

Terms of Reference

Integrating Resilience in Local Governance in West Bank and Gaza (WB&G)

Background and Context

1. In response to a request from the Palestinian Authority, the World Bank extended additional funding support to municipal governments in West Bank and Gaza as they manage the adverse impacts of the COVID-19 global pandemic. The efforts and resources of the Palestinian Authority alone are inadequate to address the large financing gap created by the social and economic challenges that arose from the pandemic. These new challenges compounded the pervasive development and political issues faced in WB&G. The ongoing Municipal Development Project (MDP3-3) was restructured to channel some USD15 million to affected municipalities.
2. The project retains its original project development objective of enhancing the institutional capacity of municipalities for more accountable and sustainable service delivery. However, the project was enhanced to address the impacts of the public health emergency, and at the same time, contribute to the long-term resiliency of the affected municipalities. The project now allows to finance the costs of municipal activities that respond to the COVID-19 pandemic, sustain the provision of critical activities, and provide relief to vulnerable communities during the crisis. Further, a Contingency Emergency Response Component was added to finance response to imminent crises or emergencies throughout the life of the project.
3. The additional funds will finance (a) priority investments contained in local Strategic Development and Investment Plans (SDIPs); (b) capacity development interventions; (c) projects with potential for private sector engagement. Being at forefront of the battle against COVID, local governments could definitely benefit from infusion of resources to provide basic services critical for controlling the pandemic and facilitating the recovery of their communities.
4. The onslaught of the COVID-19 pandemic across the globe highlighted the value of making governments, whether at the central or local levels, resilient to emerging complex emergencies, brought about by either natural or man-made hazards. While the impacts of these hazards may be different, there is a clear convergence in the aim of ensuring that communities have the capacities to absorb and recover from the effects of emergencies and disasters. Similarly, governments must equally have the means to mitigate and address the human and economic toll from disasters.
5. Under this restructured project, a capacity building component will be implemented to create knowledge and practice for building resilience at the local level. The project will likewise support efforts to institutionalize these efforts through the leadership of the National Disaster Risk Management Council (NDRMC).

Description of the Assignment

6. The target outcome of this Assignment is to lay the foundation for integrating resilience in local governance through the production of technical knowledge, information, and guidelines and the conduct of the corresponding institutional capacity development. To achieve this target, the Assignment is composed of the following activities:
 - a. *Conduct of a Multi-Hazard Risk Assessment and Mapping.* Scientific and technical information will be collated to produce multi-hazard maps and tools to inform plans and priorities. The assessment will be carried out through a methodology in line with international good practice and in a quality that can be used by local governments for their local resilience planning and for possible development of resilience-related decision-support tools.
 - b. *Development of Guidelines on Local Resilience Planning.* Complementary to above output, the Assignment will formulate a set of practical guidelines for local resilience planning. It will dovetail from the results of the multi-hazard risk assessment above and will integrate both local policies and international knowledge. The guidelines will be designed to enable the participating local governments to complete the planning process within the prescribed time period. The guidelines will be packaged in a manner that can be easily replicated by other local governments in WB&G.
 - c. *Formulation of Resilience Plans for Pilot Local Governments.* The Assignment will reach out to a target of around 20 local governments to facilitate a resilience planning process. These resilience plans will inform the prioritization of recovery investments that can be implemented under the project or under other financial instruments that are available to them. The Assignment will be carried in a manner that will efficiently reach the target number of local governments.
 - d. *Formulation of resilience standards for critical infrastructure.* With ever-growing complexity of hazards, infrastructure and other public facilities will have to be retrofitted/designed to enhance their structural integrity and functionality. The Assignment will propose engineering designs and standards that take into account the hazards identified in the area and increasing demand for such facility (*e.g.*, due to a growing population). The Assignment will also identify the roles of actors and the corresponding capacities required to formally adopt and apply these standards across government agencies and the local design community. Hence, these partners will be consulted in the drafting of said standards.
 - e. *Capacity building of the National Disaster Risk Management Center (NDRMC).* The Assignment will carry out a focused capacity building intervention for the NDRMC to sustain project gains. The technical capacities of the NDRMC to utilize the results of the

multi-hazard risk assessments for planning, policy making, and technical assistance provision to local governments.

