

## TERMS OF REFERENCE

### REGION 2 - CONSULTANCY FOR DEVELOPMENT OF REGION & ZONE DEVELOPMENT PLANS

#### Background

1. The Maldives' National Spatial Plan (NSP) (2020-2040) is intended for creating competitive, environmentally sustainable and resilient regions that are aligned with development plans. It is based on the fostering of economic growth in urban centers outside of Greater Malé, which is intended to produce a more spatially balanced distribution of economic opportunities, while at the same time reducing congestion in the capital and bolstering overall national economic growth.
2. MNPPI has developed the NSP which identifies 3 Regions with 6 zones that includes 21 Island Clusters. The Island Clusters are categorized to 4 clusters based on the population levels. **Central Population Cluster** which is situated in the Greater Male' Region. **Population Level 1 Cluster (P1)** where a group of islands among which a core island(s) can be identified based on its existing population, economic and social services, with a target population of 50,000. **Population Level 2 Cluster (P2)** where a group of islands within a radius of 35km, and is outside a Population Level 1 Cluster, with a target population of 25,000. **Population Level 3 Cluster (P3)** where a group of islands within a radius of 20km, with an existing population of less than 10,000 and a target population of 15,000. Zones are clusters of islands with a specific region. Breakdown of Zonal distribution is provided below.

REGION 1	Zone 1	Upper North	3 Administrative Atolls Haa Alifu, Haa Dhaalu, Shaviyani
	Zone 2	Lower North	4 Administrative Atolls Noonu, Raa, Baa, Lhaviyani
REGION 2	Zone 3	Upper Central	4 Administrative Atolls Kaafu, Alifu Alifu, Alifu Dhaalu, Vaavu
	Zone 4	Lower Central	5 Administrative Atolls Meemu, Faafu, Dhaalu, Thaa, Laamu
REGION 3	Zone 5	Upper South	2 Administrative Atolls Gaaf Alifu, Gaafu Dhaalu
	Zone 6	Lower South	2 Administrative Atolls Gnaviyani, Seenu

3. The NSP defines service allocations for the hierarchy of Regions and Zones identified within the Plan. Regional Plans, Atoll Development Plans, Island/City Development Plans and Sectoral Plans of the country need to reflect and align with the NSP. Establishing an integrated transportation network is taken as a prerequisite for decentralized development and hence inter and intra-regional multi-modal connections will be established as an integral part of this Plan. Government of Maldives has committed to developing an efficient, reliable, convenient

and sustainable national public ferry system to ensure all Maldivian citizens are connected to the country's economic infrastructure and social services.

4. NSP steer the country towards an inclusive and sustainable regional development and ensure better management and allocation of resources. NSP addresses spatial development from a macro scale, keeping the needs of the average person as the focus.

The strategic framework of the plan depends on:

- The collective socioeconomic functionality especially within and between clusters of islands in a zone and region.
- Healthy interdependencies between regions and also between zones
- strategic spatial organization and connection of resources and activities in the best possible manner to capitalize on economies of scale and generate regional development

In the formulation of NSP challenges, emerging issues, opportunities and projections were incorporated. The NSP focuses on providing a common vision and clear direction to establish a strategic framework. NSP advocates a decentralized development approach, Government of Maldives has committed to developing an efficient, reliable, convenient and sustainable national public ferry system to ensure all Maldivian citizens are connected to the country's economic infrastructure and social services. This plan is to effectively enable the redistribution of the population concentrating within the central Male' area and attain optimum population threshold levels in other Regions.

5. Maldives has a Decentralization Act in place that specifies characteristics, jurisdiction and required principles for the purpose of decentralized administration of the Maldives. This is to allow the island communities to make their own decisions in a democratic and accountable manner; to improve people's living standards through social, economic and cultural development; to empower the people; to an increased scope bring the services closer to the people; and to create an environment conducive for peace and prosperity. Under this Act the local councils are to prepare landuse plans for their islands, island and atoll development plans 3 months after being officially appointed to the local council seats. This was then extended for another 3 months to submit the landuse plans and island development plans.
6. In order to realize the Government of Maldives' (GoM) vision of regional development, the World Bank and GoM have embarked on the Maldives Urban Development and Resilience Project (MUDRP), where the proposed consultancy project is one of the components of MUDRP. This component focuses on implementation of the NSP and formulates regional development plans.

