assessment Phase: (c) infrastructure review; (d) sectoral studies.
- A3. Opportunities and Constraints: (e) opportunities and constraints.
- A4. Framework Development: (f) vision and strategic objectives; (g) spatial strategy (including options assessment).
- A5. Plan Development: (h) strategic policy; (i) infrastructure and capital investment plan.
- A6. Plan Implementation: (j) implementation and delivery plan; (k) monitoring framework.

**B. Institutional activities:** (l) institutional, regulatory, and policy framework review<sup>3</sup>; (m) LGU institutional capacity; (n) LGU/municipal finances; (o) mainstreaming joint working and planning practices<sup>3</sup>.

**C. Consultation activities:** (p) private sector engagement, including key landowners and developers; (q) institutional engagement; (r) community participation/participatory planning.

The Consultants methodology should be informed by the approach outlined in the Physical Planning Manual (PPM), and build on existing plans and frameworks where relevant<sup>4</sup>. The Consultant will need to propose a detailed methodology to undertake the required activities and tasks, to achieve the identified objective and expected outputs, with many of the activities needing to run concurrently.

The Consultant methodology should also align with the “Strategic Environmental and Social Assessment (SESA) for five Targeted Urban Areas in West Bank & Gaza”, taking into consideration

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<sup>3</sup> The review for the purposes of the JSSIP should focus on specific issues that arise during the detailed plan making process and that directly relate to the implementation and delivery of the JSSIP proposals. All activities should refer to and build upon work already undertaken by the ICUD on regulatory and institutional reform.

<sup>4</sup> Existing plans (such as masterplans, SDIPs, SDFs, SDSFs, Regional Plans, National Policy Agenda, National Spatial Plan, etc.) operate at different scales, with varying scopes, and differing legal weight. These plans overlap with the urban area scale and should inform the development of all JSSIP activities where relevant.

and adhering to the outputs and recommendations of this study. Finally, the Consultant will ensure that the JSSIP is in accordance with the set of principles, outlined in the objectives and outcomes section above, to ensure that there is no involuntary resettlement and/or displacement due to land taking, and/or impacts on livelihoods due to restrictions on land use.

## **A. Spatial Plan Activities**

### **A1. Regional and Spatial Setting**

This section should assess the regional setting and development conditions that influence joint strategic planning for each urban area, develop a detailed understanding of the urban, spatial, and population characteristics of the urban area, and map and analyse the distinct neighbourhoods within each urban area.

#### **a. Urban Area Background, Context, and Regional Setting**

The Consultant will need to propose a methodology that provides a profile of each urban area and describes its main characteristics. It should analyse and synthesize existing information on the regional setting, development determinants, demographic and population information, current institutional arrangements, and strategic issues across sectors, including a review of likely future trends. The urban area profile should summarise the baseline information from sectoral studies, and analyse emerging development, socio-economic, and environmental issues.

This section should include analysis and mapping of the regional spatial and urban conditions, layout, and structure, including but not limited to such factors as the layout, character, and topography of the region, regional infrastructure, transport links/connection, neighbouring economic/employment agglomerations, adjoining land uses, satellite settlements, etc. to situate the urban area within the context of the wider region.

A high-level review of national, regional, and local policies that inform development, growth, and strategic planning should be undertaken, drawing on the work already undertaken during the SESA on environmental and socio-economic factors. A series of implications and recommendations should identify joint strategic spatial planning considerations, opportunities, and constraints. The analysis should be articulated with maps, diagrams, photos, and illustrations, etc. alongside explanatory text.

#### **b. Urban and Spatial Analysis**

The Consultant will need to propose a methodology for this activity that provides a detailed urban and spatial analysis of each urban area, and identifies and examines the neighbourhoods within each urban area<sup>5</sup>. The study should analyse the key spatial and built form characteristics of the urban area including but not be limited to layout, topography, landscape, built form, scale, transport, accessibility, circulation, sense of arrival/gateways, legibility, wayfinding, land uses, parks and open spaces, security, public realm, infrastructure, facilities and services, etc. It should draw on the work already undertaken during the SESA on environmental and socio-economic factors, and the Urban Growth Scenarios (UGS), which used an Urban Performance Tool to model how different projects and plans could impact the future of each of the urban areas.

The study should identify (in collaboration with the Client Team) the boundaries of the composite neighbourhoods that make up each urban area. The study of neighbourhoods should use these distinct areas to strategically describe the physical form of the urban area, its history, places, streets and buildings. It should provide an understanding of the particular attributes which make the urban area what it is today, highlighting how each of the places have differences in their character, and how this local distinctiveness might inform how to manage growth and change.

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<sup>5</sup> The boundary of individual neighbourhoods should be determined in collaboration with the Client Team, and will likely be inexact/overlapping, covering the whole urban area.

A series of implications and recommendations should be provided that identifies key joint strategic spatial planning considerations, opportunities, and constraints. It should build upon the work previously undertaken, and begin to identify in greater detail strategic issues that are of shared concern. The work should be articulated with maps, diagrams, photos, and illustrations, etc. alongside explanatory text. This work will necessitate accompanied site visits to each of the urban area<sup>6</sup>.

## **A2. Assessment Phase**

This section should review existing infrastructure and sectoral studies, identifying key issues and opportunities, and focusing on strategic spatial issues and joint planning and delivery concerns.

