

TECHNICAL & FINANCIAL FILE

REGENERATION OF HISTORICAL CENTRES IN LOCAL GOVERNMENT UNITS (RHC)

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THE BELGIAN
DEVELOPMENT COOPERATION **.be**

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ABBREVIATIONS

AFD	Agence Française de Development
APLA	Association of Palestinian Local Authorities
BoQ	Bills of Quantity
BTC	Belgian Technical Cooperation
CBA	Cost Benefit Analysis
CBOs	Community Based Organisations
CHF	Cooperative Housing Foundation
CH	Cultural Heritage
CHP	Cultural and Heritage Preservation
DANIDA	Danish International Development Assistance
DGD	Directorate General for Development
DoLDI	Directorate of Local Development and Investment
DoUP	Directorate of Urban Planning
DUPs	Detailed Urban Plans
GIS	Geographical Information Systems
HBs	Historic Buildings
HCS	Historic Centres
IFR	Interim Financial Report
JICA	Japanese International Cooperation Agency
JSCs	Joint Service Councils
LED	Local Economic Development
LGASS	Local Government and Administration Sectoral Strategy
LGRDP	Local Government Preform and Development Programme
LGs	Local Government
LGUs	Local Government Units

M&E	Monitoring and Evaluation
MDLF	Municipal Development and Lending Fund
MDP	Municipal Development Programme
MoLG	Ministry of Local Government
MoPAD	Ministry of Planning and Administrative Development
MoTA	Ministry of Tourism and Antiquities
MRPC	Micro Region Planning Committees
MTO	Municipal Technical Officers
MTR	Mid-term review
NGO	Non-Governmental Organization
NDP	National Development Plan
NSSP	National Strategic and Spatial Plan
oPt	occupied Palestinian territory
P&D	Protection & Development
PA	Palestinian Authority
PACA	Participatory Assessment of Competitive Advantage
PAPP	Programme of Assistance to the Palestinian People
PMU	Project management Unit
PNA	Palestinian National Authority
PPM	Physical Planning Manual
PPP	Public Private Partnership
PSU	Project Support Unit
PTC	Project Technical Committee
RHC	Regeneration of Historic Centres
SC	Steering Committee
SDIP	Strategic Development and Investment Planning

SDP	Spatial Development Planning or Framework
SIDA	Swedish International Development Agency
Sqm	Square meters
SU	Support Unit
TA	Technical Assistant
TF	Task Force
TFF	Technical and Financial File
ToR	Terms of Reference
UNDP	United National Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
USAID	United States Agency for International Development
USD	US Dollars
VC	Village Councils
WB	World Bank
WWTP	Waste Water Treatment Plant

EXECUTIVE SUMMARY

Regeneration of Historical Centres (HCs) in the projects context implies two main concepts: **preservation** and **development** of the urban and rural areas which feature historic and cultural values and are currently affected by abandonment and physical and economic depletion. The analysis of the current situation around local government and regeneration in Palestine in the context of this project was guided by: (i) a well-defined understanding of the municipal development and local governance sector (key policies and stakeholders roles and linkages at local and central level); and, (ii) a comprehensive analysis of past and present regeneration initiatives in the occupied Palestinian territory including socio-economic and cultural aspects. Guided by these two issues, the strengths, opportunities and challenges identified by the Situation Analysis are:

- Palestinian cultural heritage organizations have accumulated a rich and varied experience in the last 10 years;
- Technical skills are available to support regeneration projects (NGO's, Universities,...) ;
- The first inventory (survey) of historic buildings exists ;
- A law has been drafted for the protection of the cultural and natural heritage in Palestine (2000);
- Potential for linking historic centers with touristic development exists in specific areas;
- The National Development Plan emphasizes the vision of local governance and decentralization; Sector policies have been developed and key strategies drafted (amalgamation)
- a Physical Planning Manual (PPM) has recently been approved ; tools for Strategic and Investment Planning exist at local level (SDIP), are monitored and regularly adapted ;
- Donor harmonization in support to Local Government sector is improving ;
- Local Economic Development is a strategic priority of the Ministry of Local Government and a new General Directorate of Local Development and Investment is currently being set up

The current challenges include:

- Conditions of historic centers are generally poor,
- Many historical buildings have been integrated into new concrete constructions due to unplanned urban sprawl,
- The geopolitical division of Palestine resulting from occupation (Areas A,B,C)
- Historic Centers are not adequately protected by the current Urban Planning legislative framework, and the existing strategic planning tools do not take the HC in due consideration;
- The regulatory framework linking historic sites and Local Government exists but is not well developed
- Local Government Units (and particularly those of small size) are often characterized by very limited autonomy, low budget , dependency on external support;
- Planning processes are new and still lacking a strategic focus. They are over-dependent on external technical inputs (local consultants directly drafting the plans with inadequate levels of ownership);

- The degree of community participation is inconsistent across Local Governments
- Complex building ownership patterns with the Historic Centers complicate the use of private building as a public good;
- Local economic development strategies are not well developed and this limits the potential for income from regeneration activities;

The strategic objective of the Palestinian Authority (PA) in the Local Government (LG) Sector to “Empower Local Governments and bring services closer to the people within a Unified Planning legislation” has influenced the project in terms of supporting integrated socio-economic, spatial and physical planning processes which are required to support regeneration of HCs. The potential for HCs to act as a catalyst for socio-economic development, has also been elaborated. In this context, one of the key issues is the selection of viable Local Government Units (LGUs) to participate and benefit from this intervention using clear criteria.

The integration of the protection and development of HCs in Local Governments brings together three key national strategic priorities: supporting Palestine’s historical cultural significance, integrated planning processes and local economic development.

The present project of “Regeneration of Historic Centers in Local Governments Units” (called the “RHC project”) will align to and support the established LG planning and services deliver systems in Palestine, with a specific focus on the integration of regeneration into these processes. Six LGUs¹ will be supported in the planning phase to ensure the project remains focused and realistic. The project will support sustainable institutional capacity development and at the same time respect the priorities and requirements of the LG and their communities.

The implementation of regeneration using the established LG processes and systems will have a concentration on 2 Model LGUs for regeneration using weighted criteria, while the remaining LGUs supported in the planning phase will also receive a budget allocation to support their strategic plans in priority areas related to regeneration. Model LGUs will be supported in the regeneration of their Historic Centers (HC) in a holistic manner in line with their local priorities related to socio-economic and cultural development. It is foreseen that their HC will be transformed with this process from its current abandoned and neglected condition into a place that reflects its cultural heritage and at the same time promotes the development aspirations of the local population and its LGUs. Support to 4 LGUs will thus focus on major priorities within the regeneration plan for their HC that can be addressed within the budget allocation.

The project will also focus on learning lessons and supporting the development of good practices to be disseminated. It will aim at strengthening the current policy framework to support the integration of regeneration into building regulations, into physical and strategic development manuals and guidelines. Future Local Economic Development (LED) policies and practices shall also be informed by experiences of the RHC project.

In line with the analysis and strategies summarized above, the intended results of the project are the following:

1. Regeneration forms an integrated element of Municipal Planning in targeted LG Clusters;

¹ This number may be increased during project’s first phase if it appears that the initially identified LGU’s have to cope with problems of lack of commitment, divided ownership, and in order to take into account the complexity and the non-linearity of regeneration processes...

2. The socio-economic regeneration of targeted HCs is enhanced using a multi-dimensional approach;
3. Lessons learned from RHC project contribute to evidenced based policy framework and planning strategies for the PNA.

In order to achieve these results, a group of specific activities have been described and budgets have been elaborated. The project will be implemented in a number of phases the first of which, known as the set-up phase, consists of a number of key milestones to be achieved in order to support the successful completion of the later planning, implementation and learning/dissemination phases.

The regeneration project will work in close collaboration with the Local Government Reform and Development Programme (LGRDP), the ongoing Belgian support to the LG reform. They will work together in developing spatial and socio-economic studies or capacity building activities that are required in the framework of regeneration initiatives. The potential for LGRDP to instigate studies or support LG reform that will contribute to the holistic objectives of Belgian support to the sector is an important factor in the pre-implementation and implementation phases of this project.

The project will be implemented in two components. The first component will focus on strengthening the current socio-economic and spatial/physical planning systems (result 1) and learning lessons and dissemination of good practice (result 3). These issues principally fall within the mandate of the new Directorate of Local Development and Investment which is to be set up within the Ministry of Local Government², in coordination with other stakeholders within the LG sector and the Ministry of Tourism and Antiquities for regeneration issues related to protection and development of HCs. The second component (design and implementation of regeneration initiatives) will be implemented through the MDLF as the implementation agency at the Municipal/LGU-Cluster. This component will also rely on technical support from experienced Palestinian Cultural Heritage Organizations and Universities, particularly for the design and supervision of the regeneration processes. A Project Technical Committee (PTC) will be established to oversee both components and ensure coordination and synergy between the two. The RHC Support Unit (SU) will assist the aforementioned stakeholders in this task. In addition, the SU will ensure strong coordination with existing Belgian interventions in the sector in strengthening the coherence of the broader Belgian portfolio approach to local governance in Palestine.

Finally, M&E and reporting framework have been elaborated. The project will ensure that it is implemented in a transparent and accountable manner. In addition to classical M&E frameworks, it has been recommended that periodic reviews occur through the course of the project in order to assess if important targets and milestones have been achieved, learn from what works and does not work and re-orient the project in line with the expectations of the various stakeholders within the occupied Palestinian Territory, Belgium and other sector actors.

² At the moment this TFF is drafted, a proposal for roles, mandates and structure of this new Directorate is waiting for approval by the Cabinet. Following this new organigram, a Deputy Assistant Minister should be appointed to oversee two Directorates : the (existing) Directorate of Urban Planning and the (new) Directorate for Local Development and Investment (DoLDI). In case this is confirmed the Assistant Deputy Minister would represent the best institutional anchorage for the RHC project. In case not, the project will be anchored at the level of the new DoLDI and seeks permanent collaboration with the Directorate of Urban Planning.

ANALYTICAL RECORD OF THE INTERVENTION

Intervention number	NN 302292
Navision Code BTC	PZA 12 030 11
Partner Institution	Ministry of Local Government
Duration of Specific Agreement	72 Months
Date of the intervention	2013 – 2017
Contribution of the Partner Country	110.000 €
Belgian Contribution	8 Million euros
Sector (DAC code)	15112 Decentralization
Brief description of the intervention	Support to regeneration planning, practice and policy development in Palestine
Global Objective	to improve the social, cultural and economic development of Local Government Units and Municipalities in Palestine.
Specific Objective	to enhance Local Governments capacity to regenerate their Historic Centers and support sustainable local development in these areas
Results	<p>Regeneration forms an integrated element of Municipal Planning in targeted LG Clusters;</p> <p>The socio-economic regeneration of targeted HCs is enhanced using a multi-dimensional approach;</p> <p>Lessons learned from RHC project contribute to evidenced based policy framework and planning strategies for the PNA.</p>

1 SITUATION ANALYSIS

1.1 General Context

The National Development Plan “Palestine: Ending the Occupation, Establishing the State” (2011-13) lays the basis for state building and “improvements in the Palestinian Authority institutions”. The key constraints to the existence and successful functioning of the institutions of a potential State of Palestine arise primarily from the persistence of occupation and the unresolved issues in the Israeli-Palestinian conflict. This, together with the Palestinian division, deprives the PA of the ability to extend its institutional authority to areas outside its reach, and of key attributes of statehood which enable a government to deliver to its people.

The fragmentation of the territory into categories A, B and C³ seriously limits consistent and sustainable planning efforts. They constitute also major challenges for a dynamic national economy. Even if the economic climate has improved gradually since 2007, it has not reached yet the level it had before the second intifada in 2000⁴. Moreover, despite improvements, unemployment rates continue to be high⁵. Additionally, high youth unemployment and low youth labor force participation continue to represent a major concern.

In this overall context of separation, fragmentation, and limited national planning power the LGUs have remained the backbone of public administration and their role in nation and state – building is widely acknowledged⁶. Significant efforts have been provided the last years in supporting LGUs in developing their strategic planning as well as management capacities. Important progress has been achieved in addressing the issue of the large number of LGUs and their viability and efficiency through amalgamation processes. Besides promoting an active communication to improve stakeholder awareness of the rationale and steps for amalgamation, the current challenge is for these amalgamated units or clusters to leave room to specific sensitivities of citizens and LGUs concerning their social, cultural identities and the place which remains for the village among the cluster. Another major challenge for the LGUs currently is the reinforcement of their economic viability through local economic development initiatives and through own revenue and taxes collection.

In this context the Joint Commission between Belgium and the Palestinian Authority in November 2011, decided to extend its current support to the Local Government Reform with a new and complementary intervention which aims at revitalizing historical centers of municipalities through stimulating local economic, social and cultural development.

³ The West Bank has been divided since the Oslo Accords of 1993 in three administrative areas. Area A (full civil control of the Palestinian Authority) covers 17% of West Bank territories, area B (civil Palestinian control and Israeli military control) is 24%, and area C (full Israeli control) comprises 59% of the lands and contains also the Israeli settlements, roads to access the settlements and buffer zones

⁴ The real growth rate in the first three quarters of 2011 is estimated to have reached 10.5 percent, (due to a large extent to the continuing recovery in Gaza, with the construction sector being the main driver). Israeli restrictions on trade, consumer goods, building materials, access to water and land, as well as on exports remain the biggest constraint hampering Palestinian private sector growth. , “Stagnation or Revival : Palestinian Economic Prospects, Economic Monitoring Report to the LHAC” , World Bank, March 2012.

⁵ Unemployment in WB&G is 21 percent (30% for Gaza). In Gaza, only 33 percent of young Palestinians aged 15-29 years were active participants in the labor force at the end of 2011, and 46.5 percent of those were unemployed. In the West Bank, youth unemployment amounted to 25.8 percent with a participation rate of 40.8 percent, World Bank report, March 2012, op cit.

⁶ National Development Plan (2011-2013)

1.2 Sector Context – Local Government

With reference to extensive literature, regeneration of Historic Centres (HCs) implies two main concepts: **preservation** and **development** of urban and rural areas which feature historic and cultural values and are currently affected by abandonment and physical and economic depletion⁷.

In the framework of the LG decentralization and development, heritage led regeneration tends to strengthen local authorities: (i) to realize the full potential of heritage as a catalyst for the wider regeneration of their towns and cities; and (ii) to deliver successful regeneration through investing in heritage⁸. In order to be most effective, the conservation of historic towns and other historic urban areas should thus be an integral part of coherent strategies of economic and social development and of urban and regional planning at every level.

The analysis of the current situation around local government and regeneration in Palestine in the context of this project was guided by: (i) a well-defined understanding of the municipal development and local governance sector (key policies and stakeholders roles and linkages at local and central level); and, (ii) a comprehensive analysis of past and present regeneration initiatives in the occupied Palestinian territory including socio-economic and cultural aspects. The strengths and challenges which have been identified are presented below.

1.2.1 Key Policy Documents

The National Development Plan “Palestine: Ending the Occupation, Establishing the State” (2011-13) commits to “empower local governments and bring services closer to the people...”. The NDP identifies the following “policy priorities under the sector strategy:

- Complete the on-going rationalisation and consolidation of the LGUs. The central government will finalize the merger of certain LGUs and provide support to build their administrative and financial management capacity;
- Accelerate the process of fiscal decentralisation, placing the LGUs on the path to self-sufficiency;
- Promote community participation in Local Government, including the introduction of public oversight mechanisms and establishment of a model approach to partnership with the Civil Society, Non-government Organisations and the private sector.

With specific reference to the ongoing rationalisation and consolidation of LGUs, the amalgamation strategy supports the merging of smaller local government units to form new Municipalities which should be more effective in fulfilling their mandated roles. This strategy has been a particular focus for some stakeholders including Belgium in partnership with the MoLG. It involves facilitating smaller LGUs for the provision of joint services and amalgamation, to enhance their capacities for planning, financial management, human resources management, service delivery and accountability and to improve their services through provision of sustainable infrastructure development.

⁷In this regard reference is made to the several charters ratified by Icomos and UNESCO and Herit, Publication of Association of the European Association of the Historic Town and Regions (2007).

⁸Herit (2007).

The strategic objectives of the NDP also reflect the priorities outlined in the MoLG Strategic Framework (June 2010) and the Cross Sectoral Strategy for Palestine Local Government and Administrative Sectors 2011-13. The latter document places emphasis on:

- the determination of roles and responsibilities within the sector and more specifically modernizing and improving the LG legal framework in order to better illustrate and organize the relationship between the central government and the LGUs
- strengthening the legal status of existing local councils and the process for election of new leaders;
- the development of a unified planning legislation that is supportive of the decentralization process;
- the further definition of the administrative framework taking into consideration the following factors: the division of the occupied Palestinian territory into areas A, B, and C ; creating new regional structures; amalgamate the small LGUs/councils into a bigger entity such as a “Municipality”;
- maintain greater level of harmony, coordination and consistency in these efforts and to ensure their effectiveness in supporting the local government institutions to undertake their roles, tasks and responsibilities.

A national working group for Strategic Development and Investment Planning (NWSDIP) in Palestinian cities and towns was formed by a ministerial decree on March 2008 with the mandate to develop a unified Strategic Development Planning Concept and approach for Palestinian Cities and Towns. It has developed various documents such as the policy note on SDIP, manuals and tool kits for the implementation of SDIP.

Key objectives of introducing SDIP process at the local level as set by MoLG (2009)⁹ are:

- Promote a decentralization process;
- Improve governance and decision making process at the local level;
- Improve responsiveness to emerging community needs;
- Enhance services delivery at the local level;
- Promote rational local economic and social development;
- Set the basis of an integrated development approach that ensures integrated development among different governing levels.

Since 2010-2011 the SDIP has been widely rolled out to Municipalities by the MoLG/MDLF (supported by a number of Donors among which Belgian cooperation), the World Bank and USAID projects among others.

1.2.2 Key Local Government Sector Stakeholders

The Palestinian local government system comprises two main levels: the central level with the MoLG and its Directorates (including the governorates and districts) and the local level, comprising the Local Government Units (LGUs). Other stakeholders also play a role such as the

⁹ MoLG (2009). Strategic Development and Investment Planning (SDIP) for Palestinian Cities and Towns. Ramallah, Palestine.

Municipal Development and Lending Fund (MDLF), Governors, the Association of Palestinian Local Authorities (APLA), central ministries that deliver key services at the local level such as health and education, NGOs and Community-based organisations and the private sector. These bodies are governed by different legislative frameworks, and their roles and relationships in supporting local governance have not always been clearly defined (see Diagnostic Report on Local Governance System 2009)¹⁰ .

MoLG has the following strategic objectives as stated in its (draft) Strategic Framework 2011-14¹¹:

- Increase the level of decentralization between MoLG and LGU's
- Promote the skills of the MoLG staff in policy formulation and planning
- Improve the current working environment to increase MoLG staff productivity
- Strengthen the MoLG's capacity in the fields of local and regional planning
- Strengthen the capacities of the MoLG in the fields of guidance & monitoring
- Develop an enabling legal environment that encourage Public Private Partnership (PPP's)
- Institutionalize community participation in LGU's

The Strategic Framework also includes a number of development initiatives to support the achievement of its objectives and these initiatives are an important consideration in the implementation of decentralization programmes and projects in the Palestinian Territory.

LGUs include municipalities, village councils, project committees and the Joint Service Councils (i.e. LGUs that are organized in a joint set-up aiming to facilitate service delivery or projects).

Municipalities have long played a critical role in local service delivery and remain the major reference point for citizens. 74 percent of the Palestinian population is urban, living in 132 municipalities, many of which predate the establishment of the PA. From 1995 onwards, municipalities came under the mandate of MoLG. The Local Councils Law No. 1 of 1997 mandates them to provide some 27 different services typically performed by local governments around the world: electricity and water, solid waste treatment, roads, parks and recreation, markets, building schools and health clinics.

In addition to LGUs with a proper legal status, there are currently 86 Joint Service Councils (JSCs)¹². At the moment, a large majority of them is seen as collaborative arrangements between LGUs that will further transform into municipalities. The MoLG indeed has initiated a process to reduce the number of LGUs by transforming a large number of small and not viable

Update of the Diagnostic Report on Local Governance System in the oPt and Action Plan (Palestinian Authority, UNDP , June 2009) summarized a full account of the main challenges in the sector (op cit) For the development partners, including BTC, this report presents the most comprehensive and updated analysis and suggestions for interventions in the LG sector . The updated diagnostic report 2009 mainly refers to the process of administrative and fiscal decentralization, however to report does not sufficiently update the issues of spatial and physical planning (see section 1.3 below)

¹¹ Specific responsibilities of the MoLG related to regeneration are outlined in section 1.1.3 and 1.2.2

¹² The JCS's have come into existence in the second half of 1990s emerging from the so-called Micro Region Planning Committees (MRPC). The MRPC concept was developed in the context of the Local Rural Development Programme, a pioneering programme that started in the 1990s aimed at the improvement of living conditions in the under-privileged rural areas of the West Bank and Gaza through decentralizing development activities to local authorities.

village councils and other small LGUs into sustainable municipalities by amalgamation or clustering. A policy framework and an implementation strategy for 'amalgamation' have been developed, however the amalgamation approach and policy is not yet fully designed¹³.

With regard to **the relationship between MoLG and LGUs**, the Diagnostic Report on Local Governance System 2009 (op cit) emphasized the level of centralization in the legislative provisions which enables MoLG to control LGUs. The report recommended amending MoLG's organizational structure and building the Ministry's capacity to serve as a policy maker, technical advisor and regulator of the local government system, and to shift the MoLG's focus solely from exercising control to providing necessary support to LGUs through strong and independent district offices. In response to these comments MoLG has developed a new organization chart for the ministry. It remains yet to be fully operational and details regarding critical issues such as e.g. the precise role of district offices and their mandates vis-à-vis the MoLG HQ and the Governorates are still to be clarified.

While the need for defining better the roles, responsibilities and competences of LGU's is widely acknowledged, there is also an opportunity to redefine the local governance system as a whole to include not only LGUs but actors that play a significant role in decision-making but also economic development at local level, that is the civil society and the private sector in particular and their relationships to LGUs.

Beside the improvement of the overarching strategic and legal framework, major challenges for the LGUs currently are the reinforcement of their economic viability through local economic development initiatives and through own revenue and taxes collection. Significant efforts have been provided the last years on improving management capacities of LGUs (in particular financial management). Much less attention has been devoted so far to addressing the issue of enhancing local government revenues.

How to support LGU's in developing their potential for local economic development as part of their overall strategic development plans? How to improve and regulate local development through public-private partnerships ? How to encourage investments at the local level and contribute to job creation? And this particularly in a context where the national economy is jeopardized by territorial fragmentations and mobility constraints. These questions have become strategic priorities of the MoLG and have led to the creation of a new General Directorate of Local Development and Investment within the Ministry. This new institutional setting is key for RHC project design and implementation (see also section 5 below).

The Municipal Development and Lending Fund (MDLF) is in charge of implementing policies and programmes developed by MoLG in Municipal LGs. It is a semi-governmental institution (2005) that manages funds to enable LGU to provide quality services and achieve sustainable development in harmony with national plans and policies, providing them with a transparent and efficient channel of financing and technical assistance. Its Board of Directors is chaired by the Minister of Local Government.

In partnership with six funding partners, MDLF has developed the Municipal Development Programme (MDP). The MDP contributes to the Palestinian National Plan's goal of strengthening local governments by enhancing their efficiency and effectiveness and by moving them towards fiscal stability. MDP is a multi-phase national program, which provides LGUs with a combination of technical assistance, and annual performance based grants for sub-projects

¹³ LGRDP annual report 2011

that improve service delivery. The MDLF also implement a number of other projects on behalf of the MoLG at the Municipal level.

1.3 Regeneration

As mentioned earlier, the regeneration of HCs implies the preservation and development of the urban areas which feature historic and cultural values and are meanwhile affected by abandon and physical and economic depletion. This means thus not only archeological sites but also (as it will mainly be the case for the areas supported by RHC project) old buildings of a more recent architecture which belongs to the traditional patrimony and cultural identity of a local community.

This project is limited to areas within the West Bank, where, broadly speaking, three different categories of HCs have been identified:

1. the main centres of Nablus and Hebron (respectively on the north and south of the West Bank),
2. the mid-size HCs of Bethlehem and Ramallah,
3. the small size historic village cores.

As the project will focus on areas under the amalgamation process in line with Belgian government's current strategy in the occupied Palestinian territory (see infra), it will work in the third category of HCs described above. Annex 7.5 includes a description of the LGU clusters currently supported by Belgian bilateral cooperation including their size, location, nature and conditions of HC and buildings. A detailed inventory of these HCs will be completed in the first phase of the project as referred to in section 3.4.1.

1.3.1 Historic Center Conditions

The conditions of the HCs in the West Bank are poor. Most of the historic buildings are collapsing with the exception of those which are at least partially maintained by the residents and those whose masonry walls are made of shaped hard limestone.

In general, HCs and buildings are abandoned by their residents because of the poor technological services and the natural decay of the physical structures. Stones, in some cases (particularly valuable shaped lime stones) are dismantled from the building and sold or used in newly built houses.

Deterioration is caused by the lack of awareness on the importance of the cultural heritage but also due to the lack of tangible benefit for residents and owners, thereby discouraging its preservation. Socio-economic factors play thus a significant role in HC preservation. Most residents living around this area are poor. They are often tenants, perceived as those who don't have the means to move to modern cities or urban extensions, "reinforcing the idea that historic centers and people living in them are backward"¹⁴.

The following factors can be highlighted as encouraging deterioration:

- Large variation in the rates between the economical revenue from these buildings and the increase in the value of land, encouraged people to destroy them ;

¹⁴ Tashgheel, Riwaq's Job Creation through Conservation 2001-2011, Khaldun Bshara, Ramallah, 2011.p20.

- Increase in the maintenance costs for families living around these areas. Most of these families are poor which contributes to the deterioration of these buildings;
- Renting some buildings for unsuitable purposes;
- Complicated ownerships of these buildings has increased negligence due to the absence of direct responsibility. The ownership of one building may be shared by 50 to 100 persons. Shared ownership forms an obstacle against utilizing and restoring these buildings.

Many historic relics moreover have been overlapped or integrated into new concrete framework and/or concrete block construction. In other cases, residential multi-storey buildings have been built on the entire parcel surface of the HC. Sometimes the LG themselves contribute to the destruction of the HC, for example, building up educational facilities on HC areas¹⁵.

Most of HCs are therefore not visibly identifiable. The remains consist of scattered historic buildings. The HC morphology however, is readable through plans. The road layouts are in many cases the most important remains to be preserved.

In between 1998 and 2003, Riwaq (a Palestinian NGO for Cultural Heritage Preservation) has assessed the majority of the existing historic buildings¹⁶ through a thorough survey of the historic buildings in Palestine, providing the first complete inventory of its type in Palestine. The Registry is an encyclopedia of architectural information on some 50,320 historic buildings in 422 Palestinian localities—16 major cities, including East Jerusalem, and 406 villages throughout the 11 governorates in the West Bank and the 5 governorates in the Gaza Strip. The results were published in 2004 and are nowadays available on the Internet¹⁷.

1.3.2 Overview of National Stakeholders in Regeneration¹⁸

The regulatory role of the MoLG has been highlighted in the previous section. The specific roles related to regeneration are explained in recent General Guideline for the Protection of Historic Areas and Singular Historic Buildings issued by the MoLG to the LGUs (2011). The objectives of these guidelines are the following :

1. Control and organization of construction works within historic areas and singular historic buildings located within the boundaries of physical plans to ensure their protection and maintenance as well as the preservation of the general urban scene at the center of historic cities and towns.
2. Prohibition of demolition of historic buildings or alteration of any element of their traditional architectural fabric to the maximum possible extent.

¹⁵ This is clearly evidenced in the village Beth Lequia where an educational facility has been built on HC areas. In the Beita Cluster, the LG is going to build a school for 400 students (2400 sqm excluding the outdoor facilities) on a part of the HC owned by the LGU.

¹⁶More than 90% of the historic buildings were surveyed according to RIWAQ (<http://www.riwaqregister.org/en/eRdef.aspx?prt=3>).

¹⁷The assessment card used was quite comprehensive and based on given categories and weighted evaluations : Ownership (private, public, uncertain),Damage level (on the basis of visual observation and evaluation),Existence of vertical or horizontal extension, Number of floors, Roof structure, Building material, House type, Historic info, Floor material. <http://www.riwaqregister.org/>

¹⁸ Refer to section 1.3.5 for external support and donors

3. Preservation of the identity and general scene of historic areas and their traditional urban fabric.
4. Preservation of the sight lines of historic areas through determination of elevation heights allowable for construction and addition works.
5. Organization of modern addition works within historic areas so they are kept to a minimum.
6. Permitting the addition of unavailable basic services when needs arises only, and with due consideration of overall economic conditions and the sustainability of livelihoods in the area.
7. Minimization to the lowest level possible of construction works in empty places within the historic areas and specification of land lots where construction is prohibited.