## Objectives

1. The overall objective of this consultancy is to develop and detail out Zone Development Plans and Regional Development Plans in line with the NSP, Island Development Plans, Atoll Development Plans and any sectoral plans, policies and documents. The consultancy shall conduct capacity building activities for local and central government. Also support the technical assistance activities under MNHPI's regional development vision. These activities will be carried out in close consultation with key stakeholders through a highly participatory process.

2. The specific objectives of this consultancy can be grouped into 4 broad components:
  - (i) review island/city and atoll development plans (islands/city in Zone 3 & 4)
  - (ii) formulate 2 zone development plans (Zone 3 & 4) and 1 regional development plan (Region 2) aligning to development plans,
  - (iii) capacity building local governments/councils in strategic planning, monitor and evaluation of the development plans; and
  - (iv) capacity building support for Project Partner Agencies (PPAs), in particular the Ministry of National Planning, Housing and Infrastructure (MNPHI) to plan and formulate zone and regional development plans.
  
3. The duration of this consultancy is 10 months and 3 weeks

### Scope of Consultancy, Deliverables, and Timeline

1. At the outset, the Consultant Team shall discuss the requirements outlined in this ToR, including expectations of and possible constraints for the implementation of the activity with the Client. The outcome of these discussions shall form the basis for the preparation of the Region and Zone Development Plans that include Haa Alif, Haa Dhaal, Shaviyani, Noonu, Raa, Baa and Lhaviyani Atoll. The island/city development plans and the atoll development plans would be reviewed under this consultancy to understand the local development plan in those zones and region.
  
2. The following table lists key deliverables and milestones and serves as a guideline for the consultancy. The Consultant Team is expected to propose a work plan outlining project sub-tasks (e.g. additional internal review/consultations session) and refine the timeline to meet the objectives of the assignment effectively for MNPHI's agreement. Any changes to the agreed work plan shall be supported by valid justifications and shall require prior approval of the Client.

No.	Deliverables	Format	Duration
<b>Stage 1: Inception</b>			<b>0.75 month</b>
1.1	<i>Inception Report</i>	<ul style="list-style-type: none"> <li>● 3 hardcopy reports in A4 size</li> <li>● A softcopy of reports.</li> <li>● A PowerPoint presentation.</li> </ul>	<i>2 weeks after contract commencement.</i>
1.2	<i>Communications Strategy and Engagement Plan</i>		
<i>Review and incorporation of comments into final version</i>			<i>1 week</i>
<b>Phase 2: Review island/city and atoll development plans (Zone 3 &amp; 4)</b>			<b>4 months</b>
2.1	<i>Synthesis Report on island/city and atoll development plans for each zone (Zone 3 &amp; 4)</i>	<ul style="list-style-type: none"> <li>● 3 hardcopy reports for each atoll</li> <li>● A PowerPoint presentation.</li> <li>● A softcopy of all reports</li> </ul>	<i>4 weeks</i>
2.2	<i>Sensitizing of Councils on Regional and Local Development Planning</i>	<ul style="list-style-type: none"> <li>● A PowerPoint presentation.</li> <li>● Workshop Materials</li> </ul>	<i>4 weeks</i>
2.3	<i>Draft Zone 3 Development Plan</i>	<ul style="list-style-type: none"> <li>● 3 hardcopy reports for each atoll in A4, charts in A3.</li> <li>● A PowerPoint presentation.</li> <li>● A softcopy of all reports and plans</li> </ul>	<i>2 weeks</i>
<i>Review and incorporation of comments into draft</i>			<i>2 weeks</i>
2.4	<i>Draft Zone 4 Development Plan</i>	<ul style="list-style-type: none"> <li>● 3 hardcopy reports for each atoll in A4, charts in A3.</li> <li>● A PowerPoint presentation.</li> </ul>	<i>2 weeks</i>

