

Terms of Reference for Preparing Spatial Development Strategic Framework “City-region Plan” for Hebron Governorate

United Nations Human Settlements Programme (UN-Habitat) in Palestine



In collaboration with: Ministry of Local Government (MoLG)



**State of Palestine
Ministry of Local Government**

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Terms of Reference for Preparing

Spatial Development Strategic Framework “City-region Plan” for
Hebron Governorate

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1. Introduction

The initiative to prepare “Spatial Development Strategic Frameworks (SDSFs)” is initiated by the Palestinian Ministry of Local Government (MoLG) in partnership with the United Nations Human Settlements Programme (UN-Habitat) under the framework of the project “Fostering Tenure Security and Resilience of Palestinian Communities through Spatial-Economic Planning Interventions in Area C” that avails financial assistance from the European Union. The SDSFs, also known as city-region plans aims at promoting the process of sustainable spatial development in the occupied Palestinian territory. The SDSFs are a critical component in the realization of an overall spatial framework for the State of Palestine and will be harmonized with the National Spatial Plan (2050) and the National Policy Agenda (2017-2022). Overall, the SDSFs seeks to achieve geographical and demographic balance within the independent Palestinian state on the 1967 borders, including Area C and occupied East Jerusalem under Israeli control as classified in the Oslo Accords (1995).

This innovative initiative seeks to integrate the planning practices related to the preparation of strategic development plans and those related to the preparation of master plans in order to achieve many developmental objectives related to achieving social justice, optimal utilization of natural resources and achieving higher economic growth rates, in addition to contributing to the development of appropriate and apposite solutions to economic, social and environmental challenges, and to develop a spatial vision for the advancement of the less fortunate areas, especially the Palestinian communities located in Area C at the level of the West Bank governorates and their functional integration with its Palestinian surroundings. This will support national efforts led by the MoLG and UN-Habitat to adopt the New Urban Agenda and achieve the 2030 Agenda for Sustainable Development, including SDG 11, in line with the “Palestine Vision 2025-2050” document adopted within the framework of the National Spatial Plan that provides a general view of the vision framework in seven main areas: economy, urban development, infrastructure, demography, international relations, services, and natural resources.

It is worth mentioning that the SDSFs contribute to highlighting the spatial characteristics, identifying and assessing the resources and the sectoral needs of the governorates, which are carried out in an interactive and participatory environment among all parties, especially the most vulnerable groups. This constitutes the basis for sound planning that directly affect the identification of sustainable spatial development policies at regional and, local levels. The SDSFs are equally important for the national and local levels. They serve as a guiding tool for promoting development priorities at the national and local levels. The process of developing SDSFs at the governorate level and the process of preparing strategic development and master plans for communities, in addition to coordination and identification of development priorities at the regional and local levels will provide better opportunities for successful plans and contribute to the financing and implementation of projects emanating from them without wasting resources. Due to the importance of preparing SDSFs for governorates, the “District Strategic Development Planning Manual” was prepared by the MoLG in cooperation with the Ministry of Planning and with technical support from the United Nations Development Programme (UNDP) and financial support from the Irish Government. This manual aims to support and facilitate the process of achieving strategic development plans for the governorates to become the guiding strategies for the regional planning of the Palestinian governorates, which was piloted in the preparation of a strategic spatial development framework for Jenin governorate. In another context, MoLG has developed the “Urban Planning Manual” with technical and

financial support of the Danish government to provide guidance for the preparation of master plans to complement the strategic development plans prepared at the local level, to place it within a spatial dimension that encompasses all development sectors. Moreover, the SDSFs for Tubas, Qalqilya and Bethlehem governorates have been developed with technical support of UN-Habitat and financial support of the Government of United Kingdom. Important to refer to the Joint UN Strategy for Hebron (2016) that was prepared by the UN family in Palestine with technical support from UN-Habitat and in partnership with the Governor Office in Hebron as a joint UN response to persistent challenging development conditions in Hebron Governorate. The Strategy was developed using a human-rights based approach to analyze the situation, identify human rights that are not respected, protected and fulfilled for the most vulnerable and disadvantaged people living in Hebron.

