

بِسْمِ اللّٰهِ الرَّحْمٰنِ الرَّحِیْمِ



## Ministry of Finance and Planning

Male', Republic of Maldives



### TERMS OF REFERENCES

#### Consultancy Services for the Preparation of Rasmale' Master Plan

##### 1. Background

The Government of Republic of Maldives, through the Ministry of Finance and Planning (MoFP) is initiating a landmark urban development project, Rasmale', a newly reclaimed island in Fushi Dhiggaru Lagoon, spanning approximately 1,150 hectares.

Rasmale' is envisioned as a net-zero, carbon free and fully sustainable city that will set a global benchmark for ecological urbanism and climate resilient design. Accordingly, its Master Plan will serve as a climate-risk adaptive island planning model, embedding resilience across all aspects of development, ranging from infrastructure and housing to public spaces and transport systems.

The project aims to:

- Accommodate over 300,000 residents within the next 20 years
- Operate exclusively on renewable energy systems
- Achieve carbon neutral mobility within the island
- Enhance resilience to climate change and disaster risks, ensuring long-term livability and security.
- Establish a model tailored to the Maldivian context, addressing the nation's geographic, environmental and socio-economic realities while ensuring compatibility with global standards of sustainable urbanism.

This TOR seeks to appoint a leading international urban planning and design firm with demonstrated expertise in large-scale, sustainable and net-zero urban master planning to develop the Master Plan for Rasmale'.

##### 2. Objective

The consultancy aims to:

- Develop a comprehensive Master Plan for Rasmale' that ensures ecological sustainability, economic vitality and social inclusivity, while functioning as a climate risk-adaptive island planning model. The plan shall embed resilience across all dimensions of development.
- Deliver a net-zero development framework, integrating renewable energy, sustainable infrastructure and carbon-neutral mobility solutions tailored to the island context.

- Provide an implementation strategy that incorporates phased development, investment frameworks and adaptive resilience measures to ensure long-term sustainability and flexibility in the face of climate and environmental risks.

The consultancy services will support the government’s vision by delivering a comprehensive master plan that sets out detailed strategies and frameworks, thereby facilitating the efficient and effective execution of development initiatives. The plan must also address the unique realities of Maldivian context, including geographic vulnerability, dispersed settlement patterns, dependence on marine ecosystems and imperative of climate adaptation.

On behalf of the Government of Maldives, the Ministry of Finance and Planning (MoFP) shall serve as the Implementing Agency for the project. As the lead authority, the Implementing Agency will be responsible for coordinating with all stakeholders and beneficiaries throughout the course of the project. In addition, the Implementing Agency will provide the necessary support to secure relevant information and ensure compliance with all applicable national laws, including but not limited to the Urban Development Act (No. 28/2024), Physical Planning Act (No. 16/2024), Environmental Protection and Preservation Act (No. 4/93) and Construction Act (No. 4/27). Furthermore, the Implementing Agency shall ensure adherence to all other applicable laws, regulations and government directives.

### 3. Scope of Services

The Government of Maldives seeks a renowned consultancy firm for the development of the Master Plan for Rasmale’ (hereinafter referred to as the “Project”). The services will cover the entire cycle of master planning, technical documentation, and implementation frameworks required for subsequent execution. The Master Plan shall be framed as a climate adaptive island model, integrating resilience into physical, social and economic systems alike, while ensuring that Rasmale’ becomes a global benchmark for sustainable and climate-resilient development.

The specific services shall include, but not be limited to, the following:

#### 3.1 Review and Baseline Studies

- Review all existing documentation, reclamation reports, environmental assessments and policy frameworks relevant to Rasmale’
- Conduct socio-economic and demographic analysis, including population growth, migration trends, housing demand and employment forecasts.
- Undertake environmental and biodiversity mapping, including climate vulnerability assessments (sea-level rise, storm surges, flooding and coastal erosion).
- Assess infrastructure capacity for energy, water, wastewater, solid waste, transport and communications.
- Carry out required surveys (topographic, geotechnical, hydrological, traffic and marine surveys) to establish accurate baselines for planning.

#### 3.2 Strategic Urban Development Framework

- Define a long-term vision guiding principles, and development objectives for Rasmale’.
- Establish spatial development strategies aligned with national development goals climate adaptation requirements and relevant laws and regulations.
- Develop alternative growth scenarios, explicitly testing climate risks and resilience outcomes and recommend a preferred model.

- Identify priority districts and anchor developments to catalyze growth while embedding adaptive resilience strategies.