		<ul style="list-style-type: none"> <li>• A softcopy of all reports and plans</li> </ul>	
<i>Review and incorporation of comments into draft</i>			<i>2 weeks</i>
<b>Phase 3: Capacity Building</b>			<b>1 month</b>
3.1	<i>Capacity building of Councils on strategic planning, development planning, monitoring and evaluation of development plans</i>	<ul style="list-style-type: none"> <li>• A PowerPoint presentation.</li> <li>• Workshop Materials</li> </ul>	<i>2 weeks</i>
3.2	<i>Capacity building of government agencies on development planning and formulating zone and regional development plans</i>	<ul style="list-style-type: none"> <li>• A PowerPoint presentation.</li> <li>• Workshop Materials</li> </ul>	<i>2 weeks</i>
<b>Phase 4: Validation of Zone Development Plans</b>			<b>1.5 months</b>
4.1	<i>Validation workshop with local councils of the zones</i>	<ul style="list-style-type: none"> <li>• A PowerPoint presentation.</li> <li>• Workshop Materials</li> </ul>	<i>2 weeks</i>
4.2	<i>Validation workshop with other stakeholders (CSOs, government agencies, state agencies, private sector)</i>	<ul style="list-style-type: none"> <li>• A PowerPoint presentation.</li> <li>• Workshop Materials</li> </ul>	<i>2 weeks</i>
<i>Review and incorporation of comments to the final version</i>			<i>2 weeks</i>
<b>Phase 5: Regional Development Plan (Region 2)</b>			<b>3.5 months</b>
5.1	<i>Draft Regional Development Plan</i>	<ul style="list-style-type: none"> <li>• 3 hardcopy reports for each atoll in A4, charts in A3.</li> <li>• A PowerPoint presentation.</li> <li>• A softcopy of all reports and plans</li> </ul>	<i>4 weeks</i>
5.2	<i>Stakeholder workshop - CSOs - Government agencies, state agencies and private sector</i>	<ul style="list-style-type: none"> <li>• A PowerPoint presentation.</li> <li>• Workshop Materials</li> </ul>	<i>2 weeks</i>
5.3	<i>Policy Recommendations</i>	<ul style="list-style-type: none"> <li>• 3 hardcopy reports for each atoll in A4, charts in A3.</li> </ul>	<i>4 weeks</i>
5.4	<i>Investment and Implementation Plan with a monitoring framework</i>	<ul style="list-style-type: none"> <li>• A PowerPoint presentation.</li> <li>• A softcopy of all reports and plans</li> </ul>	<i>4 weeks</i>
<i>Review and incorporation of comments into final version</i>			<i>4 weeks</i>

## Detailed Scope of Consultancy

1. The following outlines the necessary phases in the formulation of the development plans. The Consultant Team is expected to further refine these activities with sub-tasks.

### Phase 1: Inception

#### Inception Report

1. Two weeks after contract commencement, an inception report should be submitted. The report should cover: (i) overall assignment objectives and strategies; (ii) a work plan - outlining project sub-tasks, methodology, timeline, dedicated resources etc.; (iii) list of key and supporting staff, their qualifications and experiences, tasks assigned and time allocations; (iv) literature reviewed and data referred; (v) list of reports to be submitted; (vi) outline of an a strategy for engaging various stakeholders, questionnaires/checklists for information gathering, key respondents to be interviewed and consulted etc.; and (vii) planned visits.

### Communications Strategy and Engagement Plan

2. A Communications Strategy and Engagement Strategy is to be developed at the start of the consultancy for the purpose of engaging stakeholders during the planning process. The strategy will: (i) identify key groups of stakeholder and mobilization strategies for these groups; (ii) propose key messages to be disseminated, and the best ways of delivering them. The Consultant Team will also (iii) propose plan dissemination strategies to be used once the plans are approved.
3. The Consultant is required at each stage of the work to closely coordinate with the Atoll/City Councils, Local Government Authority (LGA), MNPHI, and other stakeholder agencies. Any comments, advice and instructions on study/design works should be strictly and immediately executed by the Consultant Team. The nature and frequency of coordination and consultation meetings shall be determined by discussion between the Consultant Team and the Client.
4. The Consultant Team shall organize a minimum of one public consultation meeting for each Zone.