In this context, the Spatial Development Strategic Framework "City-region Plan" for the governorate of Hebron will be prepared, which will be based on the "District Strategic Development Planning Manual", "Urban Planning Manual" and the Law of Planning of Cities, Villages, and Buildings, no. 79 for the year 1966 and its amendments as described in the work methodology described below. UN-Habitat's publication entitled: Implementing the New Urban Agenda by Strengthening Urban-Rural Linkages – Leave No One and No Space Behind (2017) could provide normative insights, and fit-for-purpose methodologies.

2. General Background on West Bank and Hebron Governorate

The West Bank has a total area of 5,661 km² and it is home to more than 2.9 million people, 70% of whom live in urban areas, 25% in rural areas and 5% in refugee camps. The built-up areas comprise 5% of the West Bank. According to the Palestinian Central Bureau of Statistics (PCBS) for the year 2016, there are 2,194 schools in the West Bank and 9 universities (about 146,000 university students). There are 51 hospitals, covering more than 3,600 beds, an average of 1.76 hospitals per 100,000 inhabitants, 12.41 beds per 10,000 inhabitants and 587 health care centers.

The West Bank is divided into three different areas according to the Interim Oslo Accords of 1995. Area C is under full Israeli occupation and covers 3,456,440 dunums of land, about 60% of the West Bank. Area B is under the administrative control of the Palestinian Authority (PNA) and the security control of the Israeli occupation forces, and it covers 1,035,375 dunums of land, or 18% of the West Bank, and is under the full administrative and security control of the PNA, covers 1,004,805 dunums of land, or 17% of the West Bank, and there are approximately 200 illegal Israeli settlements in the West Bank and 220 outposts, with a total of half a million Israeli settlers, representing 21% of the West Bank population. The total area occupied by the Israeli settlements is 188,266 dunums, or about 3% of the West Bank. The area of master plans for Israeli settlements is approximately 40% of the West Bank. The length of the Separation Wall/Barrier in the West Bank is 767 km, isolating about 733,696 dunums of land or 13% of the West Bank, where more than 78 Palestinian communities are affected by the Wall.

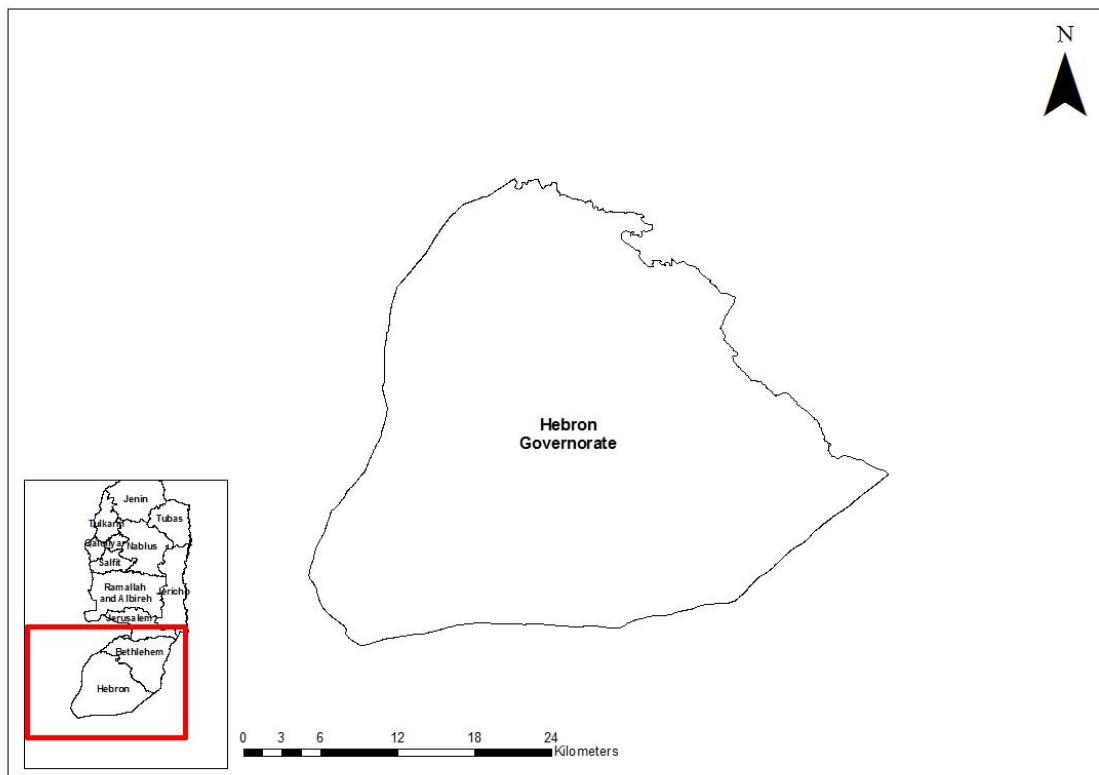
General Background on Hebron Governorate