7. This Assignment consolidates the implementation of all of the activities mentioned above, under a team of consultants organized under a firm, a university, or a technical research institution. The Assignment will tap multiple expertise in the field of disaster risk reduction (DRR) to produce the target outputs within given period and resources.
8. The Assignment will be carried out in consideration of the following:
 - a. *Inclusion of Gaza Strip.* This Assignment will cover both West Bank and Gaza, and as such, appropriate strategies for carrying out the work in these two geographic areas will need to be considered. The Consultant must be fully aware of the conditions of working in both areas.
 - b. *Participatory engagement.* As many of the above activities are rather nascent, the Assignment will need to be carried out in consultation with local partners and institutions to achieve consensus and build ownership of these reforms.
 - c. *Efficient and effective implementation.* Given limited time and budget to complete the Assignment, determining the strategies for efficient and effective implementation of this Assignment will thus be left to the Consultant, in consonance with its proposed methodology and approach.
 - d. *Practical, but sound approaches.* As the current disaster risk management (DRM) policy in WB&G is more focused on disaster response, the capacities among national and local institutions on pro-active DRR approaches are rather limited. As such, the outputs will have to be simpler and more practical, without sacrificing their quality in line with globally accepted standards and practices.
9. Apart from producing the above technical outputs, the Assignment will (a) identify the gaps and capacities that exist among national institutions to sustain this undertaking; (b) provide guidance on how such capacities can be built by identifying key actions that can be integrated into the national DRM strategy; and (c) recommend priority infrastructures for retrofitting or rehabilitating which the municipalities can pursue under MDP3.

Detailed Tasks and Responsibilities (Scope of Work)

10. The Assignment entails the conduct of the following tasks:
 - a. *Conduct of a Multi-Hazard Risk Assessment and Mapping*
 - Undertake a scoping of existing technical assessments (*e.g.*, hazard characterization, climate and disaster risk assessments, vulnerability assessments, *etc.*) and other information necessary to effectively carry out the assessment, including a review of

related disaster risk management policies that provide for related institutional mandates and operational guidelines;

- Conduct a technical assessment of the hazards and climate change stimuli in WB&G, including the identification of hazards, technical characterization (*i.e.*, intensity, magnitude, location, frequency and probability) and their potential impacts, using available historical data and modeled data. If the latter is not available, the historical data will be used to model future events and cycles of recurrence and frequency.
- Identify the exposed population and assets and assess their vulnerabilities and capacities, including but not limited to the social, health, environmental, physical, and economic conditions that can affect their vulnerability and capacities to absorb, cope, and recover from identified hazards. To the extent possible, the exposure data will be prepared at the municipal level to support the conduct of local resilience planning.
- Evaluate the prevailing coping mechanisms relative to the identified hazards and the corresponding risks and recommend priority actions for risk reduction that the PA and its partner institutions can consider implementing, especially under MDP 3;
- Produce risk maps at resolutions that can be used to promote preparedness and awareness among the public on the hazards and risks on the ground and community-level preparedness and contingency planning. The maps will be prepared using appropriate, accessible, and user-friendly mapping platforms that can be easily updated by local authorities. These platforms must also enable the development of databases for eventual updating. The use of non-proprietary systems is encouraged. The maps must also adhere to existing official cartography parameters and projection system.
- Identify gaps in systems and capacities to sustain the conduct of multi-hazard risk assessments and mapping that can be built over time, which can also be supported by the Palestinian Authority (PA) or its development partners;

b. Development of Guidelines on Local Resilience Planning.

- Conduct a scoping of existing resources especially in the global DRM community that similarly aim to build local resilience. Relevant and practical elements of which will be synthesized to form the set of guidelines for local resilience planning in WB&G. These guidelines will consider the use of the multi-risk hazard information and other relevant tools that will facilitate the prioritization of investments to reduce the vulnerabilities of communities in WB&G and/or promote their recovery from COVID-19 and other emergencies.

- Formulate a set of practical guidelines that local governments can adopt to formulate their local resilience plans. Review these guidelines vis-à-vis existing relevant policies in WB&G to ensure that they are aligned, with the possibility of reflecting critical instructions into these guidelines.
- These guidelines will be tested in a sample of 20 local governments and refined for potential roll-out among the rest of the local governments in WB&G. These guidelines will be packaged in such a way that they form a body of knowledge that becomes readily available for LGUs to adopt, with assistance from their own partners.