### 3.3 Land Use and Zoning Plans

- Prepare the Land Use Plan (LUP) for the entire island including:
  - Residential, commercial, civic, industrial, cultural and recreational zones.
  - Allocation of public and community facilities (education, healthcare, sports, and civic centers).
  - Designation of conservation areas ecological buffers and resilience zones to safeguard biodiversity and protect against climate hazards.
  - Promote compact, mixed use, and high-density development that reduces environmental footprint and strengthens adaptive capacity.
- Formulate zoning regulations, density thresholds, building height controls and urban design guidelines with explicit climate adaptability standards.
- Integrate flexible phasing mechanisms to accommodate evolving urban demands and environmental changes.

### 3.4 Detail Master Plan and Urban Design

- Develop the Conceptual and Detailed Master Plan, incorporating:
  - Urban structure with defined neighborhoods, districts and central hubs.
  - Detailed urban design for key precincts including civic squares, mixed use clusters and waterfront developments/
  - Green and Blue Infrastructure Plan (mangrove buffers, wetlands, lagoons, biodiversity corridors and coastal protection).
  - Transport and Mobility Plan prioritizing electric public transport, walkability, cycling and reduced car dependency.
  - Utilities and infrastructure systems (renewable energy grids, smart water and waste management, ICT systems).
  - Inclusive and accessible public spaces, designed to support both community needs and climate resilience.
  - Smart city integration with digital twin models, IoT based systems, and real time management technologies.

### 3.5 Feasibility and Economic Assessment

- Undertake technical, financial and institutional feasibility studies for the master plan.
- Conduct economic impact analysis, assessing job creation, investment attraction, and regional spillover effects.
- Prepare preliminary cost estimates for each development phase including infrastructure and utilities, mixed use areas, housing and other social infrastructure.
- Recommend financing models, including public-private partnerships (PPPs) that support sustainable and climate-adaptive outcomes.
- Develop a phased financing road map for land usage, outlining staged investment requirements, sequencing land development and utilization, potential funding sources, and mechanisms to ensure long-term financial sustainability.

### 3.6 Stakeholder Engagement and Collaboration

- Develop and implement a structured stakeholder engagement plan.
- Engage government agencies, local authorities, communities, NGOs, private sector, and development partners.

- Integrate stakeholder perspective into Master Plan iteration, ensuring local ownership of resilience strategies.

### 3.7 Implementation and Governance Framework

- Prepare a phased development strategy (short and long-term), embedding resilience milestones within each phase.
- Establish monitoring and evaluation mechanisms, including measurable performance indicators.
- Recommend governance structures capable of implementing and overseeing a climate adaptive planning model.

In addition, the Consultant shall work closely with the Ministry of Finance and Planning and relevant stakeholders to explore and assess alternative development options for Rasmale', with the objective of identifying the most economically viable, environmentally sustainable, and technically feasible solutions. The master plan must ensure optimal land use while addressing key urban challenges such as climate resilience, accessibility, mobility, infrastructure efficiency and resource management. All proposed strategies must integrate net-zero and sustainable principles to ensure long term adaptability. Furthermore, any interventions related to coastal protection, waterfront infrastructure or marine facilities should be carefully designed to minimize disruptions to marine ecosystems, navigation, and inter-island connectivity.

## 4. Reporting

The Consultant shall provide reports for each phase of the Scope of Services, in both hard copy and digital formats. All submissions must include relevant maps, diagrams, GIS data sets, and visualizations and will be subject to review and approval by the Ministry of Finance and Planning. The performance and competencies of the Project Team shall be demonstrated through consistent reporting and monitoring. In addition to phase-based deliverables, the Consultant shall submit Monthly Performance Report outlining key issues, cost and schedule status, progress achieved, in addition to the following reports for each phase of the consultancy:

### 4.1 Inception Report

- To be submitted within two (2) weeks of contract signing.
- This report shall outline the Consultant's workplan, team composition and updates work schedules with key milestones as per the scope of services.

### 4.2 Baseline Assessment and Strategic Framework Report

- To be submitted by the end of Month 2 (December 2025).
- Incorporating findings from socio-economic analysis, environmental and climate vulnerability assessments, infrastructure review, and proposed alternative growth scenarios for Government discussion and approval.

### 4.3 Land Use and Draft Master Plan Report

- To be submitted by the end of Month 4 (February 2026).
- Comprising the Land Use Plan, zoning regulations, conceptual urban designs, green and blue infrastructure strategies, mobility plan, utilities framework and preliminary phasing and financing models.