The governorate of Hebron is located in the south of the West Bank. It is the largest governorate in terms of area and population. It occupies an area of 936,913 dunums and 729,193 inhabitants, 85% of whom live in urban areas, 12% in rural areas, and less than 3% in in Arroub and Fawwar refugee camps. The built-up area covers 229,797 dunums of the governorate area.

According to PCBS statistics for the year 2011 regarding the availability of public service facilities, there are 468 schools, two universities and a technical college. There are 9 hospitals with a capacity of 532 beds, in addition to 150 health centers in the governorate. In terms of municipal services, 44 communities (out of 92) are connected to water networks from an Israeli source (Mekorot), 7 communities connected to Palestinian water networks, and 40 communities without a water network. Regarding sanitation, there are 4 communities connected to the sewerage system, while 78 are dependent on septic tanks.

In terms of geopolitical classification, Area C, covers 470,607 dunums (50%) of the territory of the governorate, Area B is covering 238,228 dunums (25%). While Area A, covers 205,486 dunums and represents 25% of the territory. The city is divided into H1 and H2 under the 1997 Hebron Protocol. H1 covers approximately 80 per cent of the city and is under Palestinian civil and security control. H2 is under Israeli military control and Palestinian civil control. The Separation Wall/Barrier extends over 89 km and isolates 109 dunums of the governorate's land. There are 38 Israeli settlements and outposts, occupying 8,355 dunums, with some 18,000 settlers.

In the Hebron governorate, 45 Local Government Units (LGU) inhabited by approximately 705,000 Palestinians were planned in Areas A and B. While eight are still unplanned with approximately 2,700 inhabitants. In Area C, about 17,000 dunums of Hebron governorate land is covered by 28 master plans. 18 of which are still under technical discussion with the Israeli Civil Administration (ICA), two master plans have been announced for public objections, seven are currently being prepared, while only one master plan has been approved in Imneizel. The total number of beneficiaries of the master plans in Area C of Hebron governorate is about 22,000 Palestinians.



Hebron Governorate

3. Scope of the Agreement

The main scope of this task is to prepare the Spatial Development Strategic Framework “City-region Plan” and the necessary studies and documents for the governorate of Hebron, which are based on the guidelines outlined in the “District Strategic Development Planning Manual”, the “Urban Planning Manual” and the requirements of Article 15 of the Law of Planning of Cities, Villages, and Buildings, no. 79 for the year 1966, including the methodology, activities and outputs, as described in the tender documents.