c. Formulation of Resilience Plans for Pilot Local Governments

- Propose a set of criteria leading to the identification of the pilot local governments. Consult with the MDLF, NDRMC, and World Bank Task Team to secure approval for these criteria, as well as the ensuing list of pilots. A target of 20 pilot municipalities will be covered in the resilience planning process.
- Design a training capacity methodology based on the approved guidelines. Carry out these interventions using appropriate technology and efficient delivery schemes, in consideration of prevailing quarantine measures in WB&G. Coordinate with the pilots regarding the work plan and ensure agreement on the process and target outputs. Undertake a quality check of the outputs. At least three workshop events are expected to be organized leading to the formulation of the local resilience plans. These workshops are expected to cover understanding local risks, action planning (including resource mobilization), implementation and monitoring. The Consultant will propose in their methodology with the final number of workshops, along with strategies to cover the 20 municipalities across WB&G.
- Propose measures how the training can be rolled out to cover more local governments in WB&G, beyond the 20 pilots above. Propose partnerships, delivery schemes, and other strategies for further consideration by MDLF and NDRMC for negotiation with other funders.

d. Formulation of resilience standards for critical infrastructure

- Review existing policies or guidelines that pertain to the promotion of structural resilience, particularly of critical infrastructure, such as schools, child centers, and health facilities, etc. Assess whether these require updating or enhancement based on the multi-hazard risk assessment. Consult with the local community of engineers, architects, planners, and other relevant stakeholders to understand local practices

and assess feasibility of recommended courses of actions. At least one focused group discussion will be organized for the consultations.

- Identify the roles and responsibilities of local institutions in PA for regulating the construction at the central and local levels. Assess the policy and institutional weaknesses in the current system and propose reforms that may be taken up by the NDRMC, including strategies to address institutional gaps.
- Integrate relevant instructions in the local planning guidelines to encourage prioritization of structural resilience in their recovery plans. Establish the long-term economic and financial benefits of structural resilience. Advise World Bank and the partner PA authorities how structural resilience, including retrofitting and upgrading, can be implemented under the MDP-3. This may include reviewing proposals from participating pilots and other proposed projects for MDP-3 and identifying opportunities for structural resilience, among other possible approaches.

e. Capacity building of the NDRMC

- Undertake a training needs assessment of the staff of the NDRMC, especially in relation to planning, policy-making, regulation, and provision of technical support, particularly to local governments. Design a focused capacity building program that will address key gaps above, with an aim for NDRMC to sustain and/or build on the gains of the project. Capacities related to the use of multi-hazard risk information for local resilience planning and the promotion of structural resilience must be included in this program. At least three workshops are expected, with around 80 participants from the NDRMC and DRM Technical Committed are expected to participate.
- Identify appropriate training methodologies and approaches, including the possibility of converting these into knowledge products that the NDRMC can utilize even after the completion of the project.

f. Cross-cutting Activities

- Conduct consultations and workshops with Palestinian institutions, including relevant ministries, sample municipal governments, learning and technical research institutions, insurance industry and other financial institutions, and multilateral and bilateral institutions, among others to understand the DRM policy landscape, available data, past, existing or planned initiatives, and to vet on the outputs of this Assignment. The Consultant must ensure that there are planned consultations in key milestones of the Assignment to secure guidance from the WB and PA counterparts;

- Coordinate the activities of the project, including their proper sequencing to fit them within the 13-month timeframe. This will also determine the deployment of expertise, as well as the conduct of a more efficient dialogue and engagement with project partners and stakeholders; and
- Ensure the timely submission of reports and project documentation to the World Bank and NDRMC counterparts, including the reporting of implementation issues and bottlenecks that require World Bank and/or NDRMC.

Outputs and Payment Conditions

11. The outputs that are expected to be produced are the following:

Multi-Hazard Risk Assessment and Mapping

- a. Baseline disaster risk information for West Bank and Gaza, as well as the policy and institutional landscape for disaster risk assessment;
- b. Multi-hazard risk assessment for known hazards in WB&G, including a description of the methodology adopted;
- c. An overall exposure, vulnerability, and capacity assessment of municipalities in WB&G, describing the exposed population and assets, vulnerabilities and capacities, including knowledge and coping mechanisms;
- d. Multi-hazard maps in varied resolutions that can be used for town and community planning, and awareness and advocacy;
- e. Recommendations for improving the domestic capacity for risk assessment and for building public awareness of these risks;

Local Resilience Planning

- f. Local resilience planning guidelines that will describe the planning formulation that includes understanding local risks, assessing local vulnerabilities and capacities, and identifying and prioritizing corresponding risk reduction policies and measures;
- g. Delivery of a technical assistance program for local resilience planning, including strategies for delivery, training instruments, session guides, powerpoints, etc. that can facilitate roll-out in other local governments. At least three workshops are expected to be organized, that are consistent with prevailing COVID-19 quarantine measures. At least three representatives from the municipalities are expected to participate in these trainings;

