



Faculty of Engineering
Masters of Urban Planning and Design

STRATEGIC PLANNING:
**A PROMISING PLANNING APPROACH FOR PALESTINIAN CITIES AND
TOWNS**

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ABSTRACT (ARABIC)

الملخص

التخطيط الاستراتيجي:

منهجية واعدة لتخطيط المدن والبلدات الفلسطينية

إن التغيرات الحضرية والسياسية والاقتصادية التي تشهدها فلسطين كان لها اثر كبير على المدن والبلدات الفلسطينية. ومن الآثار ما هو سلبي مثل التطور العشوائي للتجمعات الحضرية واستنزاف الموارد الطبيعية والاراضي الزراعية وازدياد معدلات البطالة والفقر ونشوء العديد من الهيئات المحلية صغيرة الحجم وضعيفة القدرات، ومنها ما هو ايجابي مثل اعطاء صلاحيات اعلى للهيئات المحلية لادارة العملية التنموية على المستوى المحلي. وبما ان تخطيط المدن والبلدات هو الاداة المتاحة لادارة العمل التنموي محلياً ومواجهة التحديات الناجمة عن التغيرات على مختلف الاصعدة، فان هذه الاداة فلسطينياً تواجه صعوبات جمة من اهمها انها تتبع نهج تخطيطي يتمتع بخصائص تحول والهدف المنشود منه.

تناولت هذه الاطروحة من خلال دراسة مقارنة تحليلية تقييم عدة تجارب محلية ودولية اعتمدت نهج التخطيط الاستراتيجي بالمشاركة لادارة العملية التنموية محلياً، حيث تم دراسة تجارب مدن وبلدات رام الله والبييرة وبيتونيا وسلفيت وميثلون وبيتا ومقارنتها بنماذج وتجارب دولية شملت نموذج استراتيجيات تنمية المدن ونموذج التخطيط التنموي المتكامل ونموذج التخطيط الحضري التنموي الاستراتيجي. واعتمدت المقارنة التحليلية على اداة بحث صممت لهذا الغرض حيث تم جمع البيانات باستخدام هذا الاداة وتحليلها والخروج بنتائج الدراسة.

وقد خلصت الدراسة الى تقديم مقترح لمنهجية تخطيط تنموي للمستوى المحلي الفلسطيني، ومن اهم خصائص هذا المقترح انه مبني على اسس التخطيط الاستراتيجي بالمشاركة والحكم الرشيد وقابل للتطبيق بظل التغيرات المستمرة في فلسطين.

ABSTRACT

The emergence of recent global concepts and phenomena such as globalization, urbanization, liberalization of world economies and democratization resulted in greater emphasis on and new challenges facing cities and towns. Therefore, concepts and approaches concerning urban planning have been influenced. New planning approaches that revolve around strategic and participatory planning concepts have emerged while the old ones have vanished.

The Palestinian Territory has been also influenced by the global effects of such changes. In addition to its unique challenges as a result of the Israeli occupation; new social, economical, and environmental challenges have emerged and/or increased. Despite that, the Palestinian approach to urban planning has remained unchanged and the heritage of former colonial regimes has been influencing the planning of Palestinian cities and towns.

Following the municipal elections of 2005, several Palestinian municipal governments have tried new approaches to plan their cities and towns. Most of these planning initiatives have been referred to as strategic or/and development plans. This research explores Ramallah-Al-Bireh-Beitunia, Salfet, Beita, and Maithalon municipalities' experience in practicing strategic planning.

This research discusses and compares the different planning approaches that have been followed by different case studies through a comparative analysis approach. It explores the reasons behind initiating these planning processes, the planning approach, the scope of plans, the outputs of plans, and the linkages with physical/spatial plans. It also looks at the attempts of institutionalizing these processes as well as the established mechanisms for implementing and monitoring such plans.

The research concludes by referring to the key learning issues that are critical for practicing strategic planning at the local Palestinian municipal level and suggests a skeleton approach for a better preparation of strategic plans in Palestinian cities and towns.

ABBREVIATIONS

ARIJ	:	Applied Research Institute-Jerusalem
CDS	:	City Development Strategy
CEO	:	Chief Executive Officer
CIP	:	Capital Investment Plan
CZT	:	The cities of Changsha-Zhuzhou-Xiangtan in China
DANIDA	:	Danish International Development Agency
DPC	:	District Planning Committee
DPLG	:	South African Department of Provincial and Local Government
GDP	:	Gross Domestic Product
GNI	:	Gross National Income
GS	:	Gaza Strip
GTZ	:	German Technical Cooperation
HPC	:	Higher Planning Council
IDP	:	Integrated Development Planning
JCU	:	Joint Cooperation Unit of Ramallah, Al-Bireh, and Beitunia
JICA	:	Japan International Cooperation Agency
LGU	:	Local Government Unit
LPC	:	Local Planning Committee
LRDP	:	Local Rural Development Plan
MDLF	:	Municipal Development and Lending Fund
MOLG	:	Ministry of Local Government
MONE	:	Ministry of National Economy
MOP	:	Ministry of Planning
MOU	:	Memorandum of Understanding
MTDP	:	Medium Term Development Plans
MTSF	:	Medium Term Strategic Framework
NGOs	:	Non-Governmental Organizations
NPPD	:	National Policies for Physical Development
ODA	:	Official Development Assistance
PCBS	:	Palestinian Central Bureau of Statistics
PDP	:	Palestinian Development Plans
PGDSs	:	Provincial Growth and Development Strategies
PMUs	:	Project Management Units
PNA	:	Palestinian National Authority
PRA	:	Participatory Rapid Appraisal
PRDP	:	Palestinian Reform and Development Plan
RC	:	Refugee Camp
SA	:	South Africa
SPC	:	Strategic Planning Committee
SUDPF	:	Strategic Urban Development Planning Framework
SWOT	:	Strengths-Weaknesses-Opportunities-Threats
TPO	:	Town Planning Ordinance
UMP	:	Urban Management Programme
UN	:	United Nations
UNDP	:	United Nations Development Programme
WB	:	West Bank
WBGS	:	West Bank and Gaza Strip

1. INTRODUCTION

1.1. *Background*

Globally, uncontrolled urban growth, along with the increased urbanization levels, globalization of world economies, market liberalization, rapid technological changes and democratization and decentralization processes, have deepened the belief on cities and towns and their municipal governments as economic and political leaders as well as key development drivers for their national economies. Nevertheless, these global changes have brought new challenges to cities and towns, *inter-alia*, environmental deterioration, urban poverty, energy consumption, resource depletion, and slums creation (GHK 2000; UMP/UN-Habitat 2002; Cities Alliance 2006).

However, since urban planning has been the prominent tool to regulate urban growth and control its challenges, urban practitioners and planners have re-thought and amended their traditional way of planning urban areas in order to cope with the changes of this particular era of urban crisis (Fagin 1965; UMP/UN-Habitat 2002; Cities Alliance 2006; Harris 2006). Thus, traditional approaches of urban planning have been changing and new ones have evolved i.e. from an urban planning practice guided and influenced by the *urban design paradigm* lasting from 1850s till 1940s to a professional practice guided by the *procedural or master-planning paradigm* lasting from 1940s till 1990s and then to a practice which has been, and being, *strategic* since 1990s (Halla 2007).

1.2. *Problem definition and study significance*

1.2.1 *Urban, political, and historical changes in Palestine*

Urbanization rate in Palestine¹ (63%) is one of the highest rates in the world. This is mainly due to high productivity rates (3.3%) and internal migration to urban areas. It is also due to the Israeli policies and practices in limiting border expansion of cities and towns which have lead to an increase of built-up areas, population densities, urban sprawl, and internal migration (World Bank 2005; MOP 1998). In addition to urbanization, the unemployment rate is increasing dramatically and the share of the

¹ West Bank and Gaza Strip

urban population living in poverty - defined as those consuming less than US\$2.1 of goods and services per day- tripled, to about 60% of the population of Palestine (World Bank 2005).

However, since the establishment of the Palestinian National Authority (PNA) in 1994, more responsibilities have been given to municipal governments and more efforts have been devoted to enable these local governments to meet the PNA's expectations of building a viable democratic state anchored in good governance principles. This particular focus on municipal governments has based on several facts including, among others, the great injustice that local governments have faced as instruments for control rather than development during the colonial governments since 1516 (Ottoman, British, Jordanian in West Bank, Egyptian in Gaza, and Israeli) as well as the belief that Palestinian national economy is heavily relying on the economical activities of cities managed by those municipal governments (Eshtayeh and Habbas 2004).

1.2.2 Limitations of ongoing urban planning approach

Looking at the ongoing Palestinian urban planning practice, instead of providing solutions, it increases the crisis and does not provide the required flexibility and tools to cope with the recent urban, political, and economical changes. The underlying factor is that urban planning practice in Palestine is based on the master-planning paradigm which has been introduced by the successive colonial regimes that governed Palestine during the last centuries. This rigid, colonial based, 'master-planning' approach has been used as a control tool over the growth of the Palestinians during all colonial periods; British, Jordanian, and Israeli. It never developed to be a 'development' tool. Unfortunately, and even after the establishment of the PNA in 1994, the planning practice continued to be unchanged; bureaucratic, complex, time-consuming, slow, and costly. Few attempts, so far, have intended to tackle this issue; one of which is the Memorandum of Understanding signed between the MOP and MOLG in 2004 which aimed at drafting a unified Planning and Building Act, however, this Act has not been issued yet (MOLG 2003; MOLG 2004; GTZ 2008). Thus, in the absence of a modern planning framework and legislative system, the ongoing urban planning practice continues to be inflexible, time consuming,

unresponsive to priority development needs and rapid changing contexts, and does not serve the PNA efforts towards building viable decentralized governance structures.

1.2.3 The need for a new urban planning approach

As a result, it seems that the evolving need for modern, flexible, and responsive urban planning tools has become a reality in some Palestinian cities and towns. This is evidenced by the increasing number of ‘strategic planning’ initiatives during recent years, especially after the recent municipal elections in 2005. These planning initiatives were either individually initiated and implemented by local municipal governments or externally promoted and supported by international development agencies and donors for the benefit of these cities. Most of the initiatives have been referred to as strategic or/and development plans. Examples include: The Strategic Plan of Maithalon Municipality, Beita Strategic Plan, The Strategic Plan of Nablus City, Ramallah-Al-Bireh-Beitunia Strategic Development Plan, Salfet City Development Strategy, and a few other initiatives².

Since most of these initiatives are neither scientifically documented nor assessed, it is a valuable addition to the academic literature to assess and study the Palestinian experience in strategic urban planning³.

1.3. Objectives

The main objective of this research is to assess the experiences of various Palestinian cities and towns in practicing strategic urban planning approaches. More specific objectives are to:

- Assess and document recent strategic urban planning initiatives concluded in various Palestinian cities and towns;

² There are some other experiences referred to as strategic plans or applied strategic planning concepts and tools; however, these were on a higher level than the local one i.e. at a regional (governorate) level which is beyond the scope of this study. Examples include; the Regional Development Plan for Jericho and Jordan Rift Valley which has been promoted by Japan International Cooperation Agency (JICA) during the period of (2005 – 2006), and the recent initiative of preparing a strategic plan for Jenin governorate which is being promoted by UNDP.

³ For the purposes of this study, the following have the same meaning: strategic planning, development planning, strategic development planning, and strategic urban planning.

- Identify key learning issues through a comparative discussion among Palestinian cases and with other best practices in strategic urban planning;
- Suggest a skeleton of a strategic urban planning approach ‘model’ for Palestinian cities and towns based on the key conclusions;

1.4. Research questions

The study will assess the various planning processes in terms of objectives, approach, scope, outputs, implementation, and follow-up as well as results up to date. More specifically, the study will explore the following questions and compare with other best practices:

- A. Rational/Reasons for initiation:** What were the reasons behind initiating strategic urban planning processes? What were the purposes of the different planning processes?
- B. Approach and process:** How the different processes were conducted and who was involved?
- C. Scope and content:** What issues have been tackled, how were they identified and using which techniques?
- D. Outputs:** What were the different outputs of the plans? How the outputs were used and who used them?
- E. Implementation, follow-up and monitoring:** What has been implemented so far? What monitoring and follow-up mechanisms have been introduced for implementation of these plans?
- F. Other relevant questions:** What are the results so far, if any? What were the challenges faced throughout the planning processes? What were the linkages with the master ‘physical’ plans⁴ produced through the legally required master planning approach?

⁴ For the purposes of this study and in order to eliminate any confusion, the following has the same meaning; master plans, physical plans, outline plans, and land-use plans.

1.5. Methodology

The study has followed an empirical/deductive approach in realizing the intended objectives. Firstly, extensive reviews of relevant academic, professional, and legislative literatures have been accomplished. Afterward, a framework⁵ to structure the learning process has been designed and used for assessing the Palestinian cases and identifying key learning points and issues. A similar, but simplified, framework to structure the learning process from the international best practices has been designed and used, later, to compare and discuss key issues and points. Subsequently, conclusions have been drawn and articulated into a skeleton suggestion for a localized strategic urban planning approach.

In further details, the following methodological steps have been applied:

1.5.1 Compilation and review of available literature

A considerable amount of relevant literature has been compiled. The literature has included a variety of documents and reference materials classified as follows; 1) Academic references: published research studies, papers, articles as well as academic reference text books. 2) Professional references: projects' reports, assessment reports, media and multi-media products, and other publications. 3) Legislative references: Laws, by-laws, regulations, and other legal documents.

A particular focus of the literature review has been given to understand the debate on the effects that global urban changes had on cities and towns, the challenges accompanied that, as well as the evolvement of urban planning approaches vis-à-vis those changes.

Another focus has been given to review different best practices of the 'latest' version of urban planning i.e. strategic urban planning. Therefore, a wide range of approaches have been reviewed, some of which are worthy and others are less worthy. In this study, three particular approaches have been selected and given special attention since they can reflect the variety of international best practices in strategic urban planning. For further clarification and understanding, a case study on each of the approaches has been given and, later on, discussed.

⁵ The research tool that has been used to document and assess the different case studies

Moreover, the review has given a glimpse on urban changes and other economic and political trends in Palestine with a perspective to show the conditions that are affecting urban areas in general and cities in particular and their accompanied challenges. Furthermore, the review has included an overview on the Palestinian urban planning practice and its supportive frameworks. It was intended by this to highlight the different challenges that cities and municipal governments are facing when preparing urban plans. For these purposes, different legal materials, previous studies, and assessment reports have been reviewed. Moreover, unstructured collection of information through bi-lateral and group discussions with key informants from Palestinian national ministries (MOLG and MOP) and experts has been completed in this step.

1.5.2 Documentation and assessment of case studies

Since the experience in strategic urban planning is limited to few cities/towns, the study has tried to cover a representative sample cases. Nevertheless, criteria for selection purposes were used. These include; 1) Geographic location⁶: with an intention to cover geographically fair distributed cases. 2) Size of city or town: with an intention to study cases from larger as well as smaller cities. In this regard, particular attention has been given to medium-size cities since most Palestinian cities have this medium scale. 3) Process initiator/supporter: whether it has been totally initiated and implemented by the city itself or it has been externally promoted and supported by donors. In addition, the researcher's professional experience and knowledge of the different cases has been considered in the selection process⁷. Thus, the selection process has concluded to the cases shown in (Table 1-1):

⁶ All the study cases are from the West Bank and none from Gaza due to the lack of information of similar cases in Gaza in addition to the difficulty of accessibility to Gaza.

⁷ For the last four years, the researcher has been professionally active and involved in several local governance development programs in Palestine.

Table 1-1 Selection results of case studies

<i>Case study</i>	<i>location</i>	<i>Size of city/town</i>	<i>Initiator/Supporter</i>
<i>Strategic Plan of Maithalon Municipality</i>	Jenin Governorate, North of West Bank	Small size town (7,500 inhabitants)	The municipality of Maithalon (initiator and implementer)
<i>Salfeet City Development Strategy</i>	Salfeet Governorate, Middle-West of West Bank	Medium size city (10,000 inhabitants)	Initiated jointly by the Municipality of Salfeet and the German Agency for Technical Cooperation (GTZ)/Co-financed by the Cities Alliance
<i>Beita Strategic Plan</i>	Nablus Governorate, Middle-East of West Bank	Medium size city (12,000 inhabitants)	The municipality of Beita (initiator and implementer)
<i>Strategic Development Plan; Ramallah-Al-Bireh-Beitunia Cities</i>	Ramallah& Al-Bireh Governorate, Middle-South of West Bank	Large size metropolitan city (90,000 inhabitants)	Initiated jointly by the three municipalities of Ramallah Al-Bireh and Beitunia and the German Agency for Technical Cooperation (GTZ) /Co-financed by the Cities Alliance

After the cases had been identified, a framework⁸ to structure the assessment and learning process was prepared. The framework has been designed to respond to the key questions raised by this study, more specifically; the reasons behind, and purposes for, initiating these processes, the logic, design, approach, process management, scope and content, outputs, use of outputs, institutionalization, and follow-up and monitoring mechanisms. Furthermore, the challenges faced in preparing these plans and views of how to overcome these challenges have been an important part of the learning framework. In addition, the framework has considered learning about and documenting impacts resulted from these plans so far. Thus, the learning framework has been employed to document and assess each of the aforementioned cases.