The Ministry of Tourism and Antiquities, Department of Antiquities and Cultural Heritage¹⁹ (MoTA) is another key actor at government level. In principle the MoTA represents the natural link between the Palestinian Cultural Heritage and the UN umbrella, the Cultural Heritage tourist exploitation, and its knowledge and protection.

As a matter of fact in cooperation with UNDP, MoTA has first identified and then worked in the most urgent infrastructure needs in the culture and tourism sectors within the Programme of Assistance to the Palestinian People (PAPP) and in 2009 has published the Inventory of Cultural and Natural Heritage Sites of Potential Outstanding Universal Value in Palestine. This inventory was made in cooperation with local experts from other cultural heritage institutions in Palestine and with the help of UNESCO's World Heritage Committee. It included 20 sites that meet the criteria and requirements needed for inscription on the World Heritage List. Examples of those sites include the birthplace of Jesus-the Church of the Nativity and seven out of 24 Throne Villages²⁰ were included in the list²¹.

In 2003 MoTA was part of a team who drafted the Heritage Law (which since then has been frozen). It systematizes the complex Cultural Heritage Protection matter in Palestine vis-à-vis classification and inventorying, ownership, protection and maintenance²².

In the National Development Plan 2011 – 2013²³, MoTA has been allocated a considerable allocation of funds for the Rehabilitation and Conservation of Heritage Sites²⁴ (...) focusing

¹⁹<http://www.dach.pna.ps/>

²⁰The Throne Villages consist of huge fortified mansions where the sheiks and their clans resided during the 18th and 19th century (Ottoman Empire). They are located on the top of hills surrounded by the peasants small houses.

²¹ A local NGO (Riwaq), with a grant provided by the Representative Office of the Federal Republic of Germany (2006), initiated the Preventive Conservation of the Suhweil Castle in the village of Ibwei, which was followed by two more conservation project.

²² According to the draft heritage law (art. 41) the demolition of Historic Buildings (those classified with Local Importance) is prohibited except with a licence released by the "Cultural and Natural Heritage Commission". Preservation and Development Plans are foreseen in the third paragraph (Article 75 - Preparation of Conservation and Development Plan) and the Article 76 specifies that the Local Authorities shall be responsible for the implementation of preservation and development plans for heritage of local importance under the supervision of the Commission. Incentives (Article 89 - Income tax deductions) are also proposed to enhance Heritage maintenance and restoration.

²³ PNA, The National Development Plan 2011 – 2013, April 2011.

²⁴ Ibid. p. 101.

primarily on investments to rehabilitate and preserve national heritage sites and other areas of interest to domestic and international tourists.²⁵

There are a number of associations, semi-governmental and NGOs which have accumulated a rich experience in working in cultural heritage preservation the last decade as well as University centres²⁶. The NGOs and associations working in the field of restoration of Historic Building and Historic centers are the following:

- the Old City of Hebron Rehabilitation committee
- Riwaq
- the Welfare Association
- and the Centre for Cultural Heritage Preservation.

The operational and management capacity of these NGOs is very good and they are highly committed. The NGOs operate mostly in the field of rehabilitation of the primary and secondary infrastructure using participatory approaches. Some of them have oriented more recently towards approaches of revitalization of historic centers²⁷. Despite their sound basis, it has been identified by the formulation mission that these NGOs would benefit from international practices in the following disciplines (non-comprehensive list): strategic structural planning and in particular detail urban planning for urban preservation and development (Restrictive and Prescriptive Rules); knowledge mapping analysis of HCs based on damage, vulnerability, historic values and urban consistency assessment; as well as building construction technologies for restoration and rehabilitation of Historic Buildings, including modern technologies to be integrated into old building structure.

1.3.3 LG Planning framework and regeneration

Important aspects of the planning legislation and the stated policy intention of the NPA describing the key role of the Local Government sector in regeneration include the amended regulations issued by MoLG Higher Planning Council in 2006 on Law no. 79 (1966) which details the role of the MoLG on the approval of bye-laws related to LG planning. The amended regulations (2006) related specifically to the recognition and definition of Historical Towns and the role of the LGU in the preparation of preservations plans and other types of plans.

The Directorate of Urban Planning (DoUP) is the responsible department within the MoLG for preservation and development in urban areas.

Guidelines related to historic sites (2011) have recently been issued and this will be an important reference for the project. The process of developing and approving Urban (spatial and physical) Plans involves a complex process linking the Village, Municipal, District and national levels of the LG sector and this emphasizes the criticality of alignment to the regulatory and institutional framework in promoting the regeneration of HCs in Palestine.

²⁵ Ibid. p. 86.

²⁶ like the Mohammed Al-Qasem Center for Revitalization of Architectural Heritage, which works under the umbrella of the An Najah National University The Mohammed Al-Qasem Center was funded in 1998 and is located in Beit Wasan. It works basically in the field of Urban Planning and occasionally in cooperation with associations operating in the field of regeneration. The Al-Qasem Center is mostly involved in research and consultancy

²⁷ see for instance Riwaq's experience, in regenerating the Bir Zeit's Historic Center.

1.3.4 Planning Practice and regeneration

The Key Planning Documents the current Planning practice makes reference to are: the Urban Planning Law (1966), the SDIP and the Physical Planning Manual (PPM).

The manuals are the reference guide to the actual planning practice, though (at the moment) they are in part unclear as far as the technical wording and some specific contents. For instance there are three different names for the physical (or spatial) planning for the urbanized area²⁸. In addition, the SDIP should propose municipal development visions, which are typical of a long term (strategic) planning. However, the SDIP nowadays typically considers short-medium term investments only²⁹. The urban regeneration activities and particularly those for HC Preservation and Development (P&D), being long term investments, cannot be easily addressed within the current SDIP practices.

The current planning system is summarized in Table 1.1 below. HC Regeneration activities are not sufficiently guided by higher planning levels. With the exception of the National Development Plan, there is no practice of National³⁰ and Regional spatial planning. As far as the overall planning system levels are concerned, at the moment this is limited to the Municipal/Cluster Planning tools: the SDIP (lasting 4 years) and the urban (physical) planning at the level of the urbanized area (lasting 15 years).

	Development Plans	Status	Spatial Plans	Status
Planning Levels	National Development Plan	Existing	National Strategic Spatial Plan <i>National Development Policy</i>	in progress
	Regional Development Plans (district level)	Not existing	<i>Regional Spatial Plan</i> (district level)	not existing
	<i>Strategic Development and Investment Plans</i> (SDIP) (Municipal / Cluster level)	Existing	<i>Spatial Development Framework Plan</i> (SDF)	not existing, mentioned and described within PPM
			Master Plan (Structural Plan), or <i>Land Use Plan</i> (urban area)	Existing
			<i>Sectoral Plans</i> (Detailed Urban Plans – DUPs)	Mentioned and described within the PPM

Table 1.1: Overview of Current Strategic and Spatial Planning Tools vis-à-vis the planning levels (wording from the PPM in *italic*)

²⁸ In the Urban Planning Law (1966) this kind of plan is called “Structural Plan”, currently it is called “Master Plan”, and the PPM uses the title of “Spatial Development Framework” and “Land Use Plan”.

²⁹ SDIP assessment report (2012). The PPM also report that the “SDIP (...) will in the future be rolled-out at a broader scale (...)”. PPM, p.7.

³⁰ The National Strategic and Spatial Plan (NSSP) draft is in progress.

The PPM has proposed filling the two different strategic gaps to be addressed: completing the planning levels³¹ and complementing the strategic development planning with the spatial (physical) elements³².

In principle the HBs and HCs are protected by Circulars, Decisions, Guidelines³³, by-laws or draft laws³⁴ and “Master Plans”. This only occurs in cases where the HCs has been identified, physically defined and their protection recommended. In practice, enforcement of these Guidelines is seldom applicable, mostly because of the concurrence of four different issues:

- the belief that a traditional living habitat cannot be equipped with modern technologies which could in turn provide modern living conditions;
- the lack of consolidated legal tools allowing public institutions to lease private building assets;
- the lack of knowledge of planning strategies that could adequately develop the HC urban areas; and, in some parts of the occupied Palestinian territory
- the lack of urban development areas (in cases where the HC is in Area C which is not buildable with current restrictions).

The planners (architects and engineers) involved into the planning activity directly or indirectly related to the HC Regeneration are technical staff from :

- Local and Central Government institutions: Municipal Technical Officers (MTO) and officers from the Urban Planning Directorate,
- Local Universities.
- NGOs,
- Private Consultancy Companies,

The private associations and NGOs operating on HC rehabilitation (and supported by the Local Universities and the University centres) have a limited experience in “planning the regeneration of HCs”. They mainly operate in the field of reconstruction of the primary and secondary infrastructure - using participatory approach - and in “preventive conservation” - namely the rehabilitation of the main façade of private and public buildings along the newly paved main roads. Such regeneration planning practice principle basically relies on trickle down effects attracting new resident population in fully serviced HC areas.

Private Consultants usually draft SDIPs and Master Plans strictly sticking to the Manual prescriptions.

The Municipal and Cluster staff apparently have very little knowledge of the Regeneration issues applied to the HCs (unless directly involved in HC Regeneration exercises like in Sabastiya).

³¹ PPM, p. 117.

³² Ibid. p.7.

³³ The last one is the Circular / Based on the Decision No (65/5/2011) Issued by the Higher Planning Council General Guidelines for the Protection of Historic Areas and Singular Historic Buildings.

³⁴ See the draft Heritage Law that protects the HCs and recommend preservation of the HBs (also those with “local value” – art. 41) and foresees the P&D – art. 76.

1.3.5 External support and funding to LG and Cultural Heritage Preservation linked to Regeneration

1.3.5.1 Belgian support to local governance

Local governance has been a key sector for the support of Belgium to the Palestinian Authority for the last decade. This support has been oriented the last years towards a reform driven support through the “Local Government Reform and Development Programme” (LGRDP) started in 2011. Keeping a special emphasis on the smaller local governments units which had been Belgian added value in past years this programme adopts a more comprehensive institutional strengthening strategy. On the one hand it aims at strengthening the smaller and unviable local governments into more sustainable and effective structures through the Government policy of LGUs amalgamation and the creation of joint service arrangements for LGUs. This component of the programme is implemented by the Municipal Development and Lending Fund (MDLF). On the other hand the programme provides support to the institutional development of selected MoLG departments as well as district offices, in order to strengthen the Ministry leadership role in the decentralization process (regulatory framework, implementation strategy and planning, coordinating the reform process, etc...). LGRDP will also contribute to the financing of the joint donor funded Municipal Development Programme.

The Joint Commission between Belgium and the Palestinian Authority in November 2011, reaffirmed that the bilateral cooperation programme 2012-2015 would pursue its support to the local government sector (financial envelop of 20 millions EUR). In this envelope, besides the current RHC project, another contribution to the local government reform and development program is foreseen including channeling through the MDP. It extends the geographic coverage of the current LGRDP, it prolongs its specific attention for amalgamation and for an holistic approach of capacity development at all levels (MoLG, MDLF, municipalities and village councils). The synergies of RHC with LGRDP as well as with its coming extension are key to Belgian support and will be detailed further in section 2.7.

1.3.5.2 Other external development support

Although a considerable amount of donor resources have been invested in support to local government development, these have long been uncoordinated. Donor coordination has improved in recent years with the establishment of the Municipal Development and Local Government Sector Working Group since 2008. It is chaired by MoLG and co-chaired by Denmark.

The Municipal Development Programme is a core programme within the LG sector. It is supported by the Palestinian National Authority in partnership with the Agence Française de Développement (AFD), Belgian Development Agency (BTC), the Danish International Development Assistance (DANIDA), the Swedish International Development Cooperation Agency (Sida), the World Bank, German Development Bank (KfW), and the German International Technical Cooperation (GIZ). The Municipal Development Program represents a new effort in development and reform in Palestine’s LGUs, designed by the Municipal Development and Lending Fund (MDLF), under the guidance of the Palestinian National Authority. The MDP recognizes that the first step towards improving municipal services lies in better-managed and more accountable local governments. The MDP provides infrastructure grant allocations to Palestinian municipalities (although most funds are expended at the central level on behalf of the LGUs and transfers are very minimal and limited to basic operational costs), and combines this with improved performance, and improved capacity in operations, planning, and financial capacity. The MDLF is currently in the process of designing the second phase of MDP’s implementation.

The aforementioned donors have a number of specific areas of concentration within and external to the MDP. These include:

- DANIDA focusses on the amalgamation process, hence it is are strongly using the same policies as BTC;
- The World Bank is in the process of supporting the MoLG in the establishment of a Village Development Programme;
- GIZ has a strong focus on the SDIP process and reform within the LG regulatory framework and it provides significant assistance in this area.

Other donors active in the LG sector include USAID through the existing Local Democratic Development Reform (LDR) implemented by CHF International and an upcoming LG Infrastructure Programme which is currently in the final stages of development. These large programmes focus on specific LGs. Similarly, JICA also has a large programme of support in specific LGs. They support the LGUs in planning and service delivery using similar but distinct tools from the normal LG systems including SDIP.

1.3.5.3 External support to cultural heritage preservation

The Donor community (particularly SIDA, the Italian Cooperation and UNDP) has supported Cultural Heritage Preservation (CHP) issues the last years (mainly the rehabilitation of HBs and provision of basic network infrastructure in HCs). Their implementation methods vary according to the specific bilateral agreements with the PNA and the Israeli Government as far as the Area C is concerned.

SIDA particularly is one of the most important donors contributing to the restoration and conservation of the CH. From 2001 to 2009 it has spent almost 5 million euros in this sector (more than 150 000 just for the Birzeit project). SIDA programme linked explicitly the preservation of the historic environment (through working with the 4 Palestinian Cultural Heritage organizations) to job creation. Throughout the project implementation the emphasis was shifted from short term job creation to long-term social reconstruction³⁵. SIDA is currently pursuing its support through an agreement with UNESCO to manage the funds, work with the Cultural Heritage Organizations and link with international practices.

UNDP has been promoting and implementing architectural heritage rehabilitation activities in the Area C within the Programme of Assistance to the Palestinian People (PAPP) and in cooperation with MoTA. Among others, their projects have included supporting the Rehabilitation of the Sabastiya Archaeological site addressing the Cultural and Tourist sector together with the most urgent infrastructure needs, coordinated with the NPA, CHF and the Italian Cooperation.

UNESCO has been also very active contributing to raise the awareness (at the national and international level) on CH issues. In October 2011 the occupied Palestinian territory was admitted as UNESCO's member³⁶ and a few months later the Church of the Nativity in

³⁵ Facts on the ground, A review of Sida-'support to historic environment preservation in the occupied Palestinian Territory, February 2011.

³⁶ Admission to UNESCO for states that are not members of the United Nations requires a recommendation by the Organization's Executive Board and a two thirds majority vote in favour by the General Conference of Member States present and voting (abstentions are not considered as votes).

Bethlehem, along with the Pilgrimage Route, was added to the UNESCO's World Heritage list. UNESCO has also contributed to the implementation of a number of rehabilitation works.

Figure 1.1 below shows a schematic categorization of Donors based on the CHP concept.

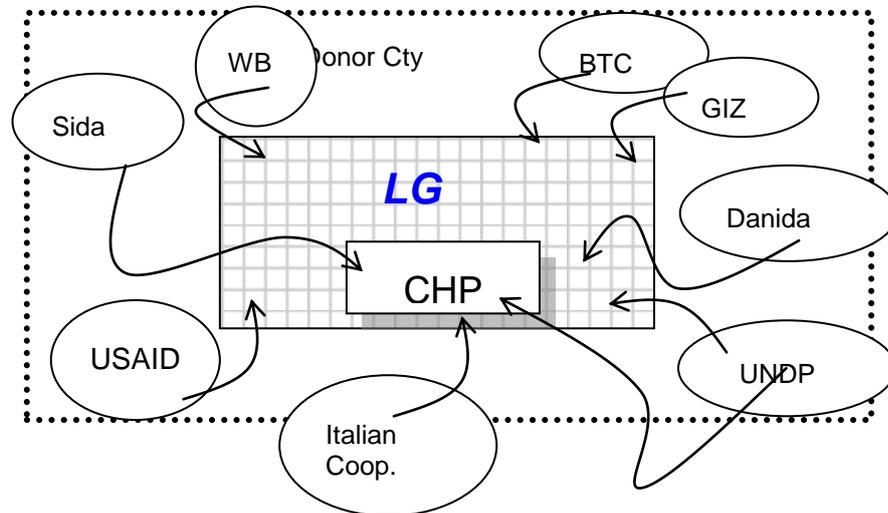


Figure 1.1 : Donor Community: Direct and Indirect interventions on CHP

However, among those working in the HCs, none currently apply Regeneration technologies. Holistic planning for P&D of HCs has also not been supported to date. Therefore, a specific actor is required to assist LG stakeholders to develop and support these issues. The RHC project has strong potential in this area as described in the following sections.

1.3.6 Tourism in the Palestinian Territory

In the last decade Tourism has stagnated and visitor numbers are low compared to previous years. The current tourism output is USD 0.6 Billion, contributing 12% to GDP and employing 12,000 people³⁷. Following a decline from 2000 to 2004, there has been some recent growth in visitors to around 1 million visitors per year in total; however overall growth in tourism is low (around 2% over the period 2000 – 2008 and the sector's contribution to overall Palestinian employment is also at a low level (around 2%³⁸).

Recent figures presented by the Palestinian Central Bureau of Statistics in collaboration with the Ministry of Tourism and Antiquities³⁹ mention that 3.5 million visits were made to tourist sites in the occupied Palestinian territory from January to August 2012. These included 1.7 million visits by inbound visitors and 1.8 million visits by domestic visitors to gardens, parks and other tourism sites. The number of visits rose by 28% compared with the same period in 2011, but domestic visits fell by 10%.

³⁷ 2007 figures estimated by Monitor Group using PCBS data and reported by UNDP.

³⁸ The Portland Trust Palestinian Economic Bulletin, March 2011.

³⁹ Palestinian Central Bureau of Statistics, report September 2012.

Moreover, several NGOs and associations⁴⁰ have contributed to a new type of tourism in recent years. Known as experiential tourism, it includes eco, cultural, solidarity and community based tourism⁴¹. It targets the world tour operators, domestic tourism and the almost 10 000 foreigners living in Palestine. At the moment the alternative tourism market represents the 1% of the pilgrimage market in Bethlehem⁴². This is viewed as a potential area for growth to which this project can contribute to, especially considering the projects focus on amalgamating and recently amalgamated Municipalities which are focused outside of the major tourist areas.

⁴⁰ NEPTO (www.nepto.ps), Alternative Tourism Group (ATG) (www.atg.ps) , Riwaq (www.riwaq.org) , Siray Centre for holy land studies (www.sirajcenter.org) Rozana Association (www.rozana.ps) , published in Nepto (Network for Experiential Palestinian Tourism Organization), project funded by UNESCO, MDG Achievement Fund and the Swiss Agency for Development and Cooperation (SDC), (no date is reported in the publication..

⁴¹Stefan Szepesi describes such a new alternative tourism in Palestine in his book *Walking Palestine: 25 journeys in the west bank*, Signal Travel Guides, 2012.

⁴² Overnight stays in Palestinian hotels increased by 40% in 2010 reaching a record high 1,400,000 (including both foreign and domestic overnight stays and staying in east Jerusalem overnights) (...) Nearly 90% of inbound visitors to Palestine visit Bethlehem.” In *Master Plan for Developing Tourism in Bethlehem*, by: Alternative Business Solutions, for the Ministry of Tourism & Antiquities, the Bethlehem Chamber of Commerce & the Tourism Development Master Plan Working Group, 2011 (<http://www.masterplan.ps/resources/file/conference/MasterplanforDevelopingTourisminBethlehemnew.pdf>).

2 STRATEGIC ORIENTATIONS

2.1 Guiding Principles

The project will support the Palestinian National Authority (PNA) strategic objective for the Local Government sector to “Empower Local Governments and bring services closer to the people”. Within this context, the importance of the Local Governments role in the protection and development of its existing resources, in terms of “Palestine’s unique historical and cultural significance⁴³, is central to the project objective.

The current political dynamics in the oPt will have a significant influence on the project. The project will be implemented in the West Bank area. Within the West Bank, the project will support holistic LG planning related to both socio-economic and physical planning process. While the project will seek to provide holistic support to the implementation of regeneration aspects of these plans, this may be limited by the complex approval process regarding development activities in Area C. For this reason, the project is likely to focus its infrastructure related implementation support in Areas A and B in line with current practice of the existing LGRDP project.

The intervention will support the (draft) cross-sector strategy for Palestinian Local Government and Administrative Units (2010). Within the context of Planning and Regeneration, the project will have a significant focus on supporting the development of a “*Unified Planning Legislation*” in strengthening coordination between the MoLG, the Ministry of Planning, Line Ministries and LGUs. The amended regulations on the Urban Planning Law (2006) related to the recognition and definition of Historical Towns and the role of the LGU in the preparation of reservations plans and other types of plans is also a key reference. The recently produced Physical Planning Manual (MoLG 2012) and General Guidelines on Protection of Historic Area (MoLG 2011) are also important reference documents that will guide the project.

Supporting the Ministry of Local Governments Investment and Local Development Planning process and tools will be central to the project. The integration of the protection and development of HCs in Local Governments brings together three key national strategic priorities: supporting Palestine’s historical cultural significance, integrated planning processes and local economic development.

The MoLGs Directorate of Local Development and Investment and the Municipal Development and Lending Fund (MDLF) will be key stakeholders in ensuring that the projects orientation is aligned to the MoLGs legislative framework and horizontal and vertical coordination with national and sub-national government in Palestine.

The critical role of the CBO’s and private sector has also been recognized as a key aspect of the regeneration process. Their involvement will be determinant in the efforts to ‘bring life back’ to the historic centers and to contribute to develop the local economy.

Strengthening good governance at local level will also be an important dimension within the project. The project initiatives will be approved by the appropriate local governance structures through an integrated SDIP process. Leadership should be seen as a process of facilitating the participation and views of all actors in the decision making process, with particular attention to members of the communities that are vulnerable and minorities. Strategic

⁴³National Development Plan P.46

planning should be seen within the context of the sustainable impact in the medium and long term and not dictated by short term priorities. There are too many examples of destruction of HCs to meet the short term goals of the public and private sector within LGUs and this had resulted in the depletion of strategic historical resources and assets that can play an important role in Palestine's development.

2.2 Historic Centres as a catalyst for socio economic regeneration

Regeneration is different from rehabilitation. Rehabilitation of HBs and HCs consists of the physical restoration of a decaying building. Urban regeneration instead refers to the revitalization of the rehabbed building (making it alive again) and of the overall social and economic context. Regeneration therefore implies two different and apparently contrasted activities:

- the effective re-use of the HC and the building constructions for residential purposes and also for carrying out socio-economic activities that can generate social services, income and welfare, and
- the appropriate rehabilitation of a building, where the rehabilitation techniques complies with its historic value, damage, vulnerability, urban consistency, the applicability of modern technologies, the recovery of the old ones (like water supply and passive energy production), and the socio-economic conditions of the resident households.

Regeneration basically represents the sustainability of the HCs rehabilitation. If a HC is simply rehabilitated and not used (for residential, social or economic purposes), the capital invested decays with the building and the HC themselves.

The regeneration of a HC has also to be perceived in terms social and economic opportunities in the short and long run, linking with the territorial development at different scales (urban and regional, and eventually national if the NSSP is finalized) and different sectors including primary (agriculture, health, education), secondary (micro-enterprises for agro-processing), tertiary (commercial / tourist activities and facilities). Connecting fragmented areas is an effort particularly relevant in the Palestinian context.

New jobs will be created from the conservation and rehabilitation activities (contractors and workers in building techniques and crafts). Moreover private investors will be encouraged , through public-private partnerships, to take part into the revitalization (and the orientations) of the historic centers economic life⁴⁴.

A further component of heritage led regeneration which will be addressed within the HC regeneration activity is the environmental component, where the environment is perceived as:

- landscape to be preserved (Palestinian landscape and olive groves are among the most famous in the world),
- geographical area to be serviced (equipped with infrastructure, like road / paths / tracks network, natural WWTP)

⁴⁴ It must be noted here that the project does not target within its timespan the creation of an overall enabling environment for private historic building renovations (loans, micro-credit, VAT measures etc.. ..). This measures could nevertheless be thought of in a future phase of the Historic Center regeneration and considered on the long run by the Palestinian Authority.

- territory to be exploited (water sources, agricultural production, livestock)

As for the social and cultural component, regeneration contributes to:

- strengthening the identity of a region and its people and making it more attractive to visitors;
- identifying the distinct territorial brands for specific local agro products, food, building, handicrafts;
- enhancing the social cohesion and solidarity which normally operates in "traditional" and small scale societies.

Regeneration is thus viewed as one of the contributory factors to social economic development in LGUs that have Historic Centres. However the link between regeneration and socio-economic development that is applied to this project will not be a factor in all LGUs of Palestinian Territory. For this reason, criteria have been outlined in the analysis of result 1 to select appropriate LGUs to participate in this project. These criteria are broadly based on the relevance of regeneration to the socio-economic development of the specific areas. The link between regeneration and LED in particular will be specific to each local context. However, the TFF has outlined some possible approaches and benefits in this area (see section 3.4.2 below).

2.3 LGU's as the entry point for support to sustainable regeneration processes

The Regeneration of Historic Centres (RHC) project will be centered on the idea of regeneration as a complement to the Belgium's broader based support to the LG sector.

In order to strengthen coherence with Belgian support to the LG sector, and as stipulated in the bilateral Indicative Co-operation Programme 2012-2015, the target group will be **amalgamating or recently amalgamated municipalities**. This definition can apply to LGUs who have completed, are in the process, or have a commitment to commence an amalgamation process. Municipalities supported by the Belgian bilateral cooperation will be given the priority but other amalgamated/amalgamating units could be considered. The link with amalgamation is important in terms of demonstrating commitment by the LGUs to efficient and effective services and recognition of the added value in the establishment of stronger local governments, while at the same time respecting and valorizing the identity of various groups.

The objective of the project will thus be to enhance the capacities of the Municipalities (or clusters, joint service councils) to regenerate their village historic centers and support local development in joint planning areas. The project will support and promote a continuous dialogue between the villages and the municipality.

During the 'set-up phase', 6 LGUs⁴⁵ will be selected to participate in the regeneration planning process. In the implementation phase, the projects central initiative of supporting models of good practice will focus on two of these 6 HCs, who will be selected using clear criteria on their potential for successful regeneration programmes. The other 4 LGUs will also receive strategic supports towards their regeneration plans.

⁴⁵ This number may be increased in the first phase if it appears that the initially identified LGU's are not committed and interested in regeneration projects so as to make other benefit from the project support. But the project should not come up with more than 4 LGU's (besides the model LGU's) in order to remain focused and concurrent with available budget.

2.4 The Integration of Regeneration in the Municipal Planning Process with a specific focus on the local economy

The project will seek to build on the progress of the MoLG, the MDLF and stakeholders within the sector working group in the development of planning processes in LGUs through the processes and tools of the SDIP.

The SDIP has been successful to date in terms of progressing the development of social services in Municipalities and LGUs. The RHC project will have a specific focus on the **strengthening of local economic development opportunities related to HCs**, in particular the creation of awareness of economic opportunities within the priorities of local stakeholders.

The project will have a specific focus on strengthening the socio-economic, **spatial and physical planning processes related to the regeneration of HCs in LGUs**. This will be based on review of existing practices in Palestine as well as learning from international best practices.⁴⁶

With regard to planning processes the RHC approach will be characterized by:

- A thorough stakeholders analysis and social mapping to understand better the social dynamics, and the political economy at the municipality/ cluster level, before entering any support to the planning process
- A participatory bottom-up planning process aiming at maximizing inclusiveness among all local actors, acknowledging the intrinsic value of local knowledge and expertise in the development of visions, plans and priorities,
- Improving active representation of women in the planning process
- Providing information to local actors and decision makers, based on well-established good practices and verifiable research and expertise;
- Building on existing progress in the use of methodologies and tools that have been approved by the authorities in supporting local development planning;
- Coordination with relevant stakeholders (NPA Institutions, Sector Working Group, NGOs) in supporting local actors in the delivery of their development objectives in a sustainable way.

2.5 Supporting Regeneration through a Multi-Dimensional Approach in line with Local Priorities

Through supporting the regeneration of municipalities and clusters, the project aims also to address capacity development in the amalgamating or recently amalgamated municipalities in line with locally developed priorities, including facilitating inclusive partnerships involving the public, private and NGO sectors together with the communities at the local level.