### **c. Infrastructure Review**

The Consultant will need to propose a methodology for this activity that: identifies and maps the main infrastructure networks and system components; assesses the existing condition, function, gap analysis, and reviews current carrying capacity; and identifies and maps strategic opportunities and constraints related to future service provision and infrastructure rehabilitation, expansion, improvement, and new build options. This information should be highly spatialised through mapping to inform the development of spatial strategy options and infrastructure and capital investment planning. The review should build on the PPM scope and existing infrastructure studies where relevant, including the studies and outcomes from the UGS.

For the purposes of the JSSIP strategic infrastructure is defined as infrastructure essential for everyday life, and which cannot be successfully delivered by a single LGU working in isolation, including but not limited to: transportation (highway network, strategic routes and junctions, public transport network, cycling and walking networks), utilities (water, wastewater, sewerage, electricity, gas, solid waste management, telecommunication, internet service), and social infrastructure (strategic health, education, leisure, cultural, regional marketplaces, and open spaces). The review should include committed plans for new and/or improved strategic infrastructure that are in the public domain and address gender, safety, and accessibility issues across all infrastructure types.

It should identify strategic infrastructure and capital investment issues that are of shared concern, and develop a series of implications and recommendations, including key opportunities and constraints. The Consultant should begin to identify innovative solutions to key issues, recognising the limited capacity/resources that are available for capital works and new infrastructure provision. The work should be articulated with maps, diagrams, photos, and illustrations, etc. as required.

### **d. Sectoral Studies**

The Consultant will need to propose a methodology to undertake the necessary sectoral studies that builds upon the scope outlined in the PPM, focuses on strategic issues, and that is informed by existing studies, including the UGS. The sectoral studies should seek to provide a clear understanding of the spatial implications of strategic issues, analysing the underlying drivers of each issue, and providing evidence to support the policies and actions proposed. The studies of housing, employment and industry, retail and city centre use, and population and demographics will be crucial in identifying the quantum, location, and characteristics of growth that is likely to occur in the urban area, and will form the basis of the plan and investment strategy. Within each study issues of social inclusion, social justice, health, liveability, and community development should be considered.

Key considerations for the main sectoral studies are provided below for guidance only, and the Consultant should propose a detailed methodology that reflects contemporary best practice.

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<sup>6</sup> Complete GIS information/maps exist for all the urban areas, however individual site/locations may require surveys to update existing plans where existing information is determined to be inadequate for the purposes of detailed design work.

## *Primary Topics*

### Housing

The housing sector assessment should look to determine the strategic availability of residential land, the strategic demand for different residential uses, and the quality of existing building stock. The study should identify the quantum and location of strategic land available for new residential development, and estimate the overall residential capacity modelling different scenarios and mixes of uses and densities, including potential constraints to housing delivery. This should include a review of the capacity for existing sites to accommodate further development (e.g., through densification, infill, etc.) by modelling typical scenarios with reference to the existing building stock and urban fabric. Specific recommendations should be provided regarding existing informal residential development and urbanised camps.

The study should identify the strategic demand for different residential uses by reference to the housing market/market segments, reviewing projected population and demographic information (e.g., growth, migration, household formation/overcrowding etc.) to determine the characteristics of strategic housing demand including number of new houses needed, unit sizes, tenure, and affordability. Demand from specific groups (students, care homes, the urban poor, women and marginalised groups etc.) should also be identified. The assessment should analyse if housing land supply is sufficient to meet housing demand considering likely delivery considerations and constraints over the life of the JSSIP.

A strategic review of the existing building stock should look to identify critical areas of concern, and opportunities and constraints, focusing on informal settlements, urbanised camps, and areas at risk of natural disasters.

### Employment and industry

The employment and industry sector assessment should provide a strategic economic profile of the urban area to provide a context to the commercial floorspace and land analysis. It should review available information and published statistics on strategic employment and industrial uses including the quantity of land currently in use (including informal employment and industry clusters, where these exist) or zoned for such uses. It should review the commercial property market, recent trends in rents and take-up for commercial property, focusing on offices, general industrial, and logistics and distribution space, as well as reviewing current and forecast employment by sector to understand forecast demand.

The analysis should look to identify where there is potential demand for new floorspace, identify the types of business that are taking space, and review supply characteristics of existing sites to determine the market balance. This should provide recommendations on how far the existing floorspace stock is meeting current and foreseeable occupier requirements, likely demand for more or different space now or in the future, and if property and land are oversupplied overall or in particular sections of the market. It should identify where additional capacity could be created through intensification of existing land-use, and provide recommendations on these opportunities.

### City centres and retail

The city centre and retail use sector assessment should assess the demand for additional retail floorspace to meet the needs of local residents for shopping, leisure, and services. The assessment should be broken down through an analysis of the hierarchy of centres/retail zones, and by sector to review the demand for different goods and services (including informal retail and service clusters, where these exist). The study should review national market trends, and map and analyse the network of centres/retail zones, including out-of-centre retailing. The assessment should review the strategic performance of each centre/retail zone, analysing the diversity of uses, mix of retail offer by sector, vacancy rates, extent of visitor catchment, and environmental quality and accessibility. The study should provide a strategic assessment of the quantitative demand for new floorspace, and identify strategic recommendations in relation to the qualitative characteristics of each of the main centres/retail zones.