However, the sources of information that fed the learning process were two fold; primary and secondary. As for the primary, those who have participated in the implementation of the different planning processes were considered as a source of information. Hence, Mayors of the case cities, municipal staff, consultants and experts (when applicable), as well as external supporters (also when applicable) were interviewed for this purpose. The different projects' reports, publications, and working papers were the secondary source. The learning framework has included a

⁸ See appendix A.

section that indicates the sources of information and whether they are primary or/and secondary.

The means to gather primary information were semi-structured interviews with the relevant informants from each case, different learning and experience-sharing workshops⁹, and working meetings in which the researcher has participated. In addition, the researcher's own experience as an advisor in some of the cases had facilitated the collection of information.

1.5.3 Comparative analysis and discussion

In order to facilitate discussion and comparison of study cases with other international cases, another simplified learning framework¹⁰ has been prepared. The framework has included certain key points to which the study questions relate. More specifically, it has included; 1) the need that lead to, and the purposes of, preparing a strategic urban plans; 2) the planning process and the different actors involved; 3) usual issues tackled by these plans; 4) outputs, use of outputs, and the main users; 5) follow-up, monitoring, and evaluation mechanisms; 6) relations to other physical plans.

Thus, in order to come up with structured conclusions, the analysis process has depended on two structural frameworks; one for the Palestinian experience and the other for international cases. Later the structure of the two frameworks has been used for discussion purposes and for comparison reasons either among the Palestinian cases or the international ones.

The learning points throughout the study have, then, been articulated into a skeleton suggestion for a localized strategic urban planning approach. A similar learning structure has been used for this purpose i.e. the proposal has been structured into five main sections, these are; 1) the recommended planning process and who should participate; 2) the recommended scope of these plans; 3) the recommended outputs/products; 4) and the potential use and users of outputs; 5) recommended

⁹ The last workshop was held on the 14th of Feb. 2008 at the premises of the Ministry of Local Government (MOLG) and was organized jointly by MOLG and GTZ. The workshop intended to learn about the different experiences of strategic urban planning in Palestine, partially asses the usefulness of such plans, and agree on the need of local municipal governments for such plans. The workshop was attended by different government officials, mayors, and subject-matter experts.

¹⁰ See appendix B.

mechanism to follow-up and monitor the implementation of the plans. Based on the suggested approach, next steps have been recommended.

1.6. Research structure and organization

The research is organized in six chapters. *Chapter one* provides the introductory framework including; problem definition, significance, objectives and methodology. *Chapter two* presents the effects of recent global trends on cities and towns and the evolution of urban planning approaches, and introduces the significance of strategic urban planning. *Chapter three* gives an overview of urban, political, and economic trends in Palestine. It also explores the current practice of urban planning in Palestine and its supportive frameworks and highlights the challenges imbedded in this practice. *Chapter four* presents recent international applications of strategic planning approaches. Further, it documents and presents recent strategic planning experience in various Palestinian cities and towns. It explores the details of each case in a structured learning approach. *Chapter five* compares the different case studies and identifies the key learning issues. *Chapter six* concludes the research and suggests a skeleton of an approach for a better preparation of strategic plans in Palestinian cities and towns.

2. LITERATURE REVIEW

The purpose of this literature review is to elucidate the significance of the study by presenting and discussing the most recent trends in international development and academic literatures about the growing significance of cities and their municipal governments due to worldwide rapid economic and political changes as well as the increase in urban population levels. It also gives a glimpse on the urban challenges evolved due to those global changes. Then, it goes through the evolution of urban planning approaches as a result to those changes. Afterwards, it presents the Palestinian practice of urban planning and its supportive frameworks with a perspective of demonstrating the challenges imbedded in that and what Palestinian cities and towns are facing/might face when preparing their urban plans; the fact that led some cities to try and practice new planning approaches and tools in order to cope with their own urban challenges and development needs.

2.1. Global urban changes: the effects on cities and urban centers

The discussion below is focused to bring a better understanding of recent global urban changes and their positive and negative effects on cities and municipal governments. It concludes by highlighting the importance of urban planning as an evolved tool which responded to those changes.

Before 1850, the urban population of the world never exceeded seven percent (Cities Alliance 2006). Nevertheless, the number of people living in urban areas increased from 600 million in 1950 to over 2 billion in 1986 (ESCAP 1986). Nowadays, the urban population is around 3 billion. However, the United Nations forecasts that 2 billion people more than today will be living in urban areas by 2030 (UMP/UN-Habitat 2005).

Satterthwaite (2004) has demonstrated the urban population changes by an interesting table which shows an incredible shift in urban dwellers number accompanied by an incredible declining years time. Table (2-1) illustrates that:

Table 2-1 The declining time needed for one billion additional urban dwellers

<i>World's total urban population</i>	<i>Years taken</i>
0 to 1 billion urban dwellers	10,000 years? (c.8000 BC–1960)
1 to 2 billion urban dwellers	25 years (1960–1985)
2 to 3 billion urban dwellers	17 years (1985–2002)
3 to 4 billion urban dwellers	15 years (2002–2017)

Source: Satterthwaite, D. (2004). "The scale of urban change worldwide 1950-2000 and its underpinnings"

However, Satterthwaite (2004) says that these urban statistics do not tell anything about the very large economic, social, political and demographic changes that have underpinned.

Urbanization, globalization of world economies, economic liberalization, rapid technological changes, decentralization processes, devolution of powers from central governments to local municipal governments, and the rise of governance and democracy principles are critical global trends that have been evolving dramatically over the last century and have influenced the international debate on urban development (GHK 2000; UMP/Un-Habitat 2002; Cities Alliance 2006).

2.1.1 Cities do matter: positive effects of global changes

To get further understanding of what these global trends mean and how they positively affected cities and urban centers, some basic definitions and debates are discussed.

2.1.1.1 Urbanization

Urbanization is defined as the spatial concentration of people and economic activity. It is also defined as an increase in the proportion of the population living in urban centers (Satterthwaite 2004). Urbanization has been the dominant demographic trend since the late twentieth century¹¹.

According to GHK (2001), the basic cause of urbanization has always been assumed to be the in-migration from rural to urban areas; however, they argue that the main components of the population growth in cities and urban areas are natural population

¹¹ <http://www.globalchange.umich.edu/globalchange2/current/lectures/urban%5Fgc/>. The site shows numerical figures of urbanization from countries all over the world. The figures show the increasing levels of urbanization over the last century.

increases and changing definitions of urban boundaries which, in turn, make the urbanization. Cities Alliance (2006) says that because of urbanization, cities and urban areas became so important since they drive much higher levels of household income than nonurban areas, consume less energy per unit of economic output as they develop, and have lower per capita cost for environmental infrastructure. On the other hand, UN Habitat (1997) adds that cities offer economies of scale in the provision of jobs, housing and other services. This shows that urbanization, as a demographic global trend, has given cities more importance and significance.

2.1.1.2 Globalization

According to Fischer (2003), globalization is defined as the ongoing process of greater economic interdependence among countries which has been reflected in the increasing amount of cross-border trade in goods and services, the increasing volume of international financial flows, and increasing flows of labor. Moreover, Giddens (2002) adds that globalization as its being experienced these days is definitely economic, but also political, technological, cultural. Therefore, globalization is multi-dimensional; however, the economic aspect seems to be the prominent one. Given this definition, Harris (1996) says that globalization has decreased the importance of national boundaries and given increased importance to cities. Moreover, Scott et al (1999) says that cities are perceived as the fundamental spatial units of the global economy and as political actors on the world stage. Furthermore, World Bank (2000) writes that cities are perceived as the drivers of their national economies since their economic activity accounts for between 50% and 90% of GDP in the majority of nations, thus, the economic prosperity of many nations is often directly related to the prosperity of that nation's cities. Nevertheless, GHK (2000) argues that the competitive advantage of cities' businesses and productive sectors is a critical factor in their success in the global markets. Therefore, it can be argued that the positive effect is the growing role of cities as drivers of the national economies and the role is likely to rise with increased urbanization and globalization provided that cities strengthen and maintain their competitive advantages.

2.1.1.3 Decentralization and governance

Campbell and Mehta (2000) defined decentralization as the shift of spending powers, decision-making authority and a portion of national revenues to local levels of

government. According to Devas (2000), there are four forms or types of decentralization; 1) deconcentration- shift of decision-making responsibilities of national government to its sub-national branches, 2) delegation- the delegation of certain tasks to semi-autonomous authorities created outside regular government structures, 3) devolution- shift of legislative and fiscal authority to sub-national governments, 4) privatization/partnership- the transfer of responsibility of service delivery to private sector and/or the voluntary sector. However, with regard to democratization and its relation to decentralization, Rauch (2007) says that decentralization will only result in benefits for people if it is accompanied by democratization, therefore, the aim should always be towards democratic decentralization. Thus, since decentralization means transferring more powers and authorities from national governments to lower level governments, it can be argued that the decentralization processes have given more importance to cities and municipal governments.

As for governance, UNDP (1997) defines governance as an exercise of the different political, economic, and administrative authorities in managing a country's affairs at all levels and it comprises the mechanisms, processes, as well as institutions through which citizens and groups articulate their interests and exercise their legal rights. It is thus a process that involves many actors with different interests which have to be reconciled (UNCHS 2000). This means that governance goes beyond government and the institutions involved are not just the national government but also those institutions at the local level (GHK 2001). Therefore, this would lead to the argument that municipal governments, as local level institutions, have been given further importance with the evolvement and adoption of governance concepts and principles.

The earlier discussion leads to the point that urbanization is one of a triad of global trends, alongside globalization of economies and decentralized governance, which together have affected cities positively and led to an increased focus on cities and urban areas.

An interesting demonstration of these global trends and their contribution to the growing importance on cities has been demonstrated by the following chart (Figure 2-1) introduced by GHK (2000, p.5).

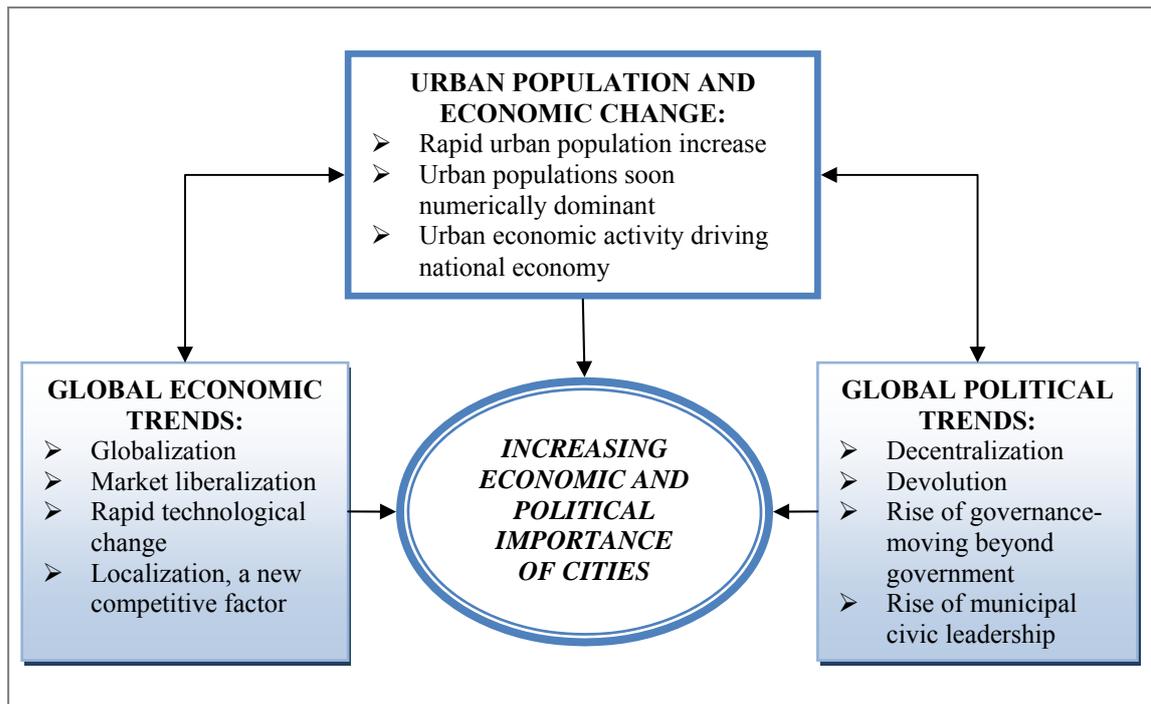


Figure 2-1 Factors of the increasing importance of cities

Source: GHK 2000. Edited by the researcher

2.1.2 Cities are struggling: negative effects of global changes

While the previous section discussed the underlying factors that affected cities positively, this section highlights the challenges accompanied that, *vis-à-vis*, cities and municipal governments.

2.1.2.1 Urbanization

Urbanization, despite its positive side, has been accompanied by many problems which, in turn, brought several challenges to cities and municipal governments. According to GHK (2001), increased urbanization levels have been accompanied by increased urban poverty. Cities Alliance (2000) demonstrates that 30% of Southern urban dwellers live below official poverty lines. In addition, Cities Alliance (2006) writes that nearly three-quarters of Africa's urban residents reside in slums. However, socio-economic problems, such as urban poverty, are not the only problems brought by urbanization. According to Harris (2006), rapid urbanization, especially in developing countries, has resulted in dramatic environmental deterioration which, in turn, has social, economic, and health impacts that have fallen heaviest on the urban poor and have contributed to a cycle of environmental decay and poverty. Therefore, with the increased urbanization level, the major challenge for cities will be to

minimize burgeoning poverty, create employment opportunities, improve the urban poor's access to basic facilities such as shelter, clean water and sanitation and achieve environment-friendly, sustainable urban growth and development (Cities Alliance 2006; Harris 2006).

2.1.2.2 Globalization and decentralization

However, the challenge that has been brought by urbanization is even made greater by the pressures created by globalization, decentralization, and liberalization (GHK 2001). So, as noted previously, to be successful in a global market and globalized system, the city should have a competitive advantage. In this regard, GHK (2000) writes that the city is more likely to be successful if its businesses are successful, therefore, cities should strengthen their comparative advantage in way that directly supports the competitive advantages of their businesses and productive sector. GHK (2000) continues to argue that, in order to do so, cities should focus on social capital and economic infrastructure (including technology). Thus, the fundamental challenge for cities is to form a social contract that allows an economy a high degree of flexibility and adaptability i.e. to integrate and include all city stakeholder groups into the development process in order to work most effectively. Moreover, the challenge of adapting with, accessing, and using new technology is also valid.

2.1.2.3 Governance

With regard to challenges brought by governance, Mathur (1996) notes that the need for concern with governance has increased as city population have risen and democratization has given rise to increased demands for accountability and transparency. This means a new challenge for cities to be able to adapt with, and experience, good urban governance principles.

In summary, the fundamental challenges that have been brought to cities and their municipal governments by the changing global trends (demographic/environmental, economic, and political) can be summarized in three words¹²; *integration* – to address economic, environmental, and social issues in a comprehensive and integrated

¹² The source of the three words is the discussion paper of the working group on “the planning city” that has been prepared by the Canadian Institute of Planners and discussed in the World Urban Forum III, Vancouver, Canada (2006).

approach-, *collaboration*– to integrate, include, and consult all stakeholder groups-, and *empowerment* – to adapt with, use, and access new technologies.

However, it should be noted that aforementioned challenges are more likely greater and heaviest on developing world cities rather than developed world ones, since most of these cities are still struggling to adapt with these rapid global changes while they are still lacking sufficient capacities, resources, information, and experience. In this regard, Word Bank (1999) writes that the urban challenges strain the limited capacities of cities that are struggling to cope with rapid fiscal, political, and financial change and experiencing a crisis in urban governance.

The above has given an overview of nature and type of challenges that have been brought to cities due to a recent rapid change in global trends and factors; the fact that led cities to recognize their challenging role and seek convenient solutions in order to sustain and cope with a rapid changing global system.

2.1.3 Cities are seeking expediency: the role of urban planning

In terms of definition, the simplest definition of urban planning is the organization of all elements of a city or an urban environment. However, when one thinks about all the elements that make up a city, urban planning suddenly seems complicated (wise Greek website¹³). Moreover, according to the Canadian Institute of Planners (CIP), urban planning is the scientific, aesthetic, and orderly disposition of land, resources, facilities and services with a view to securing the physical, economic and social efficiency, health and well-being of urban communities (CIP website¹⁴).

Based on the above, it can be said that urban planning is defined as the means for urban and municipal governments to organize, regulate, and control urban development of their cities with a perspective towards achieving dignity sustainable urban life. Therefore, urban planning has an important role in regulating the urban growth of cities. So, it would be necessary to see how urban planning concepts and approaches have changed in parallel to the rising of global changes discussed earlier.