#### 4.4 Feasibility and Economic Impact Assessment

- To be submitted by the end of Month 5 (March 2026).
- Including technical, financial and institutional feasibility, economic impacts, cost estimates and recommended financing options.

#### 4.5 Stakeholder Engagement Report

- To be submitted by the end of Month 6 (April 2026).
- Documentation of consultations, feedback and incorporation of inputs into plan revisions.

#### 4.6 Final Master Plan and Implementation Report

- To be submitted by the end of Month 8 (June 2026).
- Final land use plan, zoning codes, urban design guidelines, phasing strategy, governance framework, monitoring indicators, GIS datasets and final 3D visualizations.
- All data and outputs shall be prepared in accordance with internationally recognized data format standards (e.g., GIS shapefiles, CAD files, editable text formats, and high-resolution 3D models) and handed over in both editable and final formats.
- Clear handover protocols shall be followed, ensuring proper documentation, metadata, and version control.
- Full and exclusive ownership of all data, outputs and intellectual property rights shall rest with the Government of Maldives.

#### 4.7 Monthly Performance Report

- To be submitted on the last working day of each month, commencing from November 2025, until project completion.
- Provides updates on progress, cost and schedule status, key issues, risks and achievements.

### 5. Key Expertise and Project Team Requirements

All consultancy work shall be carried out by highly qualified and experienced professionals, using internationally recognized tools, methodologies and practices in line with sustainable urban planning and engineering standards. The scope of services requires competencies across urban planning, architecture, civil and structural engineering, transport and mobility planning, environmental and sustainability sciences, coastal and marine engineering, surveying and project management.

#### 5.1 Institutional Capacity

The applicant must demonstrate:

- A minimum of 15 years of international practice in large scale urban planning and design of comparable scale and complexity.
- Successful delivery of at least four (4) master plans, of comparable scale and complexity, preferably in coastal contexts or for projects covering similar land areas and population sizes as those planned for Rasmale’.
- Demonstrated experience in the preparation of internationally acclaimed master plans that have received recognition, awards, or publication by reputable international professional bodies (e.g., UN-Habitat, RIBA, ISOCARP, or equivalent).

- Documented experience in net-zero, carbon neutral and climate resilient city planning at a global scale.
- A proven history of working with sovereign governments and/or global city authorities.

## 5.2 Technical Team

The consultant shall mobilize a multidisciplinary team of internationally recognized experts with demonstrated experience in comparable projects. As a minimum, the consultant's team shall include the following key experts, each meeting the minimum qualifications and responsibilities specified.

The key expertise required for consulting services is:

### 5.2.1 Team Leader

- Master's or Bachelor's degree in urban planning, Urban Design, Civil Engineering, Architecture, Project Management or a related field.
- Minimum of 15 years of international experience in large scale urban development, sustainable city planning and infrastructure projects.
- Proven expertise in master planning and delivery of complex urban infrastructure.
- Demonstrated experience in stakeholder coordination, multi-disciplinary project management and working with sovereign governments or global city authorities.
- Responsibilities:
  - Provide overall leadership coordination of the Consultant's team of experts, ensuring smooth execution of all services under the contract.
  - Serve as the primary liaison with the Ministry of Finance and Planning and all relevant government authorities.
  - Oversee integration and coordination between disciplines, ensuring alignment with the vision of a net-zero, climate resilient and fully sustainable Rasmale' Master Plan.
  - Manage stakeholder engagement and communication, ensuring transparency and responsiveness.
  - Ensure that all project deliverables, including reports, plans, visual outputs area prepared to the highest international standards and delivered on time within a budget.

The Consultant shall propose qualified experts, each meeting the minimum required years of relevant work experience and possessing the necessary educational qualifications to effectively carry out the services under this assignment.

### 5.2.2 Urban Planner/ Master Planning Expert

- Master's or Bachelor's degree in urban planning, Urban Design or a related field
- Minimum of ten (10) years of demonstrated professional experience in master planning or similar projects.
- Leads the master planning process, ensures optimal land use, zoning compliance, and develops a sustainable urban development framework.

### 5.2.3 Urban Designer/ Architect

- Master's or Bachelor's Degree in Urban Design, Architecture or related field.
- Minimum of eight (8) years of demonstrated professional experience in master planning or similar projects.
- Leads the preparation of urban design concepts, architectural layouts and precinct-level design guidelines, ensuring cultural integration, functionality and alignment with the overall master plan vision.