## *Secondary Topics*

### Population and demographics

The population and demographics sector assessment should utilise existing data sources, building on the PPM methodology to describe and analyse the key population characteristics of each urban area. The study should focus on identifying the strategic spatial implications of key findings and trends.

### Cultural and natural heritage, environment

The cultural and natural heritage, environment sector assessment should identify and map the main network and system components of the strategic cultural heritage, natural heritage, and environment (parks and open spaces, etc.) places and clusters to provide: a strategic assessment of the existing condition, function, gap analysis, and review of current carrying capacity; and identify and map strategic opportunities and constraints related to the preservation and enhancement of existing assets, and the creation of new spaces where necessary. This information should be highly spatialise so as to identify and map the geographic boundaries, catchment areas, etc. as required.

### Climate change and sustainability

The climate change and sustainability sector assessment should build on the work already undertaken in the SESA and UPT, and should identify and review the strategic issues that relate to the built environment. This will likely include disaster risks reduction, sustainable and energy efficient building practices, urban resilience, sustainable energy generation/energy use, protection of biodiversity and ecology, food security, pollution, carbon emissions reduction, natural resource management, etc. as required.

## **A3. Opportunities and Constraints**

This section should build on the work undertaken to develop as set of coherent and logical opportunities and constraints, alongside a series of strategic recommendations.

### **e. Opportunities and Constraints**

The Consultant will need to propose a methodology for this activity that identifies and analyses the strategic opportunities and constraints in relation to each of the urban areas, drawing on the work completed in previous sections and synthesizing and expanding on the recommendations already made, including from the UGS. The opportunities and constraints should be illustrated with appropriate plans, maps, diagrams, photos, and illustrations, and should be brought together in a coherent manner both spatially and thematically. Sufficient detail should be provided so as to situate the work within the neighbourhoods identified in each of the urban areas.

## **A4. Framework Development**

This section should begin to develop the main plan elements, building on the work already undertaken, and existing plans and strategies. It will set the strategic direction of the plan developing the framework for each JSSIP, and should be based on participatory planning approaches.

### **f. Vision and Strategic Objectives**

The Consultant will need to propose a methodology for this activity, drawing on the principles of participatory planning, that allows a vision and strategic objectives to be developed in partnership with the Client Team, communities (including women, the urban poor and marginalized groups), key stakeholders, delivery partners, and the private sector. This process will be key to developing a sense of shared ownership in the JSSIP and in solidifying joint working arrangements, and should build upon the work undertaken in the UGS.

The agreed vision and strategic objectives should be accompanied by a series of development and design principles that will inform the spatial strategy development, and which should assist partners and communities in understanding how the vision and objectives could be translated into actions. These

should reflect contemporary strategic planning, urban design, and development principles such as place making, resilience, sustainability, compact cities, smart cities, etc. as required.

### **g. Spatial Strategy (including options assessment)**

The Consultant will need to propose a methodology for this activity that provides a minimum of two-three spatial strategy options for each urban area, which are informed by the UGS scenarios and policy levers. Each spatial strategy option should include as a minimum:

- A summary development strategy identifying the overall approach to meeting the vision and objectives, with greater details provided on strategic issues/sectors
- A concept plan identifying:
  - A visual representation of the spatial strategy proposed, demonstrating how it achieves the vision, objectives, and development strategy
  - Where development will be accommodated for key land uses, including housing, employment and industry, and city centre uses and retail
  - The location and main parameters<sup>7</sup> of strategic urban projects<sup>8</sup>, including critical infrastructure and capital investment projects, necessary to deliver the spatial strategy

Identification of options and scenarios should follow the set of principles (outlined in the objectives, Section 1) to ensure that there is no involuntary resettlement and/or displacement, and/or impacts on livelihoods due to restrictions on land use. Activities or investments that involve land taking may only be financed, identified and/or proposed if the land taking can be “voluntary”, following the principle of “willing buyer-willing seller” that is in line with World Bank guidelines for “willing buyer - willing seller” agreements.

An accompanying statement should identify and explain the main components of each option with comparable information to facilitate option evaluation and to compare trade-offs. The development strategy should provide high-level direction to guide urban transformation and manage spatial change, alongside a portfolio of strategic urban projects, including for infrastructure and capital investment. The development strategy should articulate the likely phasing for the purposes of delivery in four-year tranches. The portfolio of strategic urban projects should identify preliminary details such as site location plan, indicative site boundary, project objectives, project capacity, site/project constraints, a concept design including site layout, key design parameters, development principles (informed by the neighbourhoods’ study of each urban area reflecting local distinctiveness), and phasing.

Each option should be subject to a high-level sustainability appraisal based on the results from the SESA and UPT. The Consultant will need to determine an appropriate means to evaluate alternatives to select a preferred option, which will be decided in collaboration with the Client Team.

## **A5. Plan Development**

This section should develop the preferred option into a fully formulated JSSIP, and should be based on participatory planning approaches.

### **h. Strategic Policy**

The Consultant will need to propose a methodology for this activity to create a development strategy comprising a set of strategic policies that provide detailed guidance to manage spatial change and guide urban transformation. The focus of these policies should be on actions that the LGUs and their delivery partners could undertake, including the private sector, which should be informed by the UGS scenarios and policy levers. All policies must be in line with the set of principles (included in the objectives section above) to ensure that there is no involuntary resettlement and/or displacement, and/or impacts on livelihoods due to restrictions on land use. Activities or investments that involve land taking may

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<sup>7</sup> The strategic urban projects should identify key design, planning, and delivery parameters to enable high-level cost estimates and to facilitate further planning and delivery approaches to be developed.