Indeed including Historic Center in planning (masters plan, DUP's) will not ensure their full regeneration. A master plan indicates how development ought to take place , it does not have

⁴⁶ including consideration of lessons learnt from Strategic Structural Planning processes supported by BTC in other partner countries with reference to experiences of strategic structural planning supported by BTC in Vietnam, for instance

the power to ensure that it does take place⁴⁷.

NGO expertise in supporting the design and supervising the regeneration activities will be a key aspect of RHC project implementation. In particular the project will build on the rich experience that Palestinian NGO's and Universities have on how to manage the technical but also the sociological aspects of the restoration processes. Fostering a sense of community ownership will be considered as essential for the integration of the rehabilitated buildings into the community life. The lessons learned of some recent experiences in regeneration (like the Bir Zeit's Historic center) will also guide the project's strategy (see chapter 3.3 below).

Protecting the integrity of the existing historical sites and buildings will be a key focus area, whilst at the same time creating a living and working environment that is conducive to modern lifestyles in the target areas. The creation of healthy conditions will be a key aspect. This includes explaining and demonstrating the benefits of vernacular architecture (small windows, water systems etc), together with limiting or removing more modern intrusive elements such as concrete walls that have reduced ventilation to these buildings.

2.6 Contributing to an evidence based policy framework

The project will have an important focus on supporting and developing the approaches and tools that are required to implement regeneration in LGs and learning lessons that can contribute to the broader policy of LG and regeneration in Palestine.

Challenges in the operations of the National Legislature in recent years have resulted in an often outdated or in-existent legal and regulatory framework in many sectors, including those affecting regeneration. This has been somehow compensated by the profusion of manuals, guidelines and tools which have produced some guidance but lacking an overall strategic framework.

In this context the project cannot predict when its experiences and recommendations may be integrated into the legal framework. However, this does not necessarily reduce the usefulness of the project in this regard as the good practices can be shared through Manuals and Guidelines and be approved by the national legislature at the appropriate time.

It is also important that lessons are learned (and disseminated) from linking opportunities for social development with Regeneration of HCs. This may include:

- Opportunities to rehabilitate or provide new Municipal Services such as water, sanitation and waste water facilities during the period that the HC is rehabilitated. This may create efficiencies in service delivery costs and the HCs will not have to be re-excavated and potentially damaged to provide these essential services in the future;
- Opportunities to link the rehabilitation of the HC with the provision of primary services in education, health and other sectors. Significant attention should be paid to the need to protect and develop historic buildings and the surrounding environment if considering the construction of large infrastructure;
- The provision of social services to community groups including the marginalized or disadvantaged. A number of LGUs indicated that the provision of services to youths, the

⁴⁷ Regenerating Bir Zeit's Historic Centre ; an integrated approach to heritage protection , planning, and development in a the rapidly changing Palestinian rural space, Iyad Issa, Riwaq,2010, p.7.

elderly and groups in need of education services such as children or adults with dyslexia is a priority in their regeneration process;

- The potential for developing social housing within regenerated HCs;
- The creation of awareness on how HCs can contribute to a clean healthy living environment and the special vernacular architectural features that promote good living conditions. It will be important to review some of the negative practices that have occurred involving intrusive modern building techniques, for example the reduction of ventilation in the HCs deriving from inappropriate concrete structures or poor planning.

Special attention will be paid **to learning and documenting practices with regard to local economic development approaches and tools**. As mentioned earlier the development of LED processes is currently among the priorities of the MoLG and the institutional framework is being set up to regulate and monitor them. Project practices will feed into the development of central policies on local economic development particularly with regard to the following aspects: the use of LED-based tools as part of the integration of regeneration into the SDIP, the establishment and functioning of local development units (to plan and monitor LED projects) within the local governments entities, partnerships between public and private actors for the use and development of historic centers, appropriate investment opportunities on the local development level related to HCs, monitoring and evaluation of LED projects and partnerships, etc...

2.7 Coherent and complementary implementation with Belgian Support to the LG sector

The regeneration project will work with LGRDP in developing spatial and socio-economic studies or capacity building activities that are required in the framework of regeneration initiatives. The potential for LGRDP to instigate studies or support LG reform that will contribute to the holistic objectives of Belgian support to the sector is an important factor in the pre-implementation and implementation phases of this project (see section 3.3).

Linkages and synergies between the RHC and LGRDP projects have been identified, particularly at the following levels:

- the regeneration project is complementary to the current support provided by LGRDP in LG planning and LED initiatives, some activities could be shared by both projects (in line with the programme approach for support to the local government reform process)
- the link with the future extension of LGRDP as part of the reform driven support from Belgium to the LG sector will also be analyzed in appropriate time
- the opportunity to learn and build on the experiences of the LGRDP project and its management team and staff that already exists within MDLF (infrastructure , strategic planning, etc ...), while enhancing capacities for some new skills specific to regeneration projects
- the utility of lessons learned from LGRDP current work with the villages and clusters.

Linking with Belgian supported NGOs, on the other hand, presents the potential to strengthen coherence within Belgium's broader based development programme in Palestine. Specific linkages with Belgian supported NGO's have been identified with regard to the following aspects : socio-economic rights of women, strengthening holistic local planning processes, ensuring appropriate services and access for the disabled and potential linkages to social economic and sector development programmes e.g. improving water and sanitation services in HCs during the processes of regeneration, support to agriculture and agro-

processing, etc... Continuous attention will be paid throughout the project implementation to opportunities for synergies and complementarity with the NGO's support to the local civil society.

2.8 Implementation Strategy

Project components

The project will support the regeneration process at LG level. It will further support institutional development at the MoLG (including other central agencies where relevant and its districts/regions). In addition the important roles of the Private Sector and Non-Government Organizations will be fully considered as part of the institutional development and regeneration processes.

The project will have two components.

- i. The first component will focus on institutional capacity building, support to socio-economic and physical planning process and learning lessons that can inform decisions at the local national and international level. This broadly corresponds to the activities and results outline in results 1 and 3.
- ii. The second component will focus on Result 2, supporting the design and implementation of the regeneration activities in the LGUs, but may also include aspects of support to the SDIP process (currently in result 1).

The areas of coordination between the two components are explained in section 3 and 5 of the TFF. A Project Technical Committee (PTC) will also be established to coordinate the implementation of the project (see section 5 for a further description of the PTC).

A summary of the components and results areas is included in the table below.

Component	Key results
1. Support for the integration of regeneration into planning and policy for Historic Centres in Urban LGs	Result 1. Regeneration forms an integrated element of Municipal Planning in targeted LGU Clusters
	Result 3. Lessons learned from RHC project contribute to evidenced based policy framework and planning strategies for the PNA
2. Design and Implementation of regeneration priorities in selected Local Governments	Result 2. The socio-economic regeneration of targeted HCs is enhanced using a multi-dimensional approach

Implementation strategy (phasing)

The implementation strategy will be based on a 5 year project. The initial set-up phase will be 9 months and it shall include a number of specific activities and milestones to be achieved (see table in Activity 01 01 Section 3.4.1).

The second phase of the project will focus on the integration of regeneration into the existing LG planning process. The 6 LGUs to benefit from planning support will be selected at the start of

this phase. It is important to recognize that this process requires significant time; indeed the strengthening of planning processes should continue to be a key feature of the project throughout its lifespan. (see details in result 1).

The third phase of the project will focus on the implementation of LG regeneration plans. Result 2 shows criteria to be applied in selecting model LGs for regeneration activities. It is anticipated that 2 LGs will be selected as models depending on the costs involved. A budget allocation will also be made available for the remaining non-model LGUs from the 6 that were supported during the planning phase.

The fourth phase of the project will focus on learning lessons from the implementation of regeneration, ensuring that the experiences of the project are articulated using participatory and empirical based research methodologies and communicate to all stakeholders at the local, national and international level. Result 3 provides details of specific issues where the project has significant potential in terms of learning lessons and providing contributions to policy reform. The important strategic links between the complementary Belgian funded projects of RHC and LGRDP at the local and national level (both implemented through the MoLG/MDLF) strengthens the opportunities in this area.

In summary the intervention strategy will include :

- A preparatory set-up phase: (the first 9 months) based on clear milestones (see infra) – from April 2013 to December 2013. There should be a distinct end to this phase.
- Support to the integration of regeneration into LG planning process: 1 year from January 2014 – December 2014 and continuing thereafter.
- Support to the regeneration of LG HCs: 3 years from January 2015 – December 2017.
- Research, lessons learnt and closure: (2 years overlapping with the implementation phase after the MTR has taken place) April 2016 - March 2017

In order to focus the RHC project on the sustainable integration of regeneration in Local Development in HCs, the projects results have thus been developed to reflect of logical sequence of achievements through the timeframe of the project.

However it is worth noting here that the complexity and specificity of regeneration processes request first of all a flexible and incremental approach. Lessons learned should not wait for the last two years to be collected but learning and search for feedback should be part of project implementation since the onset and will be encouraged as a continuous process. Moreover, some recent national experience in regeneration stress that regeneration is feasible through “a parallel process of dynamic planning and physical architectural interventions”⁴⁸. Starting with a few key rehabilitation and protection projects while planning (or after a rapid initial assessment and planning phase), upgrading of elements of the public space etc. can not only help building capacities while doing ,but also contribute to awareness raising and changing the negative perception about historic centers.

⁴⁸ Regenerating Bir Zeit's Historic Center ; an integrated approach to heritage protection , planning, and development in a the rapidly changing Palestinian rural space, Iyad Issa, Riwaq,2010.

3 INTERVENTION FRAMEWORK

3.1 General objective

The General Objective is “to improve the social, cultural and economic development of Local Government Units and Municipalities in Palestine”.

3.2 Specific objective

The project Specific Objective is “to enhance Local Governments capacity to regenerate their Historic Centers and support sustainable local development in these areas”.

3.3 Expected results

The results and associated activities reflect a respect for the autonomy of local governments in planning and decision making on how regeneration may best contribute to their social, economic and cultural development.

Institutional capacity development will be central to the sustainable achievement of the results and objectives. Capacity development initiatives will be described under the various results areas in section 3.3 and 3.4 below.

The three results expected are the following:

1. Regeneration forms an integrated element of Municipal Planning in targeted LG Clusters;
2. The socio-economic regeneration of targeted HCs is enhanced using a multi-dimensional approach;
3. Lessons learned from RHC project contribute to evidenced based policy framework and planning strategies for the PNA.

3.3.1 Result 1

Regeneration forms an integrated element of Municipal Planning in targeted LG Clusters

The primary responsibility for this activity falls within the regulatory mandate of the MoLG. For the purposes of coordination and coherent planning, the MoLG will work on a full time basis with the MDLF. The development of appropriate capacity among these actors together with Civil Society and the Private Sector is critical to the success of the project.

The following strategic issues will be addressed within this result area:

1. **RHC will build on the current work (notably Riwaq's) in surveying and inventorying the HCs.** This will include:
 - Updating the survey as the situation is likely to be very different since the surveys were first commenced over 13 years ago.
 - Including detailed information for the HCs (area, number of surveyed buildings, protection level, etc.).

- Building on the detailed information collected vis-à-vis the Riwaq assessment scope and the use of the assessment.⁴⁹

2 The project will support the creation of a Regeneration Task Force by the MoLG.

This Task Force will assist the new General Directorate of Local Development and Investment and other key stakeholders to effectively start the preservation and development process in the HCs (a proposal of roles and tasks is included in section 3.3.below).

This Regeneration Task Force (TF) will have a significant role in:

- (re) launching the process of creating an appropriate legal framework to protect the historic buildings and historic centers
- facilitating the communication among the different stakeholders to follow up on the preservation and development process,
- supporting the efficient approval of DUP and the building permission release.

The Regeneration TF will support the MoLG in strengthening linkages with the “MoTA Commission” and other relevant authorities (e.g. MoPAD). According to the Draft Cultural Heritage Law, a building permit (license) for construction activity in a Historic Site could be released by the competent Authorities with the prior consent from the MoTA “Commission”.

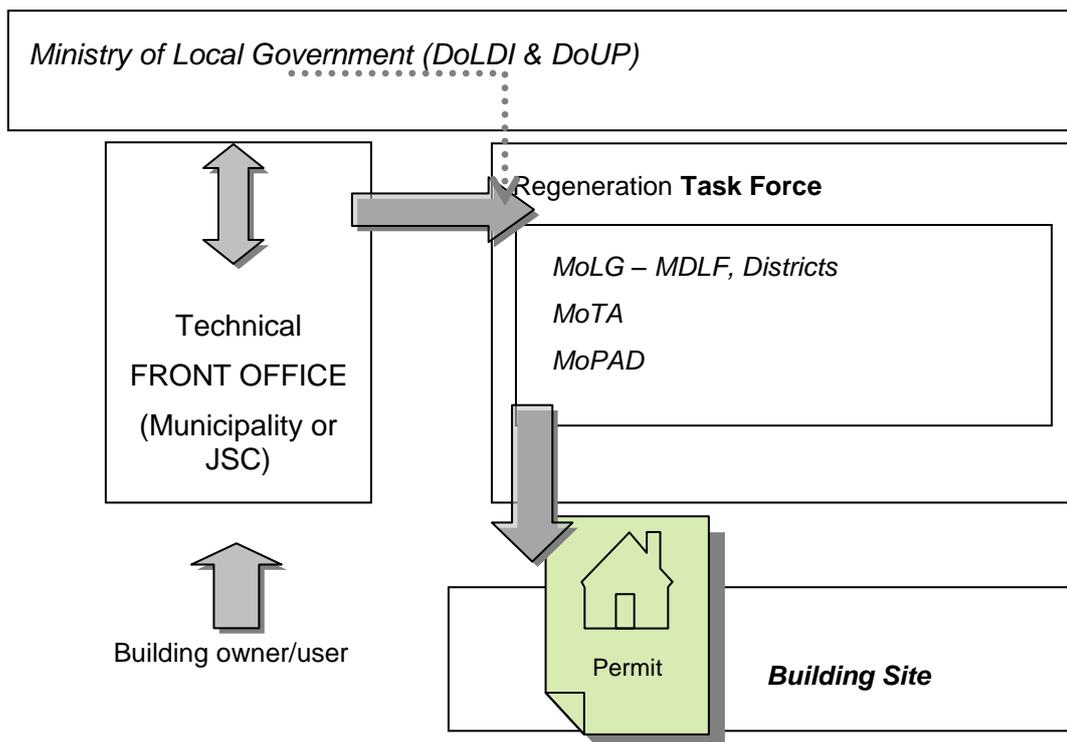


Figure 3.1 schematic overview of the Regeneration Task Force institutional linkages

3 Providing support to the SDIP as a holistic planning process including regeneration is key to developing strong links between socio-economic and spatial/physical

⁴⁹ The ‘Importance of the Building’ category for instance uses a number of criteria which are applied to vernacular and high value buildings. The researcher estimated the importance of the building on the basis of historical, architectural, religious and aesthetic criteria listed in the table. (<http://www.riwaqregister.org/en/eRdef.aspx?prt=14&fileId=Questionnaires%20Used.htm>)

planning process. This holistic approach to the urban regeneration will include drafting a Detailed Urban Plan (DUP) for the Protection & Development (P&D) of the HC, addressing issues like rehabilitation of infrastructure, social service provision, LED, strategies and activities to capture the interest of old/new residents and investors and the protection of the landscape and the environment. These issues will be integrated into the LGUs SDIP process (see figure 3.1) as described in Box 1 below.

Box 1: Example of activities linking Regeneration to SDIP

Activities linking regeneration to Phase 1 of SDIP include:

- Analysis of local stakeholders in regeneration;
- Completing a capacity needs assessment for regeneration as part of the stakeholder analysis;
- Diagnosing the existing situation in terms of establishing the inventory of HCs in the area;
- Using LED analysis tools such as PACA to determine existing economic opportunities linked to regeneration;

Activities linking regeneration to Phase 2 of SDIP include:

- Providing additional external assistance to the LGUs in identification of community priorities related to regeneration;
- As regeneration is a new and multi-disciplinary topic, it is expected that the project will provide additional information and facilitation skills to the target LGUs in terms of potential social, economic and cultural development initiative's linked to regeneration. Stakeholders such as MoTA and experienced NGOs or consultants may be facilitated to inform communities on potential benefits from regeneration;

Activities linking regeneration to Phase 3 of SDIP include:

- When the communities identify their priorities, external assistance may be provided in local programme development. For example, if tourism is seen as a viable development initiative, experts in this area will need to be employed by the project to assist the communities develop sustainable programmes. This could include ensuring that alongside the regenerated historic sites, other services including accommodation, hospitality, tourist guides, entertainment, public sanitation, transportation (e.g. bicycle and trekking facilities for eco-tourism) and other welfare facilities are available. Each of these services and facilities will offer an economic opportunity for the communities concerned as well as providing a better service for the tourists.
- The project will need to have a pool of expertise available to communities for the various sectors that are linked to regeneration of local government. This will assist the communities in preparation of planning documents for the

implementation of their programmes.

In Phase 4 and 5, the regeneration project will be able to follow the established process in SDIP. It should be noted however, that regeneration of HCs requires specialist technical and professional skills some of them may not be available on the local market. See also description of RHC result 2.

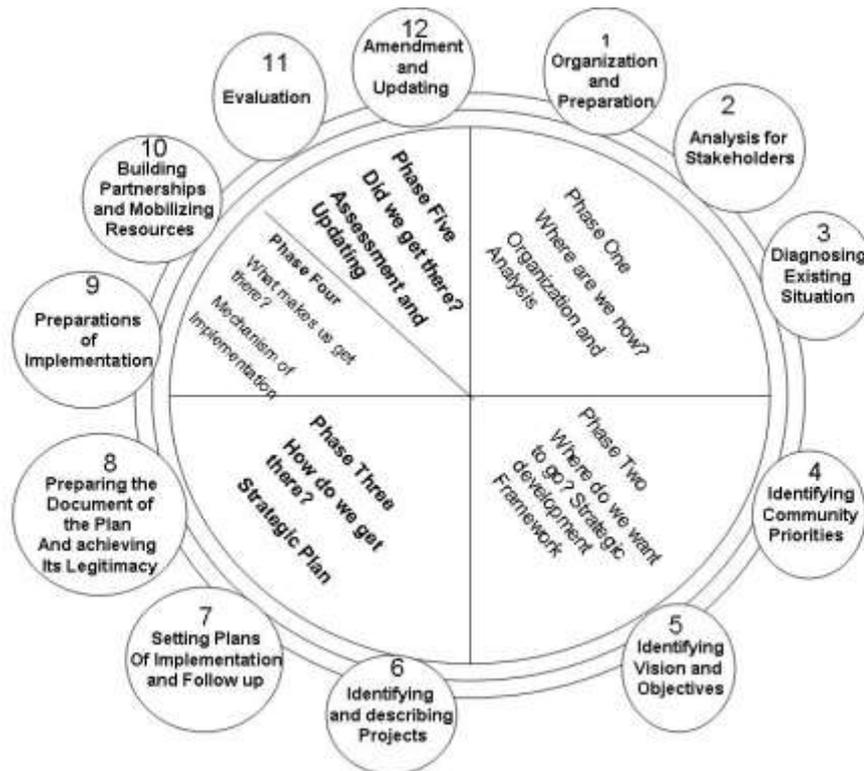


Figure 3.2 The 5 methodological phases of SDIP

4. In order to link regeneration with the broader framework of local economic development , LED tools and processes will be introduced by the project into the strategic planning processes in the targeted LGUs. One of the key criteria in the selection of partner ‘model’ LGUs will be the ability of the LGUs to demonstrate the economic potential and benefits of their proposed regeneration programmes.

The potential impacts of LED based processes and investments in LGs are commonly measured by indicators relating to:

- Potential profits from the economic venture;
- Increasing Own Sourced Revenues from the private sector (taxes, fees etc);
- Increases in private sector investment in the area;
- Job creation from LED investments (short and long term);

Specific baseline data to measure progress in LED is not available in the LGUs. Therefore, there is a requirement to carry out a baseline assessment on LED related indicators in the 6

partner LGUs after they have been identified. This will form part of a broader based LED assessment (see activities 01 01 and 01 02).

The project may consider the introduction of housing schemes where appropriate. The inclusion of Social Housing schemes in the Regeneration of HCs would serve a twofold purpose in:

- Facilitating access to housing for the poor and the very poor,
- Reviving the HCs with some residential activity;
- Relieving the burden on new housing schemes in crowded and expensive suburban areas.

If social housing is to be considered, special studies will be required to evaluate how they will be financed, managed and maintained.

5. The project will support the physical planning process striving at enhancing existing tools and practices.

A particular attention will be paid to the linkages between the different resources available to the LGUs in the built up areas and the hinterland. The new PPM states “in order to overcome the present practice of isolated planning for individual localities, and to better consider linkages and interfaces between built-up core areas of communities and their rural hinterland, physical plans should cover the whole administrative territory of LGUs”. The project will encourage these “joint planning areas”.

Whilst the conditions to formalize the proposed transformation may only be in place at the end of the project (this may also be considered as a result 3 activity) the project will seek to build on current practices in order to promote an integrated spatial, physical and socio-economic planning process. It will also consider the new draft National Spatial Plan as an opportunity to bridge the current gap in the regulatory framework planning and development on the key question of protection and development of HCs.

Figure 3.2 below shows the transformation required from the current spatial planning process towards one that is fully integrated with the socio-economic planning process⁵⁰. It shows the current situation and possible future development based on the PPM prescriptions. :

⁵⁰ Within this transformation, the potential to learn lessons from “Strategic Structural Planning” in other developing countries such as Vietnam can be further explored with BTC support.

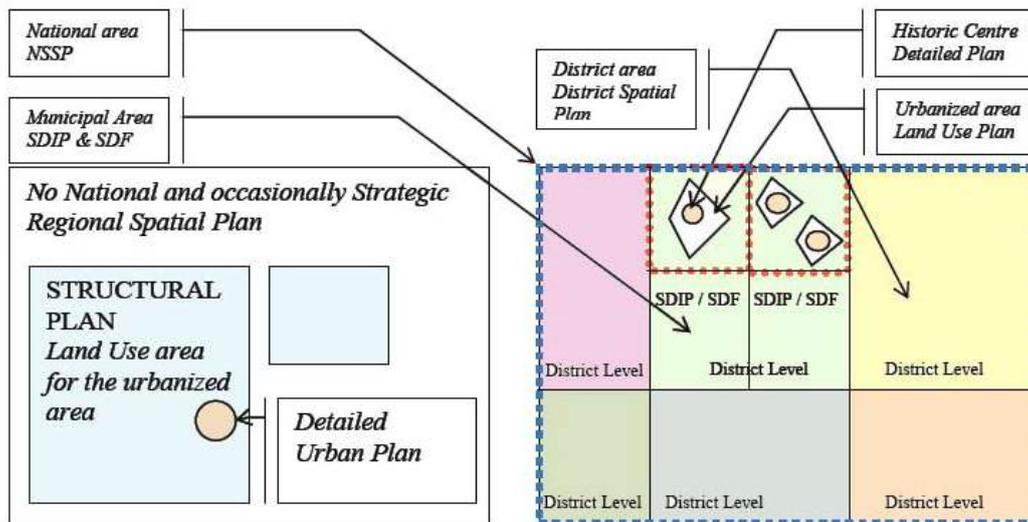


Figure 3.3: Proposed Development of the LG Spatial Planning Process

6. Finally, a number of specific capacity development initiatives have been proposed related to the enhancement of medium and long term capacities of Palestine’s institutions to strengthen the implementation of current regeneration plans and the further roll out and sustainability of regeneration in Palestine HCs, including:

- provision of support to actors at various levels in the LG process including central (MoLG, MoTA, MoPAD), Regional (Districts) and Local levels (Municipality, Cluster, Villages)
- developing links and opportunities between academic institutions and the development of holistic planning processes,
- developing the skills of the private sector and NGOs

These activities will be further described in section 3.4

3.3.2 Result 2

The socio-economic regeneration of targeted HCs is enhanced using a multi-dimensional approach

The MDLF will be responsible for the implementation of Result 2 in coordination with the General Directorate of Local Development and Investment/ MoLG. However the implementation will also rely on the national expertise of Culture Heritage Organizations already available in the Palestinian Territory.

Strategic issues to be addressed within this result area are:

- Ensuring that building and land use agreements, lease agreements and revenue sharing arrangements are clearly outlined and approved by the relevant legal authorities before regeneration activities can start ;
- Ensuring a design and implementation of regeneration activities, concurrent with international quality standards and international good practices, but also respective of local strategies and priorities
- Supporting holistic regeneration programmes and not limiting regeneration to the protection and development of buildings and other infrastructure;

- Ensuring that women are represented in the management of the buildings as well as in the activities they host
- Ensuring that only qualified professionals and contractors are employed in regeneration of the HCs.

The current experience indicates that regeneration projects will not be feasible unless lease and building use agreements can be signed between the LGUs and private owners in the HCs. This will be an important issue to consider in the pre-project phase and during the set-up phase. It has been suggested that templates should be established for lease and building/land use agreements between private property owners and the LGUs. This template should be done during RHC set-up phase. These templates and the subsequent agreements will need to be approved by the Palestinian legal authorities. This will be a critical issue to consider when selecting model regeneration LGUs.

The roles of the LGUs and the Communities will align to the current processes outlined in the SDIP Manual⁵¹.

Result 2 will have two primary elements:

1. Support to the two best qualified LGUs to establish “models” for regeneration of Historic Centers;
2. Provision of support to key elements of the regeneration plans of the 4 remaining LGUs once minimum criteria have been met.

The “model” approach implies that once the RHC project is completed, it will be possible for other LGUs to replicate the good practices included in the models. The model approach also requires that holistic support is provided to all elements of the plan (including infrastructure, services, economic and social programmes, landscape and the environment and potentially housing). The intention is to create a transformational effect on the HC from a place which is currently considered as old and neglected to a thriving and revitalized HC where history and culture can be celebrated and appreciated, while at the same time serving a useful purpose in the socio-economic development of the LGU and its communities.

In addition to the 2 Model LGUs, support will also be provided the remaining 4 LGUs that participated in regeneration planning. The project will support some specific regeneration investments that have potential by themselves to deliver social, economic or cultural benefit to the LGUs and their communities. These investments may have a specific sector or thematic focus which could involve social services provision, creation of an improved environment for business or markets, protection of a historic site, a tourist attraction or a place of leisure or improved welfare facilities for the local and neighboring communities.

⁵¹ op cit, p. 24-26

3.3.3 Result 3

Lessons learned from RHC project contribute to evidenced based policy framework and planning strategies for the PNA

Result 3 will focus on learning lessons and the development of good practices to be disseminated. It will aim at strengthening the current policy framework for local government and regeneration as described in sections 1.3.3 and 1.3.4 including consideration of the application of the Guidelines for Protection of Historic Areas and Singular Historic Buildings issued by the MoLG (2011). In particular, the project will seek to support the integration of regeneration into:

- Amendments to Building Regulations, SDIP manual and the PPM;
- Future LED policies and practices informed by experiences of the RHC projects;
- Lessons related to social service provision within the regeneration context will also be available through the project. The particular social sectors will be dependent on the priorities decided through the LG planning process.

This result will ensure that the experiences and knowledge created by the project are shared with all other stakeholders in Palestine including the National Authority, Local Governments, Civil Society and other stakeholders. Dissemination of the information will be done through:

- Media and Print (Manual publication),
- Scientific conferences and international fora,
- School programmes and university courses,

The RHC project will coordinate with LGRDP in promoting regeneration issues in sector policy dialogue. For example the lessons learnt from the project will inform sector policy and stakeholders on links between regeneration and social economic development, the importance and potential of Cultural and Heritage Preservation to Local Governments in Palestine and the strengthening of an integrated socio-economic and physical planning process.

3.4 Activities

3.4.1 Pre project activities:

The following pre-project issues have been highlighted during the formulation exercise:

- LGRDP to continue supporting the MoLG on development of LED policy;
- LGRDP to continue the strengthening of LG planning processes in potential RHC LGs in line with the SDIP assessment (2012) ;
- BTC to Recruit the International TA

3.4.2 Activities under Result 1

Result 1 : Regeneration forms an integrated element of Municipal Planning in targeted LG Clusters

Activity A 01 01: Strengthen Capacity to guide and oversee regeneration (project set-up phase)

This set-up phase of the project will entail the following elements:

1. Update of the HCs inventory :

The existing inventory (done by Riwaq) dates back to the period 1999 – 2003 and refers to historic buildings that were not focused on HCs but related more to specific sites within these centres. Ten years later an update of this inventory is needed, although the question is whether to use the same tools and methods (building based) or, alternatively, make a survey at a wider scale focusing on the HCs and aiming at an appropriate knowledge mapping of the existing historic urban fabrics.

