

ROAD AND TRANSPORTATION MASTERPLAN

PALESTINE

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II Objectives, Needs and Priorities

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1 Main Objectives

The main objective of NTMP is to develop a vision for the future of the Palestinian transport sector, to be implemented in Phases, over a period of 30 years. The resulting Multi-modal Transport Master Plan will include, alongside a well-documented set of Maps and Reports, Implementation Program Schedules, with special emphasis and details for a 2-Year Investment Plan, in Phase 1A, considered the most urgent and critical. A series of objectives are set for NTMP to be achieved in multiple time horizons and phases and at different scales of intervention, as shown below:

- Improve all transport sectors equally across the entire PNA territory, hence addressing equally and giving equal opportunities to West Bank and Gaza Strip;
- Develop a transport network capable of levelling socio-economic conditions in different parts within the territory, currently polarized due to segregation, political unrest and different income levels;
- Improve internal and external connectivity in West Bank and Gaza Strip;
- Achieve a multimodal network leveraging the potentials of public transport and non-road dependent modes of transportation for relieving the currently suffering road sector and shifting modal choice toward public and common modes of transportation;
- Improve international connectivity for passengers and freight through the rehabilitation of ports, airports and road border crossing points (BCPs);
- Reinforce the north-south backbone through enhancing connections and providing additional transport facilities and infrastructure among major cities located linearly in both West Bank and Gaza Strip;
- Enhance connections between cities and rural areas through better road connections and public transport services to remote areas;
- Link West Bank to Gaza Strip for passengers, goods, information and energy movements;
- Consolidate logistics areas at the district and national levels for improving freight movements and distributive systems;
- Achieve gradually a multimodal transport system for better connecting the entire territory and accommodating for the expected increase in population mainly due to natural growth, returning Palestinians from abroad and internal migration mainly from Gaza Strip to West Bank;
- Propose a Spatial Master Plan and an Implementation Program capable of addressing transport infrastructure needs and formulating an appropriate *modus operandi* for implementing the plan and adapting to changing conditions;
- Propose a short, medium and long term vision preceded by a list of priority interventions capable of responding to the territory's current and immediate needs, and;
- Propose potential enhancements for the current institutional, legal and environmental protection instruments and setup.



2 Pivotal Needs and Considerations

The following is a summary of exceptional but pivotal considerations, pertaining to inherent limitations and gaps, around which a methodical approach is developed and adapted to circumstances aimed at mitigating technical and engineering limitations and bridging institutional and regulatory gaps. Among these needs and considerations:

Effects of Palestinian urban geomorphologic and socio-political context on national strategic transportation planning

This implies the need for a closer appreciation of the effects of inner city mobility on national mobility as well as, conversely, the future, direct impact of major national infrastructure on urban traffic. This is manifested in both the West Bank and Gaza Strip: examples in the West Bank are the urban transportation master plan for the three interconnected Ramallah, Al Bireh and Beituniamunicipalities, the Nablus Municipality planned by-pass, the large Hebron multi central linking and ring road, etc. Gaza Strip is a representative case as well: the effect of the planned ports and airport, together with logistics infrastructure, as well as the future main longitudinal Road-Rail Eastern Corridor, will affect positively mobility in the Gaza Strip.

Urban Continuum along the Main North-South Axis

This is manifested in the undivided and heavily congested urban continuum in West Bank, namely Bethlehem, East Jerusalem, Qalandiya, Ramallah-Al Bireh, BirZayt and in the Gaza Strip urban continuum. Particularly in the West Bank, no real alternative to through-city routes is available for Palestinians traveling north south or vice versa by car. This affects significantly journey travel time provisions that depend on variable urban traffic conditions. The situation calls for the introduction of an **alternative north-south backbone corridor**, together with effective urban bypasses and ring roads for separating national from urban traffic.