<sup>8</sup> A strategic urban project is any project that is critical to the delivery of the JSSIP, and will include projects lead and delivered by LGUs, the private sector, institutions, and other key partners.

only be financed, identified and/or proposed if the land taking can be “voluntary”, following the principle of “willing buyer-willing seller” that is in line with World Bank guidelines for “willing buyer - willing seller” agreements the principle for “willing buyer-willing seller” are described in the attached Technical Note “A Brief Note for Applying Willing-Buyer Willing-Seller Approach to Acquiring Land (see Document List below).

It is likely that there will be a need for a variety of policy categories, such as: strategic policies to guide urban transformation and manage spatial change across the urban area/across sectors; site specific policies to facilitate strategic urban projects/clusters of projects<sup>9</sup>; and, area-based policies for each of the neighbourhoods to preserve and enhance local distinctiveness and guide placemaking. All policies will need to be justified and evidence based, drawing on the work undertaken in previous sections, demonstrating how they are deliverable over the plan period, and be accompanied by a more detailed concept plan that builds on the preferred option.

### **i. Infrastructure and Capital Investment Plan (ICIP)**

The Consultant will need to propose a methodology for this activity that identifies the suite of critical strategic infrastructure and capital investment projects that are essential to underpin the delivery of the JSSIP. It should follow on from the infrastructure review and be closely linked to the strategic policies, and be based on engagement with infrastructure providers, the private sector, communities, and partner organisations. It should be informed by any SDIP work already undertaken, as well as the UGS scenarios and policy levers.

Where a requirement for strategic infrastructure or capital investment is identified, it should form a central part of the strategic policies, as well as be identified within the strategic urban project portfolio. In some cases, it may be necessary to include these proposals as a site-specific policy to safeguard land and facilitate delivery. The ICIP should be closely linked to the phasing of the spatial strategy, with infrastructure and capital investment phases developed that reflect the proposed spatial plan delivery phases, considering the planned growth in housing, employment and industry, retail and city centre uses, and population.

All the critical projects identified should include preliminary details regarding the main project parameters such as location, project scope, budget, program, and delivery approach etc., expanding on the details provided in the portfolio of strategic urban projects. This will enable the LGUs to identify the priority projects that will be jointly or solely financed and delivered by LGUs.

Since the JSSIP should also contribute to the emergence of regional growth frameworks under which a pipeline of larger scale joint investments critical for economic growth can be identified and funded at a later stage, the ICIP should also identify larger scale long term projects. The JSSIP should consider the implications this may have on land use and spatial planning over the current plan period, which should be duly reflected during the plan making process.

From the long-list of critical infrastructure and capital investment projects the ICIP should focus on the priority projects that the LGUs will be jointly or solely financing and delivering. These priority projects should be backed by an appropriately detailed project plan within the ICIP, which provides a framework to facilitate future work. The exact content of these project plans should be agreed in collaboration with the Client Team, but should focus on setting up the LGUs to undertake the next stages of project planning and delivery, focusing on scope, budget, and program development, accurate whole life-cycle costing and links to municipal budgeting processes, setting out project prioritisation and decision making processes, assisting in identifying pre-feasibility and business case requirements, and clearly identifying next steps. These plans should be developed in close partnership with the LGUs so as to build capacity within the municipalities, to ensure that collectively the LGUs are well positioned to undertake future activities, and to align projects with the wider business strategy and strategic objectives of each LGU. A standardised approach to the contents of project plans should allow

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<sup>9</sup> Site specific policies should be developed so as not to prejudice future planning decisions and allow for a variety of future design options and delivery approaches to be taken, since projects may be delivered by different partners. As such site-specific policies should focus on strategic issues, development parameters, and in safeguarding land where necessary.

for a reasonable comparison of alternative projects, and the ICIP should be structured so as to allow for annual updates.

Whilst the ICIP will need to consider the existing budgetary constraints of the LGUs and their capacity to jointly fund projects, the projects proposed should be aspirational and reflect alternative funding options where these can be reasonably justified. The Consultant's methodology should recognise that a mix of new build and refurbishment/asset improvements will likely be required, and innovative solutions should be proposed recognising the limited capacity/resources that are available for capital works. The approach taken should ensure that subsequent project selection, business case development, and financing arrangements are not overly biased towards new infrastructure/capital projects. This includes exploring demand management, and 'non-infrastructure solutions', such as capacity enhancement, asset management practices, productivity, technology, etc.

## **A6. Plan Implementation**

This section should demonstrate how the core plan elements will be delivered over the phases of the life of the plan, focusing on activities that the LGUs can individually and collectively take in relation to joint financing and delivery.

### **j. Implementation and Delivery Plan**

The Consultant will need to propose a methodology for this activity that identifies the means by which the JSSIP policies and projects (including both the strategic urban projects, and the infrastructure and capital investment projects) will be implemented and delivered. The LGUs should be involved in planning and undertaking these tasks so as to build capacity in the municipalities to undertake future delivery and implementation activities. Overall, the plan should identify key delivery partners, broad phasing of activities and investments (in four-year tranches), and a statement of the key LGU actions that will facilitate delivery. Greater detail should be provided in years 1-4 where certainty is higher. Where LGUs will be involved in either jointly or solely financing and delivering infrastructure and capital investment, the detailed project plans should be further developed within the implementation and delivery plan to identify key next steps for the LGUs.