The purpose of an inventory of HCs (also according to the recommendations of the Draft Law on Heritage) would consist of:

- Identifying and protecting the HCs and the HBs from activities which could definitively impinge the identity value of the HC as a whole or the historic and cultural value of the specific building;
- to prioritize the HB rehabilitation or HC regeneration in the framework of the national, regional or municipal economic and infrastructural development;
- to assess the conditions of the assets to be protected.

A thorough update of the existing inventory (building-based) would last too long (at least two years)⁵² due to the large amount of information the Riwaq original inventory is based upon. Therefore in the light of the abovementioned purposes the following could be implemented at a minimum:

- i. update of the existing inventory for a very limited number of HCs including the BTC focus LGUs (for instance a statistically significant sample of HCs) on a field survey base, compare the previous with the actual historic building conditions, and eventually comment on the CHP in all the West Bank;
- ii. draft HC survey cards with information related to the HC area only, number of new and old buildings, the existence of planning tools (MP, SDIP, SDP, Regional Strategic Plans), physical conditions of primary infrastructure, on the basis of a comparison of the plans made by Riwaq 10 years ago, historic maps and the existing most update aerial photos.

A proposal for terms or reference for this study has been made in Annex 7.4.

2. Technical capacity needs assessment at central (MDLF, MoLG), District and partner (6) LGU level

The technical skills of the Technical Officers at the central (MDLF and MoLG) and District levels will be assessed in order to design *ad hoc* training on urban regeneration of HCs and integration of urban regeneration within the existing planning tools. The technical capacity needs assessment will identify (see also a draft ToR in Annex 7.4) :

- the understanding of the planning levels and planning contents (NDDP, SDIP, SDF, Land Use Plans and DUPs)
- the knowledge of CHP issues and preservation of HCs,
- Planning technologies (as described in the PPM),

⁵² as estimated by Riwaq technical staff during formulation.

- Building Construction Technology applied to HBs,
- Computer Science Programme (like Excel and GIS).
- Building permit release procedures,
- Ownership issues (leasing, expropriation, concession, property exchange),
- Housing and Social Housing scheme

3.Prepare Templates for lease agreements.

It is expected that the regeneration process will include the protection and development of both publicly and privately owned buildings. All stakeholders met during project formulation have identified the need to ensure that legal lease and property use agreements are in place before regeneration activity in privately owned buildings commences.

With reference to existing practices (in Palestine and internationally) , the project will support the MoLG establishing legal basis for lease agreements of private Historic Sites/Buildings to be included in the regeneration of HCs.

This will be done during set-up phase (at the latest) as it will be one of the criteria to be evaluated in selection of model LGUs for regeneration.

4.Review (i) SDIP process and implementation to date and (ii) the Physical Planning Manual to establish areas that need to be strengthened to ensure that regeneration initiatives are sustainable.

The RHC project in close collaboration with LGRDP will review the SDIP assessment (March 2012) to identify further areas of the SDIP that need to be strengthened to ensure effective development and physical planning including regeneration. Whilst the 2012 assessment has raised a number of issues (which are included in A 01 02 below), it is expected that this review of the SDIP during the set-up phase will raise additional issues specifically related to regeneration of HC and CHP.

It is also important that the project makes an initial assessment of LED tools and processes that could be applied during the course of the project. Whilst an example of LED tools has been described in Activity 01 02 below, it should be acknowledged that is only one of a range of tools that can be applied and the project team will have to make a more detailed assessment during the set-up phase. This is likely to involve the procurement of LED experts and consultants who have a strong understanding of the economic context in the region.

With regard to physical planning review, the PPM already includes a specific section (Sectoral Plan) which addresses the Environment and Cultural Heritage issues. The PPM manual will also need to be reviewed in the area of Detailed Urban Plans for Historic Centers, the tools and methods to be used for surveying, classifying the HBs and providing them with appropriate rehabilitation solution according to the attributed value, damage and vulnerability features and the socio-economic condition of the owner. Examples of the compatibility of modern and traditional structures will be assessed and commented on with the aim of integrating modern living standards into an old building construction. This draft could be developed during the set-up phase, approved by the MoLG as a guideline, and integrated into the PPM when it is sufficiently tested and amended in line with lessons learnt during the implementation phase.

5.Support the creation of a Regeneration Task Force by the MoLG

As explained above this Regeneration Task Force will assist the MoLG/General Directorate of Local Development Investment and other key stakeholders to effectively start the preservation and development process in the HCs. Its main tasks should include :

- contribute to finalize the evaluation, classification and inventorying the CH,
- support the LGs on matters related to building construction issues in municipalities without Master Plan or DUP for HCs,
- prepare or assist the Municipalities or clusters in drafting the DUPs for their HCs,
- link the Municipalities or clusters with consultants and/or local or foreign university for surveying, analysing and drafting restrictions and prescriptions for the preservation and development of HCs (§ 3.3.1.7),
- disseminate the good (local and international) practices in the municipalities which have not DUP for HCs (see Result 3, §),
- training the Municipal Technical Officers (MTO) in drafting and managing the DUP.
- re) launching and institutionalize the process of creating an appropriate legal framework to protect the historic buildings and historic centers
- facilitate the communication among the different stakeholders to follow up on the preservation and development process, (MoLG, MoTA, MoPAD, Universities, Cultural Heritage Organizations etc..)

The composition and tasks of this Regeneration Task Force will be reviewed at the project's inception phase and approved by the Steering Committee.

6. Identify the 6 Municipalities to be supported in regeneration planning

This selection will mostly be based on the approved updated inventory of HCs within amalgamating and recently amalgamated municipalities, and the first broad LED studies.

The suggested criteria to be applied are:

- a) The HCs fall with amalgamating or recently amalgamated Municipalities. Priority will be given to existing or planned Belgium support areas. This is very important in terms of ensuring a coherent approach for Belgian support to LG planning in Palestine. It also offers opportunity for the RHC project to capitalize on LGRDPs knowledge and experiences in these areas.
- b) A presence of a verifiable historic center. It is obvious that the presence of a verifiable HC is a pre-requisite for support.
- c) Evidence of local leadership and initiative in regeneration. This is a very important criteria to enhance local ownership and sustainability. Local initiatives could refer to pre-existing plans related to regeneration, a willingness to participate in cash or kind (including progress on private building leases, community labour or skills etc) and other local initiatives deemed appropriate by the Steering Committee. This issue will be important in developing regeneration plans for consideration by the project. Each LGU will have to be specific on the roles and contribution that they are willing and able to make to regeneration of their HC.
- d) Absence of other major donors. It is important that the LGU will be able to focus on planning through the SDIP systems aligned to the PPM and other relevant PA guidelines. The presence of other large donors who are not working directly with these systems would place a large burden on LG staff time, which could threaten the effectiveness of the RHC intervention.
- e) Other criteria may be considered by stakeholders and approved by the Steering

Committee

7 Preparation of a Project Operational and Financial Manual :it will be developed by the project support unit with the support of BTC office in Palestine and external support if needed. The content of this manual is described further in section 5.

8.Gender Results and budget framework :

A few critical gender issues have been identified during project formulation (see also section 6.2 below). Those aspects will be further developed during project set-up phase. A backstopping mission of the BTC gender expert will be organized in that respect in order to help designing milestones and activities to be supported by the project with regard to gender mainstreaming.

9.Baseline survey (see section 5)

The table below shows a summary of issues to be addressed in the set-up phase

Issue	Milestone (achievement)	Action
Project implementation manual will be developed	Implementation manual approved by the Steering Committee (SC)	Manual to be developed by SU with external consultancy if needed, and support from BTC Jerusalem
Templates for lease agreements of private owned HBs	Templates exist for lease agreements , revenue sharing arrangements etc..	SU to review existing practices and propose template to MoLG
Capacity needs assessment related to regeneration and urban planning at the Central and LG level including private sector and NGO capacities	Needs assessment completed at MoLG/MDLF/District level Needs assessment completed at LGU level	ToR will be developed by the Support Unit and approved by PTC
SDIP and PPM reviewed	Guidelines finalized to support the use SDIP and PPM in the regeneration of HC context	Guidelines developed by the Support Unit/PTC
HC Inventorying	Riwaq Inventory is revised in line with project objectives	ToR will be developed by the Support Unit/PTC on basis of proposal in TFF
Gender Backstopping mission	gender results and gender budget frame is developed	Identify results to be achieved and related activities to be conducted, in coordination with MoLG, other donors & NGOs involved
Baseline survey		SU, validated by PTC and approved in SC

3.4.2.1 Activity 01 02: Support to include regeneration of HCs into LG development and physical plans

This activity will include the following elements:

- Support to socio-economic Development Planning incorporating regeneration;
- Draft Detailed Urban Plans (DUP) for 6 HCs ;
- Approval of revised LGU SDIP and Master Plans including DUP for HC (5 year and 15 year) including regeneration issues in 6 Municipalities;
- Selection of 2 model LGUs for Regeneration;

1. Support to socio-economic Development Planning incorporating regeneration

The six municipalities will revise their SDIP focusing on strategic development issues and productive activities to be undertaken vis-à-vis the facility and service provision and the preservation and development of the HCs.

The RHC will support the participative process in development planning in coordination with LGRDP. The draft SDIP assessment (March 2012) includes a number of recommendation that are highly relevant to the RHC project. The RHC project, in partnership with LGRDP, will support the implementation of these recommendations and the review included in the set-up phase, in order to ensure that the LG planning process is significantly robust to support effective regeneration planning. Activities will include: strengthening the consultation of participatory process to enhance inclusion of all groups (women, youth, disabled, elderly, private sector, NGOs, political leadership and technicians etc.); clarify the roles of each institution and each member; strengthening communication (a specific issue where LGRDP is currently working); awareness creating including regeneration; and detailed consultation discussion on the various thematic issues related to regeneration e.g. linking development and physical planning. LED, protection of buildings, ownership and lease arrangements

In supporting LED activities, it is acknowledged that the RHC can be considered as pilot initiative which is working in the absence of a national LED strategy⁵³. As referred to above, the project will seek to identify potential areas for LED through established tools such as the Participatory Appraisal of Competitive Advantage (PACA) or other appropriate tools proposed by the project team. A description of the PACA is included as Annex 7.6.

It has been suggested that the set-up phase should further explore tools and options available to facilitate the promotion of LED. Other activities to support the development of LED may include: a review of regulatory bottlenecks to entrepreneurs and businesses in the area, an assessment of the businesses services sector to find out the type of support that is accessible to the business community; the creation of umbrella organizations or associations and enhancing the capacity of local business to access capital and other resources.

The LED priority identification process could also involve of the following issues specifically related to regeneration of HCs:

⁵³ LGRDP project is currently accompanying with other donors the MoLG reflection with regard to the development of LED strategies

- identification of the local resources and local interests, namely the productive dynamics of LED interest (the value chains and the production systems that could be developed within the HC and around the P&D of HC)⁵⁴;
- Promotion of Private Investment
 - Investment in Housing
 - Investment in Micro-enterprises and Commercial Activities
 - The assessment of the Economic Performances
 - Employment Generation
 - Leveraged Private Investment
 - Economic Returns

The project will support a strengthening focus on the quality of the SDIP process, its outputs and outcomes. Key issues will include: assessment of comparative advantage of the LGU in deciding development priorities; establishing links between the various villages within the cluster or municipality, bearing in mind that the HC is normally located in one village within the Cluster; ensuring that communities are well informed of the various opportunities open to them through the use of sector or thematic expertise in addition to supporting indigenous local knowledge and linking realistic plans to available budgets. Critically, as identified by the LG stakeholders during the Formulation Mission and field visits, the project must ensure a programmatic approach to achieving development objectives by linking the various components of local priority programmes including infrastructure, capacity development, economic, welfare, operation and management components amongst others.

2. Draft Detailed Urban Plans (DUP) for 6 HCs

Following the revisions of the SDIP, the DUPs will be drafted in six different localities with the support of (local and international) consultants or University Centers. A technical proposal for main DUP contents, including the revision of the Master Plans is reported in Annex 7.6.

At the end of the DUPs exercises a manual could be drafted (possibly as an annex to the current PPM) and included into the Result 3.

3. Approval of revised LGU SDIP and Master Plans including DUP for HC including regeneration issues in 6 Municipalities:

A facilitated approval of the DUP, and the revised SDIP and Land Use Plan will be tested. A Joint Commission for a fast track approval could be established and formed by the High Planning Commission, Directorate Urban Planning at central level and District Planning section and Local Planning representatives. This joint commission coordinated by the DoLDI, could therefore approve the proposed plans in a one-off approval session only. The approval of the proposed plans are to be subjected to:

- a. the consistency with the upper plans (for instance the DUP is to be consistent with the Land Use Plan and the land Use Plan is to be consistent with the SPF etc.), and
- b. the internal consistency among the different planning components.

Since the approval of the National Spatial Plan is in progress, the representative of the MoPAD involved into the NSSP drafting could be present to all the approval steps as well as the Regeneration task Force (see Activity 0101).

4. Selection of 2 model LGUs for Regeneration

⁵⁴ Followed by the assessment of the competitive advantages of the most typical products, the identification of the obstacles standing out against the competitive advantage, and the definition of strategic interventions to eliminate those obstacles.

At the end of the planning phase, the project stakeholders will select the two model LGUs who will receive holistic support to the generation of their HC. The following criteria have been proposed for the selection:

- During the planning phase, each of the 6 partner LGUs will be supported to strengthen their socio-economic and physical development plans. This will result in the finalizing of plans and the development of programmes linked to the HCs regeneration (e.g. social services, welfare provision, cultural issues, tourism, retail, other business). The proposed programmes of each LGU will be assessed to determine their relevance to the RHCs objective, the sustainability of the investments and the efficiency and effectiveness of the proposed implementation modalities. Specific tools will have to be developed during the planning phase to measure this criteria.
- In addition to the above criteria, a cost benefit analysis will be conducted on the programme proposals. Whilst this is appropriate to proposals in all socio-economic sectors, it is particularly important for LED and business orientated sectors. The World Banks costs benefit analysis methodology has been well established in Palestine (used by MDP) and is appropriate for use in this situation;
- Sharing of risk for the agreed investments between the public and private sector will be applied as a criteria in terms of the willingness and commitment of the Local Private sector to invest in regeneration in terms of developing business opportunity or commitments by the private sector to lease the rehabilitated properties within the regenerated HC. Whilst this criteria may not be applicable in all locations, factors that decrease the risks of public sector investments should be positively assessed;
- For social service provision, programmes that demonstrate clear potential to decrease Poverty (by demonstrating clear impacts on established poverty indicators e.g. maternal health, safe sanitation, water coverage, primary school attendance etc) should be considered.
- The unemployment rate in a particular area could also be taken into account
- It has been recommended that a pre-requisite for the regeneration of LGUs is the prior approval of legal agreements between the LGUs and all property owners on property leases, use, management and revenues generated⁵⁵; It was recommended during the formulation that these lease agreements could be for periods up to 15-20 years;
- The technical staff in the LGUs should have contracts for the period of the proposed regeneration activities to ensure that training and skills transferred to them can support the implementation of the project throughout its timeframe;
- Local contribution to the project in cash or kind should be assessed in order to promote ownership and sustainability of the regenerated HC.
- other criteria could be proposed and validated by the steering Committee

When the model LGUs are selected, it should also be confirmed by the Steering Committee if all of the remaining 4 LGUs will be supported in the implementation of specific priority activities within the work plan for their HCs. The same criteria could be applied with minimum conditions set that can be used to assess the eligibility. The minimum criteria should ensure that the

⁵⁵ Note that this criteria refers to lease agreements between the property owner and the LGU. Point iii refers to agreements between the LGU and the private sector who may wish to operate, maintain and manage business or other services within the HC after it has been regenerated.

investments supported are viable, sustainable and in line with the projects objective as well as the LGs objectives.

3.4.2.2 Activity 01 03: Institutional capacity building

Supporting Universities in enhancing long term sustainable capacity

Local Universities have already developed their own contacts and cooperation programmes with foreign Universities on issues related to CHP⁵⁶. Further strengthening of these links is recommended in order to revise their curricula and also develop research studies on the following issues: Urban Planning applied to HC, LED and Tourism development, Landscape and environmental preservation, natural WWTP, renewable energy and compatibility with the HBs, hybrid technologies and rehabilitation, masonry wall structures and related seismic safety norms.

Links between the three main Universities in the West Bank and European (Leuven in the first place) and Turkish Universities (the Istanbul Technical University for instance) are to be considered and summer courses could be organized on practical issues like drafting DUPs in selected rural villages. In this case a partnership could be arranged between the local and the foreign universities and the LGUs. The latter, as final beneficiaries of the summer planning exercise might provide the university students and professors with an “in kind” contribution⁵⁷.

Universities could also link up with Local Authorities, not only for providing them with technical services like drafting the DUPs but also for:

- Promoting the interests of historic and heritage towns across Palestine and other regions including Belgium⁵⁸,
- Identifying and sharing experience and good practice in the sustainable urban conservation and management of historic areas⁵⁹,
- Facilitating international collaboration and co-operation between towns and cities and other involved organisations⁶⁰.

The involvement of the local Universities within the training programme is foreseen to support the training activity at least logistically. Once the link with other universities is created (and the curricula revision process is started) further Technical Training Courses could be arranged on the topics identified in the Set-up phase.

⁵⁶ The Catholic University of Leuven (Belgium) is an eminent reference point on Conservation (Master of Science in Conservation of the Monuments and Sites). Many other European and Turkish Universities provide University courses (rarely master courses) on urban regeneration issues.

⁵⁷ Taking into consideration that a Master Plan cost ranges in between 60 and 90 USD per hectare and a SDIP cost is about 10 and 20 000 USD per locality, a DUP (including the revision of the SDIP and the Master Plan) could cost around 30 000 USD. Therefore LGUs could conveniently provide students and professors with decent accommodation, for instance, in the local schools in exchange for a first draft DUP.

⁵⁸ See <http://www.historictownsforum.org/>. The Historic Towns Forum (HTF), formerly the English Historic Towns Forum (EHTF), has been supporting professionals working in the historic built environment since 1987. The Forum's events and publications focus on perennial and topical issues. This collective then offers a strong platform from which to lobby policy makers on behalf of historic towns and cities.

⁵⁹ E.g. A guide to successful Urban re generation (interreg III c), Published by European Association of Historic Towns and Regions (EAHTR) www.historic-towns.org. Edited and compiled by the European Association of Historic Towns and Regions (EAHTR) with and on behalf of the INHERIT partners – the cities of Belfast, Göteborg, Gdansk, Newcastle upon Tyne, Úbeda, Verona and Queen's University Belfast EAHTR is a network of historic cities, formed by the Council of Europe in 1999.

⁶⁰ See EU programmes like INTERREG (www.interreg4c.eu), URBAN (www.urbact.eu/), URBACT (www.urbact.eu/).

Short to Medium Term Technical Training

Technical Training Courses are to be addressed to:

- the staff of the DoLDI and DoUP and other involved staff in the MoLG,
- Technical officers of 6 LGUs selected,
- NGO technical staff.

A high level technical training programme draft outline has been designed (see also Annex 7.9) to provide technical officers and professionals with the most appropriate and useful technical skills and properly address the HC regeneration issue. The scope and the priority aspects to be addressed will be set up during project implementation and on the basis of technical capacity assessments (see set-up phase).

“On the job Training” will be then provided by the DoUP and other training staff from the local universities to LG technical officers. This training can be prepared and delivered by experts in urban planning and HC regeneration with the support (technical, managerial and logistic) of the local universities. The Project Technical Committee will agree on the most appropriate method to deliver the training.

Vocational Training to Building Contractors and individual skilled manpower operating in the field of preservation of HBs could also be organized and addressed by Local Universities on issues related to appropriate building construction technologies for HCs. At this level synergies will be encouraged with the current Belgian support to the technical and vocational training in the occupied Palestinian territory and in particular its new intervention of “Enhancing Capacities for Institution Building Programme” which focuses on supporting vocational training and apprenticeship .

A special training Module could be designed for the technical staff of the Regional Planning department (within the General Directorate of UP) aiming at filling the gap between the National Planning level and the Municipalities / Clusters⁶¹.

Finally, in reference to the current capacities of NGOs, despite their sound basis, NGOs would perform at an even higher level if training is provided in the field of the following disciplines:

- Detail urban planning for urban preservation and development (Restrictive and Prescriptive Rules),
- Knowledge mapping analysis based on damage, vulnerability, historic values and urban consistency assessment,
- Housing and social housing schemes applicable to HC regeneration,
- Building construction technologies for restoration and rehabilitation of Historic Buildings, including modern technologies to be integrated into old building structure,

3.4.3 Activities under result 2

Result 2 : the socio-economic regeneration of targeted HCs is enhanced using a multi-dimensional approach
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⁶¹ At this stage (namely during the Institutional capacity building phase), the Regional Planning department might consider producing a SEA and Development Plan for the natural environmental protection, regional tourism development, (paved and unpaved) road network and proposals on landfill areas, Water Supply (WS) and Waste Water Treatment Plants (WWTP)

Activity 02 01: Support to design and implementation of regeneration plans for Model LGUs

The selection of the regeneration actions to be implemented will be identified primarily on the basis of a detailed investment and development plan (namely the revised SDIP). In finalizing their priority regeneration programmes within the SDIP process, it is advised to support the LGUs through the establishment of a panel composed of CBOs and Local and Central Government Units representatives, the Regeneration Task Force, the MDLF and the project support unit. The LGUs and the panel may consider the use of well-established evaluation techniques in assisting the finalization of the investments prioritization⁶².

The regeneration actions will be focusing on:

- Social service and LED oriented actions (supporting initiatives not directly connected with the rehabilitation works, like livelihood multi-dimensional activities, covering not only economic but also cultural, social and ecological aspects), and
- Rehabilitation works for urban services and public facilities
- Investments in the private sector (e.g. privately owned buildings) will not be considered unless the asset is given in concession to the LGs or a lease agreement is signed for a number of years needed to recover the investment capital cost

The HC regeneration activities to be implemented may include civil works, social service and LED oriented actions to induce income generation and support the development of the HC community as a whole. The Civil works within the regeneration of HCs will typically include road network rehabilitation, primary infrastructure (water supply, sewerage, power supply, street lighting and street furniture, WWTP, etc.), rehabilitation of houses for residential purposes and tourist facilities⁶³, small educational and health facilities

The design of the regeneration activities to be implemented, ie the further development of the DUP's, drawings and related technical work will then be supported by the project. National NGO/ Universities expertise will be relied on in supporting the design and the supervision of regeneration activities. A provisionary budget has been foreseen for this expertise to be recruited by MLDF as the implementer of result 2, with the technical support of the project SU. These external experts will also help provide advice on the recruitment of experienced contractors and workers in traditional techniques and crafts in historic buildings. The use of a local (trained) workforce will also be encouraged.

The preparation of contract documents and tendering processes are often underestimated in terms of time and skills required. This include all the procurement documents as prescribed by the WB procurement procedures including the technical drawings (namely the detailed design, BoQ and Specifications). In the specific context of job creation that the project wants to encourage the tender could ask for a high intensity of local labor force : the number of local workers and craftsmen to be employed being one of the evaluation criteria.

The LGU on their side should establish management committees for the various components (based on sectors, individual enterprises or building use) and these committees should be trained in overseeing both the works during construction and the management of the actual facilities in line with the mandates of the LGUs. The local management committees should commence the development of operation, maintenance and management plans for the

⁶² Delphi method could be applied to priority evaluation. <http://www.seanet.com/~barkonwd/school/DELPHI.HTM>

⁶³ Only if owned by the Municipality / Cluster.

various elements of the regenerated HC. They should be completed as far as practicable before works commence.

All the rehabilitation phase will be fully documented and the building sites could be used for apprenticeship courses within the vocational training elements (refer to activity 01 03) to skill the workforce specialized in HB rehabilitations. Rehabilitation techniques and results will be compared and eventually collected and used for the dissemination phase and university training courses.

The quality of the results of this activity mostly depends on the supervision by the responsible external experts, LGUs technical staff, the District/Regional supervisors, MoLG/MDLF, and the project support unit.

It is expected that significant technical backstopping from external consultants (NGO's , universities..) or other expertise will be required for this activity and activity 02 02 below.

Activity 02 02 Support specific strategic aspects (LED, Social services, Culture) of LGUs Regeneration plans in other LGUs (Eur 0.3Mn each)

This activity is limited to the four Municipalities/ Clusters which do not fall into the previous "Model" category. The activities to be carried out will be selected according to the priorities identified for the HC in the approved SDIP. These proposals will be presented to the Project Steering Committee for validation and final approval. While these 4 LGUs cannot be considered as models for regeneration, it is expected that the investments will make a high value contribution in specific sectors in line with Local Priorities.

The quality of the design and supervision processes, as of the tendering and contract management will need to be of the same quality as for the model LGUs.

Within the priority evaluation, it is suggested that more weight is given to integrated strategically important civil works and associated management components to foster social and economic development and potentially attract residents back to the HC.

3.4.4 Activities under result 3

Results 3: Lessons learned from RHC project contribute to evidenced based policy framework and planning strategies for the PNA

Activity 03.01 Integration of Regeneration into the Planning and Regulatory system

Recommendations for the revision of Building Regulations, SDIP and PP Manuals will be proposed and eventually amendments will be suggested through the MoLG according to the experience informed by the RHC project.

CH P&D in HCs will be proposed to be included within SDIP. The role of SDIP and the interactions with the SDF will be identified and commented vis-à-vis:

- the complementarity of the physical planning (SDF) and the strategic development plans at local level (SDIP). In particular, the duration (time-horizon) and the possibility of drafting SDF and SDIP at the same time⁶⁴ will be investigated because of the spatial and infrastructure relationship with the strategic development initiatives,
- the necessity for SDIP and SDF to be informed by NSSP and DSP . As far as the RHC

⁶⁴ "With a time horizon of 15 years for planning (...) broken down into 5-year phases" as proposed in the PPM. Op. cit. p. 7.

is concerned⁶⁵

- the National Strategic and Spatial Development Plan (NSSP) usually points out the key and strategic importance of the Historic Centres P&D vis-à-vis the cultural, socio-economic and local development. When the HCs are identified and inventoried, they will be integrated into a national infrastructure development plan.
- the Regional Spatial Plans (RSP), once drafted, spatially link the NSSP and the SDF emphasizing the interactions between the preservation and development of the natural environment and historic towns, and the tourist development vis-à-vis the existing and proposed new paths or unpaved roads, historic and archaeological sites.

The second stage of master planning (basically the Land Use Plan as described in the PPM) will be revised in the light of the Result 2 exercise outcomes. The revised Land Use Plan could :

- describe the HC area (mainly confirming the area already identified in the Inventory, if completed),
- detail the land use categories (residential, facility – public or private – productive, greenery),
- check the respect of standards for infrastructures as for the education and health facilities, water and power supply, waste water treatment plant and solid waste management⁶⁶,
- identify the entry point of network services and the consistency with the user catchment area,
- assure that the planned land use within the HC is consistent with the economic development activities proposed in the SDIP,
- identify the so called singular HBs to be protected according to the conditions established in the General Guideline for the Protection of Historic Areas and Singular Historic Buildings⁶⁷.

In line with the established practice of publishing manuals on the different planning stages⁶⁸ it is foreseen that the PPM will be revised to take into account the Detailed Urban planning in HCs on the basis of the 6 DUP draft practice and the 2 regeneration models. This revision could be included as an annex to the current manual. The manual will also provide architects and planners dealing with the HC P&D with clear samples⁶⁹ and also costing applications to be used, thus reducing the time for drafting DUPs and consequently the costs.

The revisions to the PPM itself could include the following subjects:

- Surveying and mapping of HBs vis-à-vis the building vulnerability, damage and historic value in order to propose the most appropriate preservation approach,

⁶⁵ In case these RHC issues have not been addressed within the National Strategic and Spatial Development Plan (NSSP) and the Regional Spatial Plans (RSP) during the project life span, the project will make recommendations related to the above issues for later inclusion in the NSSP and RSP.

⁶⁶ The infrastructure standard application is usually done and checked within the SDF. A further check might be suggested also at a smaller scale to make them comply with the demographic data.

⁶⁷ Circular / Based on the Decision No (65/5/2011) Issued by the Higher Planning Council General Guidelines for the Protection of Historic Areas and Singular Historic Buildings.

⁶⁸ Manuals compensate the lack of legislative activity and enforcement.

⁶⁹ The PPM has already introduced the samples as part of the manual.

- Developing of the economic activities identified in the LED exercise at the SDIP level and identifying the most likely strategies for their implementation,
- Housing and Social Housing,
- Ownership issue and leasing to public institutions,
- Drafting of the Restrictive and Prescriptive Rules for Preservation and Development,
- LED policies and practices.

Activity 03.02 HC Regeneration Publications and Presentation

The project result dissemination will include:

1. a concept paper on regeneration (and specifically its link with local economic development)
2. a documentary production of the regeneration process,
3. the presentation of the project results,
4. the contribution to the design of school programmes and university courses.