### 5.2.4 Environmental and Sustainability Specialist

- Master's or Bachelor's Degree in Environmental Science, Environmental Engineering, Climate Studies or a related discipline.
- Minimum of eight (8) years of demonstrated professional experience.
- Leads environmental assessments, biodiversity mapping, climate vulnerability analysis and develops strategies for resilience to sea-level rise, flooding and coastal erosion.
- Facilitated hazard mapping, disaster risk reduction (DRR) early warning systems and adaptive planning strategies for island environments.

### 5.2.5 Civil Engineer/ Infrastructure Specialist

- Master's or Bachelors' Degree in Civil Engineering, Infrastructure Planning or a related field.
- Minimum of five (5) years of demonstrated professional experience in similar assignments/ projects.
- Leads the planning of sustainable infrastructure systems, including energy, water supply, wastewater, solid waste, utilities and coastal protection structures.

### 5.2.6 Transport and Mobility Specialist/ Traffic Engineer

- Master's or Bachelors' Degree in Transportation Planning, Civil Engineering or a related field.
- Minimum of eight (8) years of demonstrated professional experience in similar assignments/ projects.
- Leads the development of an integrated mobility framework covering public transport, electric transit systems, cycling, walkability and reduced car dependency.
- Conducts traffic impact assessment, including marine traffic analysis, and proposes solutions for efficient transport and mobility.

### 5.2.7 Smart City Technologist

- Master's or Bachelors' Degree in Information Technology, Smart Systems or a related field.
- Minimum of ten (10) years of demonstrated professional experience in similar assignments/ projects.
- Leads the integration of smart city solutions, including ICT infrastructure and data driven urban management.

### 5.2.8 Landscape Architect & Ecologist

- Master's or Bachelors' Degree in Landscape Architecture, Ecology or a related field.

- Minimum of eight (8) years of demonstrated professional experience in similar assignments/ projects.
- Leads the design of green and blue infrastructure, biodiversity corridors, ecological restoration and nature-based solutions to enhance resilience and livability.

#### 5.2.9 Surveyor

- Master's or Bachelor's degree in surveying, Geomatics, Geospatial Science or Civil Engineering.
- Minimum of five (5) years of demonstrated professional experience in similar assignments/ projects.
- Conducts topographic and hydrographic surveys to provide accurate site data for planning and design.

#### 5.2.10 Financial Analyst

- Master's or Bachelor's degree in Finance, Economics, Business Administration or a related discipline.
- Minimum of five (5) years of demonstrated professional experience in similar assignments/ projects.
- Provide financial analysis, investment frameworks and PPP models to ensure the economic feasibility and sustainability of the Master Plan.

#### 5.2.11 Sociologist/ Community Development Specialist

- Master's or Bachelor's degree in Sociology, Social Development, Development Studies or a related field.
- Minimum of eight (8) years of demonstrated professional experience in similar assignments/ projects.
- Lead community consultations and assess social impacts to ensure inclusivity, equity and alignment with the Maldivian social context.

#### 5.2.12 Legal and Policy Specialist

- Master's or Bachelor's degree in Law, Public Policy, Urban/Environmental Law or related discipline.
- Minimum of five (5) years of demonstrated professional experience in similar assignments/ projects.
- Ensure compliance with Maldivian laws and policies, advise on governance frameworks and provide legal input for land use, zoning and environmental regulations.

## 6. Deliverables

### 6.1 Language of Submission

- All reports, documents, and deliverables shall be prepared and submitted in English.

### 6.2 Format of Submission

- For each deliverable, the consultant shall provide:
  - One (1) hard copy (professionally bound)
  - One (1) electronic copy in PDF and Microsoft Word format.
  - Editable digital files in relevant formats.



### 6.3 Draft and Final Reports

- All submissions shall first be provided in draft format for the Employer's review.
- The Employer will provide feedback within four (4) weeks of receipt (extendable if necessary).
- The consultant shall revise accordingly and submit the final version once all comments have been addressed.

### 6.4 Supporting Data and Information

- All relevant datasets, survey outputs, maps, drawings, models, and supporting materials collected or generated during the assignment must be submitted together with the draft reports for the Employers' review and retained in the final submission package.

## 7. Duration

The selected party shall be required to commence services in November 2025, with a maximum completion period of eight (8) calendar – months, exclusive of the time allocated for Employer's review and approval processes.

## 8. Services and Facilities Provided by the Employer

- The Employer shall provide the Consultant with all available and relevant data, maps, studies, and background information pertaining to Rasmale' and its surrounding context to support the execution of services.
- The Employer shall assign designated counterpart personnel to facilitate coordination and communication with other Government ministries, agencies and stakeholders involved in the project.
- The Employer shall appoint a focal person responsible for coordinating approvals, clearances, and other administrative processes. The consultant shall provide technical assistance and supporting documentation as necessary to enable timely approvals.