### **Phase 2: Review Island and Atoll Development Plans (Zone 3 and 4)**

#### Synthesis Report on Island/City and Atoll Development Plans for each Zone

1. Prepare a synthesis report for each Zone on how the Island/City and Atoll Development Plans were done in the islands representing those Zones. These would include, but not be limited to, the following activities:
  - Conduct data collection and review of Island/City and Atoll Development Plans and other local development plans
  - Consultations with the city/island councils<sup>1</sup> and other stakeholders (Atoll Council, LGA, etc)

#### Sensitizing on Regional and Local Development Planning

1. Conduct sensitizing sessions to the Atoll Councils on regional and local development planning. This would focus on, not limited to, the development of a clear and practical plan, targets, measurable indicators, timeline, planning with a realistic budget, addressing capacity needs, different levels of development plans, etc.

#### Draft Zone 3 and Zone 4 Development Plan

1. Carry out an analysis for all the Island/City and Atoll Development Plans and formulate Zone 3 and Zone 4 Development Plans that are aligned with the Island/City Development Plans of the respective islands/city in those Atolls. These would include, but not be limited to, the following activities:
  - Conduct data collection and review of Island/City Development Plans and any existing planning-related studies, plans, reports, programme and policies.
  - Undertake a baseline assessment and analyze the general and focused challenges, emerging issues and projections. The key factors including but not limited to demography, resources, socioeconomic, environment as well as climate change and disaster risks should be also assessed and evaluated. Conduct data collection and review of existing conditions such as land use, transportation network, service provision and amenities,

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<sup>1</sup> Island/city councils are the administrative bodies that represent the specific island or city. Atolls however are identified when a specific group of islands are collectively identified.

environmental, social, and economic characteristics through primary and secondary sources.

- Identify the government interventions in line with the Decentralization Act.
  - Carry out a benchmarking exercise against similar local and international examples; and
  - Work in consultation with the Atoll Councils in Zone 3 & 4 and other local councils of those Atolls.
  - Conduct consultations with technical and economic agencies (MNPHI, Ministry of Health, Ministry of Education, Ministry of Economic Development, LGA, etc)
2. The deliverables for these activities are: (i) a list of prioritized opportunities and key constraints; and (ii) identified trade-offs and mitigation measures where possible (opportunity costs, alternative development potential, environmental impact, etc.)

### **Phase 3: Capacity Building**

#### **Capacity building of Councils on strategic planning, development planning, monitoring and evaluation of development plans (Dhivehi)**

1. Identify the training needs and gaps to build capacities of the local councils on strategic planning, development planning, monitoring and evaluation of development plans.
2. Conduct trainings to the local councils based on the identified needs and gaps
3. Develop a manual which would include presentations, session outlines, notes and background reading.
4. Develop an assessment toolkit, which includes (1) an evaluation to be administered both at the beginning and end of trainings to measure the impact of training and (2) data analysis tool to analyze data.

#### **Capacity building of government agencies on development planning and formulating zone and regional development plans**

1. Conduct training to the government agencies on, but not limited to:
  - development planning and the tools used in formulating development plans for zones and regions in a holistic approach
  - logical framework
  - results based monitoring and evaluation

#### **Validation at Atoll and Local level**

1. Conduct a validation workshop to the island/city councils in those specific zones on draft Zone Development Plans.

### **Phase 4: Validation of Zone Development Plans**

#### **Validation workshop with the local councils of the zones**

1. Conduct the following validation workshops for:
  - local councils of Zone 3
  - local councils of Zone 4
2. Conduct stakeholder validation workshops for CSOs, government agencies, state agencies, private sector on Zone 3 & 4 Development Plans.
3. Incorporate the comments and feedback received from the validation workshop to the final Zone Development Plans.