¹³ <http://www.wisegeek.com/what-is-urban-planning.htm>

¹⁴ <http://www.cip-icu.ca/English/aboutplan/what.htm>

2.2. Global urban changes: the evolving approach to urban planning

We plan within a particular context, and the context validates the methods we use (Fagin 1965). Given that the bulk of global changes have happened since 1960 (Satterthwaite 2004), the discussion and debates below is focused on highlighting changing approaches to urban planning in the last 50 years.

2.2.1 Master planning

The history of modern town and country planning has been a process of gradual movement towards the creation of comprehensive plans, covering all aspects of development processes (GHK 2001). In Britain, for instance, town planning legislation moved gradually from the 1909 bill that allowed, but did not compel, local authorities to make town planning schemes for selected areas to the 1947 legislation, which established close control over new development for all areas (Hall 1988).

This approach to planning is an example of what Sandercock (1998) has termed the Rational Comprehensive Model. In this model, the planner is indisputably the “knower”, relying on his or her professional expertise and objectivity to do what is best ‘for the public’. This approach to planning produces ‘development’ or ‘master’ plans which, if sanctioned by the relevant political body, become the legal basis for shorter-range plans and capital budgets that, in a descending cascade of documents, implement its vision (Friedmann 1998).

Taylor and Williams (1982) identified the key features of master plans as implemented in developing countries, their long range emphasis, their emphasis on product rather than process, their strong physical emphasis, the lack of interaction with users and their non-strategic quality. The last refers to the practice of preparing comprehensive plans for every square meter of the urban area rather than focusing on strategic concerns and issues. Taylor and Williams state that the master planning approach continued in developing countries even after it had been discontinued in the West. GHK (2001) note that master plans from as early as the 1970s are still nominally followed in some towns and cities but few have had any significant effect on the location and form of development. Is this valid in Palestine?

On the other hand, Hamdi and Goethert (1997) note that the methodology and the development paradigm adopted for master plans made it ineffectual. They also note that the master planning approach is based in the cycle first identified by Geddes – survey, analyze and plan, and suggest that it can take years for this planning cycle to be completed. They argue that it heavily dependent on developing a comprehensive understanding of people and places which will allow planners to model statistically in order to forecast future urban trends and decide the best government interventions.

According to GHK (2001), the rational comprehensive model has been criticized for its failure to engage with political processes and its assumption that planners can make decisions ‘for’ people in a ‘top-down’ manner. Despite this, it is still perhaps the most prevalent approach to planning in many countries.

In the early 1960s, Koenigsberger (1964) developed what he claimed was an ‘alternative’ approach to planning, involving the production of a series of action plans controlled by a set of performance standards and forming part of the guiding concept for the whole urban region. Taylor and Williams (1982) suggest some fundamental features of an action plan, including a short-term emphasis, the inclusion of a budget, so as to examine the financial feasibility of proposals, and a greater emphasis on non-physical issues, in particular the need for appropriate policy. By the early 1980s international agencies realized the need for a more flexible and responsive approach to planning and advocated something similar to Koenigsberger’s action planning approach.

The key point to note about this is that relatively conventional physical planning process led into the development of short to medium-term action plans. In some cases, the initial plan was referred to as a structure plan, as its aim was to indicate the overall structure of development rather than to define the detail of how that development should occur. In Palestine, the term ‘structure’ plan is referred as ‘outline’ plan and has the same meaning. Another point to be realized about the rising of Koenigsberger’s alternative approach is that it was an early attempt to respond to the challenges faced due to the increase level in urban population numbers.

According to GHK (2001), action plans tended to be promoted by international agencies and their consultants, and were designed to be implemented with funding provided through external loans and/or grants. Because of the perceived weakness and

fragmentation of existing municipal government departments, project management units (PMUs) were often formed to manage implementation of the action plans. GHK note also that although the focus of action plans might be different from that of traditional master plans, they were still essentially technical exercises, implemented in a top-down way with limited consultation and taking little account of ongoing political imperatives and processes. In this respect, they were not far removed from Sandercock's rational comprehensive model to planning.

Plans continued to be produced in specialist planning departments and 'buy-in' from politicians and other government departments often proved difficult to achieve (GHK 2001). Devas and Rakodi (1993) point out that while plans may exist on paper, the constraints presented by limited administrative and/or legal resources and/or the lack of political will meant that it was difficult to enforce them effectively. In particular, action plans, like other plans, were not good at dealing with the phenomenon of informal development.

Davidoff (1965) argued that Sandercock's rational model of planning was obsessed with means and warned that the question of ends remained. Through the advocacy planning model, he stressed the role of politics in planning, suggesting that the public interest was not a matter of science but of politics. He called for many plans rather than one master plan, with full discussion of the values and interests represented by the various plans. The advocacy planning model was an early attempt to explicitly think about and represent "the poor" in the planning processes. In other words, it was an early response to the effects brought by the rising of governance principles. Another response to that was by the early 1970s, Friedmann (1973) suggests the need to bring the government and the citizens together in a process of mutual learning. Friedmann identified the need for what he described as a 'transactive' style of planning, focusing on dialogue, human worth and reciprocity.

Castells (1978) came up with what he called the 'political economy' model which locates planning as an inherently political activity within a capitalist state which is itself part of the world capitalist system. It could be said that Castells model was an early response to the rising of globalization trend.

Sandercock (1998) notes that John Forester and others developed the equity planning model, which sought to redistribute power, resources and participation away from

local elites and towards poor city residents. Sandercock argues that the role of the planner in the equity planning model is that of a communicator, gathering and analyzing information, formulating problems and guiding the public in their response to those problems. However, the equity model was an attempt to respond to the rising of decentralization principles.

An increased emphasis on the need to involve local stakeholders in planning processes started to emerge in developing countries during the 1980s (GHK 2001). Hamdi and Goethert (1988) brought the example of the Million Houses Program in Sri Lanka, implemented in the mid 1980s, which included a micro-planning process intended to enable program for neighborhood upgrading to be prepared and implemented locally, collaboratively and quickly. Micro plans were normally produced for relatively small areas and focused mainly on shelter and infrastructure improvements.

One problem faced by most of these initiatives has been the difficulty experienced in obtaining local acceptance of the participatory planning philosophy, which has restricted the development of local planning initiatives. Schubeler (1999) points out a more fundamental problem with a purely micro-focused approach to urban development - its removal of the strategic perspective so that there is no basis for action at the meso and macro levels. The challenge facing cities is the integration and coordination of activities occurring at the macro, meso and micro levels. The number of examples of the institutionalization of bottom-up planning processes and their integration into wider planning frameworks is limited (GHK 2001).

In the context of developing countries, there appear to have been few attempts to include an economic dimension in urban planning. The main reason for this is the government division of labor, where urban planning departments rarely have an explicit remit to encourage economic growth and job creation. Another factor, in the 1980s, was that plans were usually seen at the first stage in a loan process, which tended to focused attention on the physical components of the plan at the expense of economic and management issues (GHK 2001).

In summary, the above debates discussed the challenges of master-planning approach and examples of how, in an evolutionary way, the approach was changing due to facts and trends affected urban thinkers and practitioners.

2.2.2 Strategic urban planning

With the changing characters of worldwide urban context, Fagin (1965) says that the pre-existing methods for handling urban planning have been strained to the breaking point. This statement has been demonstrated in the previous section debates. So, what are the new methods to handle urban planning?

During the 1990s, donors developed a consensus on a new approach of sustainable urban development, incorporating a shift from a technical focus on infrastructure and services towards capacity building and holistic strategies (Sanderson 1999). The approach emphasized partnerships between private sector, government and civil society, employment creation, capacity building and institutional strengthening and the promotion of good urban governance (GHK 2001). The new approach was a mature response to the challenges brought by changing urban contexts and global trends.

This has been demonstrated by clear shifts of some donors' interventions and support programs. For instance, GHK (2001) states that the World Bank's 1991 Urban Policy Paper, stressed the need to consider the links between macro-economic policies managed at the national level and urban policies that are largely, but not exclusively, managed at the city level. The policy paper identified four key objectives for future urban programs – to improve urban productivity, alleviate urban poverty, protect the urban environment and increase understanding of urban issues. Furthermore, the policy paper stated that the focus of the Bank urban lending would shift from provision of neighborhood investments in shelter infrastructure to national and city level policy reform, institutional development, and infrastructure investments to support a country's overall development.

The key point to note in this is that the focus was shifted from narrow-limited interventions at the micro-neighborhood level into wider-holistic and strategic interventions at higher levels (meso-city and macro-national) due to new global thinking and trends. In this regard, the approach to urban planning was affected.

With regard to the effect of governance on urban planning approach, GHK (2001) notes that one aspect of emphasis on partnerships has been the recognition that people should be subjects rather than objects of development. GHK goes to note that the increased focus on participation and process was accompanied by, and to some extent

flowed from, the assumption that government should act as enabler rather than a service provider. GHK point out the role of national and state/provincial government as they should facilitate action by providing the framework within which other stakeholders could play an effective role in service provision. However, at the local level, municipal government should provide the overall context required for non-government actors and stakeholders, including private sector service providers, professional associations, civil society associations, NGOs and private financial institutions, to finance and provide services.

However, with regard to the effect of decentralization, GHK (2001) states that the emphasis on involving non-government stakeholders links with a second aspect of recent thinking – the emphasis on ‘unbundling’ of responsibilities for service provision. The term unbundling refers to the breaking up of monolithic management arrangements and the devolution of powers to organizations working at the local level.

Along with the increased focus on participation and devolution of powers, development professionals were placing greater emphasis on dynamic processes rather than on static end states (GHK 2001). As already discussed, Hamdi and Goethert (1997) pointed out that master planning approaches are unrelated to the realities and pace of city life and their rational management models sought predictable 'end states' which impose restrictions (rather than cultivate conditions), whose processes are normative, inflexible, and based on 'sacred prototypes' and preordained rules. According to GHK (2001), the increased emphasis on process was taken up by international development agencies. For instance, ODA (1993) stated that a process approach would appear to be more appropriate for projects requiring flexible planning, those for which the wider objectives for change can be identified and agreed but for which the exact modalities for achieving objectives may be unknown or unknowable at the outset. In this regard, GHK (2001) argues that the key issue for all planning approaches and development strategies is how to capture the dynamism of informal processes without destroying them in the process.

One issue arising from the emphasis on process is how to reconcile it with the need of international agencies and national and municipal governments for clear targets and work plans. GHK (2000) argue that there are problems in reconciling the need for process with that to work to a logical framework that defines a project's purpose and

activities. They suggest one possible response - that logframes should be nested with an overall logframe produced for a project or program as a whole in which later outputs are presented in general rather than specific terms. Each output from this general logframe can then be used as the purpose of a lower order logframe, which can be worked out in detail at the appropriate stage in the planning process (GHK 2001).

To summarize, the above discussion showed how the effects of global trends have been reflected on thinking of planners and on concepts of the approach to urban planning. So, the recent thought asks for holistic, integrated, flexible, strategic, participatory, and capacity building focused urban planning approach. In other words the approach shall be responsive to the three-word challenges noted earlier by the CIP (2006); *integration* – to address economic, environmental, and social issues in an integrated approach-, *collaboration*– to integrate, include, and consult all stakeholder groups-, and *empowerment* – to adapt with, use, and access new technologies and share learning and knowledge. To get wider overview and further understanding, the following section shall present different practices of recent concepts and approaches to urban planning.

3. AN OVERVIEW OF URBAN CHANGES AND PLANNING IN PALESTINE

3.1. *Urban Changes in Palestine*

3.1.1 Background

3.1.1.1 Geography of Palestine

The historical Palestine lies on the western edge of the Asian continent and the eastern extremity of the Mediterranean Sea. It is bounded to the north by Lebanon and Syria, to the west by the Mediterranean Sea, to the south by the Gulf of Aqaba and the Egyptian Sinai Peninsula, and to the east by Jordan. The total land area is 26,323 km².

Following to the Israeli occupation and the recent Palestinian-Israeli agreements, Palestine became to be recognized as the Palestinian Territory and it consists of the West Bank and Gaza Strip with a total land area of 6,020 km². The West Bank: 5,655 km²; 130 km long, 40-65 km in width. While the Gaza Strip: 365 km²; 45 km long and 5-12 km in width (PASSIA 2008).



Figure 3-1 West Bank and Gaza governorates

Source: PASSIA Diary 2008

3.1.1.2 Administration/Political

As presented in PASSIA (2008), the Palestinian Territory has experienced the following administration periods up to date:

Ottoman Period (until 1917): Since the early 16th Century, Ottoman laws and legal system applied. By the mid-19th Century, some laws begin to be influenced by legal developments in Europe (e.g., the Land Code of 1857, Civil Code). Few laws dating back to the Ottoman period are still in force.

British Mandate (1918-48): In 1918, the British military administration has assumed full responsibility for all laws, legislation and orders. In 1922, when Britain obtained the mandate over Palestine from the League of Nations, British Common Law and judicial structures were introduced in most legal areas. From 1923-48, the British legal system was super-imposed on existing structures; some of the laws from this period are still in force.

1948-1967: Following the War of 1948, the WB (incl. East Jerusalem) became part of Jordan and the GS was under Egyptian rule. In the WB, laws that did not contradict the Jordanian Defense Law remained in effect; in 1950, when the WB was united with the East Bank some laws applied to both banks and others to only one side. From 1950-1967 the common parliament passed much legislation, most of which is still in force. In the GS, most Ottoman and British laws remained in force with only few reforms introduced; in 1955, Egypt issued a Basic Law for Gaza, and in 1962, a Constitutional Order.

1967-1993: In the course of the June War of 1967, Israel occupied the WBGS, annexed 70 km² (mainly East Jerusalem area), abolished the West Bank court system, assumed legislative, executive and judicial powers, imposed its military administration, and introduced over 2,000 military orders, amending, changing or repealing virtually every piece of existing legislation. Until the 1988 Jordanian disengagement, the West Bank remained partly under Jordanian administration.

Since Oslo (1993-Nowadays): The Oslo agreements have been signed in 1993 and following these agreements the Palestinian National Authority (PNA) took over the responsibility of the Palestinian Territories. According to the agreements, the West Bank was divided into three zones: Areas A, B and C:

- In **Area A** (17.2% of the West Bank as of Oct. 2000), the PNA has sole jurisdiction and security control, but Israel still retains authority over movement into and out of these areas, and has repeatedly made use of this ‘right’ during the current Intifada.

- In **Area B** (23.8%), the PNA has civil authority and responsibility for public order, while Israel maintains a security presence and ‘overriding security responsibility’.
- The remaining 59% of the West Bank, **Area C**, is still under total Israeli occupation.

Since the PNA took over the administration responsibility, the Palestinian Territory was divided into 16 governorates (districts); 11 in the West Bank and 5 in Gaza Strip. Table (3-1) illustrates the governorates along with their respective land areas and densities while Figure (3-1) presents the locations of these governorates vis-à-vis the Palestinian Territories.

Table 3-1 West Bank and Gaza governorates

District	Area (km ²)	Density (pers./km ²)	District	Area (km ²)	Density (pers./km ²)
West bank			Gaza Strip		
Jenin	583	445	North Gaza	61	4,381
Tubas	402	118	Gaza	74	6,689
Tulkarem	246	697	Deir Al-Balah	85	3,512
Nablus	605	552	Khan Younis	108	2,528
Qalqilya	166	577	<u>Rafah</u>	<u>64</u>	<u>2,617</u>
Salfit	204	310	Total	365	3,945.4
Ramallah	855	333			
Jericho	593	73	Grand Total	6,020	
Jerusalem	345	1,189			
Bethlehem	659	270			
<u>Hebron</u>	<u>997</u>	<u>535</u>			
Total	5,655	463.5			

Source: PASSIA Diary 2008

3.1.1.3 Demographic features of Palestine

Table (3-2) illustrates the basic features of demography in the Palestinian Territory.

Table 3-2 General demographic features

	WB/GS Total	West Bank (WB)	Gaza Strip (GS)
Total Population			
1997 census:	2,895,683	1,873,476¹	1,022,207
mid-2005 ²	3,762,005	2,372,216	1,389,789
Projected 2007 ²	4,016,416	2,517,047	1,499,369
Projected 2015 ³	5,091,314	3,110,489	1,980,825

Growth Rate (2005)	3.3%	3.0%	3.8%
Birth rates (% per 1,000, 2005)	37.3	34.5	42.2
Median Age (2003):	16.5 years	17.6 years	15.3 years
Sex ratio (male-female at birth, 2005):	103.5		
Life expectancy at birth (2005):	72.3 years	72.7 years	71.6 years
Population density (inhabitant/km², 2004):		463.5	3,945.4

¹ Incl. East Jerusalem.

² PCBS, *Projected Mid-Year Population in the Palestinian Territory by Governorate (2001-2007)*

³ PCBS, *Population Projections. Projected Summary Statistics*

Source: *PASSIA Diary 2008*

However, the distribution of the population by the governorates and main cities is illustrated in Table (3-3).