A concept paper on Regeneration

Experiences of the RHC project with regard to regeneration should be taken over in a concept paper developed with appropriate stakeholders within the MoLG. Special attention will be paid **to learning and documenting practices with regard to local economic development approaches and tool** in order to feed into the future LED policies and practices.

Lessons related to social service provision within the regeneration context will also be available through the project. The particular social sectors will be dependent on the priorities decided through the LG planning process (see also section 2;7 above) .

Documentary production of the regeneration process

The HC Regeneration project (i.e. training, meetings with the institutions, DUP drafting and Activity implementation) will be fully documented and a book and a documentary film produced.

Presentation of the project results to a Final Conference

The HC Regeneration activities and outcomes, as well as the revised PPM/DUP manual will be presented to a Project Final Conference on Preservation and Development of HCs in the West Bank. Regeneration and the adopted and tested procedures and technologies will be presented and proposed to be integrated into the Palestinian Planning and Regulatory system (see previous activity), to remove the barriers to the P&D of HCs.

The conference will have international relevance and the materials collected could be used for a case study presentation to international fora afterwards. If possible the project results could be submitted to international competitions (like the Aga Khan award for Architecture⁷⁰).

Contribution to the design of educational programmes and university courses.

Short versions of the documentary could be used and presented to primary and secondary schools while the original and detailed version could be included within University courses on HC Regeneration. Educational programmes for different education levels could be designed introducing issues like CHP and Economic Development of HCs to the younger generations in Palestine and elsewhere.

⁷⁰ http://en.wikipedia.org/wiki/Aga_Khan_Award_for_Architecture

3.5 Indicators and means of verification

The project Logical framework including indicators and means of verification are included in section 7.1.

Where applicable, the unit of measurement has also been included (e.g. m² for the measurement of regenerated building space or value in terms of monetary units of local revenue collected). While it is planned that a baseline survey will be completed, in many cases the current conditions of the depleted and neglected HCs will imply a zero baseline for most indicators. The format of the baseline for the majority of indicators can only be developed after the initial 6 LGUs to be supported are selected, and on the basis of HC inventory update and LED studies.

3.6 Description of beneficiaries

At the national level, the main beneficiaries will be the policy makers and staff of the MoLG together with the Ministry of Tourism and Antiquities (MoTA).

The MoLG will benefit in terms of opportunities for capacity development, strengthening policy in regeneration and local government planning and receiving support in the implementation of its mandate. In particular, the project seeks to investigate and establish good practices in regeneration within the LG context. Progress will also be made in establishing procedures and good practices in Social Services and LED within HCs. MoLG staff, together with the MDLF, will directly benefit from training and other capacity building measures that will support the development of the institution and its personnel. It is important to note that MoLG staff at the district level will also be important beneficiaries as they will be a key conduit for the development of spatial and socio-economic development of LGUs through the project. Equipment and logistical support will also be provided.

The MoTA will benefit in terms of support to the implementation of its policy mandates for the preservation and development of historic centres and sites. MoTAs role and networks with LGUs will also be enhanced by the project through its role in the Project Technical Committee .

At the LGU level, it is expected that 2 selected LGU and their communities will be the primary beneficiaries of the project in terms of the development of their area as models for regeneration in LGs. Given the projects links to LGs going through the amalgamation process, it is important that direct and in-direct benefits are provided to other LGUs within the Cluster or Municipality.

A further 4 LGUs (and other LGUs within their Cluster/Municipality) will directly benefit from the project in terms of enhanced Detailed Urban Plans for HCs in their areas. Support will also be provided to some specific development projects within their HCs once minimum criteria are complied with.

The private sector in selected LGUs and those providing services to project partners will also be direct beneficiaries. Private sector benefits will be available in terms of short-medium term inputs e.g. construction contracts, supplies, provision of services, and longer term opportunities to develop businesses within the regenerated HCs.

As regeneration is a specialized discipline, tradesmen, artisans, technicians and professionals are also expected to benefit from capacity building and business opportunities. In addition, it is suggested that associations of skilled workers and professionals could be formed to enhance quality, skills and standards within this area.

It is expected that property owners in these areas will also benefit from increased property values and opportunities for improved utilization of their assets. However it is important that the

regeneration of private assets involves both a reasonable return to the public sector (e.g. in terms of social services provision), secure lease agreements with property owners and the sharing of risks involved between the public and private sectors.

All LGUs in Palestine that have HCs and their communities will be indirect beneficiaries through opportunities to learn from the good practices developed through the project. Policy makers, academics and practitioners will also benefit from these experiences which are intended to influence policy choices and opportunities for learning beyond the projects timeframe.

3.7 Risk analysis

The risk analysis has considered implementation, efficiency and sustainability related risks. The recent BTC Overall Assessment in Palestine (2011) and the BTC Organizational Assessment of the MDLF (2010) provide additional evidence more specifically related to fiduciary risks.

It has not always been possible to strictly classify these risks within one result area only, due to the sequential and integrated nature on the RHC project result areas.

3.7.1 Strategic and sustainability risks

Many of these strategic risks are linked to the specific volatile socio-political context of the Palestinian Territory. The coming elections (municipal elections planned for October 2012) and the fluctuating prospects of reconciliation between the internal political divisions add to this unstable context. These are typically risks which cannot be addressed within the projects direct control even if alleviation measure have nevertheless been thought of.

Risks	Level	Alleviation measures
Government commitment to support regeneration initiatives is not sustained	High	Support the creation of a regeneration Task Force Feed into policy dialogue together with LGRDP project
Regulatory framework for LGs on regeneration (planning, LED etc..) cannot be revised (bottlenecks) in line with the lessons learnt from the regeneration.	Medium	This risk is dependent on the political environment and it implies that the timing of adjustments to the regulatory framework for regeneration is not predictable. Update through manuals and tools (SDIP, PPM ..) will be envisaged if laws cannot be endorsed. The project with its experience will feed into the current momentum for local economic development strategies within the MoLG.
The models or programmes financed at cluster level may not be technically or economically sustainable	Low	Project will support stakeholders (mainly LGU's) in conducting socio-economic analysis , and to address maintenance issues

3.7.2 Implementation risks

Risks	level	Alleviation
Private property owners are not motivated in leasing their houses cannot agree on formal arrangements with The LG municipality on the use, lease period or operational and management procedures for regenerated structures	high	<p>RHC project will support social mapping and awareness raising throughout the whole process of participatory planning. (project will also build on LGRDP experience)</p> <p>The project will not proceed unless lease and property use agreement are signed by the LGU and all property owners and approved by PNA legal representation and registered at the appropriate statutory body.</p> <p>The project will rely on NGOs expertise in preparing and conducting the regeneration activities.</p>
Regeneration causes a threat to unity among amalgamating Clusters (due to only one village having historical center)	Low	A criteria will be applied that emphasise the links between the historic center and other villages in the cluster, as well as awareness and communication activities (moreover this is already encouraged in the new Physical planning Manual)
Access to Area C and the granting of required permits.	High	Belgium will consult firstly with the Palestinian Authority and EU on appropriate approaches to working in Area C if investment and activities in these areas are approved by the projects governance structures. The role of UN institutions in gaining permits and access to area C may also offer an opportunity on this issue. The experience of LGRDP starting to support these areas will also be built on.
Partner LGs may lose technical staff during the implementation of the project.	Medium	ensure the contract period for key LGU staff is for the duration of the project period, before agreement to implement regeneration activities (minimum criteria)

3.7.3 Management and fiduciary risks

Risks	level	Alleviation
<p>RHC project in LGs creates an extra burden to MoLG and MDLF staff that will negatively impact on the project.</p>	<p>Medium</p>	<p>Organizational Assessment of MDLF financial and procurement capacities has been done. An assessment of Palestinian systems has also been completed.</p> <p>A national expert will be recruited in order to support MDLF in its tasks. A technical capacity assessment will be organized at project set-up phase to determine how (training, additional staff..) these issues may be best addressed.</p> <p>The Directorate of Urban Planning (DoUP) of the MoLG have at least a basic level of skilled staff and a strong mandate to address the results of this component.</p> <p>The support of NGO as well as ad hoc external consultancies will also be encouraged by the project.</p>
<p>Coordination between the two components may be complicated as they have different management systems and use different budget and work planning techniques.</p>	<p>Low</p>	<p>The DoLDI and MDLF will both be supported by a Project Technical Committee. This will include the BTC RHC TA/Co manager who will be an expert in the management of regeneration programmes.</p> <p>Financial and narrative for both components has been outlined in the TFF.</p> <p>An operational and financial manual will be developed for the project</p>

4 RESOURCES

4.1 Financial resources

The Belgian maximum contribution to the Project is 8 Million Euro over a 60 months (5 years) period

The draft budget outline is as follows:

Result 1: Support to regeneration planning	0,74 Million
Result 2: Support to implementation (including equivalent of 7% management fees MDLF)	5,36 Million
Result 3: Lessons learnt and policy research	0,16 Million
General Means:	1,22 Million
Budgetary Reserve	0.52 Million

It is foreseen that the PA contribution mainly will be in-kind (staff, offices etc), for a total amount estimated at 110.000€ , through:

- Running costs for 2 field vehicles (fuel,.): 48,000 €
- Office space for the staff of the SU and MDLF expert , including possible extra human resources recruited from the annual management fee: 2,000 €
- National staff (for reporting, M&E, participation in activities) both at the level of MoLG and the district level (where LGU clusters will be supported) over a period of 5 years: 60,000 €

In addition, local contributions will be provided in cash or kind by LGUs and/or local communities as their participation in the regeneration activities

The detailed budget is included in Annex 7.2. The budget for result 2 is based on cost estimates for regeneration projects which is included in Annex 7.8.

4.2 Human resources

The human resource inputs for the programme can be summarised as followed:

Within MoLG:

The General Directorate of Local Development and Investment (DoLDI) will lead the project on the MoLGs behalf as the objectives of the project largely fall within its mandate⁷¹.

The MoLG will assign within the DoLDI a focal person for coordination (ie **national director**) of

⁷¹At the moment this TFF is drafted, a proposal for roles , mandates and structure of this new Directorate is waiting for approval by the Cabinet. Following this new organigram, a Deputy Assistant Minister should be appointed to oversee two Directorates : the (existing) Urban Planning Directorate and the (new) Directorate for Investment and Local Economic Development. In case this is confirmed the Assistant Deputy Minister would represent the best institutional anchorage for the RHC project. In case not, the project will be anchored at the level of the new DoLDI and seeks permanent collaboration with the Directorate of Urban Planning.

the intervention

The MoLG will also assign relevant technical staff to facilitate the implementation of activities related specifically to RHC project results 1 and 3.

Within MDLF:

The MDLF together with the LGUs will be responsible for the implementation of the regeneration activities (projects result 2).

It is expected that the MDLF, will have to recruit additional staff (including a **national regeneration expert in urban planning and architecture**). Extra fees have been therefore included in the budget (management fees) to cover these expenses. The national regeneration expert will have experience in regeneration of HCs and significant experience in contract management. It is proposed that he will be integrated in the Strategic Planning Unit, having a coordinating role for the project component 2 , under the supervision of the Director General of MDLF.

The exact additional staff (number, skills and competences) to be recruited and/or involved in the MDLF will be determined during the project set-up phase on the basis of a technical capacity assessment.

For the Project Support Unit :

BTC will appoint an **International Technical Assistant (ITA)** with significant international experience in regeneration. The ITA will have a direct management and advisory link with the DoLDI ⁷². The detailed Terms of References of the ITA are available in Annex 7.3. The ITA will be recruited for a preliminary duration of 3,5 years. The continuation of the ITA beyond 2 years will depend on a positive evaluation by the project's Steering Committee, to be conducted jointly.

A budget of 3.5 years has been provisioned for the ITA. The contingency budget line includes a complementary 1.5 year budget (to complete the project five years duration). This budget line will remain available for ITA based upon SC decisions. If not needed, the remaining budget will be reallocated based on decisions by the SC to be utilized for other support arrangements.

A BTC **financial and administrative officer** will be appointed .

A BTC **driver** will be recruited.

For the LGU's:

LGUs have existing contracted staff in the areas of architecture and engineering who will be key stakeholders in the implementation of the project and the sustainability of the outcomes and results. It is expected that these staff will be significant beneficiaries of capacity development activities within the project. It is therefore critical that the contract period for engineering, architecture staff within the partner LGUs is for the period of the projects lifespan at a minimum. The availability of these staff (who will not be funded by the Belgian contribution) is a key criteria for the selection of LGUs to benefit from the RHC project.

and through External consultancies

It is expected that significant technical backstopping from external consultants (Cultural Heritage Organizations, universities..) or other expertise will be required for project implementation (and

⁷² or at the level of the Deputy Assistant Minister who oversees the two Directorates of Urban Planning and Local Development, if it is confirmed :

specially result 2) due to the complex nature of regeneration processes which needs a multi-disciplinary team of very specialized expertises.

4.2.1 Recruitment's prescriptions

BTC will recruit the International Technical Assistant as per Belgian rules and regulations through BTC headquarters in Brussels. The selected person will be submitted to MoLG for approval.

The Local Financial Officer and the driver will be recruited through BTC Representation in Jerusalem as per Belgian rules and regulations

MDLF will recruit the necessary staff to allow for the implementation of component 2. This will include a National Regeneration Expert. The ITA will assist and support the MoLG and MDLF in formulating the terms of reference and specific roles of this national expert. BTC Resident Representative will have a no-objection in this recruitment process.

4.3 Material resources

The material resources for the project will be determined after a detailed needs assessment in the set-up phase. It is expected that some specific technical equipment will be required, especially at the Cluster/Municipal level in assuring quality control of the works implemented

2 vehicles will be purchased to facilitate exchanges between the central and decentralised level in the implementation of the project.

Office equipment will be required for the Project Support Unit.

5 IMPLEMENTATION MODALITIES

As explained in section 2 above , the project will have two components.

- The **first component** will focus on institutional capacity building, support to socio-economic and physical planning process and learning lessons that can inform decisions at the local, national and international level. This broadly corresponds to the activities and results outline in **results 1 and 3**.
- The **second component** will focus on **result 2**, supporting the implementation of the regeneration activities in the LGUs

The summary of the components and results areas is recalled in the table below.

Component	Key results
1. Support for the integration of regeneration into planning and policies for Historic Centers in Urban LGs	Result 1. Regeneration forms an integrated element of Municipal Planning in targeted LGU Clusters
	Result 3. Lessons learned from RHC project contribute to evidenced based policy framework and planning strategies for the PNA
2. Implementation of regeneration priorities in selected Local Governments	Result 2. The socio-economic regeneration of targeted HCs is enhanced using a multi-dimensional approach

Each component will have its specific institutional arrangements and management rules.

The areas of coordination between the two components are explained below as well as the synergies with the LGRDP project.

5.1 Legal framework and administrative responsibilities

The present Technical and Financial File (TFF) is part of the Specific Agreement signed between the Palestinian Authority and the Kingdom of Belgium, determining the legal framework of the intervention.

For the Palestinian Party:

- The Ministry of Local Government (MoLG) is the administrative body responsible for the implementation of the project.
- MoLG designates a high official (Director of Local Development and Investment⁷³) as the National Director , responsible for coordinating the implementation of the project.
- MDLF is the implementation agency for component 2 of the project.

⁷³ or the new Assistant Deputy Minister to be appointed, if confirmed

For the Belgian Party:

- The Directorate-General for Development (DGD), under the “Federal Public Service Foreign Affairs, Foreign Trade and Development Cooperation” of the Government of Belgium is the Belgian administrative entity responsible for the financial contribution to the project.
- The Belgian Technical Cooperation (BTC) is the Belgian entity responsible for the follow up and implementation of the project. BTC is also responsible for the disbursement of the funds of the Belgian contribution and for monitoring all expenditures made from the Belgian budget.

5.2 Technical responsibilities

5.2.1 Component 1 (project results 1 and 3)

Component 1 of the project will be implemented in co-management by the Director of Local Development and Investment with technical advice and support from the project Support Unit (SU). The technical staff of this Directorate, as well as the Directorate of Urban Planning based at the MoLG in Ramallah and the staff based at the District level will be assigned duties in the implementation and supervision of project activities. In particular the MoLG technical staff will be responsible for supporting and mentoring the technical staff at the Municipality/Cluster level.

5.2.2 Component 2 (project result 2)

Component 2 will be implemented by MDLF. The implementation modality will be co-management though following specific arrangements for systems and responsibilities to be used for each management domain, as is the case for LGRDP-component 2 (see infra) The MDLF will liaise with the DoLDI/MoLG and the SU of the intervention in order to ensure technical and financial consistency within the intervention’s overall management. Component will also rely on technical support from experienced Palestinian Cultural Heritage Organizations and Universities, particularly for the design and supervision of the regeneration processes. This provision of external expertise will be managed by the MDLF with the technical support of the project SU.

Representatives of the Districts and LGU-clusters will be invited to provide input and participate in discussions.

The equivalent of the standard 7% management fee of MDLF will cover all costs associated with MDLF management of component 2. This fee will cover the costs of recruitment of the required staff for project implementation. This will include one National Regeneration Expert (ToR are provided in Annex 7.3) in addition to other skills depending on the findings of the capacity assessment as explained in section 4.2. The MDLF staff involved in the project will work as part of an integrated MDLF team⁷⁴ with regard to component 2 implementation.

The management of components 1 and 2 will be supported by a Project Technical Committee composed of representatives of MoLG (National Director of the intervention, DoLDI, DoUP,..), Representative(s) of MDLF, and additional representatives of Districts and partner LGUs when relevant), the International Technical Assistant and the National Regeneration Expert. The MoTA will also be invited to attend meetings to the PTC as well as LGRDP staff when required.

⁷⁴ not appointing a specific implementation unit

5.3 Implementation and follow up structures

5.3.1 Project National Director

The National Director for the project is responsible for the overall coordination of project implementation.

He receives continuous support from the project Support Unit in this regard.

His role is, in close collaboration with the Support Unit :

- to facilitate the overall implementation of the project in the respect of the MoLG policies and to suggest relevant orientations
- to coordinate and follow-up the implementation of the project and the articulation between the two components
- to monitor the project implementation and continuously liaise with the Minister and the involved high officials in the Ministry , keeping them informed on projects implementation
- to participate in and actively prepare (with technical proposals, reporting, recommendations etc..) the meetings of the Project Technical Committee and the Steering Committee

5.3.2 Project Support Unit

A Project Support Unit (SU) will be established to facilitate management and coordination of the intervention. It will be composed of :

1. an International Technical Assistant ,
2. a Financial and Administrative Officer and,
3. a Driver.

The SU will be located within the MoLG, in the premises of the General Directorate of Local Development and Investment.

The SU will be responsible for supporting the DoLDI and MDLF in the overall coordination and follow-up of the two components of the project. It will liaise on a permanent basis with the senior staff of the DoLDI on the one hand and, the Director and Head of the Strategic Planning Department and the National regeneration expert based in the MDLF on the other hand.

The SU will be responsible for the coordination of the planning between all partners and the establishment of the project work plans and budgets for the whole project . In that perspective the planning and reporting regarding the different components will be integrated by the SU into an overall reporting format for the whole project in close collaboration with the international technical assistant, following the agreed deadlines.

The SU will liaise and coordinate with LGRDP on a regular basis (regular meetings will be introduced) in order to enhance coherence and complementarity in Belgium's support to the sector. Moreover an efficient utilization of the financial and human resources for both projects will be ensured by the Steering Committee (eg: utilization of project staff such as driver, organizing the steering committee meetings back to back etc..).

The SU will be in charge of :

- Preparing the overall planning of the project activities and adjustments on a quarterly basis;

- Supporting the organization, coordination and supervision of the implementation of project activities in accordance with the approved project work plans;
- Establishing the project work plan and budget that will be presented to the project Steering Committee during the first 3 months of the project start-up.
- Updating work plans on a quarterly basis (operations, procurement and financial planning)
- Using BTC templates in order to provide consolidated reporting on the whole project.
- Compiling the information for the six-monthly implementation reports (semi-annual review of the planning), which will be presented to the project Steering Committee.
- Compiling the projects annual reports and final report at the end of the project;
- Advising of disbursement
- Ensuring the good management of the project resources
- Coordinating the reporting, treasury and budget management.
- Supervising of the preparation and tendering of contracts for procurement of goods and services
- Providing high level technical guidance on project methodology and strategy
- Enabling good communication between and with the various stakeholders
- Participate actively in the Project Technical committee, liaise with its members and prepare the documentation needed for decision –making
- Acting as the secretariat of the Steering Committee, ensuring timely and accurate dissemination of reports, proposal of agenda, drafting of minutes of Steering Committee meetings etc.
- motivating and requesting to change the TFF and submit the file to the project Steering Committee for approval
- Liaising and coordinating with LGRDP project in order to use lessons learned and to enhance coherence and complementarity in Belgium’s support to the sector;
- Coordinating and networking with other national and international partners, in order to obtain synergies and to avoid overlaps and gaps between interventions;

The table below presents the synthesis of the various types of operational reports. This table is not exhaustive and the parties can agree on additional reports.

Type of BTC report	Period	Body in charge	Recipient
Operations planning	Quarterly	Support Unit	BTC/ MoLG
Progress Reports	Six-monthly	Support Unit	BTC / Steering Committee
Follow-up and Evaluation report	Yearly	Support Unit	BTC / Steering Committee
Evaluation Report	Mid-term (after 2 years) and Final evaluation (6 months before project end)	External Company	BTC / Steering Committee

5.3.3 Project Steering Committee

The project Steering Committee (SC) represents the highest management level of the project. It is responsible for providing the necessary strategic guidance to all implementers and assures that project objectives are timely achieved.

The SC is created at project start-up. It meets at the onset of the project to approve the indicative action plan. Within the limitations imposed by the Specific Agreement signed between the Palestinian Authority and the Kingdom of Belgium, the SC shall lay down its own internal rules and take its decisions by consensus of the members.

The composition of the Steering Committee is as follows:

- The Minister of Local Government or his/her representative – chair of the Steering Committee (member);
- The representative of the Minister of Planning and Administrative Development (member);
- The MDLF Director General or his/her representative (member),
- The BTC Resident Representative (member),
- The International Technical Assistant (not a member) and the National Director (not a member) , acting as the secretariat

If and when necessary, the Steering Committee can invite any other relevant person involved in the project to attend the meetings as an informer or an observer.

The project Support Unit will ensure the secretariat of the Steering Committee and will provide the necessary information to its members. Minutes will be taken for each SC and signed by its members.

The Steering Committee will decide by consensus. The Steering Committee members may designate a delegate to the Steering Committee in case they are not able to attend the meeting in person. However the delegate has to be fully mandated to take decisions and commit the absent member for follow-up.

Meeting frequency : twice a year and as needed

Key responsibilities: the Steering Committee will:

- Provide general guidance to the project implementation based advice provide by the Project Technical Committee
- Approve the state of progress of the project and the achievement of its specific objective on the basis of the progress reports;
- Approve the work plan of the project, including the financial planning
- Approve the six-monthly progress reports and financial report,
- Approve the proposals to adjust or modify the project (such as the financial modalities, the budget revisions and reallocations between budget lines, the expected results and planned activities, the indicators at specific objective and result level), as long as those revisions do not affect the project specific objective and remain within the limits of the approved budget and the duration of the intervention;
- Approve the changes on the composition and responsibilities of the Steering Committee and the mechanism to change the TFF;
- Identify any problem relating to the management of the resources (human, financial or material) or the interpretation of the Agreement or to the TFF, which may pose a threat to the smooth course of the Programme, and inform both Governments;
- Approve the monitoring and evaluation reports
- Approve the financial audits and the monitoring reports;
- Formulate recommendations on possible necessary changes in the project components, budgets and future directions;
- Ensure coordination between the LGRDP and the RHC projects,
- Validate the project closure process
- Approve the final report and close the programme.

The MoLG will take the initiative of regularly informing the other actors in the sector, of the decisions of the Steering Committee

5.3.4 Project Technical Committee

A Project Technical Committee (PTC), chaired by a representative of the MoLG, will be created at project start-up in order to support the qualitative technical management of the two project components. The PTC will be composed of:

- Representatives of MoLG (including the National Director of the intervention)
- Representatives of MDLF)
- Implementation agents, and additional representatives of Districts, partners LGUs if relevant,
- The International Technical Assistant
- Representatives of the LGRDP project may be invited for topics regarding common areas of support

- Ministry of Tourism and Antiquities (MoTA) will also be invited to attend when required.

The composition of the PTC can be reviewed according to the needs and with the approval of the Steering Committee .

The PTC will meet regularly .

The PTC will make recommendations to the projects' Steering Committee and/or any of its members .

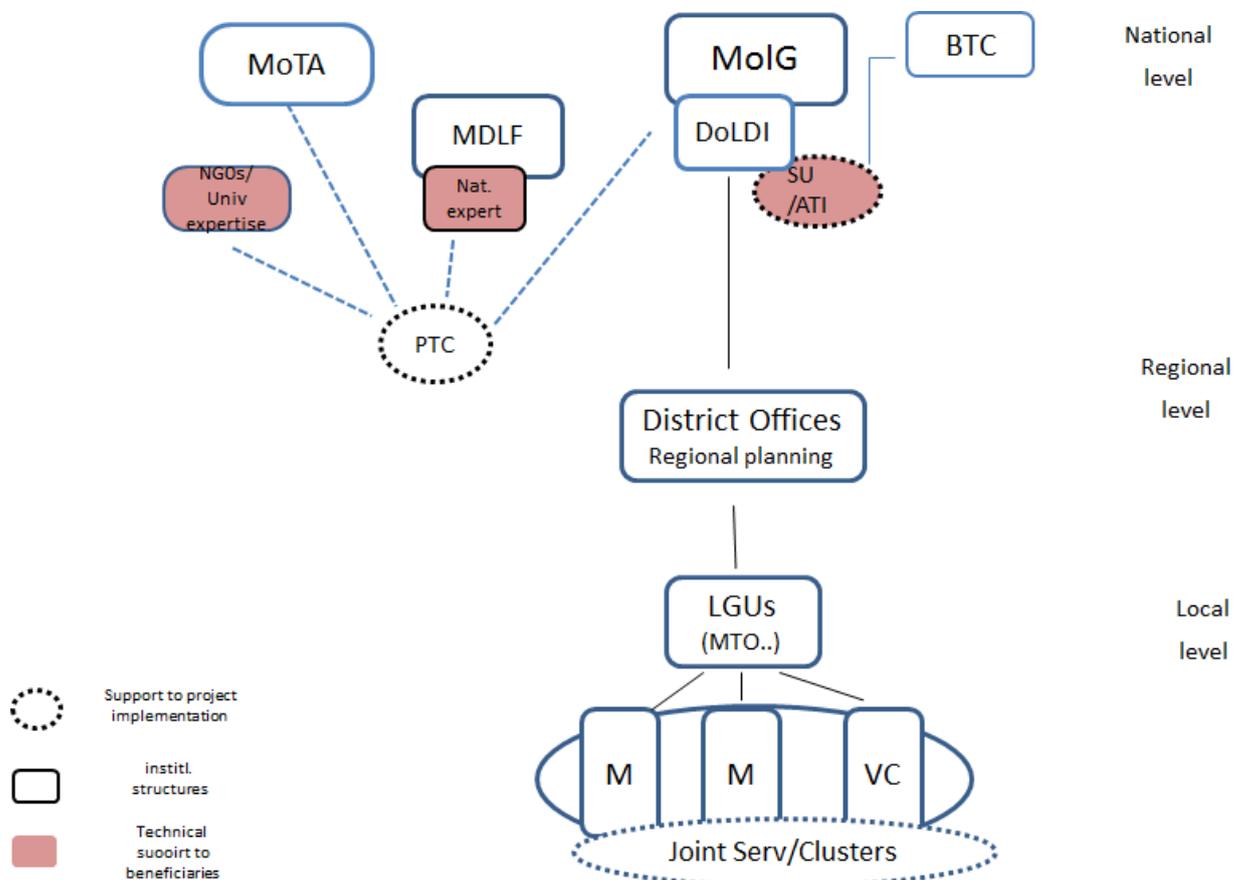
The PTC will have a significant role in facilitating the communication among the different stakeholders of the preservation and development process who are key actors in the project implementation. It will seek joint arrangements and ensure the consolidation of strategic options and decisions which are taken regarding the implementation of both project components. More particularly it will assure that MDLF is involved in the preparatory work of regeneration activities (planning linked to SDIP process, etc...) on the one hand and that DoLDI and the SU technical advice and support are provided in order to help implementation of result 2 by MDLF.