- h. Formulation of a sample of 20 local resilience plans, as a result of the technical assistance above. The plans will be formulated by the municipalities themselves with guidance from the Consultants to ensure that the plans meet the corresponding quality embodied in the local planning guidelines as described under item (f) above;

Structural Resilience

- i. Assessment of policy and institutional landscape for structural resilience in WB&G and recommendations to address these gaps, leading towards strengthened regulation and widespread adoption of such standards;
- j. Technical recommendations for improving structural designs, specifications, and standards, particularly of critical infrastructures;
- k. List of subprojects identified by the pilot municipalities that may be prioritized for structural resilience under the MDP-3;

Capacity building for NDRMC

- l. Capacity building program for NDRMC, including a training needs assessment and training instruments; training tools will be packaged into knowledge products for future use and reference by the NDRMC staff; and
- m. Delivery of training for NDRMC on the use of multi-hazard risk assessments, especially in relation to planning, policy-making, regulation, and provision of technical support, particularly to local governments. At least three training sessions will be organized, compliant with local quarantine measures.

12. Related to above, payment under the contract will be triggered following the submission of the outputs as described below. Notwithstanding the proposed timeline below, the Consultant may undertake the activities simultaneously, subject to the proposed project approach and methodology. Payment will be made upon acceptance by MDLF of these outputs.

Output	Target Timeline	Payment Triggers
Inception Report	2 weeks after contract signing	10%
Guidelines on Local Resilience Planning	Month 3	5%
Multi-Hazard Risk Assessment and Mapping		

- Multi-Hazard Assessment	Month 4	15%
- Exposure and Vulnerability Assessment and Full Module with Maps, Tools, etc.	Month 7	15%
Completion of Resilience Plans for Pilot Municipalities	Month 9	25%
Capacity Building of NDRMC	Month 11	20%
Resilience Standards for Critical Infrastructure	Month 12	5%
Terminal Report	Month 13	5%
Total		100%

13. In addition to the technical outputs, an Inception Report will likewise be submitted, containing the proposed methodology, approaches, project schedule, manpower deployment, and other implementation strategies for this Assignment. The Inception Report will be submitted two weeks after the signing of the contract. In the course of implementation, concise activity reports are also required to be submitted to document project events. At the end of the project, a Terminal Report will be submitted containing all the recommendations that will serve as a roadmap for local resilience building in WB&G. The reports will be submitted in both English and Arabic.

Qualifications and Experience

14. The Consultant is a reputable firm, university and/or technical research institution with at least 15 years of relevant experience. The primary experience is the conduct of disaster risk assessment and related expertise, such as multi-hazard catastrophe risk modeling, climate risk assessment, climate change modeling, and the like. Similar and/or related experience working with the public sector is preferred and experience with bilateral and/or multilateral institutions and/or conducting a similar work in the region and in WB&G would be an advantage.

15. The Consultant will organize the adequate number and expertise necessary to effectively, efficiently, and successfully carry out the activities and deliver the outputs stipulated in this TOR. The Consultant will identify the key and non-key expertise, qualifications, and manpower inputs, in accordance with the proposed approach and methodology. However, at the minimum, the Consultant will be able to mobilize the following team members. The roster of experts may include international and national experts.

Key Experts

a. *Team Leader and DRM Specialist (1)*. The team leader must have at least 20 years of experience in DRM, including the conduct of multi-hazard risk assessment. The team leader will be responsible for the overall implementation of the Assignment, including the performance of the team members, coordination with the World Bank task team, partners in the Palestinian Authority and other stakeholders, and utilization of resources. S/he will

also be responsible for addressing bottlenecks faced by the team and flagging issues that call for World Bank intervention.

The Team Leader has to possess the following qualifications: (a) advanced degree in DRM (including earth science, meteorology, geology, geophysics, seismology, hydrometeorology, *etc.*), economics, engineering, environmental science, and related fields; (b) at least 20 years of experience in the field of DRM; (d) possesses the ability to manage a team of experts and demonstrates high level of leadership and dependability; (e) is able to work in a multi-cultural environment; and (f) fluency in English (written and spoken).