Table 3-3 distribution of population by governorates and cities (mid – 2004)

Locality	Number of Inhabitants	
	<i>in Governorate</i>	<i>City only</i>
Jenin	261,756	35,760
Tubas	48,128	16,087
Tulkarem	172,793	45,463
Qalqilya	97,472	44,709
Salfeet	64,129	9,756
Nablus	336,380	134,116
Ramallah/Al-Bireh	290,401	25,467 / 39,538
Jerusalem	407,090	253,394
Jericho	43,620	20,416
Bethlehem/Beit-Jala/Beit-Sahur	180,116	29,927/16,689/15,388
Hebron	542,593	166,003
North Gaza	278,180	Jabalia + RC* 176,332
Gaza City	505,702	409,680
Deir Al-Balah	208,716	city + RC 61,755
Khan Younis	279,853	city + RC 179,768
Rafah	171,363	city + RC 130,986

*RC: Refugee Camp

Source: *PCBS, Small Area Population, Revised Estimates, 2004-06.*

As has been shown in Table (3-2), Gaza Strip has the highest population density almost 4,000 inhabitant/km², while the most densely populated areas in the West Bank are the governorates of Jerusalem (1,164.8 persons/km²), Tulkarem (682 persons/km²), Qalqilya (562.1 persons/km²), and Nablus (540.1 persons/km²). Least populated are Jericho and Tubas with 70.9 and 115.6 persons/km², respectively (PCBS 2003).

3.1.2 Urban trends

3.1.2.1 Urban population in Palestine

According to the Palestinian Central Bureau of Statistics (PCBS) definition, all governorates' centers are considered urban. Localities whose population amounts to 10,000 persons or more are also urban. In addition, urban refers to all localities whose population varies from 4,000 to 9,999 persons provided they have at least four of the following elements: public electricity, public water network, post office, health center with a full-time physician and a school offering a general secondary education.

Based on these definitions, PCBS (2003) demonstrates that urban population totaled 1,381,879, representing 53.1% of the total population in the Palestinian Territory. 31.0% of the total population is residence of rural localities and 15.9% of the total population is residence of refugee camps. Urban population in Gaza Strip represents 63.5% its total population, while in the West Bank represents 46.6% only. Figure (3-2) presents the distribution of population in the Palestinian Territory.

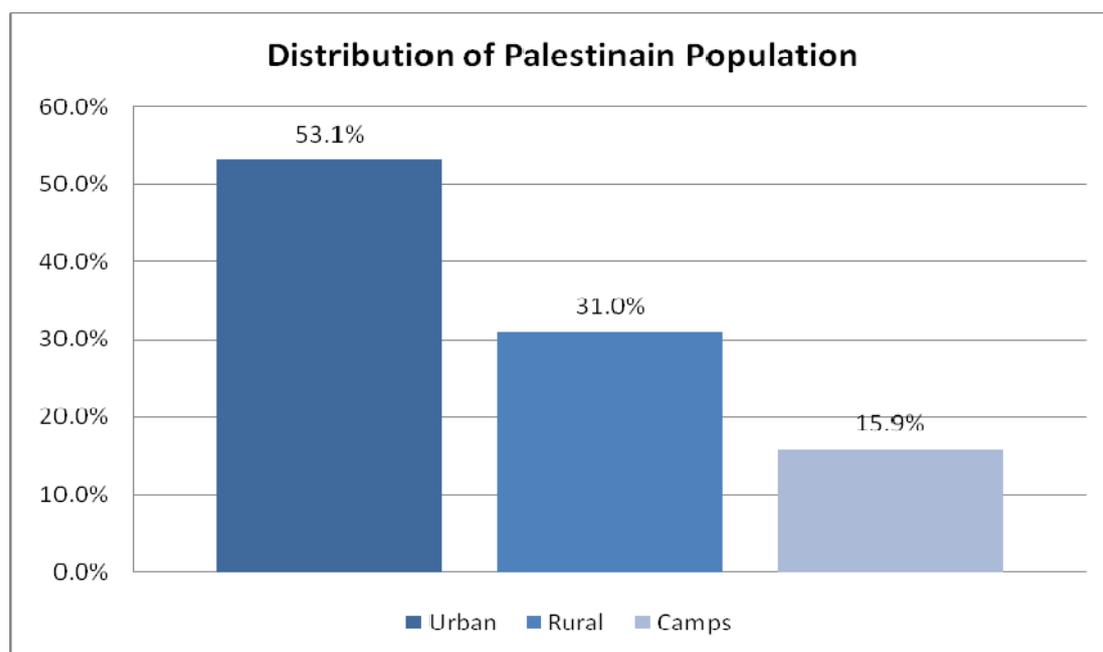


Figure 3-2 Distribution of Palestinian population

According to PCBS (2003), the percentage of urban population in the Palestinian Territory 53.1% is much higher than of the international average (47.2% in 2000), and of developing countries average 40.4%. The urban population in Egypt, Algeria and Syria ranges between (43.0% and 50.0%), while in Sudan, Yemen and Somalia (26%-28%). The urban population in Jordan, Lebanon, Kuwait, and Arab Gulf countries is (79%-100%).

3.1.2.2 Urbanization in Palestine

According to the World Bank (2005), urbanization rate in Palestine is 63% one of the highest rates in the world. This is mainly due to high productivity rates (3.3%) and internal migration to urban areas. It is also due to the Israeli policies and practices in limiting border expansion of cities and towns which have lead to an increase of built-up areas, population densities, urban sprawl, and internal migration (MOP, 1998).

In a recent study on the impacts of urbanization on Palestinian land use and local communities, ARIJ (2005) has showed that there have been two periods of urban development, before and after the establishment of the PNA. The period followed by the peace process was characterized by a boost in the rate of urban growth. The population growth in correlation with the development of urban areas showed that the built-up density accelerated in many places after the establishment of the PNA due to the fact the Palestinians started to develop their own areas which were neglected since the occupation in 1967. On the other hand, the economic situation became better during the peace process, which encouraged both private and public investments. Nevertheless, the research findings have also indicated that there has been a difference in urban trends in area A, B and C. The political situation has played a great role in forcing the Palestinian built-up area expansion in areas (A) where Palestinians have full control over the land resulting in consuming most of the available land and open spaces. Conversely, Israeli control over large parts of the Occupied Territory (Area C, and in certain matters, Area B) has limited integrated planning throughout the region. The colonization process has been utilizing huge parts of the Palestinian open space and natural resources, without taking into consideration the effects of such actions on the Palestinian communities and the integrity of the Palestinian land. The study has demonstrated, using suitability maps, that most of the Israeli colonization activities have been established on areas with low suitability for urban development.

As a result, the Palestinian built-up area has increased considerably. For example the built-up area in the West Bank has increased by 133% between 1989 and 2000. Additionally, the urban expansion and development has been grown on the cost of valuable agricultural land and other natural resource which has negatively affected the environment and swallowed up large areas of cultivated land. Moreover, the socio-

economic part of the study has revealed that available public services did not harmonize with urbanization and population increase (ARIJ 2005).

ARIJ (2005) concludes that it is unlikely the dramatic urban expansion witnessed over the past decade will decline in the near future since the population growth estimates indicate a large population increase in the future, which will in turn increase the pressure on land use. The study results indicated that urban development will be high in all cases and it has estimated that net built-up area development could increase from covering 2.5% of the West Bank in year 2000 to covering 4.8% in year 2020. The study has demonstrated that urban development has not been an organized process in the Palestinian Territory and therefore is likely to consume a high portion of scarce natural resources if it continues to grow uncontrolled at the same pace. The results also indicate that the Israeli activities have a big impact on restricting the land available for development. This implies that Palestinians have little choice but to keep building inside Area A, building on water sensitive areas and exploiting agricultural land. The projected expansion of built-up areas for the year 2020 indicates a serious threat to natural resources. Therefore, they suggest that careful planning for urban expansion is needed to regulate these developments and to minimize damage to the ecosystem.

ARIJ (2005) emphasize that it is very important to understand the nature and functional relationships between the built-up areas needed and the amount of land available, so as to introduce sound urban planning that will pinpoint the potential areas for development. They note that sustainable urban development will not be attained unless efficient urban planning is imposed to reduce the conflict of urban development with environment and natural resources. They also suggest that future planning should not only address the problem of available land but also should investigate the social implication of these plans and strategies on the local inhabitants. As well, they indicate that more awareness of land use issues needs to be built at both the municipal and the national levels before land use planning can become an effective development tool.

Urban planning concepts and up to date planning tools and technologies should become the dominant player in shaping the future urban development and should be strategic in their design. This will allow the Palestinians to increase the efficiency in land use management and prepare to tackle the complex problem of land

development. Lack of management will cause many problems in the future. Therefore, more focus on the urban planning and management is needed to accommodate the expected future growth (ARIJ 2005).

3.1.3 Political, governance, and economic trends

3.1.3.1 Local governments

Municipal and village councils have existed in Palestine since 19th century during the Ottoman's occupation to Palestine. The Ottoman authorities issued the first municipal law in 1877 which gave the legitimate for local government functioning. However, during their ruling periods, local governments were actually tools in the hand of the central government and they were used for collecting taxes on behalf of the central government and for providing limited services (Eshtayeh and Habbas 2004).

In 1918, the British assumed full authority in Palestine and kept the Ottoman's municipal law as it is till 1926 in which they issued a decree that allowed Palestinian residents (tax payers) to vote for municipal elections. This was the first time in the history that a Palestinian has the right to vote but not to run for elections. However, in 1934 the British issued a new municipal law which was not different than the Ottoman's one in terms of local government authorities and functions. The new law gave most of the authorities to a special British representative and limited the functions of local governments into providing limited services (Eshtayeh and Habbas 2004).

In 1948, the Jordanians took over the administration authority in the West Bank and the Egyptians in Gaza Strip. The Egyptians kept the British municipal law valid in Gaza and they did not do much reform. They did some amendments which aimed to keep the local governments as tools for the Egyptian central government. However, in the West Bank, the Jordanian authority increased the number of local governments and issued a new municipal law in 1955. The new Jordanian law continued to strengthen the role of the central government while minimizing the role of the local one. The Jordanian Minister of Interior assumed full authority and power over almost every function of the local government (Eshtayeh and Habbas 2004).

In 1967, Israeli occupation authorities continued to limit the powers of the local government and solidify their control over policies and budgets. The Israeli 'military

governor' assumed full authority over all aspects of local governments. The Israeli occupation amended the municipal law by issuing several military orders that aimed to serve their colonial objectives and strengthen their control over the Palestinian land. During this period, local governments were even not allowed to provide the same services as they did during earlier authorities and they were not able to expand horizontally in terms of geographic and urban expansion.

Since the signing of Oslo agreement 1993 and the establishment of the Palestinian National Authority (PNA) in 1994, more responsibilities and authorities have been given to local governments

and more efforts have been devoted to enable these local governments to meet the PNA expectations in building a viable democratic state anchored on good governance principles.

Since the arrival of the PNA, the municipal and village councils took over

Permissible Municipal Functions

According to Local Government Law of 1997

- Town & streets planning
- Building & construction license
- Water
- Electricity
- Sewage
- Markets
- Regulation of professions & industries
- Cleanliness
- Public health & supervision
- Public stores
- Parks
- Precautions for floods, inundation, fires, natural disasters and others
- Cultural and athletic institutions and schools

administrative responsibilities (including; water, electricity, solid waste, schools, planning and building control, road construction and maintenance, control of public markets, etc.). This particular focus on municipal governments has based on several facts including, among others, the great injustice that these local governments have faced as instruments for control rather than development during the colonial governments as well as the believe that Palestinian decentralized and democratic government could not be established without strong and capable local governments. Moreover, the PNA believes that the Palestinian national economy is heavily relying on the economical activities of the cities that these local governments represent and manage (MOLG 2003; Eshtayeh and Habbas 2004).

Nevertheless, the current situation on the ground demonstrates that even with the presence of the PNA as the first Palestinian national government, the governance system is still totally centralized. Despite the fact that the municipal law gave additional responsibilities to local governments but, at the same time, it kept essential

responsibilities in the hands of the Minister of Local Government such as financial and administrative responsibilities. Moreover, local governments depend on services' fees as main income sources while taxes are not assumed to be collected by them, instead it is being collected by the central government and transferred to them after deducting some management fees. This indicates that the way towards decentralization is still at the beginning and yet to be achieved through well-informed reform processes.

3.1.3.2 Economy

Palestinian economy is dominated by services, while industry remains underdeveloped and at a low level, and the agricultural sector suffers from the lack or restrictive access to natural resources. Figure (3-3) illustrates the structure of the Palestinian economy.

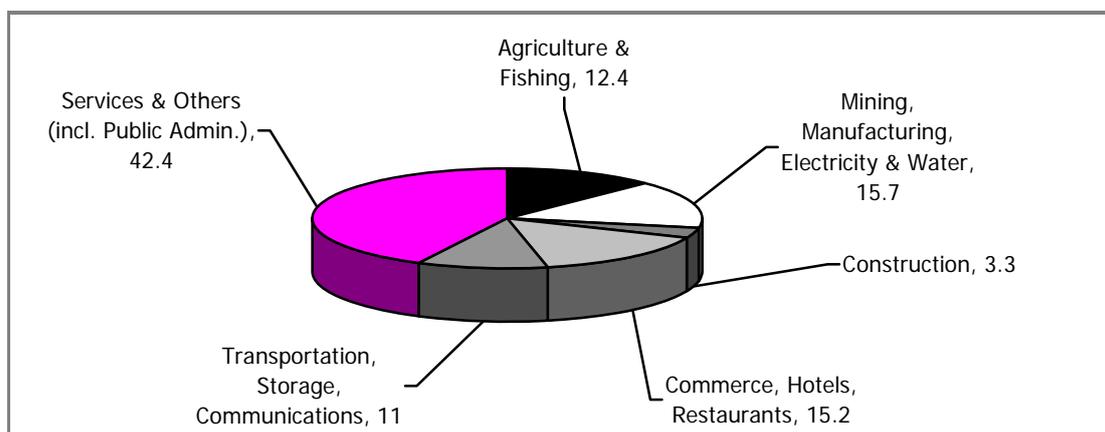


Figure 3-3 Economic Structure, 2004 estimates (% of GDP)

Source: *PASSIA Diary 2008*

With the establishment of the PNA in 1994, numerous economic and development projects were initiated, but the Palestinian Territory is still totally dependent on support from outside (PASSIA 2008).

In 2000, prior to the *second Intifada*, the employment trends and the prospect for GDP growth were positive, despite the high population growth rates. Since 2000, all economic indicators were negatively affected, in addition to unprecedented physical destruction and losses. Real per capita gross national income (GNI) dropped by 33.4% between 1999 and 2004 (PASSIA 2008). Table (3-4) presents key economic indicators as developed since 1995 up to 2004.

Table 3-4 Key Indicators of the Palestinian Economy

	1995	1999	2000	2001	2002	2003 (est.)	2004 (est.)
<i>GDP (US\$ million)</i>	3,225	4,201	4,108	3,816	3,484	3,921	4,011
<i>GNI (US\$ million)</i>	3,699	4,932	4,793	4,143	3,700	4,204	4,373
<i>GDP per capita (US\$)</i>	1,380	1,478	1,386	1,229	1,073	1,158	1,146
<i>GNI per capita (US\$)</i>	1,583	1,736	1,617	1,335	1,140	1,242	1,249
<i>Real GDP growth (%)</i>	6.1	8.6	-5.6	-6.6	-3.8	4.5	-1.0
<i>Real GNI per capita growth (%)</i>	7.9	4.1	-10.7	-16.1	-9.8	2.8	-4.2
<i>Domestic expenditure (% of GDP)</i>	151.8	163.0	155.4	143.3	161.0	153.0	164.4
<i>Inflation (CPI - annual %)</i>	10.8	5.5	2.8	1.2	5.7	4.4	3.0
<i>Poverty rate¹ (% of population)</i>		20	27	37	51	47	48
<i>West Bank:</i>		13	18	27	41	37	38
<i>Gaza Strip</i>		32	42	54	68	64	65

¹ Poverty rate source: World Bank estimates (*The World Bank, Disengagement, the Palestinian Economy and the Settlements, June 2004*)

Source: PASSIA Diary 2008

By the end of 2004, 61% of Palestinian households were estimated to live under a poverty line of \$350 per household (comprising 2 adults and 4 children) per month. Households' median monthly income had fallen by about 45% from \$610 in 2000 to \$330 by the end of 2004. Consequently, 32% of Gaza and 20% of West Bank households are living in extreme poverty. The main reason for poverty is unemployment (PASSIA 2008).

The above gave a glimpse on the structure of the Palestinian economy and its recent trends since the establishment of the PNA. It is obvious that the economy is related and connected to the political situation. During the 'peace' times (prior the second intifada) the GDP was relatively acceptable and the poverty rates were at low levels. However, after the second intifada, the economic situation deteriorated badly and the poverty rates increased.