4. Objectives

The overall objective of preparing the Spatial Development Strategic Framework “City-region Plan” as a contribution to the preparation of ‘regional planning schemes’ is to diagnose the current status of development sectors in Hebron governorate and to define the vision and objectives for spatial development, and translate them into an executable document that could be monitored and evaluated. The detailed objectives of the Spatial Development Strategic Framework “City-region Plan” document are as follows:

- **Diagnosis:**
 - Diagnosis of the current situation, providing a comprehensive picture of the development sectors in the governorate and analyzing the strengths, weaknesses, opportunities and threats, as well as analysis of the carrying (spatial) capacity of the governorate.
 - Identify the opportunities available for the spatial development process in the governorate and the obstacles it faces.
- **Development Framework:**
 - Formulate a comprehensive developmental vision for the governorate in line with the vision of Palestine 2050 and with the participation of official and community organizations within a time frame not exceeding 2030.
 - Develop integrated spatial development goals and design strategies to achieve them, focusing on the infrastructure, education and public health sectors in line with the national spatial planning guidelines for the protection of natural resources and historical landmarks and the main lines of the reconstruction program for that region, taking stock of the 2030 Agenda for Sustainable Development, including Goal 11, and the New Urban Agenda as an accelerator.
- **Spatial development scenarios:**
 - Linking the Spatial Development Strategic Framework “City-region Plan” document of the governorate with national, local, sectoral and cross-sectoral development policies and plans as a prelude to the preparation of regional planning schemes.
 - Develop spatial development scenarios to strengthen the link between rural areas (located in Area C) and urban areas (located in the Areas A and B).
 - Identify priority development projects and programs mentioned in the implementation plans, areas of implementation in the governorate, and identify them spatially, and indicate the services of the main public services

such as water, sewage, electricity, communications, solid waste, transportation etc., as stated in the methodology.

- Implementation and follow-up plans:
 - Develop an integrated implementation plan within a time frame and parallel financial estimates.
 - Develop a methodology to monitor the mechanisms of implementation of the plan, measures of success in its implementation, and tools for measuring this success, including risk factors.

5. Responsibilities of the First Party (UN-Habitat in collaboration with MoLG)

- Coordination at the beginning of the project with key partners, especially governorate office and local government directorate to launch the planning process.
- The first party is committed to providing the available information related to the preparation of SDSFs in the Hebron governorate.
- Provide updated aerial images to be used in the analysis of the carrying (spatial) capacity of the governorate and linking spatial trends using them.
- Payment of financial obligations according to the payments stipulated in the tendering document. UN-Habitat (through the United Nations Development Programme/Programme of Assistance to the Palestinian People) and the Consultant Team will be contracted on this basis. The first party will also cover the costs of the launch workshop at the governorate level and the joint final central workshop of the three governorates, viz. Jerusalem, Ramallah and Al-Bireh, and Hebron governorates.
- Commitment to participate in meetings and workshops and help mobilize relevant stakeholders in various activities.
- Commitment to the timetable and technical staff (including the sectoral committees), which will be appointed to contribute to the completion of the project.

6. Responsibilities of the Second Party (Consultant Team)

The work of the Consultant Team is to provide technical support and consultation for the development of the SDSF for the Hebron governorate, to enable the governorate office, local government units and local communities to create harmonious and coherent local development, thus promoting sustainable development and reducing poverty in the governorate. In this regard, the document will analyze and address trends in socio-economic development, environmental issues and their interactions with each other, taking into account the geopolitical aspect as well as relevant issues at the national and regional levels. Chiefly, the Consultant Team will undertake the following main tasks:

- Providing technical support in the development and preparation of the SDSF document for Hebron governorate, as indicated in the scope of the agreement mentioned above (point 3).
- Based on the work methodology, the Consultant Team will work side by side with all relevant parties and stakeholders, mainly from Hebron governorate office, MoLG and its directorate in Hebron. Sectoral working groups from local experts

and academia, civil society institutions, ministries, the private sector will also participate in the process of preparing the document.