Connection to Regional networks

Need to ensure qualitative, timely and opportunity-based linkage to adjacent regional current and planned networks ensuring full adherence with the Regional Infrastructure Development Plans. To this end, bilateral meetings are programmed and held to inform and obtain consensus and cooperation with neighboring Countries.

Clear distinction between Master Planning and Master Programming

The complexity of NTMP requires a specific apparatus for its development, implementation, maintenance and adaptation. This tool referred to as Master Programming results in a series of considerations for construing a solid vision while responding timely to current needs. This constitutes also a response to the need to structuring the relevant plans, studies and documentation resulting into an extensive amount of available substantial information and structured documentation, into a Master Program and relevant operational Work Plans, allowing any conclusive decision or adoption by the executive, to become immediately operational. This need results into a priority-based program implementation phases and related projects adequately examined and master framed from technical, economical, financial, institutional and environmental points of view, with relevant problems, constraints or opportunities that are taken into due account.

Phasing program and projects implementation process

The current situation presents an urgent need for action, the reason for which a 2-year investment plan is detailed in Phase 1A to include an immediately implementable and urgent set of Projects, entitled Phase 1A, representing the immediate first step in a 30-year implementation phased process of the full multimodal Transportation Master Plan. All phases are composed of projects that are subjected to a detailed pre-emptive validation at the time of full commitment, in order to assign to implementation a formal, definite and fully implementable set of projects. To this end, the NTMP is structured to maintain all adequate degrees of flexibility and adaptability



to the changing situations, over the long period of time, by providing specific traffic and macro-economic modelling for options-evaluation and strategic decision making.

Replacing pessimistic and intermediate growth scenarios with multiple-phase short and long term optimistic scenarios

With the aim to achieve a rational and deterministic Master Plan, pessimistic and intermediate future scenarios, required by the Terms of Reference, are replaced by an optimistic scenario, articulated into multiple scenarios for two main reasons: The first is related to the Consultant's belief that any planning process should be free from constraints, barriers, uncontrolled variables and unreliable forecasting conditions which defies the very basics of strategic planning. The second is related to the need to maintain coherence with demographic provisions developed by the concerned local planning authorities where reference scenarios for national development are set. With reference to the preset requirements, additional scenarios are articulated into various time horizons starting from year 0 (2016) and ending in year 30 (2045), establishing a 2-year investment program for immediate actions and a long-term plan for the upcoming 30 years, given the significant lag in the development of some sectors, such as Rail and Public Transportation.

Establishment of a Single Public Transportation Operation Unit

Need is manifested into coordinated national and urban public transport networks. The lack of a single administrative and operating entity of public transport services results into a deficiency in developing further and steering investment in this sector.

Capacity audit and improvement

Need to assign special value to total quality, giving top priority to upgrading quality standards and know how. This will call for the broadest and complete capacitation audit and implementation program, for all involved Ministries. To this end, a first level quality audit is carried out on selected areas, in order to propose immediate and mid-term adjustments and capacitation improvements to cope adequately with the aimed changes.

Internal and external Communication

Need for Program and Project information sharing platforms, specific training, conferences and debates on main issues and public awareness schemes. Correct and adequate communication, in addition to being a public administrative duty, generates and boosts knowledge and self-confidence, builds trust, rallying approval or generating valuable, constructive critics. To this end, a series of training sessions and seminars was programmed and held at the MoT, both in West Bank (Ramallah) and Gaza Strip (Gaza City) together with other Master Planning review sessions and meetings, with MoT, MoPWH, MoLG as well as Al Bireh, Gaza City, Nablus, Khan Younis and Ramallah Municipalities staff and local Academics and Professional Experts.

Consensus building

Need to establish consensus through methodical knowledge and information exchange achieved through periodic discussions of strategic choices and salient issues on topics and items of common interest. The achievement of the broadest Consensus is a priority must and shall build on processes, already initiated, for intensifying specifically designed capacitation and training action programs, aimed at ensuring continuity of program and projects implementation.