Apart from the political situation, the economic structure as presented in Figure (3-3) shows that, other than donations and grants, the Palestinian economy is based on few main economic components. The economic activities compose these components are generated in cities and urban centers. Most of the services are provided and being operated in cities and urban centers. Big industries and agriculture activities exist in cities and urban centers. Huge construction activities are going on in cities. According

to Eshtayeh and Habbas (2004), main cities in the Palestinian Territory are driving the Palestinian economy. Each of these cities has a competitive advantage and this advantage has to be considered in the preparation of its local government's development plan. Local governments can play a major role in the development process of Palestine depends on its competitive advantage, location, and demography.

3.2. Urban planning in Palestine: Overview on the ongoing practice

While the previous section gave an overview on trends that occurred during the last century which affected the urban life in Palestine, this section is highlighting the ongoing urban planning practice. It presents the Palestinian practice of urban planning with a perspective of demonstrating the challenges imbedded within and what Palestinian cities and towns are facing/might face when preparing urban plans; the fact that led some cities to practice new planning approaches and tools in order to cope with their own urban challenges and development needs. Moreover, the last section is highlighting the Palestinian practice of another type of 'development' planning at various levels of the government; national, regional, and local levels.

3.2.1 Historical Background

As highlighted previously, the Palestinian Territory experienced various and successive occupations and authorities which resulted in creating a maze of legal rules and regulations. As the local government system, urban planning was also a main instrument for the colonial authorities to control Palestinian urban development and to serve their colonial interests.

The British, during their administration period, had transferred the 'master-planning' approach to the Palestinian Territories as part of their colonial policy and practice. They issued laws, regulations, and prepared plans to support their policy during that time. In 1936; they issued and forced an ordinance on town planning 'Town Planning Ordinance (TPO)' which was applicable in the West Bank and the Gaza Strip until the Jordanian and Egyptian eras, respectively. In the West Bank, the British had also prepared two regional plans (RJ5 and S15) covering the entire West Bank, which Israeli authorities have used (during the period 1967-1993) and still using up to date in Areas C (MOLG 2003).

In the West Bank, the Jordanians replaced the British regulations by the Jordanian Planning law of 1966 while in Gaza, the Egyptians amended the British TPO and kept it in force. Both, Jordanians and Egyptians, have kept using the master-planning approach as a basis for urban planning. Furthermore, and after the 1967 war, the Israelis have continued to use the same planning laws and regulations, but after amending them in order to comply with their own interests of land confiscation and control over Palestinian growth and development (MOLG 2003). Therefore, the successive amendments and customizations of planning laws and regulations have made urban planning even more complex and inefficient than it was originally when brought by the British.

After the establishment of the PNA and in accordance with the Oslo agreements, authorities related to planning under the jurisdiction of PNA (Gaza Strip and Areas A and B of the West Bank) were transferred to the PNA while in Area C of the West Bank powers and responsibilities are retained by the Israeli military authorities. Since 1994, the evolving planning system has been greatly influenced and governed by the provisions of those agreements and the changing political conditions. The agreements stipulated that all legislation and military orders existing prior to the advent of the PNA will remain in force unless otherwise revoked by a joint Israeli-Palestinian legal committee. Additionally, any new legislation to be promulgated by the PNA must be approved by the Israelis, thus giving Israel a veto over revocation of military orders. As such, most previous laws and military orders remain applicable in the Palestinian Territories have great influence over the existing situation and the practice of the master-planning approach is still mandatory and dominant (MOLG 2003; GTZ 2008).

3.2.2 Urban Planning Practice

3.2.2.1 Administrative planning structure and responsibilities

In accordance with the Jordanian law of 1966, the planning administration in the West Bank is composed of three levels: the Higher Planning Council (HPC), District Planning Commissions, and Local Planning Commissions. The structure is the same for Areas A and B, as well as Area C, except that the membership and structures of various commissions applicable in Area C were altered through military orders. Similarly, in the Gaza Strip, the planning administration also consists of three levels: the High Commissioner, District Planning Commission (known as the Central

Planning Commission), and Local Planning Commissions. After 1994, the role of the High Commissioner has been assumed by the Minister of Local Government. The Central Planning Commission is considered to be equivalent to District Planning Commissions in the West Bank. In order to harmonize planning administrations in the West Bank and the Gaza Strip, the Central Planning Commission has been linked administratively to the HPC. In practice, however, the relation between the Central Planning Commission and the HPC has been occasional and not adequately defined (MOLG 2003; GTZ 2008).

The Jordanian law defined administrative levels for urban planning and assigned roles and responsibilities for each. However, since the PNA continued to practice the pre-existing planning laws and regulations, almost the same administrative structure retained with slight adjustments to accommodate new bodies and agencies established after the advent of the PNA. Table (3-5) illustrates the different administrative levels, their composition, and their roles and responsibilities as currently being practiced based on a presidential decree.

Table 3-5 Planning Administrative Structure

Administrative Level	Composition	Roles and Responsibilities
<i>Higher Planning Council (HPC)</i>	The HPC is chaired by the Minister of Local Government and consists of the following representatives: Deputies of ministries of tourism, planning, housing and public works, transportation, health, agriculture, national economy, labor, and culture. In addition to the Attorney General, chair of Engineers Association, Director General of urban planning in the MOLG, Mayor of Jerusalem, representative of Environment Authority, and General Director of Land Authority.	<ul style="list-style-type: none"> ➤ Define and delimitate towns/cities planning areas ➤ Approve regional and local master plans ➤ Cancel or modify issued licenses ➤ Deal with all appeals filed against the District Planning Commissions ➤ Approve relevant by-laws and regulations

<i>The District Planning Commissions (DPC)</i>	DPCs are headed by the MOLG District Director General and are composed of almost the same number and agencies forming the HPC, but at a lower representation level. If needed, and upon the approval of the Minister of Local Government, it is possible to form Joint District Planning Commission composed of more than one district commission.	<ul style="list-style-type: none"> ➤ Approve local Detailed Plans ➤ Investigate and process objections related to regional, master and detailed plans, and submit recommendations concerning them to the HPC ➤ Investigate appeals filed against local planning commissions in their area of jurisdiction ➤ Act as a Local Planning Commission in areas outside the cities' and village councils' jurisdictions, where no Local Planning Commission is designated.
<hr/>		
<i>The Local Planning Commissions (LPC)</i>	LPCs are usually formed from the Municipal or Village councils. For smaller villages, District Commissions act as Local Planning Commissions. Similar to district commissions, it is possible, and upon the approval of the Minister of Local Government, to form Joint Local Planning Commission composed of more than one local commission.	<ul style="list-style-type: none"> ➤ Prepare local master and detailed plans ➤ Approve parcellation plans ➤ Permits and licenses for buildings ➤ Monitor construction and building activities and ensure their compliance with the regulations and approved plans.

Source: compiled by the researcher

3.2.2.2 Urban Planning Schemes

According to the ongoing applicable laws and regulations in the Palestinian Territory, urban planning shall be applied at both regional and local levels. Overall, there are four types of planning schemes; one regional and three on the local level. The aims of these schemes are to guide and regulate land use and to control private and public construction activities in designated geographic areas. Schemes' details including planning area, responsibility of preparations, contents and issues addressed are presented in Table (3-6).

In addition to the four planning schemes, and due to the geopolitical importance of physical development in the Palestinian context, a national level of physical planning (which was later mandated to the Ministry of Planning (MOP) by a Cabinet decision in 2004) has been introduced and focused on formulating national policies for spatial and physical development. It is assumed that such planning level would link physical

development to the overall developmental medium term planning of the government and, at the same time, would articulate government policies for physical development. Further, it would define the hierarchy of Palestinian localities. In December 1998, a document entitled “National Policies for Physical Development” (NPPD) has been drafted by MOP in order to govern and guide all physical planning activities in the Palestinian Territories. Yet, these policies were indicative and had little use since this level of planning was not properly anchored into the Palestinian planning system during that time (GTZ 2008).

Table 3-6 Urban Planning Schemes in the Palestinian Territories

Level	Planning Scheme	Planning Area	Responsibility of Preparation	Issues to be Addressed/Contents
Regional Level	<i>Regional Planning</i>	Regional area is not clearly defined as a governorate area but it is understood as this. However, according to the “By-law for the Preparation of Regional Plans” of 2005, “plan area” is designated by the Minister of Local Government (Chair of HPC) based on recommendation by the HPC.	It is the responsibility of the General Directorate for Planning and Organization in MOLG and the General Directorate for Spatial Planning in MOP to jointly prepare regional land-use plans, in coordination with all relevant agencies.	<p>Issues to be addressed are:</p> <ul style="list-style-type: none"> ➤ Land use (residential, agricultural, industrial, cultural, forestry, protected, etc.) ➤ Location of new towns and villages; ➤ Expansion or restriction of expansion of existing towns and villages; ➤ Public utilities (schools, markets, places of worship, cinemas, theaters, and public halls); ➤ Preservation of historical antiquities; ➤ Means of transport; ➤ Roads (general traffic rights, construction of new roads, closure and detours); ➤ Communications (telegraph, telephone and wireless); ➤ Services (water, electricity and sewage). <p>Contents:</p> <ul style="list-style-type: none"> ➤ Summary of accomplished surveys and studies ➤ Maps of various components of the plan ➤ Set of regulations guiding the implementation of the plan

Local (city/town level)	<i>Master Planning</i>	City, town, or village (Municipal boundaries)	Local planning commission of the city/town municipality is responsible for preparation. However, in villages and incapable municipalities, MOLG is playing this role.	<p>Issues to be addressed are the same of the regional plan:</p> <ul style="list-style-type: none"> ➤ Land use; ➤ Expansion of the city/town ➤ Land allocation for public utilities ➤ Conditions of construction activities ➤ Preservation of historical sites ➤ Existing and new roads ➤ Services (water, electricity and sewage). <p>Contents:</p> <ul style="list-style-type: none"> ➤ Summary of accomplished surveys and studies ➤ Maps of various components of the plan ➤ Set of regulations guiding the implementation of the plan
	<i>Detailed Planning</i>	For each of the elements/blocks compose the master plan	Either LPC or land owners prepares this scheme. However, the planning scheme shall be approved by the DPC. In case of dispute, the matter shall be referred to the HPC to make a decision.	<p>Same issues as in master plans but should include more details on the following:</p> <ul style="list-style-type: none"> ➤ Location of markets, schools, worship places, parks and cinemas ➤ Specific regulations related to buildings (setbacks, architectural design, minimum building areas and ratios, etc.) ➤ Designate areas with special architectural provisions, use, and construction material to be used ➤ Designate protected or preserved areas ➤ Specify lands to be expropriated for public use.
	<i>Land Parcellation</i>	Pieces of lands \geq 10 m ²	Prepared by land owners through registered surveyors and approved by the LPC	<ul style="list-style-type: none"> ➤ Detailed plan for each piece of land that indicates its borders, length, area, proposed and approved streets. ➤ Any other matter necessary to correspond with the detailed planning scheme.

Source: compiled by the researcher

3.2.2.3 Planning Process

Since this research is focusing on urban planning at the local (city/town) level, this section shall highlight the planning process undertaken in preparing master plans for Palestinian cities and towns. It is worth mentioning that currently there are no existing

standard guidelines on the planning process. Therefore, the process presented below (Table 3-7) is based on what has been described in a study done by MOLG (2005).

Table 3-7 Process of Preparing Master Plans

Planning Step	Description	Remarks
Step 1: <i>Planning area definition/Approval</i>	<ul style="list-style-type: none"> ➤ LPC requests the HPC to start a process of preparing a master plan OR HPC recommends a 'planning area' to be considered for master plan preparation ➤ In both cases, a decision from the Minister of Local Government shall be secured and HPC shall approve in order to begin the process 	<ul style="list-style-type: none"> ➤ The definition as well as the approval of a planning area is usually based on several factors (city/town demographics and socio-economic conditions, financial and technical capabilities of the municipality, political situation, strategic value of city, the presence (or none) of a master plan. ➤ Depends on the case. This step might take several months to be accomplished
Step 2: <i>Site Studies</i>	<ul style="list-style-type: none"> a) <u>Preparations:</u> <ul style="list-style-type: none"> ➤ Aerial photos and maps (1:1000) have to be acquired/done ➤ Ariel photos and maps have to be compared with the situation on the ground and adjusted accordingly ➤ All existing detailed and parcellation maps have to be combined and included in the new maps based on the aerial photos ➤ All the adjustments shall be approved by the LPC in order to start site studies b) <u>Detailed studies:</u> <ul style="list-style-type: none"> ➤ The legislation specifies twelve topics that should be surveyed and studied (climate, environment, social, economic, etc.) ➤ In addition, a household questionnaire (including family structure, housing and opinion; with a 100 percent sample, except in larger towns) shall be distributed and analyzed 	<ul style="list-style-type: none"> ➤ Many difficulties are usually encountered in this step, among others, are; difficulties in matching the aerial photos and maps with the existing situation, lack of citizen awareness and cooperation, lack of technical qualifications, issuance of building permits during the planning process without referring to the planning team, land confiscations by Israeli authorities, land-use conflicts, conflicts of interests, etc.) ➤ Usually these studies are done artificially for the sake of the process and are not reflected in the resulting master plan ➤ Depends on the case and the available resources, this step might take several years to be accomplished.

Step 3:

Plan finalization, discussion, and preliminary approval

- Based on the maps and analysis results, a preliminary master plan is prepared
- In case the MOLG has prepared the plan, the preliminary plan has to be presented and discussed with LPC members and their comments shall be considered (according to the legislation)
- Then, the master plan shall be submitted to the DPC for comments and feedback
- The plan may be given preliminary approval for one year and subsequently publicized (for at least two months) to the public for possible objections.
- In case of objections, they have to be considered by the LPC and then by the district planning committee (DPC) and, if not resolved, are decided by the HPC in the final instance.
- Depends on the case, the available resources, and the amount and complexity of the objections, this step might take also several years

Step 4:

Final approval and adoption

- After resolving all the conflicts and objections, the master plan will be modified accordingly
- The modified master plan will be approved by the HPC and put into force after 15 days of final approval
- After approval, the LPC has to prepare detailed and parcellation planning schemes and use all the plans to regulate and control construction activities and land use.
- HPC has the full authority to approve (partly or fully) or disapprove the master plan
- Depending on the case, this step might also take several years

Source: compiled by the researcher

The complexity of this process is evident. A single planning process might take up to ten years in order to be accomplished. According to MOLG (2005), HPC has approved master plans for around 66 cities/towns in the period between 1996 and 2004, i.e. 13.33% of all Palestinian communities. MOLG notes that if this pace of planning and approval continues, we would need almost 70 more years to complete the planning for the remaining communities (not taking into consideration the need to revise and update the past approved plans in due time, which according to the law should be done at least once every 10 years).

It is worth mentioning that stakeholders and community participation is too limited in this planning process. The public role is limited to object on the preliminary plan after its finalization (in most cases, these objections are because the master plan is affecting personal interests due to roads opening and land-use allocations). The private sector and academic institutions role is limited to support either municipalities

or MOLG in preparing these master plans. However, NGOs and community based organizations have no role in this planning process.

3.2.2.4 Reform Initiatives

Since 1995, many initiatives were carried out by the various relevant Palestinian agencies aiming at resolving this complexity and improving the urban planning system. These initiatives encompassed a wide range of interventions including organizational structuring, developing and testing adequate processes and procedures for handling physical planning, drafting regulations and laws, developing policies and policy tools, defining and promoting functional cooperation and coordination linkages between different entities, and initiating/coordinating/implementing planning activities at the national, regional, and local levels. The underlying assumption of all initiatives has been that the evolving planning system should be efficient, non-bureaucratic, give priority to current issues and serve a government that is based on a decentralized system; a system that facilitates balanced development, promotes private initiatives, and ensures adequate social protection to all (GTZ 2008). However, the emerging conclusion was, in order to establish such a system and initiate sound professional and bureaucratic practices, planning has to be carried out on the lowest possible level, i.e., on governorate and local levels. At the same time, central government entities should be active in questions of policy and strategy formulation; and, as local planning units become more developed and proficient, the operational planning tasks should be decentralized.

Even most of these initiatives were concluded and new initiatives are still emerging these days while no improvements in the system have been really achieved. The traditional practice of ‘master-planning’ is still dominant and mandatory. However, based on declarations of some government officials from MOP and MOLG, the Cabinet of Ministers has included the Planning Law as one of the priority laws to be drafted in 2008.

3.2.3 Development Planning Practice

Apart from the traditional practice of urban planning, the Palestinians have been practicing another type of ‘development’ or ‘investment’ planning during the last ten years. No clear legal basis for the practice of development planning is defined. This practice is mainly based on the national interest to develop sectoral priority budgets

that could be fed into a national development plan/budget then submitted to donor agencies for support, as well as, to introduce a new framework mechanism in which public spending is prioritized and monitored, thus, more transparent spending framework exists. Moreover, some Palestinian ministries, often supported by international donors, have initiated other planning practices at regional and local levels which aim at building and introducing the culture of consultation and partnership in the planning process between active stakeholders in the society; namely, the public sector, the private sector, and the civil society, as well as, to define priority issues that could be funded by the supportive agencies. However, the national practice in developing these ‘development’ plans has been the dominant practice since then.