- Raising and building capacity: Providing technical support and capacity building to the MoLG directorate in Hebron governorate as well as the Hebron governorate office, and capacity-building for the sectoral and community committees that will work alongside the MoLG directorate in Hebron governorate as well as the Hebron governorate office.
- Holding, organizing and managing meetings and workshops, the most important of which: the first community meeting to launch the SDSF, and the first workshop (presentation of the diagnostic report and development issues and identification of vision), as well as the second workshop (identification of priorities, projects and development programs and future spatial directions for urban development).
- Preparation of reports: a diagnostic report on the reality of the governorate and its projection until 2030, in cooperation and coordination with the MoLG directorate in Hebron, as well as the governorate office in Hebron.
- Presentations: Including the preparation and delivering of the presentations during the workshops and meetings with the organizational committees of the governorate / directorate in addition to delivering the final presentation of the SDSF document for the governorate of Hebron during a public gathering under the central workshop to conclude the work.
- Redefining the hierarchy and level of spatial interventions of social services in line with the adopted scenario for the future population growth of the governorate.
- Presenting the SDSF document in its final form, including maps according to methodology.

7. Methodology

The SDSF document adopts a participatory approach with citizens, civil society organizations, local authorities, government institutions and all relevant parties, based on the steps and activities included in the "District Strategic Development Planning Manual" and "Urban Planning Manual" (see Appendix 4), and in consultation with the first team; representative of UN-Habitat and MoLG. The methodology can be summarized by the following main and sub-activities:

Stage1: Where Are We Now?
<p>1. Planning to Plan:</p> <ul style="list-style-type: none"> • Set-up of Organizational efforts. • Formation of the core planning team. • Design the planning process. <p>2. Identification of partners and stakeholders:</p> <ul style="list-style-type: none"> • Identification of stakeholders. • Formation of committees (community, sectoral, sub-sectoral, infrastructure, economy and social, public health, education, etc.) • Consensus on the planning process plan and defining the roles and activities of the committees.

- Launch of the project (holding the first community meeting to introduce the project with the participation of the concerned parties, especially the District Planning Committee).

3. Diagnosis

- **Collecting basic information** including (identifying sources of information, preparing data collection forms, preparing the base map for the governorate, gathering basic "socio-economic and spatial information", designing, building and populating the database).
- **Diagnosis and analysis** includes:
 - Diagnose and analyze the current state of the governorate and its relation to the neighboring governorates and to the national level.
 - Analysis of developmental information and its spatial implications.
 - Analysis of strengths, weaknesses, opportunities, and threats with spatial linkage of this quadratic analysis.
 - Analysis of carrying (spatial) capacity in terms of availability of land (i.e., identification of open areas) and their ecological suitability for spatial development (by taking into consideration ecological criteria such as water sensitivity and the soil nature in accordance with definitions of the protection plan of the national spatial plan) using GIS and updated aerial photos. (The Consultant Team shall make available to the committees the maps necessary for the analysis).
 - Preparation of draft diagnostic analysis.

Stage2: Where Do We Want To Go?

1. Vision 2030 (12 years):

- Defining the developmental and spatial vision (in the first workshop).

2. Identifying issues and development strategies / programs: (in the first workshop).

- Identify key development issues.
- Evaluate and refine key issues.
- Identify strategies of interventions / themes and priorities of development programs.
- Defining the development objectives of programs and strategies, and identification of indicators of measurements.

Note: Strategic Development Investment Plans for major communities within the governorate should guide in the definition of issues and programs.