Singular and Overall Assessment

The need to assess project options and phasing on a singular basis, as well as on an overall Master Plan level through a costs and benefits assessment, while ensuring technical and economic feasibility, commercial and financial viability, environmental sustainability, legal equitability, juridical acceptability, in order to guarantee physical implementation. Assessment matrices and platforms are prepared and supported by modelling instruments in order to link and distinguish between the utility of a single project and a bundle of projects equally.



Meeting international community standards and requirements

Need to commit to quality standards of potential financiers, sponsors, donors and PPP Partners that are concretely supportive to the development of Palestinian transport sector. This requires evidence and validation of projects in bankable and project financing terms. It must hence be recognized that bankability, as well as sponsorship, greatly depend on objective and undisputable rationality of the technical and institutional decision making process, on data, projections and available resources reliability as well as long term based trust.

Equal Opportunities

West Bank and Gaza Strip represent an equal, substantial and indivisible part of NTMP

Coordination among different governing and governed entities

This results into a better organization among overall strategies and specific projects requiring in detail:

- **Improved coordination on currently separate road planning, construction and maintenance responsibilities**, among Ministries of Transport, of Local Government and of Public Works and Housing, in particular, for the bridging of planning coordination gaps between the national and urban transport plan. Coordination procedures and efforts will be steered preliminary by the standardization of assessment tools and criteria, especially through the unification of scientific-based instruments essential for predicting the utility and the impact of proposed infrastructure on both national and urban scales.
- **Coherence in vision and plans** between National and Municipal Master Plans and future projections. Joint vision and coordinated planning are methodically and consistently required, between the National and Urban Transportation Planning and Management Departments. This coordination effort will entail the implementation of through-cities national corridors, urban ring roads, and several other project types that link between general (national) and specific (local) interests.
- **Urban ring roads, bypasses and ring roads municipality-led preliminary studies** and engineering need hence also critical and urgent coordination with national government plans. A Conference of State and Municipalities for the coordination of current and future cities strategic planning is urgently needed under the sponsorship of MoT, with the joint effort of MoLG and MoPWH.



3 Priorities and Phasing

Valuable results from this redressed and complementary methodological approach are evidenced in the NTMP, starting from the immediately and concretely implementable Phase 1 (end 2016-2024) and Phase 4 (2045) demarcating the last phase of the Master Plan.

In this respect, phases and scenarios are placed in the following logical perspective:

- To **positively affect outcomes of NTMP**, changes to present political policies and constraints, can only take place on a step-by-step, broadly shared on a mutually beneficial trust basis;
- **Small but substantially valuable steps forward**, on the implementation of the NTMP, **can be moved immediately**, both in quantitative as well as qualitative directions (as per further detailed list of priority projects), and;
- **Steps forward**, no matter how small, but consistent and valuable, will generate confidence in the future; the synergic effect of it cannot be underestimated as it will exponentially invite and increase private, public as well as donors' confidence; improvements are of value to all parties.

The above actions will, in turn and among others, trigger the consistently release of returning Palestinians flow, the huge potentiality of which needs specific preparation and management. The 30-year Implementation Program of NTMP is divided and structured in 4 main Phases:

PHASE 1 (end 2016 - 2024)

to be implemented over 8 years and including a 2-year investment plan

PHASE 2 (2025-2031)

taking place over another 7-year period

PHASE 3 (2032-2037)

taking place over a 7-year period

PHASE 4 (2038-2045)

taking place over an 8-year period

A projected program for each of the above phases is structured and documented, after preliminary submission to feasibility, viability, sustainability, equitability and acceptability basic considerations.

Master Program implementation phases are represented by a rationally and methodically assessed combination of projects, deterministically defined; whereas Scenarios are prefigured, quantitative sets of hypotheses, ranging from optimistic to pessimistic and based on assumptions and projections.

Within each of the above phases, general and political confidence dependent scenarios, are hence also introduced and discussed.