The different experiences in development planning so far could be portrayed as a three-level pyramid: National Plans, Regional (district or governorate) Plans, and Local Level Plans. The Cabinet of Ministers is on top of the pyramid (GTZ 2008). All these plans are indicative in character; i.e. they are not based on any legal regulations. Briefly, and for the sake of highlighting the ongoing practice, these different levels are presented below, but more focus will be given later to plans at the local level as they are the subject of this research.

3.2.3.1 National Development Planning

On the national level, three types of plans have been developed and utilized so far. Table (3-8) describes these plans and highlights some imbedded issues.

Table 3-8 Types of National Development Plans

Plan Type	Description	Remarks
National Comprehensive Plans	<ul style="list-style-type: none"> ➤ Three-year rolling plans to provide a framework for governmental spending priorities based on sectoral priorities compiled by line ministries through MOP and then approved by Cabinet. ➤ These plans are updated annually based on utilizing statistical information provided by PCBS and assessments found in national and/or international studies and reports¹⁵ ➤ These plans are usually submitted to donors for support. ➤ Different names of these plans have emerged including: Palestinian Development Plans (PDP) in 1990s, Medium Term Development Plans (MTDP) during 2005–2008, and lately Palestinian Reform and Development Plan (PRDP) for the period 2008-2010. 	<ul style="list-style-type: none"> ➤ It is worth noting that efforts by the government have been invested to upgrade and develop this type of plan into a national strategic development planning framework. A framework that defines national policy objectives in relation to sectoral priorities through sectoral profiles (programs, projects, and indicators) based on consultations within different horizontal and vertical levels including; national, regional, sectoral, and donors. ➤ However, to what extent is this being practiced was not clear except on papers since the current practice says that sectoral line ministries are responsible for defining and compiling the sector priorities while the approach of how this is being done is not clear and usually based on the ministries perspectives of priorities.
National Sectoral Plans	<ul style="list-style-type: none"> ➤ Based on the national priorities, sectoral planning processes are normally led and coordinated by the relevant line ministries/agencies. ➤ All sector relevant stakeholders should be involved in order to identify key sector related issues, key actions/interventions, and realistic and attainable sectoral targets in the short/medium term horizon. ➤ Examples of such plans include environment, water, tourism, health, education, etc. which are often articulated in sectoral strategic documents that are used to guide sectoral interventions and, at the same time, to provide input to the national comprehensive plans 	<ul style="list-style-type: none"> ➤ As already highlighted previously, in practice, sector stakeholders are rarely consulted and involved in these sector planning processes. ➤ Often, these sectoral plans are formulated independently from any existing or agreed upon “national agenda”, which led to difficulties in integrating them within a coherent Palestinian perspective.

¹⁵ According to MOP (2006), a Monitoring and Auditing Unit within MOP has to be established based on a Cabinet decision in order to update, coordinate, review, monitor and evaluate these plans. However, this unit has not been established yet.

**Issue-specific
National Plans**

- The aim of these plans is to guide and coordinate government activities and efforts addressing specific national cross-sectoral priority issues, and/or for specific time frame.
 - Usually, plans should be developed by line ministries/agencies in coordination with relevant stakeholders
 - Examples of this type of national plans include Emergency Public Investment Plan 2003 (EPIP), the Quick Impact Intervention Program 2003 (QIIP), the Reform Action Plan for 2004-2005, etc.
- Similar to sector and national plans, these are indicative plans without any legal basis;
 - Moreover, if they are similar to the other two types of plans, then the coordination and consultation with relevant stakeholders is also questionable.
-

Source: compiled by the researcher

With regard to the linkage of these national development plans to physical and land-use plans, it has been noted earlier that there was an attempt to issue a policy framework (NPPD) in order to regulate and guide spatial and physical development. However, this policy has never been put in use and is rarely considered.

3.2.3.2 Regional Development Planning

Following to a 10-year practice of the national development planning, central government ministries (mainly MOP and MOLG) have realized that such a national level planning is not properly considering and capturing the development needs and priorities of the lower levels (regional and local) for the same reasons mentioned above of improper consultation and involvement mechanisms as well as the sole focus on sectoral issues based on inputs from sectoral ministries and agencies. Therefore, a need for new level of consultation has emerged.

According to a recent report by GTZ (2008), the need for the regional level of planning has emerged as a result of the regional (governorate) level poverty assessment and pro-poor planning process, which was a joint effort between MOP and MOLG. GTZ notes that it became clear that there is an inherent crudeness in relying solely on national and sectoral planning, where some local specific priorities and needs might not be captured or adequately addressed. Thus, it became evident that there is a need for a consultation and dialogue platform where national policies and objectives are discussed and negotiated against local needs and priorities.

Examples of these regional level development plans include two pilot regional consultation activities implemented, jointly, by MOP and Ministry of National

Economy (MONE) for the whole Gaza Strip and Nablus governorate in 2005. In both pilots, a participatory strategic planning workshop attended by different stakeholders' representatives (the governors, ministries' district directorates, municipalities, and local private sector and civil society institutions) has been accomplished. In both cases, the identified regional priorities and developed action plans provided input to the central government agencies in identifying and refining sectoral local priorities and preferences in the national development plan (2005-2008). Another example is the Regional Development Plan for Jericho and Jordan Rift Valley which has been formulated jointly by Japan International Cooperation Agency (JICA), MOP and MOLG between October 2005 and September 2006.

Nevertheless, GTZ (2008) notes that there are two issues of concern regarding planning at this level: (a) The lack of clearly defined administrative body responsible for the plan and its implementation renders the implementation dependent upon the goodwill of the various Palestinian implementing agencies and of the donor community, and (b) Without having an adequate monitoring and evaluation mechanism, it would be difficult to follow-up and update the plan or to ensure achievement of its declared objectives.

Similar to national development planning, regional planning has no clear legal basis and has been practiced due to a logical recognition of the need to take a closer shot on levels below the national one and to consult key affected stakeholders about their development needs and priorities rather than assuming these priorities. Moreover, linking this level of development planning to the physical and spatial plans (regional planning schemes as described earlier) is neither defined nor clear due to many reasons; among others, the geo-political situation described in earlier chapters and the unclear basis of what a region looks like (since it shall be defined by the HPC) and the responsible party for its administration.

3.2.3.3 Local Development Planning

Different names have been linked to this level of planning, most of which, however, are referred to as strategic and/or development plans. Since this level of planning (with urban focus) is the subject of this research, it shall be discussed thoroughly in the following chapter where comparative analysis is to be done among the different case studies from the Palestinian context and with other up-to-date cases of the

international practice. Linkages with spatial land-use planning and master-planning approach are also to be discussed within the same analysis. Thus, this section shall only introduce the evolvement of these examples.

Following the recent local governments' elections in 2005, few local governments have started to prepare strategic and development plans for their respective municipalities/cities and towns. These planning initiatives were either individually initiated and implemented by those local governments or externally promoted and supported by international development agencies and donors. Most of the initiatives have been referred to as strategic or/and development plans. Examples include; the Strategic Plan of Maithalon Municipality (initiated and prepared by the municipality of Maithalon in 2006), Ten-year Strategic Plan for Beita Municipality (initiated and prepared by the municipality of Beita during the period of 2005-2007), the Strategic Plan of Nablus City (initiated and prepared by Nablus municipality and An-Najah National University in 2005), Ramallah-Al-Bireh-Beitunia Strategic Development Plan (initiated and prepared jointly by the municipalities of Ramallah, Al-Bireh, and Beitunia and supported by GTZ during the period 2005-2007), Salfeet City Development Strategy (initiated and prepared by the municipality of Salfeet with support from GTZ during the period 2006-2007), in addition to few other initiatives.

Nevertheless, it is worth mentioning that development planning at the local and micro-regional levels has been practiced during the 1980s and 1990s but with more focus on rural development following the concept of "impact area" or "micro-region" development (GTZ 2008). Examples on such rural development planning include the Local Rural Development Program (LRDP) implemented by UNDP together with MOLG and has extended over a period of ten years, covering around twenty "micro-regions" in the West Bank and Gaza Strip (number of communities in each micro-region ranged from 8 to 15). Participatory Rapid Appraisal (PRA) techniques were usually used to identify and prioritize needs and to formulate action plans and projects for communities covered by this rural development planning.

Figure (3-4) illustrates and visualizes the above described existing planning systems in Palestine.

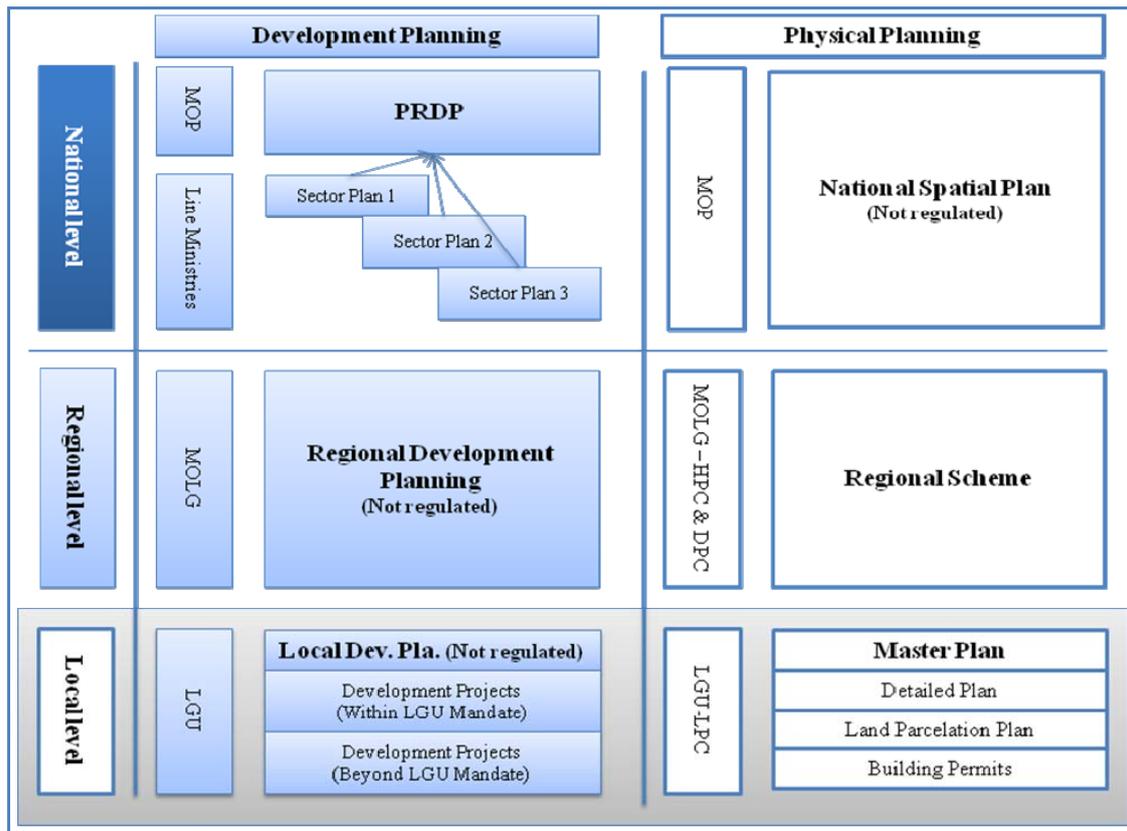


Figure 3-4 Existing planning systems in Palestine

Source: by the researcher

4. CASE STUDIES

This purpose of this chapter is to introduce recent international practices and models of strategic urban planning and to document and present the local Palestinian practices of strategic planning at the municipal level.

4.1. Strategic urban planning: an international outlook

The application of the recent thoughts on urban planning differed based on the place of application, the initiator and/or the promoter as well as the process of application. To give a glimpse on what does that mean, cases of different approaches by different initiators/promoters practiced in various places using different processes are presented. These are: (i) Cities Development Strategies (CDS) Model; (ii) Integrated Development Planning (IDP) Model; (iii) Strategic Urban Development Planning Framework (SUDF) Model.

4.1.1 Cities Development Strategies (CDS) Model

4.1.1.1 Background

City Development Strategies (CDS) approach was developed and promoted in the context of the Cities Alliance¹⁶; An international alliance of cities, local authorities, donors, and governments launched by the World Bank and UN-Habitat in 1999. The Cities Alliance promotes the approach through providing deliberate grants.

The Cities Alliance defines the CDS as a process by which local stakeholders define their vision for their city and its economic growth, environmental and poverty reduction objectives, with clear priorities for actions and investments. It is a public or civic process in which the local government plays an important enabling role (Cities Alliance 2006). The World Bank (2000) defined it as a process devised and owned by local stakeholders to formulate a holistic vision for their city. The process involves analysis of the city's prospects for economic and social development and redress of poverty, identification of priorities for investment and development assistance, and implementation of this vision through partnership based actions. The World Bank notes that the intended results of the CDS process is a strategic platform that provides

¹⁶ <http://www.citiesalliance.org/about-ca/about-ca.html>

the foundations and impetus for development actions, and city ownership and commitment of their economic, physical and social development processes. Moreover, Econ Analysis (2005) defined CDS as an approach to strategic planning at the city level with certain general characteristics; a strategic direction or plan has been developed; it contains objectives for the growth and development of the city, including, but not limited to, poverty reduction; it has been prepared through series of stages which will have included extensive consultation

The definitions of the approach are clearly demonstrating that the CDS is one of the fruits of recent development debates on urban planning concepts and approaches discussed in earlier chapter.

4.1.1.2 The planning approach

Up to 2006 there was no guiding framework on which the CDS planning approach to be conducted and guided. Therefore, all cities conducted CDS before that were guided by own developed approach. In June 2006, the Cities Alliance published the ‘Guide to City Development Strategies: Improving Urban Performance’ as an attempt to mainstream and guide the preparation of CDSs worldwide. The guide was developed based on assessments of more than 100 CDSs from across the world. Therefore, the Cities Alliance (2006) states that purpose of the guide is to have worldwide applicability in the development of CDSs and should be applicable whatever the differences were. The guiding approach is organized around themes (substances) and building blocks (methodology); in other words, content and scope as well as planning process.

The themes include, (i) livelihood enhancement (making a living [getting a job, starting a business], competitiveness, and human resource development); (ii) environmental quality, service delivery, and energy efficiency; (iii) spatial form and infrastructure (supplying land for shelter and livelihood, enabling transaction-rich environments, and optimizing mobility through cost-efficient and environmentally sound transport systems); (iv) financial resources; and (v) governance (Cities Alliance 2006). The previous themes were brought into that final shape based on experiences of all successful cities implemented CDS.

With regard to the methodology or planning process, Figure (4-1) outlines the steps involved in preparing a CDS. The process includes the following steps; (a) initiate

process while defining the structures that the process shall relate to and the role of the intended strategy; (b) establish initial parameters (region, scope, and themes of interest); (c) make an initial assessment of the city to identify the economic, social, and demographic drivers; (d) develop a vision based on the unique attributes of the city; (e) undertake SWOT in the context of the vision; (f) identify strategic thrusts with results based indicators; (g) promotion and awareness building; (h) implementation. Cities Alliance (2006) note that this process has been adopted after being refined by worldwide experience.

4.1.1.3 Case study

As noted earlier, the guiding framework for CDS preparation was developed and published mid of 2006, therefore, most CDS cases followed different approaches than the one described above. This case study is presented based on a structure developed for the sole learning and comparison purposes of this study. The case presents the CDS experience of the three cities Changsha-Zhuzhou-Xiangtan (referred as CZT), Hunan Province, in China. Details are in Annex C.