The Team Leader will be responsible for (i) finalizing the detailed work plan, in consultation with the World Bank and project partners; (ii) ensuring its timely implementation of project activities; (iii) leading the discussion and engagement with World Bank, PA, NDRMC, and other project partners; (iv) reviewing the team's outputs and guaranteeing its quality; and (v) delivering a final version of the outputs based on the WB and PA's comments.

- b. *DRM Specialist and Deputy Team Leader (1)*. The Consultant will have the following qualifications: (i) at least 10 years of experience in the DRM field, conducting institutional assessments and designing capacity building interventions. The Deputy Team Leader will assist the Team Leader in delivering the expected quality of the project outputs and other deliverables. The Deputy Team Leader will also focus on the capacity building component of the project, both for the NDRMC and the municipalities, ensuring that they are in line with global practices, tailor fit to the needs of the partners in the WB&G.

The Deputy Team Leader will have the following qualifications: (a) advanced degree in DRM-related fields (including urban planning, public administration, public policy, economics, disaster risk management, engineering, environmental science, *etc.*); (b) at least 15 years of experience in the field of DRM; (d) possesses the ability to manage a team of experts and demonstrates high level of leadership and dependability; (e) is able to work in a multi-cultural environment; and (f) fluency in English (written and spoken).

The Deputy Team Leader will (a) support the daily coordination with the project partners and stakeholders; (b) lead development of capacity building programs, including the preparation of training strategies and tools and delivery of training courses; (c) package training outputs and guidelines into knowledge products and finalize related project documentation reports; and (d) assist the Team Leader in reviewing and finalizing team outputs to meet the desired quality.

- c. *Structural Engineer (2)*. The Structural Engineer will have the following qualifications: (a) at least 10 years of experience in the field of structural engineering, designing and/or analyzing structures to withstand natural hazards (*e.g.*, earthquakes, typhoons and flooding, and windspeeds); (b) advanced degree in civil/structural engineering; (c) has experience working in the region; (d) ability to work in a multi-cultural environment; and

(d) fluency in English (written and spoken). Membership in a board of engineers in the country of origin or possession of an international certification would be preferred. Experience in the conduct of structural assessments following a disaster would be welcome. Good understanding of how technical regulation works especially at the local level would be helpful in the conduct of this Assignment.

The Structural Engineer will focus on the resilience component of this Assignment. S/he will lead the discussion with the local technical community of engineers, architects, and other experts. The Structural Engineer may be required to undertake field assessments, especially in identified high risk areas in the risk assessment.

- d. *DRM Institutional Specialist*. The Consultant will lead the capacity building of the NDRMC. The Specialist will have the following qualifications: (a) at least 10 years of experience working in the DRM field conducting institutional assessments and designing training programs; (b) advanced degree in any DRM and related degrees (*e.g.*, hazard science, engineering, urban development, public administration, organizational development, *etc.*); (c) ability to work in a multi-cultural environment; and fluency in English (written and spoken).

The Institutional Specialist will assist the Deputy Team Leader in the capacity building component of this Assignment. S/he will focus on the institutional assessment of the NDRMC and the design of the corresponding interventions for the NDRMC and the Technical Committee. The Institutional Specialist will also assist the Deputy Team Leader in designing the training program for the municipalities to ensure that they complement with the corresponding program for the NDRMC.

- e. *National DRM Specialist (2)*. The national consultant must have the following qualifications: (i) at least 10 years of experience; (ii) advanced degree in hazard science, environmental science, engineering, economics, social sciences, and other related fields, (iii) in-depth knowledge of the DRM policies and institutional arrangements for DRM in the PA; and (iv) fluent in English (spoken and written).

The national expert will assist the Team Leader and team members in the (a) collection and assessment of available information and DRM policies, systems, capacities, plans and strategies; (b) coordination and engagement with the PA, local governments, and other national institutions; (c) designing consultative events to be organized under the project, to ensure that all relevant institutions are represented; and (d) adapting international practices with the local context to make these outputs relevant and responsive to the needs of the PA, local governments, and other partners.

16. The Consultant will submit the proposed methodology, including completing the work in a maximum period of 13 months, and the corresponding manpower and resource requirements to complete the work.

17. Through an Expression of Interest (EOI), the Bank will shortlist eligible firms from among those that submitted their EOIs. The MDLF will undertake the procurement and other procedures, in consultation with the NDRMC as the key partner for this initiative.

Project Administration

18. The MDLF will be responsible for coordination of all activities with the consultant, receiving and approving invoices for payments, and acceptance of all deliverables.