## 9. EOI Evaluation Criteria

To be eligible for this ToR, the consultant must meet the following criteria. Only those fulfilling these eligibility requirements will be considered for further Evaluation under the 9.2. Scoring and Weightage Criteria.

### 9.1 Eligibility

#### 9.1.1 Financial Capacity

Consultants have at least three (3) fiscal years' business and to be able to submit Financial Statements (Balance Sheets and Income Statements) for the latest three (3) fiscal years with positive net profit before tax for at least two years in the last three consecutive fiscal years.

In case of a JV, each member is evaluated individually.

#### 9.1.2 Availability of Experts

Consultants should have the following number of experts with each of the following areas of expertise.

	Required Number
1) Team Leader	1
2) Urban Planner / Master Planning Expert	1
3) Urban Designer / Architect	1
4) Environmental and Sustainability Specialist	1
5) Civil Engineer/ Infrastructure Specialist	1
6) Transport and Mobility Specialist/ Traffic Engineer	1
7) Smart City Technologist	1
8) Landscape Architect & Ecologist	1
9) Surveyor	1
10) Financial Analyst	1
11) Sociologist/ Community Development Specialist	1
12) Legal and Policy Specialist	1

In case of a JV, the number of experts of all members are combined for the evaluation. Qualification and Experience of Key Experts will not be evaluated at the shortlisting stage. however, firms must clearly propose the Key Experts along with their respective positions, ensuring the minimum required number is met.

### 9.1.3 Experience of Consultant

(a) Experience in similar nature and technical specialty –

- Successful completion of at least four (4) master plans, of **comparable large-scale master planning assignments** in a country other than the employer's country.

In case of a JV, the number of experiences of all members are combined for the evaluation. For contract under which the Consultant participate as a JV member, only the Consultant's share, by value, shall be considered to meet this requirement.

## 9.2 Scoring and Weightage Criteria

Criteria	Weightage
<b>I. Firms with Relevant International Experience</b>	<b>45%</b>
A. Master Plans Published/ Exhibited/ Awarded Internationally	20%
B. Multinational and Interdisciplinary Expertise	10%
C. Design Excellence and Innovation	15%
<b>II. Methodology and Conceptual Approach</b>	<b>35%</b>
<b>III. Firms' Technical Capacity</b>	<b>20%</b>

The minimum technical score (St) required to pass is: 70%

## 10. EOI Submission Requirements

Interested firms are invited to submit a Letter of Interest and a Proposal responding to the requirements of this Terms of Reference. The proposal shall demonstrate the firms' qualifications, technical capacity and financial standing to undertake the preparation of the Rasmale' Master Plan. Submissions must include, but are not limited to, the following:

- Letter of Interest
  - A formal cover letter introducing the firm outlining its motivation for undertaking the Rasmale' master plan.
  - A brief statement of capability, demonstrating the firm's approach and ability to successfully deliver this assignment.
- Company Profile
  - Overview of the firm's history, expertise and areas of specialization.
  - Relevant certifications', international awards or industry recognition.
  - Evidence of international exposure and experience in projects of comparable scale, complexity and sustainability standards.
- References and Relevant Experience
  - Documented references from the past fifteen (15) years, demonstrating successful completion of similar master planning assignments.
  - Case studies showcasing experience in net-zero, carbon neutral, or large scale sustainable urban development projects.
- Conceptual Approach
  - A preliminary concept aligned with international best practices and the objectives of Rasmale'.
  - Demonstration of innovative, climate resilient and sustainable planning approaches informed by the site context and available baseline information.
- Methodology and Work Plan
  - Outline of the proposed technical approach, methodology, and tools to be applied.
  - Phased work plan aligned with the TOR scope and deliverables, including timelines and milestones.
- Project Team and Key Experts
  - Organizational chart showing the proposed project structure.
  - Profiles of the key experts and specialists, detailing their roles, qualifications and experience in similar international projects.
  - Confirmation of availability and commitment of proposed experts throughout the assignment.
- Financial Information
  - Audited financial statements for the past three (3) years.
  - Documentation demonstrating the firms' financial capacity to deliver a project of this scale.
- Additional Information
  - Any supplementary material that strengthens the proposals, such as partnerships, innovations, or unique technical capabilities relevant to the Rasmale' project.