3. Determine the directions of future spatial development:

(12 years - phased every 4 years)

- Develop scenarios for the future growth of the governorate (urban and rural) with a view to spatially link urban and rural areas.
- Redefine the hierarchy and level of spatial intervention of social services in line

<p>with the adopted scenario for the future growth of the governorate.</p> <ul style="list-style-type: none"> • Providing conceptual plans and planning guidelines for the development of public transport networks. • Linking green areas together. • Taking into account the provisions of the Law in terms of identifying priority development projects and programs and areas of implementation in the governorate, and to identify them spatially and form the basis upon which the local structural (master) plans are to be based; and should address the following (Article 15): <ul style="list-style-type: none"> ○ New cities, villages and urban extension areas. ○ Expand or constrain the growth of existing cities and villages. ○ Industry including regional and border industrial zones. ○ Trade includes free, border and regional trade areas. ○ Public utilities at the regional level. ○ Main roads, regional roads, transportation, ports, airports, railways, central transport stations and any modifications to existing means, including: <ul style="list-style-type: none"> - Preserved lands and the designation of public traffic rights. - Construct new roads and make changes to existing roads. ○ Communications include telephone and wireless. ○ Major public services include water, electricity, sewage and solid waste services. ○ Waste water treatment plants and desalination plants. ○ Areas of groundwater, surface or current water pumping, water harvesting, dams and ponds. ○ Nature reserves, recreational areas, agricultural areas, tourism, forestry, and land and sea fishing areas. ○ Mining and stone quarry areas.
<p>Stage3: How Do We Get There?</p> <p>1. Development of the implementation and follow-up plan (identification of development programs and projects):</p> <ul style="list-style-type: none"> • Identification and characterization of projects and presentation of future spatial directions for urban development (in the second workshop). • Developing and preparing implementation and follow-up plans. <p>2. Development of the draft "Regional Planning Schemes":</p> <ul style="list-style-type: none"> • Meeting regional directorates and district planning committees. • Submission of draft "Regional Planning Schemes". • Prepare the framework document and ensure its legitimacy by competent authorities. • Delivery of the final report.

8. Time Plan

- A. Commitment to the time plan:** The second party shall submit a work plan linked to a detailed timetable showing all activities, tasks, milestones, workshops and meetings with the local communities within two weeks after the signing of the agreement, and after consulting the first party.
- B. Commitment to the time table:** The parties shall adhere to the attached timetable, which shall not exceed 12 months:

The timetable for the preparation of the Spatial Development Strategic Framework “City-region Plan” for the governorate of Hebron

Stage	Main Activities	Time (Month)
Where Are We Now?	Planning to plan	0.5
	Identification of partners and stakeholders	1.0
	Diagnosis	3.0
Where Do We Want To Go?	Vision 2030 (12 years)	3.5
	Identifying development issues and programs	
	Determine the directions of future spatial development (12 years)	
How Do We Get There?	Development of the implementation and follow-up plan	2.5
	Development of the draft "Regional Planning Scheme"	1.5
		12 Months

9. Main Deliverables (Results and Reports)

- A.** The Consultant Team shall deliver all documents relating to the plan, and the outputs (results and reports) shall be as follows:

Table of Deliverables

Number	Deliverables (Reports / Studies / Plans)	Expected Date
1	Initial Report Methodology, work plan, time table and project arrangements identified in the methodology.	After 2 weeks of signing the contract
2	Diagnostic Report	After 4.5 months of signing the contract
3	Spatial Development Strategic Framework “City-region Plan” document for the governorate, including maps scale 1: 50,000.	After 8 months of signing the contract
4	Monthly progress reports as well as milestone reports for the project: This includes work progress according to the methodology, constraints and proposals with Annexes: <ul style="list-style-type: none"> • Annex for each milestone’s deliverables (two paper copies and 1 electronic version to be delivered for milestone auditing) • Annex for workshops and community meetings reports. • Annex for the report on capacity building for the working groups in Hebron governorate office, MoLG directorate in Hebron, the sectoral working groups, the community planning committees and the participating local authorities). 	Within 2 weeks of holding the workshop or community meeting, based on milestones / monthly basis

- B.** All Spatial Development Strategic Framework “City-region Plan” deliverables and documents, including maps, should be delivered in five electronic copies (PDF), five hard copies in Arabic and English, as well as two electronic files with open source; Excel, word, etc. (shape files for GIS maps) for maps or tables ... etc.