The implementation and delivery plan should draw on the work already completed, and be undertaken in close collaboration with the institutional activities, to ensure that the LGU instructional capacity and LGU financial resources exist to jointly undertake effective implementation actions. The implementation and delivery plan should provide an action plan that includes, but is not limited to:

- An overall approach to implementation and delivery that facilitates partnership working and demonstrates a political commitment to plan implementation.
- A set of key actions for LGUs to undertake that are necessary to facilitate delivery of the spatial strategy, strategic policies, and strategic urban projects (strategic urban projects may be delivered by a variety of bodies including LGUs, private sector, or other partner organisations, and the LGUs should seek to provide an enabling environment for these).
- An approach to implementation and delivery of the suite of critical infrastructure and capital investments projects, identifying relevant clusters of projects where applicable. Target outcomes and indicators of success should be identified for each project, alongside identification of key delivery partners and identifying LGU actions to enable these projects.
- A strategic delivery framework for the critical infrastructure and capital investments projects that the LGUs will be either jointly or solely financing and delivering through the ICIP, outlining the key next steps for project planning and delivery across key topic areas including, but not limited to, such issues as: required official mandate, legislation, regulation, or policy to enable projects; spatial planning and policy requirements to enable projects; lead delivery agency and delivery partners key actions; potential funding source and analysis of main alternatives; potential delivery mechanism and main alternatives; and, likely direct revenue implications and potential economic impacts of each project.
- A strategic delivery timeline should provide an estimate of the delivery and implementation program, providing an indication of the key milestone dates, phases, and order of delivery.

### **k. Monitoring Framework**

The Consultant, working in close collaboration with the LGUs, will need to propose a methodology for this activity that develops a monitoring framework that facilitates the systematic and timely review of policy implementation and monitors the delivery of projects, including infrastructure and capital investment. The framework should include institutional arrangements to enable the results of the monitoring to inform future plan making and decision making, and responsibility for on-going monitoring should be mainstreamed into existing LGU review processes wherever possible, such as through the use of the UGS and Urban Performance Tool. The monitoring framework should seek to minimise the use of new metrics and indicators wherever possible, and utilise existing sources of data and information where available. This should aim to reduce the burden of monitoring on already overstretched LGUs, and the capacity of LGUs to undertake new review/monitoring activities should be closely scrutinised.

## **B. Institutional Activities**

This section should support the primary planning activities by looking at the wider environment in which plan making, decision taking, and implementation and delivery activities occur.

### **l. Institutional, Regulatory, and Policy Framework Review**

The Consultant will need to propose a methodology for this activity that builds on the ICUD's ongoing work on regulatory and institutional reform. This activity should provide options and recommendations that identify specific actions necessary to support delivery and implementation of the JSSIP, drawing on the specific experiences and knowledge gained from the work undertaken.

It should focus on the areas where specific opportunities or constraints have been identified in relation to joint strategic spatial planning, and the functionality of the new urban area plans within the existing legal, regulatory, and institutional framework. It should focus on the role of the LGUs and their ability to implement the JSSIP's urban and spatial policy, as well as their ability to jointly implement and finance urban projects. Strategic recommendations should also be provided where specific reforms to the institutional, regulatory, and policy environment have been identified that would significantly enhance either current or future urban area scale planning.

The review should also provide strategic recommendations on how to build legitimacy and develop a sense of collective ownership in the JSSIPs, and provide a strategy to do so within the existing planning framework, acknowledging that the JSSIP activities cannot be predicated on recommendations related to regulatory/institutional reform that may not be immediately deliverable.

### **m. LGU Institutional Capacity**

The Consultant will need to propose a methodology for this activity that provides a strategic review of the LGUs' internal institutional capacity. This includes the ability of LGUs to jointly plan and deliver the JSSIP activities and projects, individual and joint working arrangements and planning capacities, delivery and implementation arrangements, decision making procedures, project prioritization and selection processes, financing and resourcing, and monitoring and review capabilities specific to the JSSIP activities. The analysis should review the current situation to identify strategic opportunities and constraints, and provide a set of recommendations to strengthen LGUs individual and joint institutional capacity. This work should be informed by the ICUD's parallel work on regulatory and institutional reform, providing inputs into this work where necessary.

### **n. LGU/Municipal Finance**

The Consultant will need to propose a methodology for this activity that provides a more detailed review of LGU/municipal individual and joint finance including: fiscal capacity, funding arrangement/options, financial management practices, financing arrangement/options, financial data management, fiscal reporting arrangements, investment decision making, and portfolio and asset management practices related to the JSSIP activities. This work should be informed by the ICUD's parallel work on regulatory and institutional reform, providing inputs into this work where necessary.

It should provide strategic recommendations, and identify opportunities and constraints to implementing the JSSIP policies, and in financing and delivering relevant strategic urban projects. The recommendations will need to recognise that the JSSIP activities relate to a relatively small portion of the LGUs financial responsibilities, acknowledging that there are competing demands for capital funding arising from other work streams beyond the scope of this current project.