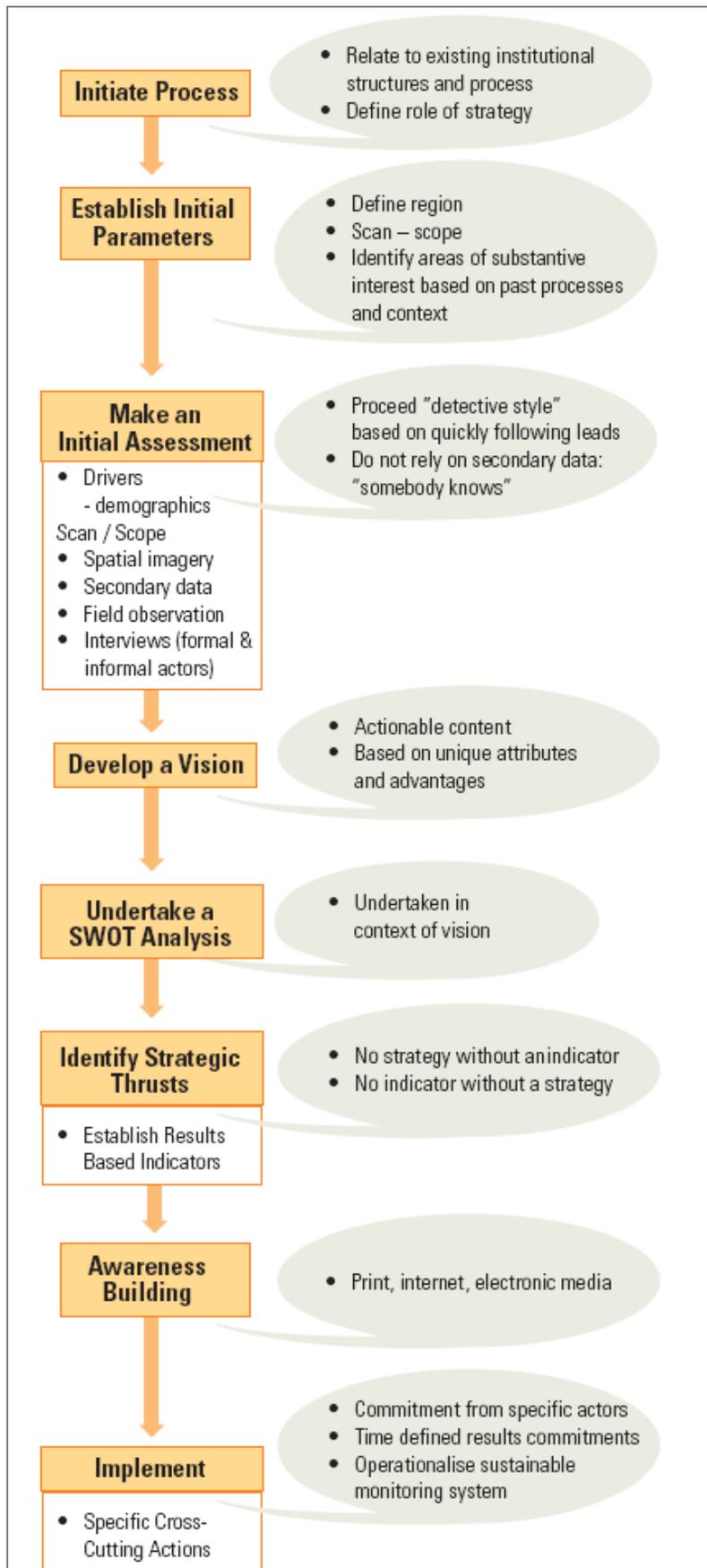


Figure 4-1 Key steps in CDS preparation process (planning process)

Source: *Cities Alliance (2006), Guide to City Development Strategies.*

4.1.2 Integrated Development Planning (IDP) Model

4.1.2.1 Background

This is a particular urban planning approach for South Africa (SA). The approach has been developed jointly by the South African Department of Provincial and Local Government (DPLG) and the German Agency for Technical Cooperation (GTZ) and has been formally adopted by the government as a mandatory planning approach for municipalities.

According to the Constitution of the Republic of South Africa, the local government is in charge of the development process in municipality, and notably is in charge of planning for the municipal area. The constitutional mandate is to relate management, budgeting and planning functions to its objectives and gives a clear indication of the intended purposes of municipal integrated development planning (IDP): (i) to ensure sustainable provision of services; (ii) to promote social and economic development; (iii) to promote a safe and healthy environment; (iv) to give priority to the basic needed of communities; (v) to encourage involvement of communities. The Constitution also demands local government to improve intergovernmental coordination and cooperation to ensure integrated development across the community. While the White Paper on Local Government gives municipalities responsibility to “work with citizens and groups within the community to find sustainable ways to address their social, economic and material needs and improve the quality of their lives” (Mangaung Municipality 2007).

Moreover, each municipality in accordance to the Municipal Systems Act (Act 32, 2000) is responsible for formulating, adopting and implementing an IDP. Municipal Systems Act defines the IDP as a “single inclusive and strategic plan” that; (i) links, integrates and coordinates a municipality’s sector specific plans; (ii) aligns the resources and capacity of the municipality to the overall development objectives of the municipality; (iii) forms the policy framework on which annual budgets rest; (iv) informs and is informed by similar development plans at national and provincial development plans. However, as has been formulated in IDP Guide Pack (2000), Integrated Development Planning is a **process** through which municipalities prepare a strategic development plan, for a five year period. The Integrated Development Plan (IDP) is a **product** of the integrated development planning process. The IDP is a

principal strategic planning instrument which guides and informs all planning, budgeting, management and decision-making in a municipality.

The Mayor is responsible for the IDP and it has to be adopted by the municipal council. Community participation and involvement is central to IDPs. IDPs are not a mere collection of community needs or plans but are municipal-wide plans that have to take community needs into account together with wider strategic issues incorporating provincial (district) and national priorities and strategies. Mediating these various interests the IDP should reflect the best possible development decisions and trade-offs that focus on viability and economic, social, environmental, financial and institutional sustainability (DPLG 2004). The core components of the IDP should include, amongst others, the municipals council’s vision for the development of the municipality, the municipality’s internal transformation needs, operational strategies and key performance indicators and targets (Carter n.d.). Figure (4-2) gives an idea about the IDP system and core components.

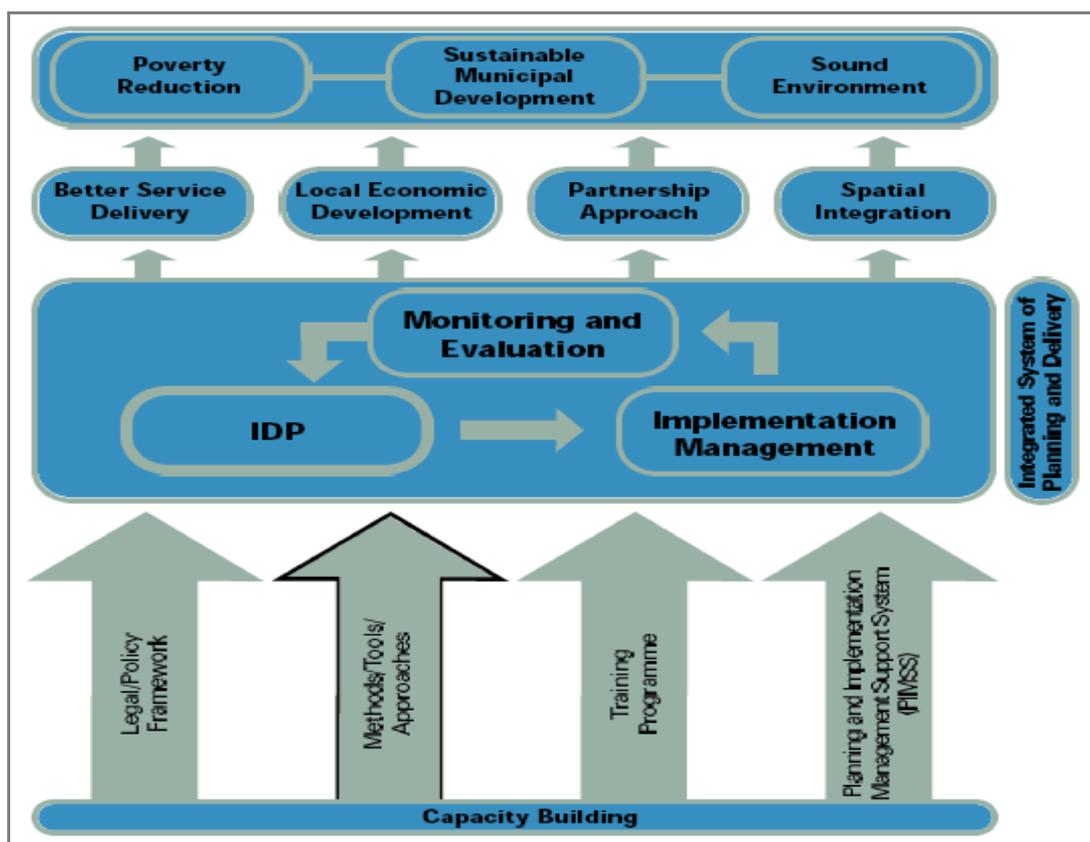


Figure 4-2 Integrated Development Planning System

Source: IDP Guide Pack (2000)

It is worth mentioning that, in addition to IDPs at the municipal level, South African provincial (district) and national governments are also preparing ‘development plans’

which all together should be integrated and share the development focus in order to realize the objective of optimal resource allocation and implementation.

At the provincial level, Provincial Growth & Development Strategies (PGDSs) have to be developed. PGDSs are driven by the Premier's office and adopted by the provincial cabinet. Currently there is no national legislative framework, as is the case with IDPs that governs the formulation, adoption and implementation of PGDSs. Nevertheless in practice all provinces in SA do formulate an overarching strategic framework. The PGDS should have effect over the entire province and therefore needs to be completed in consultation with municipalities and key provincial stakeholders. The PGDS and IDPs should be aligned so that a common strategic path is followed and there is complementarity in the way resources are allocated and in the way delivery occurs (DPLG 2004).

At national level, the national government develops the Medium Term Strategic Framework (MTSF). The MTSF is prepared by the Presidency and approved by the national Cabinet. Like the PGDS, the MTSF currently does not have a legal status. The influencing nature of the MTSF over the national budget is still limited. This will improve as the inter-sectoral, geographical and people-centered focus of the MTSF is deepened, and as institutional preparedness issues are addressed (DPLG 2004).

The descriptions above reveal an interesting approach to planning in which the local level has to prepare strategic urban plans in the sense of the recent concepts of urban planning and, at the other hand, these plans have to be integrated and coordinated with wider frameworks i.e. regional and national levels. As well, this approach is clearly demonstrating that it is one of the fruits of recent development debates on urban planning concepts and approaches discussed in earlier sections.

4.1.2.2 The planning approach

The South African Department of Provincial and Local Government (DPLG) supported by GTZ developed a comprehensive guide 'IDP Guide Pack 2000' to assist municipalities on how the IDPs should be prepared and implemented. The IDP Guide Pack consists of packages that provide detailed guidance for the preparation and implementation of IDPs. These include; preparing for IDP process, IDP methodology, IDP toolbox, sectoral and cross-cutting policy issues, and implementation and monitoring.

The planning approach starts by the preparation for the planning process which ensures a well organized planning process with adequate and effective involvement of all relevant actors, ensure that the IDP becomes a tool for institutional transformation, and help municipalities to plan the process in line with the requirements of the Municipal Systems Act (IDP Guide Pack 2000). However, the process itself consists of five phases; (1) analysis; (2) strategies; (3) projects; (4) integration; (5) approval. Figure (4-3) shows all the process phases and the intervention of the different levels including the community participation stops. Figure (4-4) illustrates the process phases and the outputs. While Figure (4-5) presents the process in flowchart diagram.

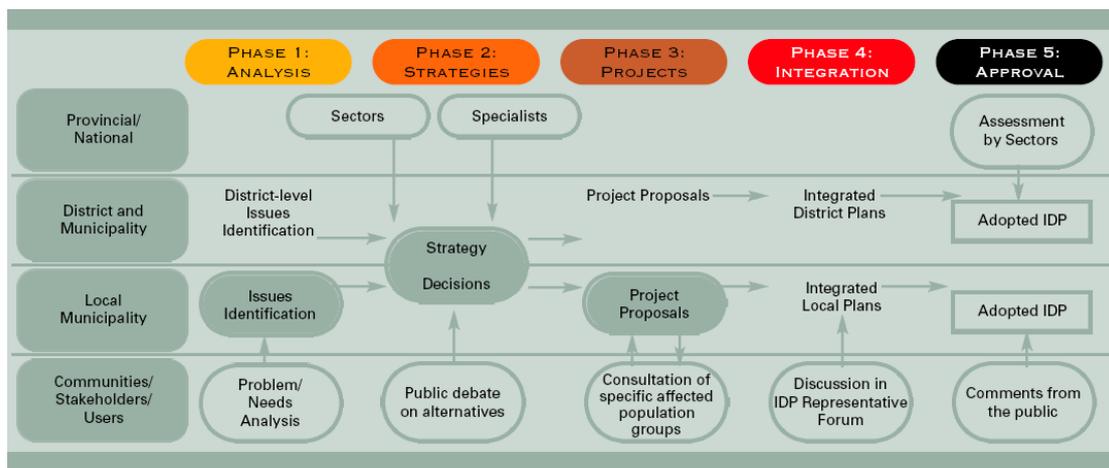


Figure 4-3 Overview: process vs. vertical interventions and roles

Source: IDP Guide Pack (2000)

4.1.2.3 Case study

This case is presenting the practice of the IDP approach in Mangaung Local Municipality, South Africa. The case is presented based on the same structure developed for the comparison purposes of this study. The details can be found in Appendix C.