Key responsibilities of this Committee will include work planning and preparation of technical proposals for endorsement by the Steering committee. This will include, amongst others, the following activities :

- Supervise the activities related to the set-up phase (baseline study, supervision of the HC inventory, technical capacity assessments, socio-economic studies..)
- Confirm the weighted criteria to be used for the models and LGUS clusters selection
- Support the integration of regeneration into the SDIP and physical planning processes
- Oversee the implementation of regeneration activities
- Continuously identify lessons learned, encourage feedback on project implementation and build on this
- Validate the project working plans and the motivation files to support any significant technical change to the TFF to further be approved by the SC
- Liaise with the high officials and institutional bodies (e.g High Planning Council, other Ministries) who could be involved in a smooth implementation of project activities as well as for dissemination of lessons learned and good practices.
- Ensure effective synergies and coordination with LGRDP (for strategies and activities to be supported jointly)

The composition and tasks of this Project Technical Committee will be reviewed at the project's inception phase and approved by the Steering Committee.

The figure below illustrates the project's institutional anchorage and its management structures.



5.4 Management modalities

The project will be implemented in co-management i.e. a representative of the Ministry of Local Government (MoLG) will be the **authorizing officer** while the BTC Resident Representative in Palestine will be the **co-authorizing officer**, together they will be responsible for the management of the EURO account.

The MoLG will appoint within the Directorate of Local Development and Investment, **the National Director** as the **project manager** for component 1 and the **MDLF** as **project manager** for component 2.

Component 1 will be managed according to the **co-management** processes and component 2 using **MDLF procedures** subject to the specific prescriptions described further in this TFF.

An operational and financial manual will be developed for the project at the set-up phase. It will include details of:

- Financial flows and disbursements;
- Procurement and contract management procedures;
- Administrative and financial reporting procedures.

- Audits and monitoring activities

5.5 Financial Management

For component 1, the Belgian contribution will be managed according to the co-management modality.

For Component 2, the Belgian contribution will be channelled to MDLF on the basis of stipulations described in the following chapters.

5.5.1 Budget management

The budget of the project indicates the budgetary limits, within which the project must be carried out. Any budget modification must be approved by the project Steering Committee on the basis of a proposal worked out by the Project Support Unit. The possible budgetary changes within and/or across components are:

- Change of the budget structure;
- Transfer of resources between existing budget lines;
- Reallocation of funds between the different financial modes;
- Utilization of the reserve (if any).

This is possible as long as the changes do not affect the Specific Objective of the programme and remain within the limits of the approved budget.

For the whole project:

The management of a budget change must be made according to BTC procedures.

The total budget amount cannot be exceeded. In case a budget increase is required, a motivated request must be introduced by the Palestinian Authority to the Belgian State after having received the agreement of the project Steering Committee. If the Belgian State accepts the request, the two parties must sign an exchange of letters.

In order to facilitate the start-up of the intervention, commitments and expenses may be made before the signature of the Implementation Agreement between Belgian Government and BTC. These shall concern logistics and human resources for a maximum amount of 83.100 EUR.

BUDGET TOTAL		Execution mode	BUDGET TOTAL
Z	General Means		83,100
Z	<i>01 Human resources</i>		<i>21,100</i>
Z	01 01 International Technical Assistant	BTC management	15,000
Z	01 02 National Director	BTC management	300
Z	01 03 Administrative & finance officer	BTC management	2,000
Z	01 04 Driver	BTC management	800
Z	01 05 recruitment costs	BTC management	3,000
	recruitment ATI	BTC management	1,000
	recruitment national staff	BTC management	2,000
Z	<i>02 Investements</i>		<i>62,000</i>
Z	02 01 Vehicles	BTC management	50,000
Z	02 02 Office equipment	BTC management	2,000
Z	02 03 IT equipment	BTC management	5,000
Z	02 04 Office improvement works	BTC management	5,000

For Component 2:

Each year, MDLF will prepare a budgeted annual plan of activities, separately identifying activities to be financed by individual donors, including that of BTC, and will submit it to the Financing Partners. Budget preparation will follow the procedures laid out in the Operational and Financial Manual.

Towards the end of each fiscal year, MDLF will prepare the cash budget for the coming year in consultation with departmental heads. The cash budget will include the figures for the year, analysed by quarter. The cash budget for each quarter will reflect the detailed specifications for program activities, schedules (including procurement plan), and expenditure on quarterly program activities. The annual cash budget will be sent to BTC at least two months before the beginning of the program fiscal year for review and approval.

The equivalent of the standard 7% management fee of MDLF will cover all costs associated with MDLF management of component 2, including recruitment costs.

As the management fees are allocated based on the effective disbursements done on the result 2 during the previous quarter, a starting-up budget will be foreseen to allow MDLF starting the activities, among other the recruitment of the National regeneration expert in addition to other skills outlined in section 4.2 above, These staff will work as part of an integrated MDLF team in the implementation of the project⁷⁵.

Every payment has to be submitted to the BTC Resident Representative or his/her delegate (confirmed in writing) for a signature of "no objection". All original-supporting documents needed prior to signing must be attached to the payment request.

To cover the first quarter a budget line (A02.04) has been foreseen that is exclusively dedicated to the recruitment during the set-up phase of the dedicated team to lead the implementation of component 2. The use of the budget line will be justified within the IFR (Interim Financial Report) and highlighted in the semi-annual report. This amount comes in deduction of the management fees budget line.

5.5.2 Bank accounts, authorizations

The following bank accounts will be opened for the project:

1. the 'Main project account -BTC management'
2. the 'Operational project account - BTC management'
3. the 'Main project account- co-management'
4. The 'Operational project account co-management'
5. the 'Designated Account' at MDLF

All these bank accounts respects the mandates procedures set for BTC own and co-managed projects.

- The 'Main project account -BTC management'

This account shall be opened at the Deutsche Bank Jerusalem for the Belgian contribution under BTC management and will be managed on the basis of a double signature from the BTC Resident Representative and the International Technical Assistant.

⁷⁵ See section 4.2 for the justification for not appointing a specific implementation unit

This account serves for:

- replenishment of the project operational account;
- for payments above the threshold of 25,000 €.

- The 'Operational project account': (BTC management)

BTC will open an account at a commercial bank in Ramallah. The signatories will be the International Technical Assistant and the Financial and Administrative Officer.

This account serves for all expenses under the threshold of 25,000 €.

If necessary and with the previous approval of the Representation, a local currency account can be opened.

- The 'Main project account co-management'

BTC will open an account at the Deutsche Bank Jerusalem for the Belgian contribution under co-management and will be managed on the basis of a double signature from the Authorising Officer from MoLG and the BTC Resident Representative as, Co-authorizing Officer.

- The 'Operational project account' (co-management)

BTC will open an account at a commercial bank in Ramallah. The signatories will be the International Technical Assistant and the Director of the DoLDI.

This account serves for all expenses under the threshold of 25,000 €. or according to the DoLDI mandate, as long as it does not exceed the 25.000€.

- The 'Designated Account' (managed by MDLF) :

MDLF will open one specific bank account in a Commercial Bank in Ramallah and named – Reg. Hsit. Component 2. This separate account will be used for funds provided by the Belgian contribution only,

The management fees will be transferred by the Representation on basis of the audited IFR. The transfer will be done on the MDLF bank account specifically designated for the management fees. Those fees will be followed and earmarked.

As mentioned previously in the document, the Resident Representative or his delegates (in writing) will provide a declaration of no objection at the level of payment request. Every payment has to be submitted to the BTC office in Jerusalem for signature. All original-supporting documents needed prior to signing must be attached to the payment request.

The bank, will at the opening of the bank accounts, commits itself in writing that payments will be executed only if the request for payment has been duly signed by the BTC Resident Representative or a delegate.

5.5.3 Request for funds

- The Main Account in BTC management is replenished every three months following BTC procedures.

A first request for transfer of funds can be submitted to the BTC Representation from the moment the implementation agreement is signed between the Belgian Government and BTC. The requested amount shall correspond to the financial needs of the first three months; the request shall be signed by the BTC Representation.

The amount of the subsequent transfers / cash call is equal to the estimated needs in treasury for the following quarter with a cash buffer (financial planning).

BTC transfers the funds at the beginning of the quarter.

- The Main Account in co-management

After signing the Implementation Agreement between the Belgian State and BTC, a first request for funds can be made, and presented to BTC local Representative, based on the action plans and the financial needs (financial planning). The requested amount should correspond to the financial needs for the first three months of activities and will follow the BTC internal procedures.

To receive the following requests, the International Technical Assistant must introduce a cash call to the BTC Representative at the beginning of the month before the next quarter. This cash call must be signed by the project manager (the National Director) and co-manager (the International Technical Assistant).

The amount of the transfer equals the estimated needs of funds for the following three months with a reserve. The transfer of funds by BTC is carried out at the beginning of the quarter. The subsequent transfer of funds is effected only if:

- The accounting for the previous period has been closed and has been transmitted to the BTC Representative.
- An updated financial planning of the current quarter has been transmitted to the BTC Representative.
- The amount of the request does not exceed the budget balance.
- The quarterly budget and planning follow-up is timely, complete and reliable.

The SU and the Representation must consolidate the cash call in order to take into account both components treasury needs. This is valid for all requests done throughout the projects 'lifespan.

- Designated Accounts (excluding management fees) will be replenished directly from the Main Account for co-management on a quarterly basis.

First transfer

The initial deposit into the Designated Accounts will be based on a six-month forecast prepared by MDLF and submitted with a Withdrawal Application, as soon as the Implementation Agreement is signed between BTC and the Belgian State.

MDLF shall submit a first request for funds transfer to the BTC Representation on the basis of the following:

- a letter of request from MDLF (Withdrawal Application);
- the operational and financial planning for the first six months, with a Declaration of No-Objection from the International Technical Assistant .
- Bank account opening confirmation
- List and proxy holders copies of signatures

Based on the supporting documents provided, BTC Representation will validate the request and send it to BTC HQ.

Subsequent transfers (quarterly basis)

The amount of each subsequent transfer will be equivalent to the amount mentioned in the semi-annual budget and work plan (included in the relevant Interim Financial Reports), net of the remaining un-disbursed amount from the previous transfers.

Any withdrawal request shall be signed by an authorised person of the MDLF and delivered to BTC together with the relevant IFR, including the following documents on which the withdrawal will be based:

- quarterly Interim Financial Reports (IFRs) (showing each donor part separately),
- the updated semi-annual budget and work plan;

- bank statement from the Designated Account;
- reconciled bank statements,
- a consolidated statement of expenditures justifying the amount disbursed during the relevant quarter
- external audit reports of IRFs (quarterly).

The IFRs will document the disbursed amounts for the past quarter, the commitment for the coming quarter, and the next six month's needs.

Requests for disbursement will be presented on the basis of approved work plans and cash flow projections for expenditures as presented in the relevant IFR consistent with the cash flow forecasts presented under the Annual Work Plan and Procurement Plan.

Withdrawal Applications accompanied with quarterly IFRs will be prepared by the MDLF, and submitted to BTC. The complete file shall get the positive advise of the International Technical Assistant and thereafter be validated by the BTC representation.

- The Management Fees

The transfer of management fees will be based on the effective disbursements done during the previous quarter. The Representation will calculate exactly how much is due on basis of the audited IFR received every quarter. In case expenditures done are considered as ineligible, the Representation reserves the right to ask for more details and supporting documents. If after that additional information the expenditures remain ineligible, the Representation will withdraw this amount from the total reference figures for the 7% calculation and transfer.

Before the Representation operates the first transfer, MDLF will supply with the following documents:

- Bank account opening confirmation
- List and proxy holders copies of signatures

To cover the first quarter a budget line (A02.04) has been foreseen that is exclusively dedicated to the recruitment during the set-up phase of the dedicated team to lead the implementation of component 2. The use of the budget line will be justified within the IFR (Interim Financial Report) and highlighted in the semi-annual report. This amount comes in deduction of the total management fees budget line.

For the subsequent transfers, MDLF will comply with the same requirements as mentioned for the overall designated accounts. There will be two withdrawal requests one for the funds dedicated to the implementation, one for the management fees.

5.5.4 Accounting

For Component 1:

Every month, the accounting of the project must be elaborated and approved following the BTC internal procedures. The accounting must be signed by the International Technical Assistant and the Financial and Administrative Officer and sent to the BTC Representation. It shall include the following files:

- electronic account files;
- bank statements and signed cash statements;
- all supporting documents (originals).

For Component 2:

The accounting will follow MDLF systems and procedures.

Transactions will be recorded and reported in a timely manner by source of funding, location, components, activities and expenditure categories and subcategories. The computerised system (Oracle based accounting system) includes, inter-alia, general accounting, budgeting, cost centres, asset management, Withdrawal Application's disbursement monitoring, is able to generate IFRs and annual financial statements).

MDLF has overall responsibility for the financial management of the Component 2.

Specifically, is in charge of:

- 1) consolidating the project's financial data;
- 2) preparing activity budgets, monthly Designated Accounts (DA) reconciliation statement, and periodic IFR Withdrawal Schedules, quarterly Interim Financial Reports (IFRs), and annual program financial Statements

5.5.5 Financial Planning and Reporting

For Component 1:

Every quarter, the International Technical Assistant with the DoLDI will prepare a financial planning for the current quarter and upcoming quarters of the current year, and for the future years.

For Component 2

The IFRs prepared by MDLF should be submitted to BTC no later than 45 days from the end of the previous quarter.

Quarterly Reviewed Interim Financial Reports:

- Financial Reports include a statement showing for the period and cumulatively (program life or year to date) inflows and outflows by main expenditure classifications and by individual donor; opening and closing cash balances of the Designated Account; and supporting schedules comparing actual and planned expenditures with detailed deviation analysis between actual figures and budgeted ones. The reports will also include cash forecast for the following six months.
- Physical Progress Reports, which include narrative information, and output indicators linking financial information with physical progress, and highlighting issues that require attention.
- Designated Account statement and reconciliation showing deposits and replenishments received, payments, interest earned on the account and the balance at the end of the reporting period.
- Contracts listing which will reflect all signed contracts, their value and how much have been disbursed under each as at the report date.
- Commitments listing which will reflect all committed amounts for the next 6 months

Annual Program Financial Statements:

- A Statement of Sources and Uses of funds (by Grant Category / by Activity showing Bank and Counterpart Funds separately);
- A Statement of Cash Flow for Program Funds from all sources;
- Statements reconciling the balances on the various bank accounts (including Bank Dedicated Account) to the bank balances shown on the Statement of Sources and Uses of funds;
- IFRs Withdrawal Schedule - Bank Grant listing individual withdrawal applications relating to disbursements by the IFR Method, by reference number, date and amount;

- Balance Sheet showing Accumulated Funds of the Program, bank balances, other assets of the Program, and liabilities, if any;
- The Notes to the Financial Statements for the significant accounting policies and all other relevant information.

For the whole project:

The Project Support Unit (PSU) will control and consolidate the accounting and financial reports for the whole project. Assessment and control will focus on reliability, completeness and timeliness of the data submitted.

Every quarter, the PSU will prepare a financial planning for the current quarter and upcoming quarters of the current year, and for the future years. The financial planning must be done in accordance with the BTC internal procedures and must be sent to the BTC Representation in Jerusalem.

5.5.6 Financial auditing

Project Audit

External audits will be organised in the first and the third year of the whole project implementation. A qualified financial auditor, selected and contracted by BTC, will execute the external auditing. BTC will elaborate the terms of references and select the audit firm.

The auditor's reports will be presented to the project Steering Committee, the project SU has to elaborate an action plan, in order to improve the procedures and to prove that corrective measures have been taken. The DoLDI and the MDLF commit to contribute and implement the actions related to the auditors recommendations.

BTC Audit

Each year an Audit Committee reviews the accounts of BTC. Within this framework, the Audit Committee may also carry out audits of projects in the occupied Palestinian territory. The Audit Committee of BTC may also request that BTC's internal auditor audit a specific project.

For Component 2 - MDLF audit

MDLF internal audit reports must be put at disposal of the SU and Steering Committee in order to take the adequate management decisions and mitigating risks measures for the Component 2

As agreed upon in the MDLF procedures, quarterly reviews of IFRs will also be conducted by independent private and qualified auditors acceptable to the Donors before submission of the IFR.

Those quarterly reviews will be part of the scope of the annual audit : an external auditor acceptable to all Donors will audit Program Consolidated Financial Statements on an annual basis.

5.6 Procurement

5.6.1 Co-management

Procurement related to the activities under co- management (component 1&2) will be carried out respectively by the MoLG and the MDLF using the supplementary World Bank Standard Bidding Documents and Evaluation Forms for procurement of works, goods and services in accordance with the World Bank regulations and Guidelines⁷⁶.

Procurement of Works, Goods and non-consulting services: Procurement will be carried out using National Competitive Bidding (NCB) procedures. Contracts estimated to cost less than 67,000 Euro may be procured using Shopping procedures. In situations and circumstances that are in compliance with the provisions of paragraph 3.7 of the Guidelines procurement may be done through Direct Contracting.

Selection of consultants: Contracts for consultancy services will be procured through Quality and Cost Based Selection (QCBS) or Quality Based Selection (QBS). For services costing less than 67,000 Euro, the Consultants' Qualifications method (CQS) may be used. Individual Consultants (IC) will be selected under the provisions for the Selection of Individual Consultants.

For each contract to be financed under this project, the different procurement and consultant selection methods, estimated costs, review and No Objection requirements by the BTC, and time frame are agreed between the MoLG (for component 1) and MDLF (for component 2) and the BTC in the Procurement Plan (PP). The PP will be updated yearly or as required to reflect the actual project implementation needs.

Procurement Information and Documentation: complete procurement documentation for each contract, including bidding documents, advertisements, bids received, bid evaluations, letters of acceptance, contract agreements, securities, related correspondence, contract award information, etc., will be maintained by the MoLG and the MDLF in an orderly manner and made readily available for any audit.

Clearances by BTC : BTC will provide a non objection on procurement decisions regarding the inviting bids/requesting proposals, evaluation of the bids and awarding of contracts. The BTC no objection will be transmitted to the project within 30 days at the latest.

For component 2 of the project (implemented by MDLF) the clearance procedures will follow the same specifications as for LGRDP- component 2⁷⁷.

The procurement procedures, together with the financial procedures will be further detailed in the financial and operational manual to be elaborated during the projects'set-up phase.

National procurement procedures will not be used until reforms are put in place and until such

⁷⁶ Guidelines: Procurement under IBRD Loans and IDA Credits' and Grants by the World Bank Borrowers: Procurement of Goods, works and non-consulting services and Selection and Employment of Consultants,' edition of January 2011 (any subsequent editions will be considered)

⁷⁷ For the first contract under each of the various procurement and selection methods, the MDLF shall obtain the BTC No Objection on all procurement decisions (e.g. inviting bids/ requesting proposals, awarding contracts, rejecting bids,... etc.). For all other contracts MDLF shall obtain the BTC No Objection pronouncement on Contract award only.

time it can be demonstrated that a reformed national system is functioning adequately, where an assessment by the BTC will be carried out to ensure that risks and mitigating measures are acceptable for the BTC and the Belgian Government

5.6.2 BTC management

BTC managed items will be managed by BTC according to the Belgian procurement regulations.

5.7 Monitoring and Evaluation

A **baseline study** will be carried out during the set-up phase. It will:

- Update the inventory of Historic Sites and Centres in target LGUs to determine the quality of the HCs and the current level of protection and development activity in the HCs
- Provide quantifiable indicators in order to enable adequate programme monitoring.
- use the establishing benchmarks and targets for LED through the PACA, Business and Market surveys or other identified tools.

An external **Mid-Term Review** will be performed 30 months after the project start-up. The MTR will assess the programme progress and identify the challenges encountered. It will compare the indicators with the baseline indicators as gathered during the baseline study. If necessary, the MTR will update the logframe matrix. It will provide recommendations for the remaining years of the project. The MTR report will be submitted to the SC that will take timely and appropriate decisions on the proposed recommendations.

An **external final evaluation** will be carried out to evaluate the achievements of the project and whether the beneficiaries are benefiting from the results and services of the project. This final evaluation will compare the indicators to the baseline indicators as gathered during the baseline study. It will perform a check of compliance with the expected results proposed in the TFF and propose lessons learnt. The final evaluation report will be submitted to the Steering Committee that will draw lessons for any future similar project.

Periodic Reviews and Assessments

Regeneration of HCs is a new, technically complex and highly specialized area of focus for the target LGUs and other stakeholders. Therefore, it is important to set a number of periodic milestones where the progress to date is reviewed and an opportunity is available to generate new or revised ideas and lessons to be included in the project. It is proposed that a wide range of stakeholders should be included in the periodic reviews. The table below suggests a number of milestones and issues that could be considered as part of this periodic review in the first three years. Whilst the table below indicates that this may occur on an annual basis, this is subject to change based on the needs identified during the projects timeframe.

These periodic reviews and assessments (as part of projects monitoring) should involve the following stakeholders, according to the topics to be discussed : MoLG, MDLF, NGO representatives , Community representatives , the project Support Unit , LGRDP, BTC Representation and Headquarters, Other SWG members, Academic institutions, Representatives of the private sector e.g. associations, private property owners, external consultants etc...

Table 5.1 Milestones and Issues for Periodic Reviews

Period	Milestone	Issues to be reviewed
End of set-up phase (November 2013)	<p>Technical needs assessment completed</p> <p>Strategy for LED in place (see also pre-project activities)</p> <p>Completion of HC inventory update</p> <p>Selection of 6 LGUs to participate in the project.</p>	<p>Are stakeholders skilled and prepared to support the planning process</p> <p>Is there a common and appropriately elaborated understanding of LED</p> <p>Do stakeholders agree that the inventory update is finalized. What lessons have been learnt?</p> <p>Is the criteria appropriate – to be assess pre-selection (inception) and post-selection (planning)</p>
End of planning phase (November 2014)	<p>Review of 2013 review findings</p> <p>SDIP and physical plans in place</p> <p>Regeneration programmes developed for 6 LGUs including LED</p> <p>Ownership of private buildings in HCs</p>	<p>Have the findings of the previous years review contributed to the project</p> <p>Did the SDIP and PP processes facilitate the integration of regeneration. What further opportunities and challenges are evident.</p> <p>Did communities receive adequate support in the planning process? Was the planning process inclusive and equitable? What were the main drivers of community priorities? What knowledge gaps continue to exist.</p> <p>Are templates for building leases and use in place? Have the LGUs and private property owners reached agreements. Has the burden of risk been fairly shared between public and private sector?</p>
November 2015, year 1 implementation	<p>Review of 2014 review findings</p> <p>Relevance of the works completed</p> <p>Participation of stakeholders</p> <p>Quality of the works completed</p> <p>Legal factors and ownership</p> <p>New expectations</p>	<p>Have the findings of the previous years review contributed to the project.</p> <p>Have the works completed met with the expectations and aims of the stakeholders, particularly at the local level</p> <p>Have stakeholders participated as planned. What alterations are required and how can this be achieved</p> <p>Is the technical quality of the works to the expected standard according to the views of the communities and technical experts? Is the pace of the works to the expected standard?</p> <p>Have any issues arisen regarding the ownership of property within the HCs. Does this have an impact on the project? How should it be addressed?</p> <p>Do stakeholders have any new expectations. How can they be included in the project.</p>

The details of the reviews of the remaining years will be developed during the course of the

project.

It is noted that each of these reviews should coincide with the end of a key phase of the project. It has also been foreseen that this will coincide with the period that annual budgets for the following year will be finalized, hence the periodic reviews will inform the following years work plans and budgets. The reviews should take the form of field visits to projects sites, discussions among project stakeholders facilitated by an external expert and a workshop where conclusions can be reached⁷⁸. It is also foreseen that backstopping by BTC or external technical experts may occur during this period to further add value to the process.

Technical Backstopping

It is anticipated that significant technical backstopping will be required during the course of the project. The precise nature of the backstopping will depend on the skills of the permanent staff recruited for the project. However it may include the following technical skills:

- Archeologists, Historians;
- Social anthropologists;
- Local Economic Development Experts including experts in Participatory Appraisal of Comparative Advantage (PACA) and Cost Benefit Analysis (CBA);
- Specialist architects, urban planners and engineers in the area of regeneration of HCs;

Several follow-up mission from BTC headquarters will be performed during the course of the project. These missions may coincide with and may contribute to the Steering Committee. The ToR of these missions will be prepared in close collaboration with BTC Representation in Jerusalem and the project Support Unit.

5.8 Closure of the project

The duration of the project is 5 years. Six months before the end of the project, the steering committee shall decide on the closure process. The project Support Unit will prepare the financial balance in accordance with BTC procedures. The financial balance must be submitted to BTC for verification before it is presented to the final Steering Committee.

The parties in charge will ensure that the following actions are undertaken:

- 1) An end-of- project consolidated report is presented to the Steering Committee
- 2) The destination of the remaining asset and budget is agreed upon,
- 3) The preparation of the closure of accounts has been made.

The SU together with the MoLG and MDLF will compile and prepare a general end-of-programme report to be presented and discussed by the Steering Committee not later than one month before the end of the project in order to examine and approve the final draft report of the project. The final version of the end-of-project report will include the minutes of this Steering Committee meeting including the remarks on the content and conclusions of the end-of project report.

The end-of-project report shall provide a full account of the expenditures of both the Palestinian and Belgian contributions. It must include a list of equipment to be handed over. The Steering Committee will approve the plan for handing over the equipment bought from the Belgian

⁷⁸ The stakeholder discussions and workshop could be separate or joint events

contribution.

After having fulfilled the requirements to end the project, the signatories to the two accounts will officially close the accounts.

After the end of the validity of the Specific Agreement, no expenditure will be authorized except if it is related to commitments entered into before the end of the Specific Agreement and mentioned in the statement of the Steering Committee. Operational expenditures after this date will not be accepted.

6 CROSS CUTTING THEMES

6.1 Environment

Regeneration of Historic Centers offers a significant opportunity to support the sustainable development of Towns and Villages in terms of protection of the natural and historic environment of the areas concerned and developing good practice in sustainable development.

Due attention will be paid to the sustainable management of the environment through the design of the project and more particularly urban planning considerations. Awareness raising and capacity building around environment issues at decentralized level will also be considered. Special attention will be paid to respect and promote traditional construction models, to the material used and to the use of resources such as water and energy. It is also critical to consider the landscape of an area in the regeneration process in a holistic manner and the importance of the surrounding environment to the success of regeneration programmes.

Emphasis will be given to the preservation and development of the natural environment and historic towns, the tourist development vis-à-vis the existing and proposed new paths or unpaved roads, historic and archaeological sites.

Environmental Impact Assessment will be a key feature of the development planning and implementation process and a high level of environmental awareness is required in regeneration of HCs. Critical issues to be considered include:

- Opportunities to protect the natural beauty of the area and encourage environmentally friendly development activities;
- Use of environmentally friendly technologies;
- Using appropriate energy sources;

6.2 Gender

Gender mainstreaming will be emphasized during project implementation in line with the objectives (policies and interventions) of the “Cross-Sectoral National Gender Strategy: Promoting Gender Equality and Equity 2011-2013” of the Ministry of Woman Affairs. Close cooperation will be established with the gender unit recently created (2008) within MoLG.

The following dimensions have been identified so far to receive specific attention :

- the election and empowerment of women in municipal council
- the active participation of women within the planning processes
- gender budgeting at local level, a gender focus for the SDIP
- gender equality for socio-economic activities to be supported by the project
- the involvement of women in the management of renovated historic building and the activities they host
- the equality in employment opportunities during and after the project etc,.,

Those aspects will be further developed during project set-up phase. A backstopping mission of the BTC gender expert will be organized in that respect in order to help designing milestones and activities to be supported by the project with regard to abovementioned areas. It will also

work in close collaboration with other external support provided to the gender mainstreaming within the local government sector. This means particularly GIZ as well as Belgian NGO's.

6.3 Social economy

As highlighted in section 2 of the present document the project will have a strong focus on participation within the existing planning and implementation process, ownership and respect for local culture.

The project will have a specific focus on supporting and assisting local governments develop their local economies through regeneration. It will introduce tools and processes to support the LGs in this focus including participatory assessment of comparative advantages of the specific LGs and their communities. Activities may include the development of business opportunities for tourism, markets or local service provision. There will be opportunity to develop complementary programmes that may encourage both improved social service provision in the public and private sector on one hand and enhanced opportunities for local businesses and entrepreneurs on the other hand.