#### **o. Mainstreaming Joint Working and Planning Practices**

The Consultant will need to propose a methodology for this activity that seeks to mainstream joint working and planning practices across the five urban areas as a key process outcome of the JSSIP activities. This work should be informed by the ICUD's parallel work on institutional reform that includes the creation of Joint Planning Councils and the signing of MoUs, and that reflects aspirations to develop permanent joint administrative capacity at the urban area scale.

The JSSIP process itself presents a key opportunity to formalise stronger joint working arrangements within each urban area and within LGUs, and to demonstrate the benefits of cooperation and joint planning. The Consultant should provide a strategy within their methodology that demonstrates how the JSSIP activities will be structured and undertaken so as to build the capacity and experience of LGUs in this regard. This should principally focus on the core activities associated with the production of the JSSIP and its implementation as outlined in this scope.

The work should provide strategic recommendations, and identify opportunities and constraints under different scenarios including the continuation and strengthening of voluntary cooperation arrangements, to the creation of different forms of permanent joint administrative capacity on an urban area basis. The recommendations should focus on specific actions, opportunities, and constraints drawing on the specific experiences and knowledge gained from the detailed work undertaken as part of this project. This work should be informed by the ICUD's parallel work on regulatory and institutional reform, providing inputs into this work where necessary.

### **C. Consultation Activities**

Consultation activities should occur during all the JSSIP stages, drawing on the principles of participatory planning, reflecting contemporary best practice, and demonstrating diverse engagement including with women, marginalized and hard to reach groups. Activities may include public exhibitions, workshops, focus groups, and one to one meeting, and should include the public disclosure of information and transparency in consultation approaches. The Consultant's methodology should demonstrate how effective consultation will be undertaken as an integral part of the overall project plan, to develop transparency, accountability, and resilience.

#### **p. Private Sector Engagement**

The Consultant's methodology will need to demonstrate genuine engagement with the private sector. This will be critical to the success of the plan and in building legitimacy in both the process and outcomes. The Consultant's methodology should include engagement with key landowners, developers, and businesses, to understand their ambitions and to determine the probability of sites coming forward for development over the different phases of the plan. This will be essential to understand land supply for key land uses including housing, employment and industry, retail and city centre uses, and for transport and essential infrastructure. Since the majority of land held within the urban areas is privately owned, effective and early engagement with the private sector will be critical to underpin the core plan making and infrastructure and capital investment planning activities.

#### **q. Institutional Engagement**

The Consultant's methodology will need to demonstrate continual engagement with relevant institutions and delivery partners. This will be critical in facilitating and mainstreaming the joint planning process and delivery mechanisms, and in developing a sense of plan ownership amongst key

institutional actors including the LGUs, Mayors and municipal leaders, MoLG, regional and national government agencies, relevant ministries<sup>10</sup>, donors, infrastructure operators, etc. as required.

#### **r. Community Participation**

The Consultant’s methodology will need to demonstrate how the project will engage with a diverse range of communities, including the urban poor, women, marginalized and hard to reach groups. It should clearly identify community consultation activities for each project stage to building legitimacy, accountability, and resilience, and involve communities actively in decision making, including on finance and budgeting.

### **3. Research and Data**

The Consultant shall be responsible for gathering all the data and information, including maps and other geographic information, surveys, and conducting research necessary for the formulation and presentation of the JSSIPs and their components.

### **4. Consultation Workshops**

The Consultant shall conduct a minimum of four consultation workshops over a period of nine months to meet and work with the Client and key stakeholders. These include:

- Kick off meeting with ICUD team, urban area technical team, field visits to the urban areas.
- Consultation workshop 1: presentation of the Background Regional Spatial, Infrastructure, and Sectoral Report.
- Consultation workshop 2: presentation of the Infrastructure and Capital Investment Plan.
- Consultation workshop 3: presentation of the final Joint Strategic Spatial & Investment Plan for each of the Urban Areas.

The Consultant is expected to organize and facilitate these consultative workshops for key stakeholders in each of the urban areas to work in participation on the different components of the JSSIP and to receive feedback that should be reflected in the final draft of the output. This will include a workshop with the municipalities, village councils, and key stakeholders and delivery partners to identify the vision, strategic objectives, and preferred option.

### **5. Consultant qualifications**

The Consultant is expected to have strong experience in strategic urban planning and urban development, urban design, public policy, municipal finance, local economic development, housing, retail and commercial property, sustainability, infrastructure and capital investment planning, and related fields. The Consultant should propose a project team structure that has an overall project lead responsible for oversight of all the JSSIP work, with multidisciplinary teams suitable resourced that are overseen by separate team leaders to cover all the urban areas that shall include, but not be limited to:

	<b>Position</b>	<b>Experience</b>
1	Project team Leader/ Urban planner	Higher university degree in urban planning, urban design, development studies, or related fields. Minimum 20 years’ experience in urban planning and strategic plan making. Relevant experience in similar assignments regionally or internationally. Previous experience as a project lead on a similar assignment. Excellent management and communication skills. Excellent understanding of contemporary strategic urban issues,

<sup>10</sup> A preliminary list of relevant institutions and organization can be found in the PPM (2010) document.