## **Phase 5: Regional Development Plan (Region 2)**

### **Draft Regional Development Plan**

1. Draft Regional Development Plans based on the all Development Plans (island/city, zone, sectoral, national) and aligned with them.
2. In formulation of the Regional Development Plan the following activities would be conducted, but not limited to:
  - Detailed study of the formulated, existing and/or drafted development plans
  - Consultation with the key stakeholders in the formulation of Regional Development Plans
  - Regional planning framework with a governance mechanism
3. The Regional Development Plan would need to be finalized after incorporation of the feedback/comments received from the stakeholders.

### **Stakeholder workshop**

1. Conduct stakeholder workshops for CSOs, government & state agencies and private sector to get their inputs and feedback.
2. A final draft to be formulated after incorporation of comments to the Regional Development Plans

### **Policy Recommendations**

1. The Consultant Team will develop a set of prioritized key policy actions that can accompany the implementation of the Regional and Zone Development plans. These recommendations must be focused on enabling the implementation of those plans. The Consultant Team is not expected to conduct detailed analysis for this component; rather these recommendations will be used to identify future strategies and activities.

### **Investment and Implementation Plan with a monitoring framework**

1. Develop a strategic investment plan reflecting priority intervention areas and strategies for investments. This will include:
  - A phased action plan (short, medium and long term); and indicative costs to implement the identified infrastructure projects. This output is expected to be used for the selection and prioritization of projects during the plan implementation stage.
  - A monitoring framework with indicators that can be measured to monitor the progress of the strategies and projects/programs in the action plan.

### **Review and incorporation of comments into the final version**

2. After the incorporation of the comments and feedback from the workshop the client would review the final draft and provide feedback that would need to be incorporated into the final document.

### **Qualifications**

1. A multi-disciplinary team of professional and technical personnel will be required for the execution of the project. The Consultant Team should be led for the full term of the project by a Team Leader with extensive experience in development planning and project management. Other professionals will be required to provide specialized inputs to the exercise. The consultant's key personnel shall satisfy the following requirements.
2. The Consultant Team has the obligation of carrying out the consultancy with due diligence, efficiency and a high standard of professionalism. The Consultant Team shall employ

competent staff and use appropriate planning approaches and methods. The Consultant Team will also act, in respect of any matter relating to the consultancy, as a faithful adviser to the client.

- The following list of qualifications serves as a guide and the Consultant Team may, with justification, propose additional staff for effective and efficient execution of the assignment. The Consultant Team shall also propose the time allocation for each of the staff dedicated to their respective tasks, and whether they will be performed on location or remotely.

<b>Designation</b>	<b>Qualifications</b>	<b>Years of Experience</b>
Team Leader (1) Development/Regional Planner	Master of Development/ Regional Planning, Urban Development/Management, with at least five years of professional work experience <b>OR</b> Bachelor of Development/ Regional Planning, Urban Development/Management, with at least ten years of professional work experience	5 years / 10 years
Spatial and Urban planning specialist (1)	Degree in Urban planning plus demonstrable experience in planning of urban infrastructure.	5 years
Social-Economist Specialist (1)	Minimum five years of relevant work experience and should be a socio-economist with degree/specialization in Economics.	5 years
Environmental Specialist (1)	Degree in environment management/ Science.	5 years
Financial Consultant (1)	Degree in related field	5 years
Marine Spatial Planner (1)	Degree in related field	5 years

**Notes:**

- The Team Leader should be a spatial or regional planner
- There shall be at least a development/regional planner and Social-Economist Specialist each in the consultants' team
- All work experience of key personnel shall be supported by proper work completion certificates and degree certificates with CVs signed by the key personnel and countersigned by the employers
- People with work experience in Maldives or similar regions will be considered an advantage



## Reporting and Client Support

1. The Consultant Team will work under the supervision of the National Planning Department, MNPHI.
2. MNPHI undertakes to avail to the consultant all such documents, laws, reports, maps, and plans in its possession as will be indicated in the inception report. In addition, MNPHI will provide the Consultant Team with relevant letters of introduction to any stakeholder when required by the Consultant Team. MNPHI will provide timely feedback on the draft reports and plans submitted by the Consultant Team and coordinate presentations and meetings convened at MNPHI.