7 ANNEXES

7.1 Logical framework

	Logical of the intervention	Indicators*	Sources of verification	Hypotheses
GO	Global objective : To improve the social, cultural and economic development of Local Government Units and Municipalities in Palestine	Progress in implementation of the overall Local Government and Administration Sectoral Strategy (LGASS)	LGASS Progress Reports and LGASS Reviews	Security and macro economic stability conditions facilitate socio-economic development
SO	Specific objective : To enhance Local Governments capacity to regenerate their Historic Centers and support sustainable local development in these areas	At least 2 regeneration models are adopted by the Palestinian National Authority The integration of regeneration is included within all planning levels (national, regional, municipal) Preservation and development plans supported through the project are fully complied as approved by LGUs and MoLG	MoLG and project progress reports Reports of the Department of Urban Planning and the MoTA Revised guidelines for SDIP, PPM and other relevant regulations	Regeneration is recognized as a priority area of the MOLG through its annual planning process
R 1	Result 1: Regeneration forms an integrated element of Municipal Planning in targeted LG Clusters	Social service and LED initiatives linked to HCs are included in the SDIP processes of in 6 LGUs 6 LGUs have detailed urban plans which include the proposals for regeneration in their HCs. Preservation plans for 6 target LGUs are adopted as bye-laws and approved by the MoLG	LGUs annual reports and project progress reports DUP as approved by the Local Councils and the MoLG in line with Palestinian regulations and guidelines Reports by the LGU and MoLG	Government and stakeholders continue to support the Municipal Planning process and the development of LGUs including regeneration in HCs

*as explained in section 3.5 most indicators will be reviewed and fine-tuned after the baseline survey (including HC inventory update and LED studies) using quantitative as well as qualitative indicators .

<p>R 2</p>	<p>Result 2: The socio-economic regeneration of targeted HCs is enhanced using a multi-dimensional approach</p>	<p>Historic centers in 2 LG units are developed as models for regeneration</p> <p>Privately owned buildings are regenerated through agreements that have socio-economic benefit for the LGUs (m²)</p> <p>Private sector investments and integrated partnerships (involving public and private actors) are developed between LGUs and the private sector (value)</p> <p>Building space within the HCs is Utilized for a public good (m²)</p> <p>Identified LED initiatives within restored historic centers achieve agreed economic targets and benefits in line with the cost benefit analysis)</p> <p>Own Sourced Revenue (value) that directly results from regeneration programmes in target LGs (baseline required)</p> <p>Community priorities as developed through participatory process fully inform project investments</p>	<p>Project and MoLG reports</p> <p>Agreements registered with MoLG and legal authorities</p> <p>Project reports based on agreements approved by the LGU</p> <p>Project surveys</p> <p>Cost:Benefit analysis and reviews (using World Bank procedures) included in project reports</p> <p>LGU Budget reports</p> <p>Project reports including review of implementation of identified priorities</p>	<p>LGUs continue to demonstrate commitment to good governance, effective service delivery, community participation and the rule of law in administrating and controlling regeneration in their HCs</p>
<p>R 3</p>	<p>Result 3: Lessons learned from RHC project contribute to evidenced based policy framework and planning strategies for the PNA</p>	<p>Regeneration is integrated as a component of LG planning guidelines and manuals including the PPM</p> <p>Lessons learned from LED experiences and social service delivery in HCs inform amendments to the MoLGs strategic framework</p>	<p>Project reports making reference to revision of guidelines</p> <p>Project reports making reference to revision of strategic framework</p>	<p>All stakeholders demonstrate a willingness to learn and adapt based on evidence and experience from the project</p>

	Activities	Means
R 1	Result 1	
A 1.1	<p>A 1.1</p> <p>Strengthen Capacity to guide and oversee regeneration</p> <ul style="list-style-type: none"> • inventory update • technical capacity assessment • review of existing planning processes • LED baselines • support setting up of a Regeneration Task force • identify and select target LGU clusters 	<p>ITA and national TA provided through the SU and the PTC</p> <p>External consultants</p> <p>Support to the established planning process</p> <p>Links with Universities and other training institutions</p>
A 1.2	<p>A 1.2</p> <p>Support to include regeneration of HCs into LG development and physical plans</p> <ul style="list-style-type: none"> • incorporating regeneration into socio-economic development planning • incorporating regeneration in spatial planning (DUP, master plans) • selection of 2 model LGUs for regeneration 	<p>Provision of equipment to DoLDI</p> <p>Strengthening DoLDI, DoUP and MDLF capacities</p> <p>External consultants, national NGO's expertise</p>
A 1.3	<p>A 1.3</p> <p>Support to Institutional capacity building</p> <ul style="list-style-type: none"> • short to medium term technical training • supporting universities in enhancing long term capacities 	

R 2	Result 2	
A 2.1	A 2.1 Support to implementation of regeneration plans for Model LGUs Support the design and supervision of the regeneration process	Support to MDLF in implementation : National Expert in Regeneration
A.2.2.	A 2.2 Support to implementation of regeneration plans for other LGUs	ITA provided through the PTC External consultants, local NGO's MDLF management fee Training and Procurement of Local Contracts Provision of equipment to partner LGUs
R 3	Result 3	
A 3.1	A 3.1: Integration of Regeneration into the Planning and Regulatory system	Recruitment/Procurement of researchers and other external expertise Reviews of project in achieving its objectives to inform lessons learned Conferences, meetings and other dissemination media Publications
A 3.2	A 3.2: Preparation of HC Regeneration Publications	

7.2 Budget

BUDGET TOTAL			Execution mode	BUDGET TOTAL	%	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
A To enhance LGs capacity to regenerate their HC				6,256,500	78%	328,100	532,100	1,162,100	2,772,100	1,462,100
<i>A 01 R1 : Regeneration forms an integrated element of Municipal planning in targeted LG cluste.</i>				736,000	9%	256,000	380,000	50,000	40,000	10,000
A 01 01	strengthen capacity to guide and oversee regeneration	co-management	238,000			168,000	30,000	20,000	20,000	0
A 01 02	Support to include regeneration of HC into LG development and phys	co-management	318,000			18,000	300,000	0	0	0
A 01 03	Support to institutional capacity building	co-management	180,000			70,000	50,000	30,000	20,000	10,000
<i>A 02 R2: The socio-economic regeneration of the targeted HC is enhanced</i>				5,360,500	67%	72,100	152,100	1,112,100	2,662,100	1,362,100
A 02 01	Support to implementation of regeneration plans for model LGUs	co-management	3,600,000			0	0	700,000	1,950,000	950,000
A 02 02	Support specific target aspects of regeneration in other LGUs	co-management	1,200,000			0	0	300,000	600,000	300,000
A 02 03	MDLF management fees	co-management	340,500			52,100	72,100	72,100	72,100	72,100
A 02 04	Start-up costs -recruitment	co-management	20,000			20,000	0	0	0	0
A 02 05	national consultancies for design and follow up	co-management	200,000			80,000	40,000	40,000	40,000	40,000
<i>A 03 R3: Lessons learned from RHC project contribute to evidence based policies</i>				160,000	2%	0	0	0	70,000	90,000
A 03 01	integration of regeneration into the planning regulatory system	co-management	40,000			0	0	0	20,000	20,000
A 03 02	support to dissemination of practices in HC regeneration	co-management	120,000			0	0	0	50,000	70,000
X Budgetary reserve (max 5% * total activities)				522,500	7%			270,000		252,500
<i>X 01 Budgetary reserve (max 5% * total activities)</i>				522,500	7%	0	0	270,000	0	252,500
X 01 01	Budgetary reserve co-management	co-management	125,000							125,000
X 01 02	Budgetary reserve own management	own management	397,500					270,000		127,500
Z General Means				1,221,000	15%	352,440	272,140	292,140	182,140	122,140
<i>Z 01 Human resources</i>				819,000	10%	220,200	217,200	217,200	127,200	37,200
Z 01 01	International Technical Assistant	own management	630,000			180,000	180,000	180,000	90,000	
Z 01 02	National Director	own management	18,000			3,600	3,600	3,600	3,600	3,600
Z 01 03	Administrative & finance officer	own management	120,000			24,000	24,000	24,000	24,000	24,000
Z 01 04	Driver	own-management	48,000			9,600	9,600	9,600	9,600	9,600
Z 01 05	recruitment costs	own management	3,000			3,000	0	0	0	0
<i>Z 02 Investments</i>				62,300	1%	62,300	0	0	0	0
Z 02 01	Vehicles	own management	50,000			50,000	0	0	0	0
Z 02 02	Office equipment	own management	2,300			2,300	0	0	0	0
Z 02 03	IT equipment	own management	5,000			5,000	0	0	0	0
Z 02 04	Office improvement works	own management	5,000			5,000	0	0	0	0
<i>Z 03 Operational Expenses</i>				194,700	2%	38,940	38,940	38,940	38,940	38,940
Z 03 01	Services & maintenance costs	own management	9,000			1,800	1,800	1,800	1,800	1,800
Z 03 02	Vehicle insurance and mainteance	own management	36,000			7,200	7,200	7,200	7,200	7,200
Z 03 03	IT maintenance	own management	3,000			600	600	600	600	600
Z 03 04	Télécommunications	own management	18,000			3,600	3,600	3,600	3,600	3,600
Z 03 05	Office supplies	own management	6,200			1,240	1,240	1,240	1,240	1,240
Z 03 06	National field missions	own management	40,000			8,000	8,000	8,000	8,000	8,000
Z 03 07	External communication	own management	50,000			10,000	10,000	10,000	10,000	10,000
Z 03 08	Training	own management	12,500			2,500	2,500	2,500	2,500	2,500
Z 03 09	Bank costs	own management	2,000			400	400	400	400	400
Z 03 10	Other operational expenses (small logistics)	own management	18,000			3,600	3,600	3,600	3,600	3,600
<i>Z 04 Audit and M&E</i>				145,000	2%	31,000	16,000	36,000	16,000	46,000
Z 04 01	Monitoring & Evaluation costs	own management	85,000			25,000		30,000		30,000
Z 04 02	Audit	own management	30,000				10,000		10,000	10,000
Z 04 03	Backstopping	own management	30,000			6,000	6,000	6,000	6,000	6,000
TOTAL				8,000,000		680,540	804,240	1,724,240	2,954,240	1,836,740
			own management	1,618,500		352,440	272,140	562,140	182,140	249,640
			co-management	6,381,500		328,100	532,100	1,162,100	2,772,100	1,587,100

7.3 ToR long-term personnel

7.3.1 International Technical Assistant

BTC will appoint a TA/Co manager with significant international experience in regeneration. He will serve as the overall technical advisor of the programme. He will be the BTC representative within the project management framework and lead the RHC Support Unit.

The responsibilities of the Assistant will include (but not necessarily be limited to) the following areas :

- Provide strategic guidance to the MoLG, MDLF, LGUs, BTC and other stakeholders in the implementation of the RHC project;
- Provide technical advice related to regeneration, social-economic development and cultural heritage protection and development;
- Fully participate and provide technical advice to the Project Technical Committee and its members;
- Support the participatory planning process through active participation in the dialogue, advice on policy and capacity building issues relevant to the RHC project specific objective and expected results;
- Provide technical input into the preparation of terms of reference for the various studies and capacity building activities subcontracted and support the implementing agency to ensure their adequate implementation
- Support and provide technical advice for recruitment of specific technical international and national expertise required for project implementation including supporting the MDLF in recruiting external supports needed for implementing R2
- Support the Belgian Consulate and BTC in dialogue related to Regeneration and Historic Centres and liaise/coordinate on a regular basis with other regeneration stakeholders including NPA institutions, Development partners and NGOs among others.
- Ensure coherence and coordination of project strategies and activities with LGRDP project and support the LGRDP ITA in policy dialogue through the Sector Working Group for areas related to regeneration

He will also, in close coordination with the National Director of the intervention (DoLDI/MoLG)

- Organise, coordinate and supervise the implementation of project activities in accordance with the approved work plans
- Attend and prepare the Steering Committee meetings on a regular basis
- Consolidate the narrative and financial reports to be submitted to the Steering Committee
- Review (and approve) the periodic (monthly/quarterly/bi-annual) accountability returns from implementing partners to ensure that they follow the regulations referred to in the TFF and Project Financial and Operational Manual and meet international accepted standards of public accountability ; and provide comments and advice in improving these systems when required;
- Ensure that the projects narrative and financial reporting guidelines are adhered to including the specified Monitoring and Evaluation processes
- Support the procurement process, contract management and supervision processes in the following ways:

The ITA will be recruited for a preliminary duration of 3,5 years. The continuation of the ITA beyond 2 years will depend on a positive evaluation by the Steering Committee, to be conducted jointly.

The TA profile will include:

- University degree in Architecture, Urban Planning or related field
- 10 years experience in the Urban Planning and the Regeneration of Historic Centers including significant international experience;
- Significant experience in Institutional Capacity Development and provision of advice to high level decision makers;
- Experience of bi-lateral aid projects (or similar) in complex environments.
- Experience in management of development projects

Other desirable experience for the TA includes:

- Knowledge of cultural heritage, social-anthropology and archeology;
- Knowledge of participatory planning processes, especially with Local Governments and Community Based Organizations;
- Experience in Local Economic Development;
- Experience of working in post-conflict or fragile states contexts
- Ability to communicate in Arabic

7.3.2 MDLF National Regeneration Expert

As referred to above the MDLF will recruit a **National Regeneration Expert** in Urban Planning and Architecture with experience in regeneration of HCs. The ToRs will be fine-tuned on the basis of assessments conducted during the project set-up phase.

The National Regeneration Expert will work as part of the MDLF team in coordinating the implementation of the project result 2. It is foreseen that the expert will eventually be integrated into the permanent organizational structure of the MDLF. The key strategic links foreseen at this stage are with the Department of Strategic Planning and the MDLFs Technical Department which is critical in the design and supervision of regeneration programmes in the target LGUs. The expert will also work with the departments of Contract Management & Procurement, Institutional & Technical Assistance and Finance & Administration where relevant.

This implies that detailed and realistic annual and quarterly work plans for the regeneration expert and other staff involved in the project will be required, so each department is clear on the level of support and assistance that can be provided during the course of the project.

It is also expected that the national regeneration expert will have a significant role in supporting the Development and Physical Planning Processes between Clusters/Municipalities, the Regional level and the National level through its participation in Project Technical Committee.

Profile (temporary proposal) : the National Regeneration Expert will have :

- * At least 10 years' experience in architecture, infrastructure management and contract management
- * at least 5 years' experience in the regeneration of HCs or similar environments
- * the capacity (based on experience) to support local actors in the preparation of contract documents to the highest standards .

7.3.3 Administrative and Financial Officer

The Administrative and Financial Officer is responsible for a variety of finance-related tasks including the ones listed below (this list is not exhaustive).

He/she works under direct supervision of the International Technical Assistant.

Roles and responsibilities	Qualification profile
<p>S/he does in coordination with the PMT:</p> <p>Major tasks</p> <ol style="list-style-type: none"> 1. Responsible for financial administration and procedures <ul style="list-style-type: none"> - Control all financial administration issues: solves problems, helps improve financial administration by developing tools, points out and corrects errors and problems, reports any major problem to the co-coordinator and seeks advice from the LAF when necessary. - Ensure a correct, smooth and efficient organisation of the financial administration, including the financial follow-up of the scholarships; - Supervise compliance with legal and administrative procedures and guidelines; this implies he/she studies, checks and reinforces financial guidelines and procedures of the Belgian Technical Co-operation and Ministry of Finance (for BTC management) in addition to the Palestinian regulations (for co-management), including the Specific Agreement, the TFF, the BTC quality handbook and any guidelines provided from Brussels HQ or Representation at Jerusalem, Palestinian legal texts. - Ensure all instructions received from the representation or BTC headquarters are correctly applied and followed and that the requests are met within the deadline. - Update Administrative and Financial Manual, and ensure communication of new procedures to all admin/fin staff involved. 2. Financial activity reporting <ul style="list-style-type: none"> - Final responsibility for timely production of FIT statements; provide guidance and supervision to the personnel working with the FIT statements. - Produce financial reports whenever requested following format laid out (e.g. for steering committees, division scholarships HQ), or develops customised formats for ad hoc reports (in excel). 	<p>S/he has :</p> <ol style="list-style-type: none"> 1) University degree in finance, business administration or business economics; 2) Minimum 5 years' experience in financial management and programme administration; 3) Management experience, and experience with an international organization or NGO; 4) Very good hands-on knowledge of excel and word is a must. Other programs (Database, accounting programs) a strong advantage; 5) Proficient in English and Arabic with good translation skills; 6) Mature, good communicator and team player; 7) Able to work under stressful conditions and not objecting to overtime and field missions.

<ul style="list-style-type: none"> - Make electronic back-up of final versions of financial reports - Consolidate the financial reporting received from Partner's Ministries in order to have a comprehensive and clear view of the whole programme. <p>3. Budgeting and financial planning</p> <ul style="list-style-type: none"> - Follow up and update of budget; Compare budget and planning with actual expenses; Provide monthly overview of budget balance to management and technical teams - Financial short-and long term planning: overall, yearly and quarterly (in cooperation with management and technical teams); monthly and weekly, in co-operation with accountant and financial administrator/logistics assistant - Overall management of bank and cash accounts, making cash calls on basis of the financial planning. <p>4. Auditing, monitoring, consulting, training</p> <ul style="list-style-type: none"> - Audit and analyse programme expenses monthly, report any inconsistencies or irregularities. - Control supporting accounting documents on quality and completeness, and follow up on corrections by the accountant. - Consult and monitor financial issues related to technical programme objectives (e.g. transfer of scholarship funds, accountability of beneficiaries and institutions) - Prepare and provide training on financial management for stakeholders - Preparing and assisting internal and/or external financial audit missions <p>5. Any other tasks reasonably requested</p>	
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7.4 ToR for missions at the start of the project

The following section provides proposals of Terms of Reference for the technical studies and consultancies which have been envisaged during project first years and particularly at the set-up phase. They entail thus a two-fold objective: to provide the project with a sound knowledge basis as far as the state of art of the HCs in the West Bank and the actual technical capacity of the personnel involved into the HCs regeneration activity.

1 HCs Inventory Review

Riwaq has published in 2004 an inventory of the Historic Buildings (HBs) in the majority of towns and villages of the West Bank.

The baseline survey to be done during the project preliminary phase will consist, in the first instance, of updating the inventory of Historic Sites and Centers in target LGUs to determine the current quantity and quality of the HCs and their level of protection and development.

Usually, the purpose of an inventory of HCs (also according to the recommendations of the Palestinian Draft Law on Heritage) would consist of:

- a. Identifying and protecting the HCs and the HBs from activities which could definitively impinge the identity value of the HC as a whole or the historic and cultural value of the specific building;
- b. to prioritize the HB rehabilitation or HC regeneration in the framework of the national, regional or municipal economic and infrastructural development;
- c. to assess the conditions of the assets to be protected.

Therefore in the light of the above mentioned existing inventory and basic inventory purposes the consultancy activity is twofold and is envisaged to:

1. update of the existing RIWAQ inventory (which is actually HB-based) just for a very limited number of HCs including as a priority the Belgian supported clusters and Municipalities (for instance a statistically significant sample of HCs) , and possibly , on a field survey base, compare the previous with the actual historic building conditions, and eventually comment on the CHP in the whole West Bank;
2. investigate the current HC basic conditions as for the HC area only, number of new and old buildings, the existence of planning tools (MP, SDIP, Regional Strategic and Spatial Plans), physical conditions of primary infrastructure, etc., and eventually compare with the HCs plans made by Riwaq 10 years ago, with the help of historic maps and the existing most update aerial photos.

Surveying methods:

For the first part it is recommended to identify a statistically significant sample of HCs in the West Bank, which could be made of not less of 36 cases⁷⁹ over 67⁸⁰, using systematic sampling.

As for the second part the survey will be carried out in the 67 HCs on the basis of the data and

⁷⁹ 36 cases will assure a reasonable 10% confidence interval and 90% confidence level (not particularly relevant in this exercise). Only minor HCs (not bigger than half an hectare and preferably in between 2000 and 3000 sqm) will be assessed. And as a priority those ones BTC is actually operating in.

⁸⁰ The total number of HCs with potential development is 78 (as reported in the Riwaq inventory). 11 major historic centres (namely the governorate capitals) are not included in this exercise.

information available at the Planning Directorate of the MoLG and collected from the existing GIS, updated aerial photos, Google Earth Professional. The comparison between the actual HC situation and the previous one can be made through historic maps and the HC maps drafted by Riwaq in between the 1998 and 2004.

The final result will consist of a detailed report on:

- the current HC conditions vis-à-vis the past conditions as reported in the Riwaq inventory,
- the importance of the HCs within the SDIPs and MP,
- recommendations on prioritizing HC regenerations,
- suggestions on the most appropriate revised survey card for a thorough inventory of HC Heritage which utilize the number of data included in the Riwaq Inventory.

resources & profiles

It is envisaged that an international expert in HC preservation and development will be assisted by two national junior experts particularly to carry out the field survey in the historic centres on the basis of the updated Riwaq Inventory cards and collecting info and data relevant to the second part of the study.

the international Urban planning and HC P& D expert

He/she will be an Architect or Urban Planner with international experience in Urban Planning and Historic centre Preservation and Development.

Profile :

- University degree in Architecture,
- MSC in Urban Planning and/or CH P&D,
- At least 10 years of experience in urban planning and spatial planning with at least 5 years of experience in Historic Centre Preservation in developing or MIC countries,
- Experience of working with public administrations
- Familiar with strategic structural planning and participatory planning methodologies,
- Familiar with Preservation and Building Construction Technologies in HCs
- Familiarity with the Palestinian context is an asset,
- Working knowledge of GIS programmes,
- Proven capacities to work in intercultural team,
- Good communication and analytical skills,
- Fluency in spoken English and excellent writing skills in English, knowledge of the Arabic language is an asset.

Tasks

1. Identify a statistically significant sample of HCs in the West Bank, made of 36 cases⁸¹ over

⁸¹ 36 cases will assure a reasonable 10% confidence interval and 90% confidence level (not particularly relevant in this exercise). Only minor HCs (not bigger than half an hectare and preferably in between 2000 and 3000 sqm) will be assessed. Among the others those ones BTC is actually operating in.

67⁸², using systematic sampling,

2. Updating the RIWAQ surveying card (as published in the Internet) introducing the Historic Value category⁸³ (to replace the “importance of the building” category⁸⁴) while keeping the majority of original items for comparison purposes,
 3. Planning and Surveying the sample (36 historic centres) using the RIWAQ Inventory card integrated by the updated (historic value) categories,
 4. Data processing of the surveyed HCs using Descriptive Statistics and comparison between the previous and actual HCs status,
 5. Planning and surveying the conditions of the 67 HCs as far as the HC area, number of new and old buildings, the existence of planning tools (MP, SDIP, Regional Strategic and Spatial Plans), physical conditions of primary infrastructure (road network, WS and sewage, drainage and WWTP), through basic interviews to Municipal TOs, updated aerial photos, GIS or Google Earth professional.
 6. Comparing the above mentioned survey with those comparable items from the RIWAQ survey (including the draft HC plans),
 7. Finalizing the Inventory Cards on the basis of the RIWAQ Inventory exercise and the proposed integration as mentioned above in items 3 and 5.
- His tasks could also contribute to finalizing the ToR for technical capacity assessment (questionnaire drafting on issues relevant to expert competences), in the following :
8. Drafting the training materials on issues relevant to expert competences,
 9. Participate to the training activity,
 10. Ensure all relevant stakeholders, particularly the local universities and NGO’s technical officers are involved in the training needs assessment and courses, and make sure that the views of all stakeholders, and multi- and bilateral development partners are taken into account,
 11. Participate in briefings and debriefing with BTC and the project staff ,

The two junior national consultant will be architects with experience in rehabilitation and surveying historic buildings. They will act as resource persons for the International Consultants related to Inventorying HCs, will facilitate contacts and meetings with the different stakeholders, and will contribute to the drafting of the updated HC inventory.

Profile :

- University degree in architecture, with a specialization in historic buildings rehabilitation
- at least 5 years of experience as an architect among which 3 years of working in historic building renovation
- Familiar with surveying techniques

⁸² The total number of cases results from the number of HCs with potential development (78 as reported in the RIWAQ inventory) minus the 11 major historic centres (namely the governorate capitals).

⁸³ See Feilden, B. M., Jokilehto, J., Management Guidelines for World Cultural Heritage Sites, ICCROM, Rome, 1998.

⁸⁴ The Importance of the Building: the researcher estimated the importance of the building on the basis of historical, architectural, religious and aesthetic criteria listed in the table. Item 23 of the RIWAQ assessment card (<http://www.riwaqregister.org/en/eRdef.aspx?prt=14&fileId=Questionnaires%20Used.htm>).

- Good communication in English and Arabic
- good analytical skills;
- Good team worker

Tasks :

1. collect relevant data and information regarding HBs and HCs,
 2. act as a resource person for the international consultant, TA and Project Support Unit in the sector of buildings survey and rehabilitation, and HC protection,
 3. facilitating contacts with stakeholders and contributing to the drafting of the reports,
 4. Participate in briefings in Jerusalem and/or Ramallah,
 5. Collect all information relevant to facilitating the comprehension of the national context,
 6. Participate in the relevant visits, interviews and animation of seminars and group meetings together with other team members.
- Total allocated man/days: 80 days : 30 m/d national experts * 2 and 20 m/d international expert.

The experts will work in close collaboration with the Palestinian Authority and more particularly MoLG , MoPAD, MoTA and MDLF. The MoLG will lead the process. The missions will be supervised by the Project Technical Committee and the project Support Unit and in particular the ITA. BTC Representation Office could be involved for facilitating the mission and BTC HQ experts for technical inputs particularly in the areas of infrastructure and urban planning, environment , and gender.

2. Technical capacity assessments

Assessing the technical capacity needs at central (MDLF, MoLG), district and partner (6) LGU level

The technical skills of the Technical Officers at the central (MDLF and MoLG) and District levels will be assessed in order to design *ad hoc* training programme on urban regeneration of HCs and integration of urban regeneration within the existing planning tools. The technical capacity needs assessment will identify:

- the understanding of the planning levels and planning contents of NDDP, SDIP, SDF, Land Use Plans and DUPs, and
- the knowledge of Urban Planning and Building Construction Technologies applied to HC P&D together with the other techniques and associated issues (like property, housing and social housing, and climate change)

The knowledge, skills and ability of Technical Officers will be assessed and the needs identified as far as the following subjects are concerned:

- NDDP, SDIP, SDF, Land Use Plans and DUPs, as described in the PPM and SDIP manual,
- CHP issues and preservation of HCs (vis-à-vis the international conventions and the international institutions, historic values to be preserved and related preservation technologies),
- Building Construction Technology applied to HBs (knowledge of the damage and vulnerability assessment technologies and historic building assessment cards, preservation technologies locally used and building restoration/preservation manuals as published in the RIWAQ web site),

- Computer Science Programme (knowledge of the basic computer science programmes for cost esteems, drawing and database analytical tools - Excel, CAD and GIS respectively),
- Building permit release procedures,
- Housing and Social Housing schemes (Housing need assessment, affordability analysis, housing and social housing policies, house types, construction and population density),
- Ownership issues (leasing, expropriation, concession, property exchange),
- Service provision,

For Technical Capacity Needs Assessment the method to be used would consist of

1. information and discussion with the stakeholders on the method of capacity assessment
2. questionnaires⁸⁵ addressed to a sample of LGUs Technical Officers (TO), and
3. questionnaires + interviews to Government TOs who can provide the consultant with relevant info on the actual training needs.

As for the first type of questionnaires a statistically significant sample of MTOs (not less of 37 cases⁸⁶ over 78⁸⁷ municipality / villages), will be identified using systematic sampling.

The architect UP expert could be collaborating with the ITA and a training expert in drafting the questionnaires and the training programme. They could also provide support in drafting the Training materials in their respective fields.

Interviews will be also addressed to the technical staff of NGOs operating in the field of rehabilitation of HCs.

The final result would consist of a training programme addressing the current gaps in the Attitude, Skills and Knowledge of the technical personnel involved in the HC Urban Regeneration process.

The training objectives will be:

1. to strengthen the existing technical skills base with the development of additional key skills and knowledge of the different planning tools (particularly the HC DUP), survey techniques, KMA and economic development
2. to improved management and the ability of the personnel vis-à-vis the implementation of the regeneration activities,
3. to use relevant computer software appropriately.

The expected training programme will detail:

- Results of the Training Assessment (identification of Trainees and Gap Analysis),
- Training modules
- Training locations (the three main local universities could be ideal training locations),
- Qualification of Trainers (it is expected that the LED and the architect UP expert will be part of

⁸⁵ The questionnaire will include closed and open questions on the subjects linked with CHP and HC P&D.

⁸⁶ 37 cases will assure a reasonable 10% confidence interval and 90% confidence level (not particularly relevant in this exercise).

⁸⁷ The total number of HCs with potential development is reported in the RIWAQ inventory (2004).

the training staff),

- Training sessions,
- Training material: type and basic contents, Training manuals,
- Training evaluation method.