		Excellent experience in city visioning and strategic planning at an urban area scale, including leading strategic capital investment planning.
2	Senior Urban planners (2) One for north urban areas and one for south urban areas	Advanced qualifications in urban and regional planning. Minimum 15 years' experience in fields related to urban and regional planning. Relevant experience in strategic urban planning for municipalities/city governments related to urban area scale strategic planning in the region highly desirable. Excellent management and communication skills. Excellent understanding of contemporary strategic urban issues, Excellent experience in city visioning and strategic planning at an urban area scale, including leading strategic capital investment planning.
3	Municipal finance specialist	Advanced qualifications in fields related to finance, urban economics, or development. Minimum 15 years' experience in fields related to municipal finance and capital investment planning, private sector development with a focus on retail, town center development, employment, industrial land, and commercial property. International / Regional experience is a plus. Excellent management and communication skills
4	Urban designer and landscape architect	Urban designer with a university degree qualification in urban design / architecture. Minimum 15 years of experience in urban design, infrastructure, landscape architecture, and civic projects. Relevant experience in similar assignments regionally or internationally, preferably working for municipal or state agencies on public realm, landscape, civic, and sustainable projects. Strong skills and experience in developing concept designs and strategic urban design guidance.
5	Public policy expert	University degree in public and/or urban policy, or related fields. Minimum 10 years' experience in related field. Professional experience in policy review and development. Knowledge and understanding of legal and institutional frameworks and related issues in developing countries; Palestine or Middle East and North Africa highly desirable.
6	Infrastructure and capital investment expert	Advanced qualifications in fields related to urban planning, engineering, and infrastructure. Minimum 15 years' experience in fields related to infrastructure services, infrastructure planning, and project costing. Relevant experience in the Palestinian context.
7	Housing expert	Advanced qualifications in urban planning, human geography, property, or related fields. Minimum 10 years' experience in housing sector development with a focus on strategic housing, urban upgrading (informal housing and camps), property, and residential land and housing markets. Excellent management and communication skills.
8	GIS and database expert	University degree in GIS /database development. Proven experience in mapping and special I planning analysis 10 years' experience in GIS, database development, or related fields.
9	Environmental specialist / planner	University degree in environmental sciences, or related fields.

		Minimum 10 years' experience in environmental/developmental policy with a focus on sustainable urbanism highly desirable.
10	Social and community development specialist	Professional social and community development and mobilization expert with degree level qualification in social studies, social development, or a related field. Minimum 10 years of experience in social development, community development, community consultation, and community participation in municipal decision-making. Experience with social impact assessments (identification, mitigation), participatory planning, community mobilization activities and the design of social/environmental mitigation measures as part of the Environmental & Social Management Plan (ESMP). Familiar with the Palestinian culture, traditions, and values across the different regions of the country. Familiarity with the Palestinian planning methodologies and systems (SDIP, etc.) is a plus. Familiarity with Human Rights Based Approach and (HRBA) and Conflict Sensitive Project Management (CSPM) is a plus.

## 6. Management Arrangements, Responsibilities, Coordination

**Study Counterpart.** The ICUD Project Team and individual client teams for each of the urban areas that are made up of representatives from each of the LGU areas (the LGUs are already working collaboratively on joint projects under a signed Memorandum of Understanding which promotes work jointly to implement ICUD project activities, and which are authorized to act as the primary counterparts to the Consultant).

**Steering Committee.** The mayors of the targeted LGUs will form a Steering Committee consisting of various stakeholders including representatives from other official bodies. The Steering Committee will be led by the MoLG and will include relevant representatives. The Steering Committee shall oversee the preparation of the JSSIP Plan. The committee shall meet on a regular basis with the Consultant to discuss progress, resolve problems, and agree on future policies and strategies.

**Project Management.** At the management and operational levels, the Consultant will coordinate technical matters with, and obtain approvals of deliverables from a technical committee comprised of the ICUD Technical Supervisor, acting as the contract manager, and the ICUD local technical team for each of the urban areas which includes the ICUD Technical Coordinator, in addition to 1-2 representatives from the relevant LGUs.

## 7. Deliverables

All deliverables shall be submitted to the ICUD Technical team both in hardcopy and electronic format (e.g. USB/flash drive or as required by the ICUD). The electronic copies shall include one version that is fully editable/open files for the maps, text, tables, etc. and another version in high resolution PDF format (print quality). In addition, the Consultant is required to deliver all raw files and data.

The deliverables are as follows (with the exception of the inception report, the deliverables shall be provided for each of the urban area individually):

**Inception Report:** 2 copies, submitted within two weeks of signing the contract. This report should provide further details regarding the study objectives and corresponding indicators/criteria for evaluating the achievement of the objectives. It should also provide a more detailed outline of the Consultant's approach and methodology for conducting the study, alongside an appropriately detailed work plan that provides a breakdown of the schedule, team resources, corresponding outputs/deliverables with key milestones (covering all items within the scope), and providing details on the composition of the Consultant team including roles and responsibilities for the project team leaderr, and the approach to management of the team, the team structure, and quality assurance

mechanisms. The report should identify the key stakeholders and delivery partners that be consulted as part of the study, alongside a schedule that identifies the workshops, filed surveys, and site visits that will be undertaken within the Palestinian territories.

**Background Regional Spatial, Infrastructure, and Sectoral Report:** 8 copies, submitted within three months of appointment. This report should present the findings from the assessment and analytical work undertaken (sections A1, A2, & A3), and should reflect the comments, client feedback, and consultation undertaken during the assessment work and interim report.