## Schedule of Payment

The mode of payment shall be as follows:

	Stages of Work	Amount Payable
1	Upon submission and review of the inception report	10% of the contract amount
2	Upon submission and review of the NSP Assessment	25% of the contract amount
3	Upon submission and review of the Investment and Implementation Plan	25% of the contract amount
4	Upon submission and review of the Final Local Development Plans	40% of the contract amount

### Zone 3 Islands

#	Atoll	Island	#	Atoll	Island
1	Kaafu	Kaashidhoo	21	Alif Dhaal	Mahibadhoo
2	Kaafu	Gaafaru	22	Alif Dhaal	Mandhoo
3	Kaafu	Dhiffushi	23	Alif Dhaal	Dhn'ageethi
4	Kaafu	Thulusdhoo	24	Alif Dhaal	Dhigurah
5	Kaafu	Huraa	25	Alif Dhaal	Fenfushi
6	Kaafu	Himmafushi	26	Alif Dhaal	Dhidhdhoo
7	Kaafu	Gulhi	27	Alif Dhaal	Maamigili
8	Kaafu	Maafushi	28	Vaavu	Fulidhoo
9	Kaafu	Guraidhoo	29	Vaavu	Thinadhoo
10	Alif Alif	Thoddoo	30	Vaavu	Felidhoo
11	Alif Alif	Rasdhoo	31	Vaavu	Keyodhoo
12	Alif Alif	Ukulhas	32	Vaavu	Rakeedhoo
13	Alif Alif	Mathiveri			
14	Alif Alif	Bodufolhudhoo			
15	Alif Alif	Feridhoo			
16	Alif Alif	Maalhos			
17	Alif Alif	Himandhoo			
18	Alif Dhaal	Hangn'aameedhoo			
19	Alif Dhaal	Omadhoo			
20	Alif Dhaal	Kun'burudhoo			

## Zone 4 Islands

#	Atoll	Island	#	Atoll	Island
1	Meemu	Raiymandhoo	21	Thaa	Buruni
2	Meemu	Veyvah	22	Thaa	Vilufushi
3	Meemu	Mulah	23	Thaa	Madifushi
4	Meemu	Muli	24	Thaa	Dhiyamigili
5	Meemu	Naalaafushi	25	Thaa	Guraidhoo
6	Meemu	Kolhufushi	26	Thaa	Kan'doodhoo
7	Meemu	Dhiggaru	27	Thaa	Vandhoo
8	Meemu	Maduvvari	28	Thaa	Hirilandhoo
9	Faafu	Feeali	29	Thaa	Gaadhiffushi
10	Faafu	Biledhhdhoo	30	Thaa	Thimarafushi
11	Faafu	Magoodhoo	31	Thaa	Veymandoo
12	Faafu	Dharan'boodhoo	32	Thaa	Kinbidhoo
13	Faafu	Nilandhoo	33	Thaa	Omadhoo
14	Dhaal	Meedhoo	34	Laamu	Ishdhoo
15	Dhaal	Ban'didhoo	35	Laamu	Dhan'bidhoo
16	Dhaal	Rin'budhoo	36	Laamu	Maabaidhoo
17	Dhaal	Hulhudeli	37	Laamu	Mundoo
18	Dhaal	Vaani	38	Laamu	Gamu
19	Dhaal	Maaen'boodhoo	39	Laamu	Maavah
20	Dhaal	Kudahuvadhoo	40	Laamu	Fonadhoo
			41	Laamu	Gaadhoo
			42	Laamu	Maamendhoo
			43	Laamu	Hithadhoo
			44	Laamu	Kunahandhoo
			45	Laamu	Kalaidhoo