7.5 Assessment of selected historic sites in the Belgian supported areas

Assessment of the Conditions of the Historic Centers within the BTC Projects' Scope

This report highlights the conditions of the historic centers of the ongoing and future BTC projects as a step of assessing possible and potential localities for the project of regeneration of the historic centers that the BTC is about to commence in the WEST Bank. The assessment is based on RIWAQ registry from 1998 to 2001. After 10 years of the registry it is expected that a big portion of the historic centers

The newly Amalgamated Communities

Beita Cluster

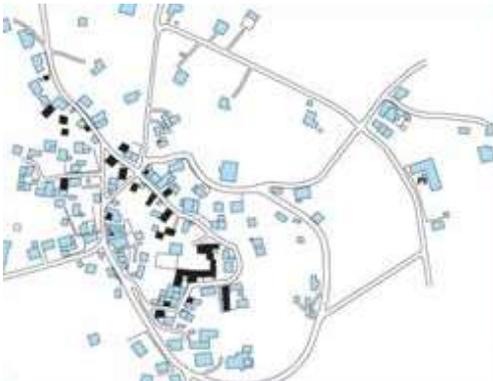
Beita



Beita is located in Nablus district, 13 Km south of Nablus. There is a contingent historic fabric according to Riwaq's Registry. The number of historic buildings in Beita was 363 buildings divided between 2 historic centers the lower one and the upper one. 22.5% are in bad physical condition and 43.5% is abandoned.

Beita: Historic Buildings in Black

Ausreen



Ausreen is located in Nablus district, 19 Km south of Nablus. There is no intact historic center according to Riwaq's Registry. The number of historic buildings in Ausreen was 38 buildings. 50% are in bad physical condition and 42% is abandoned.

Ausreen: Historic Buildings in Black

Audala



Audala is located in Nablus district, 19 Km south of Nablus. There is a very small historic center according to Riwaq's Registry. The number of historic buildings in Audala was 37 buildings. 65% are in bad physical condition and 70% is abandoned.

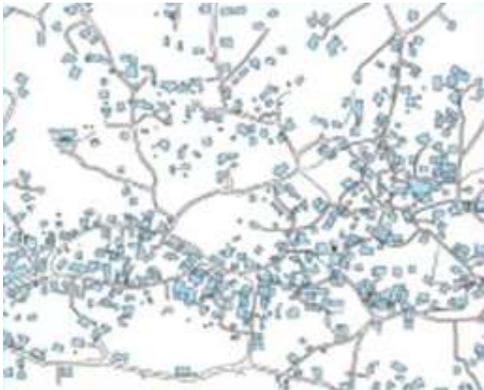
Audala: Historic Buildings in Black

Za'tara

Za'tara is located in Nablus district, 18 Km south of Nablus. There is no historic centers or buildings according to Riwaq's Registry. The village is a small compound of several houses. There is no potential for the regeneration.

Beit Liquia Cluster

Beit Liquia



Beit Liquia is located in Ramallah district, to the west of Ramallah. There is no intact historic center according to Riwaq's Registry. Historic buildings are scattered. The number of historic buildings in Beit Liquia was 60 buildings. 56% are in bad physical condition and 42% is abandoned.

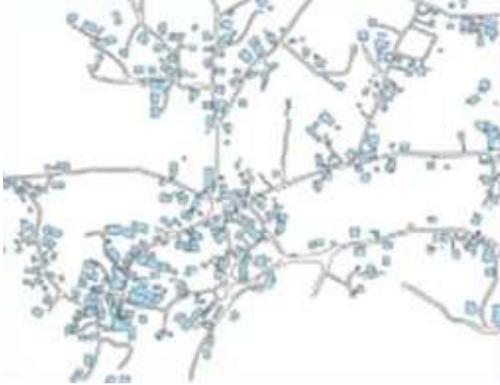
Beit Liquia: Historic Buildings in Black



Beit Seera

Beit Seera is located in Ramallah district, to the west of Ramallah. There is no intact historic center according to Riwaq's Registry. Historic buildings are scattered. The number of historic buildings in Beit Seera was 59 buildings. 20% are in bad physical condition and 66% is abandoned.

Beit Seera: Historic Buildings in Black



Kharbatha Al-Misbah

Kharbatha Al-Misbah is located in Ramallah district, 25 Km west of Ramallah. There is no intact historic center according to Riwaq's Registry. Historic buildings are scattered. The number of historic buildings in Kharbatha Al-Misbah was 40 buildings. 25% are in bad physical condition and 52% is abandoned.

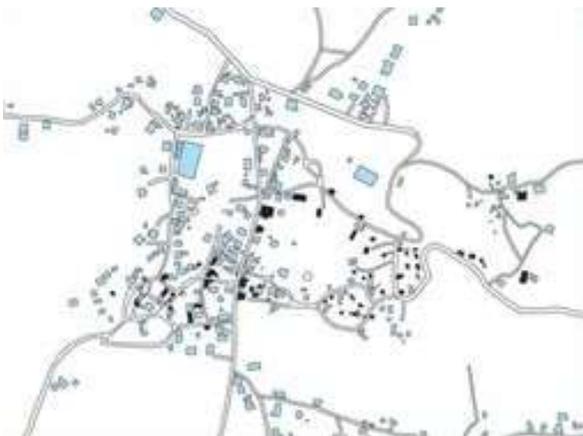
Kharbatha Al-Misbah: Historic Buildings in Black

Beit Nuba

Beit Nuba is located in Ramallah district, to the west of Ramallah. The village was destroyed by the Israel in 1967 and the current village is a new village that was created after 1967 by the displaced remaining community of the original Beit Nuba. There is therefore no historic center at all.

Karmel Cluster

Karmel



Karmel is located in Hebron district, 17 Km south of Hebron. The village was mentioned in many of the Roman scripts as Chermela. There are many archeological sites scattered in the city and around it: 2 byzantine churches, a fort, tombs, caves and an ancient underground tunnel. The most dominant feature in the village is the Roman pool that was renovated and integrated in a park that was constructed by the JSC very close to the abandoned Historic Center. A considerable portion of the historic center is intact and abandoned according to Riwaq's Registry. However, Karmel is not considered by Riwaq as a priority due to the importance of other historic centers

in Hebron with much bigger and richer heritage. The number of historic buildings in Karmel was 120 buildings. 20% are in bad physical condition and 39% is abandoned.

Ma'in

Ma'in is located in Hebron district, 13 Km southwest of Hebron. The village is relatively a sprawl of Yatta and host 171 people. The location of the current village is on the ruins of an ancient hamlet. There are no historic buildings reported according to Riwaq's Registry.

Khalet Saleh

Khalet Saleh is located in Hebron district, 12 Km southwest of Hebron. The village is relatively a sprawl of Yatta and host 553 people. There are no historic buildings reported according to Riwaq's Registry.

Hdedeyeh

Ma'in is located in Hebron district, 12 Km southwest of Hebron. The village is relatively a sprawl of Yatta and host 379 people. The location of the current village is on the ruins of an ancient hamlet. There are no historic buildings reported according to Riwaq's Registry.

Joret Eshama'a Cluster

Wadi Rahal

Wadi Rahal is located in Hebron district, 5.7 Km south of Bethlehem. The village hosts 1420 people. The location of the current village is on the ruins of an ancient hamlet. There are no historic buildings reported according to Riwaq's Registry.

Jort Eshama'a



Jort Eshama'a is located in Bethlehem district, 7 Km south of Bethlehem. The community living in Jort Eshama'a is about 1491 people. The village is relatively new and there less than 24 significant historic buildings from the 1920's scattered in the village. After the formulation mission's visit to Jort Esham'a it turned out that only 3 historic buildings exist in the village. The village is not considered for regeneration according to Riwaq's Registry.

Mrah Ma'alla



Mrah Ma'alla is located in Bethlehem district, 11 Km south of Bethlehem. The village host 606 people. There is no intact historic center according to Riwaq's Registry. Historic buildings are scattered. The number of historic buildings in Mrah Ma'alla was 12 buildings. 33% are in bad physical condition and 75% is abandoned.

Al- Ma'sarah

Al- Ma'sarah is located in Bethlehem district, 12 Km south of Bethlehem. The village hosts 778 people. There is no intact historic center according to Riwaq's Registry. Historic buildings are scattered. The number of historic buildings in Al-Ma'sarah was 7 buildings. 28% are in bad physical condition and 42% is abandoned.

Khalet El-Hadad



Khalet EL-Hadad is located in Bethlehem district, 5.5 Km south of Bethlehem. The village hosts 407 people. There are only 3 historic buildings reported in 2 abandoned and in very bad conditions according to Riwaq's Registry.

Wadi El-Nees

Wadi El-Nees is located in Bethlehem district, 7 Km southwest of Bethlehem. The village hosts 772 people. There are no historic buildings reported according to Riwaq's Registry.

Um Salamoneh

Um Salamoneh is located in Bethlehem district, 7.8 Km south of Bethlehem. The village hosts 945 people. There are only four historic buildings scattered within the new urban fabric of the village. 3 are still inhabited and in moderate conditions and the one is unoccupied and in moderate conditions. According to Riwaq's Registry Um Salamoneh is not considered as a potential for regeneration.

Mrah Rabah

Mrah Rabah is located in Bethlehem district, 8.3 Km south of Bethlehem. The village hosts 1320 people. There are no historic buildings reported according to Riwaq's Registry.

Al Mansheeyah

Al Mansheeya is located in Bethlehem district, 7.5 Km south of Bethlehem. The village hosts 433 people. There are no historic buildings reported according to Riwaq's Registry.

7.6 Technical propositions for activity 01.02

1. The PACA approach

As described by Meyer-Stamer (2005)⁸⁸ “a PACA Exercise involves a team of between four and eight persons, most of them from the respective location, who conduct a rapid appraisal of the local economy: “The PACA Team”. The sequence of their activities is as follows. It starts with a preparatory phase where available data and information are assessed. Then there is a phase of intense research, involving the following activities:

- a hypotheses workshop, where the PACA Team clarifies its expectations,
- a kick-off workshop, where additional information is gathered from key stakeholders who are at the same time informed about the PACA Exercise,
- Mini-workshops, where a number of specific formats are applied to gather sector-specific information in a very efficient way,
- interviews with key companies, institutions and informers,
- a Results Workshop of the PACA Team to elaborate findings and proposals,
- a Presentation Event to present and discuss diagnostic and proposals with local stakeholders,
- a series of Way Forward Workshops to plan the details of the implementation of proposals.

A PACA Exercise lasts no more than two weeks. After that, implementation of practical activities to stimulate local economic development can begin. A first series of PACA Appraisal Workshops should be organized after six months, to assess the progress and to define a new round of activities”.

2. Recommended contents for Historic Centers DUP

The fundamentals of the Master Plan/s (the Land Use Plan/s) and the DUP/s for HC/s will be identified and defined. Basically the Land Use Plan will:

- describe the HC area (mainly confirming the area already identified in the Inventory, if completed),
- detail the land use categories (residential, facility – public or private – productive, greenery),
- addressing Property Ownership issue in HC and test the most likely solutions as for the ownership transfer, concessions (leasing) to public institutions,
- check the respect of standards for infrastructures as for the education and health facilities, water and power supply, waste water treatment plant and solid waste management and other social services⁸⁹,

⁸⁸ Participatory Appraisal of Competitive Advantage (2005): Effectively Launching LED Initiatives. http://www.paca-online.de/docs/mp-wp1_An_overview_of_PACA.pdf

⁸⁹ The infrastructure standard application is usually done and checked within the SDF. A further check might be suggested also at a smaller scale to make them comply with the demographic data.

- identify the entry point of network services and the consistency with the user catchment area.
- classify historic buildings according to their historic value and draft provision with regard to the criteria for partition/division, demolition, percentage for construction and addition, used materials, number of floors, etc.)⁹⁰.

The DUP, as addressed in the PPM, needs to be amended as far as the specifics of the HC Preservation and Development Detailed Plan is concerned. The DUPs developed during the project will focus on:

- Surveying and Mapping HCs vis-à-vis the building vulnerability, damage and historic value in order to propose the most appropriate preservation approach,
- Developing on the social and economic activities identified in the participatory planning exercising including LED at the SDIP level and identifying the most strategies for their implementation,
- Consideration of Housing and Social Housing,
- Ownership issue linked to lease arrangements, building use and public safety,
- Restrictive and Prescriptive Rules for Preservation and Development.

The Surveying and Mapping component of the DUPs referred to above will consist of a thorough assessment of the land and building assets as far as the following is concerned :

- Urban Consistency,
- Damage and vulnerability,
- Legal references (ownership, cadastre position, status and actual use),
- Cultural Heritage value, (see also Annex 7.7)
- Rough cost estimate for different technological solution,
- Social and economic assessment of the owner,

Within the DUP Prescription⁹¹ and Restrictions⁹² are designed to preserve the urban/rural identity and launch at the same time urban and rural development. The Urban or Rural Identity is usually identified throughout the evolving building construction details of the built environment. In this regard the typical architectural features are collected, analyzed and then presented in the prescriptive guidelines as norms or models to be pursued. The identification of the typical architectural features of a given built environment (rural or urban) is made through a photo survey of the most peculiar architectural volumes, façade lay-out, architectural components and elements such as volumes, openings, doors and windows, roof and roof details, building materials, shop fronts and signs.

The overall assessment of architectural elements and buildings (if made on an Excel base) could be easily transferred and rendered in GIS for KMA and proposals of appropriate solutions (see Annex 7.7). In order to reduce the time for DUP drafting, a team composed by the CHP Commission from the MoTA, the members of the newly established RC within the Directorate of Urban Planning with

⁹⁰ Circular / Based on the Decision n. (65/5/2011), issued by the Higher Planning Council General Guidelines for the Protection of Historic Areas and Singular Historic Buildings.

⁹¹ The list of the different options for land use and development, and building restoration, rehab or refurbishment.

⁹² The list of development activities that cannot be implemented (i.e. vertical or horizontal extensions, use of materials different from limestone, etc.).

assistance of representatives of the four main NGOs and the Academia could set up the templates (for assessments and Prescriptive / Restrictive rules) on the basis of the good international practices.

It is recommended that the project may consider the use of external consultants or Universities (possibly including a mix of local or international students to save costs and enhance experience within the sector in Palestine) to implement this sub activity.

7.7 Cultural Heritage value schemes and recommended building survey card

The majority of the following text is taken from "MANAGEMENT GUIDELINES" Feilden, B. M., Jokilehto, J., "Management Guidelines for World Cultural Heritage Sites", ICCROM, Rome, 1998.

3.4 WHAT VALUES INFLUENCE TREATMENTS?

Many values may be associated with heritage resources; those that are deemed significant will provide justification for its protection and conservation. Such values range from historical to commercial, and a single resource may possess conflicting values that make management decisions especially difficult; moreover, value judgments may change over time.

When dealing with World Heritage sites, considerations should include both cultural values, and contemporary socio-economic values.

The presence or absence of these values will lead to the safeguarding and preservation of cultural heritage resources or, in other instances, could lead to their neglect and destruction. For example, nationalistic or political values could provide a motivation for the protection and restoration of a resource, but these same values could cause the loss of resource that does not meet the prevailing political conception of significance.

3.4.1 CULTURAL VALUES

Cultural values that are associated with heritage resources and their relationship to present-day observers are necessarily subjective (i.e., they depend on interpretations that reflect our time). These assessments will determine the degree of general interest in the object and in its setting, the interpretation of its intrinsic cultural character and the development of treatment policies. The recognition of outstanding universal significance in World Heritage sites and their resultant treatment should be defined on the basis of these assessments with respect to historical substance and archaeological potential.

The aim of the groupings given below is to help identify the various types of values that are often discussed, and to understand their relationship to the cultural resource, the site and its context. The question of appropriate treatment is further discussed in Chapter 8, Treatments and Authenticity.

Cultural values can be classified in a number of ways.

Identity value (based on recognition):

Values: This group of values is related to the emotional ties of society to specific objects or sites. It can include the following features: age, tradition, continuity, memorial, legendary; wonder, sentiment, spiritual, religious; and symbolic, political, patriotic and nationalistic.

Impact: Consisting often of emotional perceptions, this group of values has a strong impact on the safeguarding, conservation and restoration of the resource. While these values could strengthen the treatment of the resource, they could also cause over-restoration. At the same time, the lack of this identity could lead to neglect and destruction. These values can be promoted through education and training.

Question: Is this object a symbol of the old way of living in Palestine ? Does it represent the living culture of a this specific geographic area ? Are these objects indissoluble from the area they are placed in and the living culture of that specific place ?

Relative artistic or technical value (based on research):

Values: This group of values is based on scientific and critical historical evaluations and assessments of the importance of the design of the heritage resource, and the significance of its technical, structural and functional concept and workmanship.

Impact: These values result from research carried out by professionals, with the intention of demonstrating the relative significance of the resource in relation to its own time, to other periods, and to the present. They provide a basis for classification and listing, as well as strategy for treatment.

Technical value Question: Does this object represent a historic house type and a structural type ? Are the technological solutions, building materials to be assumed as “historically unreproducible and worthy to be preserved” ?

Artistic value Question: Is the workmanship undisputable ? Are the details and decorations rich in contents representing the peculiar forms and significance of the area ?

Rarity value (based on statistics):

Values: This group of values relates the resource to other constructions of the same type, style, builder, period, region or some combination of these; they define the resource's rarity, representativeness or uniqueness.

Impact: This group of values is related to the two previous value groups, and influences the level of protection accorded to the resource. A high rarity value may reinforce the significance of the qualities that have outstanding universal value, and therefore strengthen the possibility of listing as a World Heritage site.

Question: Is the object unique in his type or in its own ? Is it scattered, as a type, in all the region ? Does it change its features gradually from place to place ?

3.4.2 CONTEMPORARY SOCIO-ECONOMIC VALUES

Use values are related to present-day society and its socio-economic and political infrastructures. The following categories have been identified:

Economic value:

Values: Since economics encourages the best allocation of resources to fit a wide range of needs, the economic value may not be restricted to a financial value. In terms of cultural heritage, economic value may be understood as a value generated by the heritage resource or by conservation action.

Impact: Economic values have four potential sources of revenue: tourism, commerce, use and amenities. The mismanagement of any one of these sources could lead to the undesirable development, or even the destruction, of the heritage resource; this is often the case when profit value is erroneously measured instead of using a more appropriate collective cost-benefit approach.

Question: Can this object generate one of the four potential sources of revenue: tourism, TFF Regeneration (PZA 12 030 11) Final Version

commerce, residential use and service ?

Functional value:

Values: Functional value is related to economic value, as it involves the continuity of the original type of function (or the initiation of a compatible use of a building or an area). In a ruined structure, the original functional value is lost, but a new one has been found in serving programmatic requirements for resource interpretation, or as a venue for activities such as the visual and performing arts.

Impact: Continuity of traditional functions reinforces the meaning of sites in a manner that can never be accomplished by interpretative exhibits. An appropriate use will favour conservation; an inappropriate or ill-conceived adaptive use may cause degradation, undesirable changes or demolition.

Question: Has this object kept its original function ? Is the original function an essential prerequisite for its preservation ? Is the original function to be continued ? Is the technical and artistic value consistent with a new likely function?

Educational value:

Values: The educational value of a heritage resource includes its potential for cultural tourism, and the awareness of culture and history that it promotes as a means of integrating historic resources in present-day life.

Impact: The appropriate integration of World Heritage sites into educational programmes is essential. Emphasis on tourism, however, could lead to unjustified reconstructions or the destruction of original fabric, causing a loss of non-renewable archaeological evidence.

Question: Has this object a clear educational purpose ? Is this specific object essential for social technological and cultural growth of the people ?

Social (community) value:

Values: The social value of a heritage resource is related to traditional social activities and to compatible present-day use. It involves contemporary social interaction in the community, and plays a role in establishing social and cultural identity.

Impact: Social values can generate the concern for the local environment that leads to maintenance and repair of the fabric of a heritage resource; a lack of this social coherence and appreciation can handicap conservation. Such grass-roots interest has been the driving force behind the Civic Amenity movements.

Question: Is this object essential to create a cohesive force within the Palestinian society ? Is the traditional social activities performed in this object basically important to establish social and cultural identity?

Political value:

Values: Political value is often related to specific events in the history of the heritage resource with respect to its region or country. The present-day significance of the resource could be influenced by these events insofar as they coincide with the intentions of contemporary political priorities.

Impact: The political significance of a monument or site may assist in raising funds and drawing the attention of the general public to safeguarding and protection. On the other hand, ill-advised action may lead to undesired development and destruction of authenticity.

Question: Is this object connected to a particular political event whose significance has to be brought to the posterity ?

The above grouping of values should be considered as indicative, and may be compared with the TFF Regeneration (PZA 12 030 11) Final Version

values recognized in national or local assessments of heritage resources; they can also provide a useful framework and reference for a more detailed evaluation process.

Many of these values - particularly contemporary socio-economic values - can have both positive and negative impacts on the cultural resource, depending on the type of value and on the emphasis that is given to it in the overall assessment. It is therefore vital to make a clear statement of the values for which a particular cultural heritage resource has been nominated to the World Heritage List. These specific values and the question of the authenticity of the site are referred to in the evaluation document prepared by ICOMOS for the World Heritage Committee at the time of nomination. This document should always be available as a reference for the conservation managers of the site.

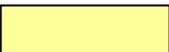
If the values, for which the site has been nominated, particularly its 'outstanding universal value,' are diminished or threatened, the site may be recommended for inscription to the List of World Heritage in Danger. This will also necessitate a request for technical assistance from the World Heritage Committee in order to support the efforts of the local authority in the management of necessary interventions.

CULTURAL HERITAGE VALUES ASSESSMENT

CULTURAL VALUES & SUGGESTED TREATMENT

<i>Cultural values</i>	<i>T. Code</i>	<i>Yes/No</i>	<i>Comments</i>	<i>Suggestions on Treatments</i>
Identity		YES	The identity value is expressed by the symbolic attributes to the overall architecture	Preserve the overall building image
Artistic		YES	The artistic value is expressed by its decorations, details and the irreproducible workmanship	Preserve and restore every single decoration and valuable existing details
Technical		YES	The technical value consists of the appropriate technological solutions	Preserve and restore the existing
Rarity		NO	The rarity value consists of the uniqueness of the historic building	Restoration > Anastylis
<i>Social values</i>	<i>Code</i>	<i>Yes/No</i>	<i>Comments</i>	<i>Suggestions on Treatments</i>
Community		YES	The community value is rendered by the social activities performed within the historic building	Restoration and Reconstruction
Educational		YES	The educational value consists of the potential educative information the historic building might bring out	Restoration
Political		NO	The political value resides in the attributed political significance. It is variable and very subjective	Preservation (Restoration might induce a risk of interpretation)
<i>Economic values</i>	<i>Code</i>	<i>Yes/No</i>	<i>Comments</i>	<i>Suggestions on Treatments</i>
Functional		NO	The functional value consists of peculiar original function to be preserved	Restoration
Economic		YES	The economic value is to be found within the potential economic effectiveness of the historic building	Reconstruction

PHYSICAL TREATMENT APPROACHES

	<i>Definitions of treatment approaches⁹³</i>	<i>T. Code</i>
Protection	Physical protection includes the addition of roofs, shelters, coverings, etc., or even removing an endangered object to safety.	
Preservation ⁹⁴	Preservation measures include regular inspections and cyclical and routine maintenance.	
Conservation ⁹⁵	The general concept of conservation implies various types of treatments aimed at safeguarding buildings, sites or historic towns; these include maintenance, repair, consolidation, and reinforcement.	
Consolidation	Consolidation is the physical addition or application of adhesive or supportive materials to the actual fabric of the cultural property in order to ensure its continued durability or structural integrity.	
Restoration ⁹⁶	Restoration is a highly specialised operation based on a critical-historical process of evaluation, and must not be based on conjecture.	
Reconstruction	Reconstruction means building anew. (...) Although reconstruction may prove to be an appropriate strategy following disasters such as fire, earthquake or war, its validity is more questionable when it is used as a measure to improve the presentation of heritage sites.	
Anastylosis	Anastylosis is a type of 'restoration' ; it aims to make the spatial character of a ruined structure visually more comprehensive by reinstating its lost original form, using the original material that is both in suitable conditions and is located at the site.	

⁹³ From "Management Guidelines" Feilden, B. M., Jokilehto, J. , "Management Guidelines for World Cultural Heritage Sites", ICCROM, Rome, 1998. Chapter pp.

⁹⁴ Preservation and Conservation might be considered synonymous. However Preservation might refer to the recurrent maintenance activity whilst conservation to the specific activity of keeping the building in the state it has been found disregarding the use.

⁹⁵ The Conservation treatment aims at the object durability or structural integrity.

⁹⁶ Restoration includes also *Anastylosis*.

7.8 Cost Estimate for Regeneration

A regeneration project cost estimate is to be divided into two main categories of costs:

- Programme oriented actions (supporting initiatives not directly connected with the rehabilitation works, like livelihood multi-dimensional activities, covering not only economic but also cultural, social and ecological aspects); and,
- Rehabilitation works

The Programme costs are very much depending on the specific local resources, and interests of the local population to invest in development potentials within a historic centre, and on the investment type. This estimate therefore is based on the assumption that 20% of the Rehabilitation works is allocated to Programme oriented actions (training, retooling, research, logistics, equipment etc).

As for the Rehabilitation works guideline prices have been developed based on the limited information available. Specifically Rehabilitation costs from a RIWAQ rehab model has been taken into account as shown in the table below.

	Tot	Sqm	unit cost	
Building Rehabilitation cost	120.000		350	USD
Public space & street furniture	35.000	500	70	"
Street pavement (no stones)	100.000	3.000	33	"
Street pavement (with stones)	200.000	3.000	67	"
Public space (equipped green and playground)	50.000	500	100	"
Primary infrastructure	200.000	3.000	67	"

Riwaq Indicative Cost Estimate

On this basis an Excel application has been develop assuming⁹⁷ that: the foot print area of an average building construction is 100 sqm, the average number of floors is two, the street area is 20% of the built area, the public space is 1/6 of the street area, and that the additional cost for inflation, administrative and public procurement might raise the construction rehabilitation cost by 50%⁹⁸. The table below shows a potential range of costs, the low range representing existing RIWAQ practice and the high range catering for an additional margin (or safety factor) of 50% .

⁹⁷ All assumptions could be changed if needed.

⁹⁸ The addition of 50% for these factors leaves a reasonable margin for other factors not discussed during the formulation

Cost Estimate	HC	10	Buildings		
self count (enter the # of buildings in the yellow cell)					
		Sqm	USD unit cost	TOTAL Low	TOTAL High
Building Rehabilitation cost		2.000	350	700.000	1.050.000
Public space & street furniture		33	70	2.333	3.500
Street pavement (no stones)		200	33		
Street pavement (with stones)		200	66	13.200	19.800
Public space (equipped green and playground)		33	100	3.333	5.000
Primary infrastructure		200	66	13.200	19.800
TOTAL				732.067	1.098.100
TOTAL w/o Housing/Facilities				32.067	48.100

7.9 Proposal of Technical Training Programme Outline

Target group: Cultural and Heritage Protection Special Unit staff, Municipal Technical Officers (MTOs), NGO technical staff and professionals operating in the field of HC Regeneration.

The training programme will have to address the current gaps in Attitude, Skills and Knowledge of the technical personnel involved in Historic Centers (HC) Urban Regeneration process as identified in the inception phase of the Programme. Consequently, the training objectives are:

- a. to supplement the existing technical skills base with the development of additional key skills and knowledge on different planning tools (particularly the HC DUP), survey techniques, KMA and economic development
- b. to improve management skills of the personnel in relation to the implementation of the regeneration activities,
- c. to use relevant computer software appropriately.

The core emphasis of the training will be on the following areas:

- Regeneration of HC through international conventions and good practices.
- Revision and updating the Strategic and Spatial Planning: With reference to the concepts of strategic Urban and Spatial planning, this training will develop skills in using the different tools and techniques available to the UP practitioners to enable them to develop effective strategic and spatial plans as described in the existing Manuals (PPM and SDIP Manuals).
- Fast tracking survey techniques and KMA: This training will focus on technologies to be applied for surveying and mapping HCs in relation to the vulnerability, damage and historic value of buildings in order to propose the most appropriate preservation approach.

- Housing and Social Housing schemes.
Taking into consideration the problems with building ownership mostly in the abandoned HCs, optional legal procedures will be presented and discussed. to cope with the urban physical and health safety issues. Issues like expropriation, concessions and asset exchange will be addressed as well as the schemes and related templates the programme has set up (see § 3.4.1). Furthermore, housing needs assessment techniques and incentive schemes to make housing in HCs attractive and convenient will be part of this training module together with Social Housing development schemes within a historic milieu.
- Building construction technologies for HBs rehabilitation.
According to the building conditions (damage, vulnerability and value) appropriate building construction technologies will be recommended, and strategies that can be applied to cope with the financial availability of the owners will be presented.
- Management skills improvement to provide the MTOs with tools and methods to cope with sustainable urban economic development, solid waste and WWTP management, development of social housing programmes, preparation of bankable PPP projects, and climate change issues.
- IT capacities.
Municipalities / Cluster Units will receive adequate training to enhanced IT skills and use of UP specific software (like GIS and data processing) as needed to support the preparation and development of effective economic development plans.