**Vision, Strategic Objectives, and Spatial Strategy Report:** 8 copies, submitted within four months of appointment. This report should present the conclusions of the framework development including the results from the workshops and consultation with the municipalities and village councils to agree a vision, strategic objectives and preferred spatial strategy option (section A4).

This report should be accompanied by draft findings from the institutional activities (section B), which should be used to inform the subsequent plan development and plan implementation activities.

**Interim Report 1:** The Consultant should provide an interim report outlining the work undertaken and the direction of travel related to the key components of work proposed in sections A5 and A6, within six months of appointment. The interim report should be in a draft format and focus on the key strategic issues, identifying the main strategic policies with draft policies proposed, a draft infrastructure and capital investment plan, and an outline of the implementation and delivery plan and monitoring framework. It should provide an outline of the structure of the final report and identify the remaining work to be undertaken. This will allow the Client the opportunity to review and comment on the work undertaken and proposed next steps.

**Infrastructure and Capital Investment Plan:** 8 copies, submitted within seven months of appointment. This report presents a detailed infrastructure and capital investment plan and corresponding implementation and delivery plan (sections A5.i and A6.j). This report should be presented as a core part of the JSSIP document, but be designed so as to allow the information to be updated over the life of the plan as projects are developed in greater detail and are delivered.

**Final JSSIP:** 8 copies The Consultant should provide a JSSIP report within eight months of appointment. This is the complete report outlining the Joint Strategic and Spatial Plan for each urban area. It should provide a relevant summary of each of the previous reports and cover all of the work and assessment undertaken in all sections, including a summary outline of the consultation undertaken. It shall include an executive summary and be presented in a highly visual manner with appropriate plans, maps, diagrams, and illustrations.

This report should be accompanied by final findings from the institutional activities (section B), which should be used to inform the plan development and plan implementation activities.

**Final Report:** the final report shall include – an executive summary that summarizes the activities conducted by the Consultant, and documentation of all the visits and meetings conducted and include a summary of the consultation/collaboration undertaken as part of the work, including formal and informal discussions with the municipalities and village councils, and other key stakeholders and delivery partners in addition to the outputs produced, results achieved, obstacles encountered, summarized and prioritized recommendations, recommendations to improve future similar assignments, etc.

*Except for the Inception Report, Interim Report 1, and Final Report, all reports shall be presented to the ICUD technical team, MDLF, the World Bank, and representative of key stakeholders and interested groups (including the LGUs, and Steering Committee, etc.), and shall incorporate any feedback and recommendations. The Inception Report, Interim Report 1&2, and Final Report shall be provided to only the MDLF, ICUD, and World Bank for review, and shall incorporate any feedback and recommendations.*

*The Consultant shall provide draft copies of each of the reports identified above for review and comment to the Client in accordance two weeks before the agreed schedule date, incorporating*

*feedback and recommendations into the final reports as required (for Interim Report 1 Client feedback should be addressed within the draft report that is subsequently submitted).*

*All submitted outputs/reports/documents/photos/maps under this contract, including but not limited to plans, illustrations, diagrams, survey and field data, estimates, digital information, computer model and data, specifications, and studies completed or partially completed shall be the property of the Client upon completion of the contract or termination of the Agreement. Copyrights will be governed by existing laws, rules and regulations.*

## **Summary of Deliverables**

Inception report	End of week 2
Background Regional Spatial, Infrastructure, and Sectoral Report	End of month 3
Vision, Strategic Objectives, and Spatial Strategy Report	End of month 4
Interim report 2	End of month 6
Infrastructure and Capital Investment Plan	End of month 7
Final JSSIP	End of month 8
Final report	End of month 8

## **8. Time line and Level of Effort**

The total estimated duration of the assignment is eight months from signing of contract. The level of effort for this assignment is estimated to be 85 man-months.

## **9. Payment Schedule**

The payment schedule shall be as follows:

- First Payment: 15% of the contract value upon submission and approval of the Inception Report and its acceptance by the Client.
- Second Payment: 30% of the contract value upon submission of Background Regional Spatial, Infrastructure, and Sectoral Report and its acceptance by the Client.
- Third Payment: 25% of the contract value upon submission of the Infrastructure and Capital Investment Plan and its acceptance by the Client.
- Final Payment: 30% of the contract value upon submission of the Final Joint Strategic and Spatial Plan for each urban area, and submission of all final deliverables with the required specifications and number of copies, and its acceptance by the Client.

## **10. Reporting**

The Consultant will report to the ICUD Technical Supervisor Shuruq Jaber and the ICUD Fiduciary and Safeguards Agency, MDLF.

## **11. Document List**

- National Adaptation Plan (NAP) to Climate Change (2016), Environment Quality Authority (EQA)
- National Policy Agenda (2017-2022)
- National Spatial Plan (2025-2050)
- Physical Planning Manual (2010) Ministry of Local Government
- Strategic Environmental and Social Assessment for five Targeted Urban Areas in West Bank & Gaza (SESA)
- Technical Note: A Technical Note Land Acquisition, Restrictions on Land Use and Involuntary Resettlement, The World Bank. for Applying Willing-Buyer Willing-Seller Approach to Acquiring Land”
- Joint Spatial Development Framework for Ramallah Al Bireh Betoinea, 2016
- Joint Spatial Development Framework for Nablus Urba area. 2020
- Spatial Development Framework for the following LGUs: Bethlehem, Beit Jala, Beit Sahur, Artas, Hebron, Halhul, and Beit Kahil.