10. Qualifications of the Consultant Team

- A. The Consultant Team should provide a multidisciplinary team to handle and accomplish the tasks required. The team members must have university degrees, professional experiences and skills in development and strategic planning, regional planning, spatial planning, socio-economics, infrastructure, agriculture, community development, environmental studies, geopolitics and any related discipline. In addition, the team should have excellent communication skills, and excellent knowledge in spatial development trends at the international and local level as well as familiarity with the experiences of strategic development planning, spatial planning and participatory community development.
- B. The Consultant Team should make available the below identified staff, taking into account the curriculum vitae of the proposed staff should be provided. The curriculum vitae should be dully signed, along with the letter of commitment by the staff.

Staff Required for the Consultant Team

Number	Degree and Academic Specialization	Years of Actual Experience in the Field
1	Development Planning Expert/ Team Leader	At least 10 years
2	Spatial Planning Expert (City Planner / Regional Planner)	At least 10 years
3	Roads and Transportation Expert	At least 10 years
4	Environment, Water and Sanitation Expert	At least 7 years
5	Socio-Economic Expert	At least 10 years
6	Geopolitical Expert	At least 7 years
7	GIS Cartographer	At least 5 years
8	Field Researchers	Not specified
9	Other: Any specialties needed and according to the nature of the governorate	Not specified

- C. The Consultant Team shall provide a table of the proposed staff and the tasks and activities for each member of the staff, taking into consideration that her/his expertise and specialization will be commensurate with the tasks proposed for her/him, as per Appendix (3) / Sample of a Form for the Activities and Responsibilities of the Consultant Team.

- D.** The Consultant Team is not allowed to replace any of the proposed staff members unless a formal request is submitted to the first party with alternative personnel with the same or better competencies and experience, and a written approval from the first party should be provided. The Consultant Team shall provide the first party with a written letter dully signed by the person to be replaced showing her/his consent and the reason for the replacement.

11. Appendices

- A.** Appendix (1): Payment Schedule
- B.** Appendix (2): Sample of a Form for the Activities and Responsibilities of the Consultant Team
- C.** Appendix (3): “District Strategic Development Planning Manual” + “Urban Planning Manual” in English + Law of Planning of Cities, Villages, and Buildings, no. 79 for the year 1966 + “Palestine Vision 2025,2050” document + Implementing the New Urban Agenda by Strengthening Urban-Rural Linkages – Leave No One and No Space Behind (2017) / On a CD attached to the tender documents and a study of the hierarchy of services.

A. Appendix (1): Payment Schedule

The payments for the preparation of the SDSF document shall be paid to the consultant, which will prepare it for Hebron governorate according to the following:

- First installment: 15% of the value of the contract after signing the agreement and submit the work plan and structure of the project management and approval by the first party.
- Second installment: 30% of the contract value after the delivery of the diagnostic report and approval by the first party.
- Third installment: 35% after delivery of the SDSF document and approval by the first party.
- Fourth and final installment: 20% of the value of the contract after delivery of the final report and all deliverables (documents and reports) with the number of copies and specifications required and approval by the first team.

C. Appendix (2): Sample of a Form for the Activities and Responsibilities of the Consultant Team

No.	Name	Experience/ Area of Specialization	Years of Experience	Activities and Responsibilities	Working Days		
					Office	Field	Total
1				- - -			
2							
...							

D. Appendix (3): “District Strategic Development Planning Manual” + “Urban Planning Manual” in English + Law of Planning of Cities, Villages, and Buildings, no. 79 for the year 1966 + “Palestine Vision 2025,2050” document + Implementing the New Urban Agenda by Strengthening Urban-Rural Linkages – Leave No One and No Space Behind (2017) / attached to the tender documents and a study of the hierarchy of services.