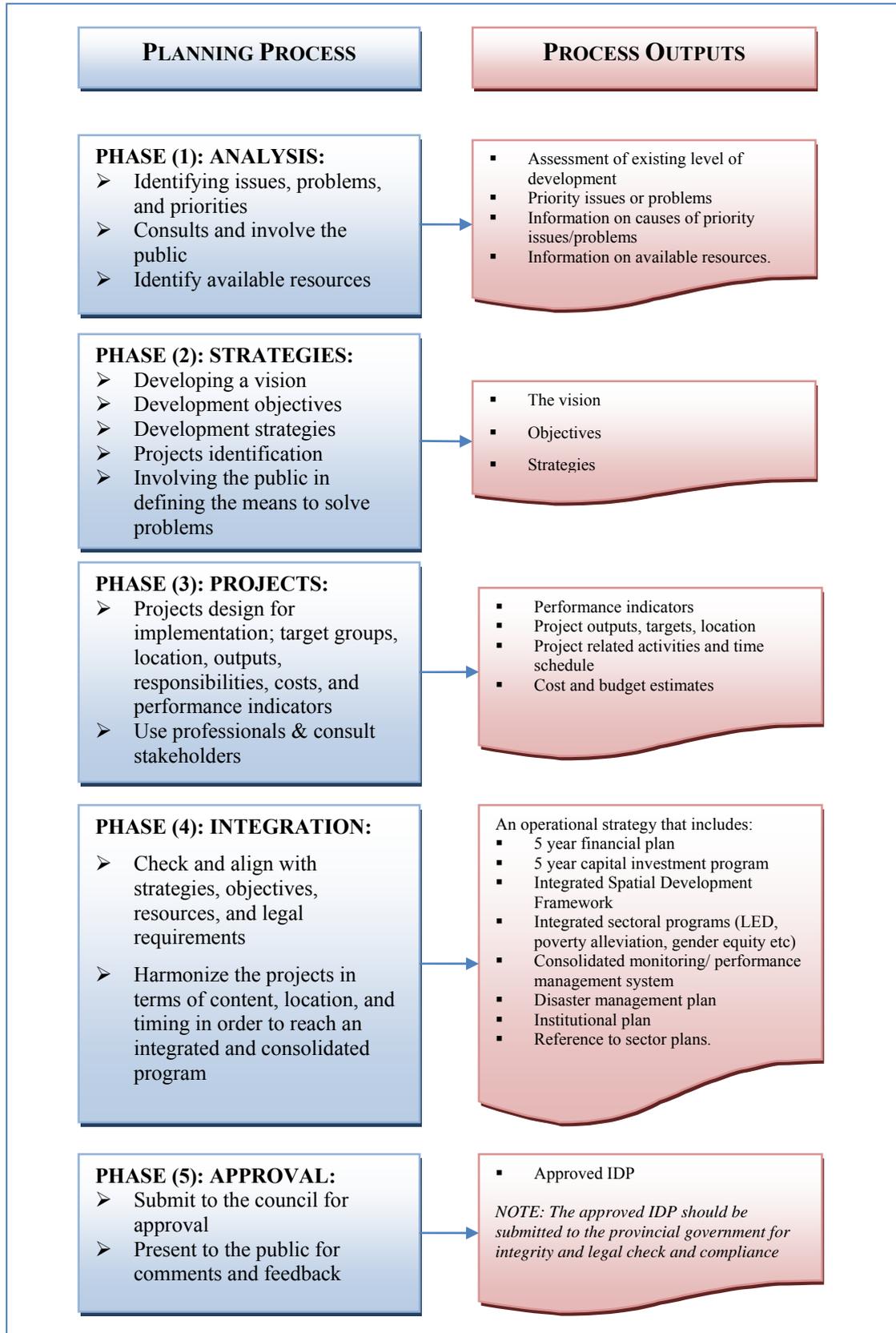


Figure 4-4 IDP planning process and outputs

Source: By the researcher

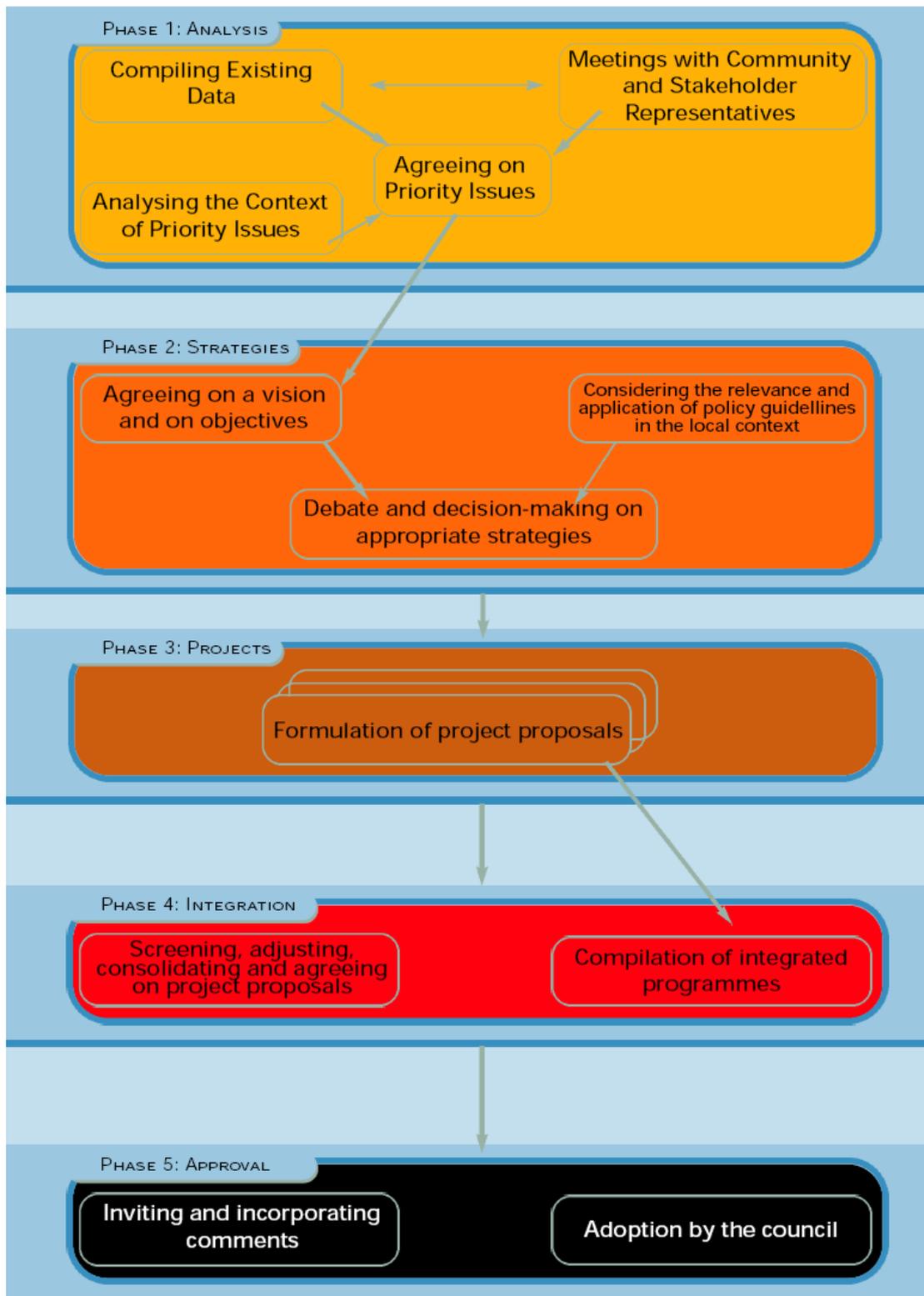


Figure 4-5 Overview of the planning process

Source: IDP Guide Pack (2000)

4.1.3 Strategic Urban Development Planning Framework

4.1.3.1 Background

The Strategic Urban Development Planning Framework (SUDPF) is a particular urban planning approach adopted and implemented in several cities in Tanzania since early 1990s with the financial and technical support of international agencies; UN agencies, Danish International Development Agency (DANIDA), and GTZ.

In Tanzania general planning schemes have, until the early 1990s, been prepared and executed using the master-planning approach. During both the colonial and post-colonial eras, master planning was applied because decision-making in political and government systems was top-down, centralized, and technocratic. However, the economic liberalization and political democratization that emerged in the country from the late 1980s to the mid-1990s had prompted the democratization of one of the professional roles of urban planners, namely the preparation of a general planning scheme. The move has required the participation and partnerships of city stakeholders in both the planning and implementation of urban development (Halla 2002; Halla 2005; Halla 2007).

The SUDPF is not required by law; therefore, it is an indicative approach. However, it interprets the legal requirements of the law of preparing a general planning and detailed planning schemes to guide the development of a given city and included a shift in the conceptual approach to prepare urban plans. Tanzanian urban planning legislation requires the preparation of general planning schemes to guide urban development. Detailed planning schemes are then prepared and implemented based on such general planning schemes. Several city authorities in the 1990s prepared and implemented general planning schemes through stakeholders' participation and partnerships. Such a participatory approach to citywide planning has adopted the concept of SUDPF that embodies priority setting and dynamism which guides developers in executing their day-to-day activities. Thus, SUDPF is a framework for planning and not a plan because of its inherent diversity of actors and dynamics of action (Halla 2002; Halla 2007).

According to Hala (2007), preparation and implementation of SUDPF entail the coordination by “planners” of key profession stakeholders in identification and analysis of critical development–environment interaction issues as well as action

programming and resource mobilization for addressing them. Addressing a critical development– environment interaction issue entails either solving a problem related to servicing land or resolving a conflict related to use of land. Critical development issues obtaining in cities of developing countries like Tanzania include the following: (a) Dynamics of urban spatial expansion in terms of both vertically manifested redevelopment and horizontally imposed encroachment of city fringes; (b) Proliferation of socioeconomic informal-sector activities including petty trading and urban farming; (c) Misuse or abuse of open spaces, recreational areas and hazard land spaces; (d) Inefficiencies of urban and public transportation with their inherent air pollution; (e) Substandard waste collection, transportation and disposal; (f) Progression of unplanned and un-serviced neighborhoods; (g) Sustained harnessing of environmental resources; (h) Fostering the urban–rural continuum. However, the features of a critical development–environment interaction issue in the preparation and implementation of SUDPF include; (i) Dominance or prevalence or recurrence; (ii) Quite pressing and, hence, of top priority in getting addressed; (iii) Crosscutting in terms of sectors of society (i.e. the general public, business, and government) and levels of society (i.e. from local to global); (iv) Pivotal in that once addressed, other issues related to land-servicing and land-use conflicts get also addressed.

Apparently, SUDPF is a logical response to recent global trends affected Tanzania and logical shift to modern flexible urban planning concepts and approaches discussed in earlier sections.

4.1.3.2 The planning approach

The methodological activities adopted in preparing SUDPF have been reported by Halla (2007) and they are as follows. Figure (4-6) illustrates the process flowchart:

- 1) First, as a consensus building, participatory and coordinating process, it is essential for the respective coordinating committee to embark on stakeholders' awareness and sensitization with a view to agreeing to engage in the process.
- 2) Second, SUDPF Team conducts a participatory rapid appraisal of the city's profile by collection of information that is available among stakeholders.
- 3) Third, stakeholders have to agree on analyses of the critical issues in a plenary session. Issue analysis, which is basically a diagnostic, prognostic and prescriptive process, entails elaboration of the following parameters: nature, extent, and

indicators of an issue; its causes and effects; its locational analysis and pattern of occurrence; stakeholders' earlier and current initiatives to address the issue; objectives and targets in addressing the issue; and workable strategies and bankable projects for addressing the issue.

- 4) Fourth, stakeholders have to work in taskforces to develop strategies and projects that are necessary to address the critical issues.
- 5) Fifth, stakeholders have to agree in a plenary session to implement workable strategies and bankable projects in order to address the critical issues.
- 6) Sixth, stakeholders have to facilitate the implementation of the workable strategies and bankable projects that constitute SUDPF for the given city.
- 7) Seventh, since both the process and outputs of SUDPF are strategic and forward rolling, citywide planning process will have to continue until all critical issues have been resolved.

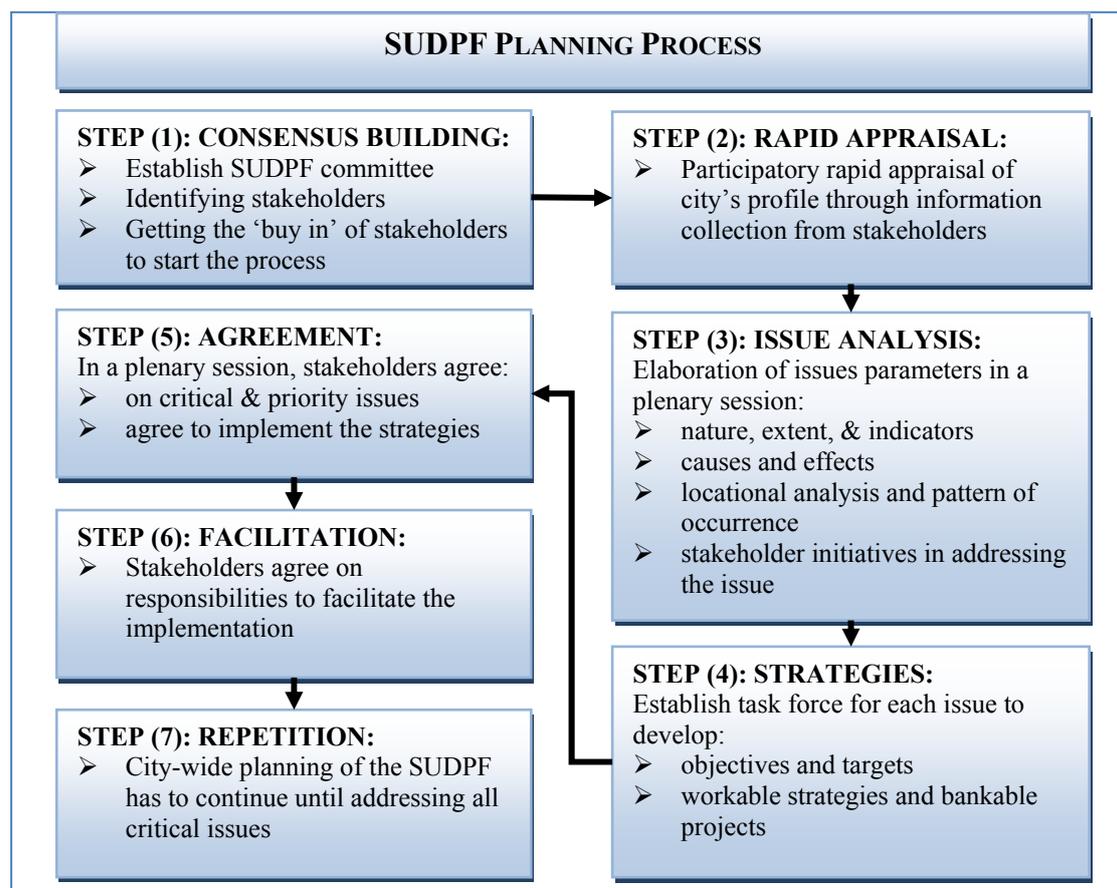


Figure 4-6 SUDPF planning process

Source: by the researcher

However, the output of the SUDPF process is a general planning scheme comprises action planning for workable strategies and bankable projects on the one hand, and the flexible framework for urban expansion and efficient land use, on the other. The flexible framework for urban expansion and efficient land use consists of development conditions by development area. The framework is dynamic in that the SUDPF process may modify the development areas and the development conditions if necessitated by new rounds of development pressure and environmental concerns (Halla 2002; Halla 2007).

With regard to the analysis of the framework for urban expansion and efficient land use, Halla (2007) reports that it has to be done as follows; (a) Analysis of the extent of the development–environment interactions and the resulting levels of development pressure and environmental conflicts as they occur in various areas of a given city. The analysis should culminate in a summary of environmental characteristics and development activities that are dominant in each identified area. As such, the output consists of development conditions by development area that are best depicted in a table and a map. As an example to that, Figure (4-7) presents a map for the development areas in Kahama town in Tanzania; (b) Sub-division, on the basis of *Action (a)* above, the given city into a justified number of environmentally sustainable development areas for the purpose of accommodating existing and anticipated environment friendly development activities; (c) Analysis of development activities that each development area can attract based on the concepts of rent-paying capability and environmentally sustainable development; (d) Establishment of development conditions that is acceptable to the city’s stakeholders for accommodating existing and anticipated development activities in each development area; (e) Setting an administrative procedure for applying the development conditions established under *Action (d)* above in terms of roles to be played by the law-enforcement machinery, investors and developers, the general public, and the SUDPF process. The administrative procedure entails three steps as follows: 1) *Development coordination scrutiny through the SUDPF process*: a prospective developer would submit the respective development proposals for being subjected to the SUDPF process, through its Issue-Specific Taskforce on Managing Urban Expansion and Land Use. Then, the Taskforce and the developer would scrutinize the proposals against the development conditions agreed for each development area. If the proposed activity in a

development area of first preference of the developer is listed under the respective development area, then the Taskforce would recommend that the developer can proceed to execute the activity subject to fulfilling the respective development conditions. If this is not the case, then the Taskforce and the developer would negotiate on executing the activity in the next preferred development area. The Taskforce would make such recommendation to the development control machinery of the given city. 2) *Development control scrutiny through zoning regulations*: the prospective developer would then submit the respective development proposals together with the recommendation of the SUDPF process to the respective city authority for processing a building permit. This is a procedural step that has to conform to zoning regulations including a town-planning detailed scheme, a surveyor's deed plan, a land-registrar's title deed, and building permit. 3) *Development implementation through the investment process*: the prospective developer would then proceed to develop the respective land parcel for the proposed activity through the normal investment procedures after passing the above two steps of the scrutiny process. As such, a land-use planning framework, which is generated in a participatory process by city's stakeholders who compose the SUDPF taskforce on managing urban expansion and land use, becomes an essential component of a general planning scheme.

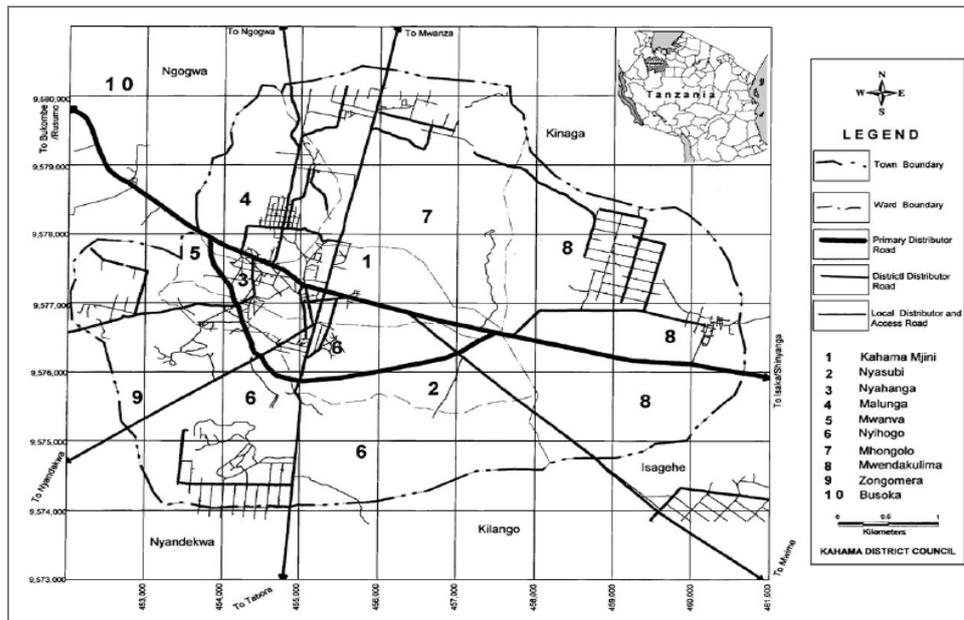


Figure 4-7 Map illustrates the development areas concept

Source: Halla, F., 2002. *Preparation and implementation of a general planning scheme in Tanzania: Kahama strategic urban development planning framework*.

4.1.3.3 Case study

This case is presenting the practice of the SUDPF approach in Kahama town, Kahama District, Tanzania. The case is presented based on the same structure developed for the comparison purposes of this study. The details are given in Appendix C.

4.2. Overview of Palestinian case studies

This section is presenting and documenting cases of strategic urban/development planning at municipal local level in the Palestinian Territory.

As previously highlighted, following the recent local government elections, several practices on strategic planning have been initiated in some Palestinian cities/towns. Most of these initiatives are neither scientifically documented nor assessed. This section presents and documents the practices of Maithalon, Beita, Ramallah-Al-Bireh-Beitunia, and Salfeet towns/cities.

4.2.1 The Strategic Plan of Maithalon Municipality

4.2.1.1 Background

Maithalon town is located in the northern part of the West Bank at the south-east of Jenin city (the capital of Jenin governorate). The town is known of its strategic agriculture location. Few kilometers of the town, the famous Sanour Plain “Marj Sanour” is located. The total land area of the town is almost 20000 dunums¹⁷, of which around 1000 dunums are built-up area. The rest of the land is agricultural land. The town is populated with around 7500, of which 38% farmers, 31% employees, 13% laborers in Israel, and the rest are working in various professions. Annual growth rate ranged from 4% in 1997 to 2.1% in 2005. The decrease in growth is assumed due to immigration of youth and working-age population to central urban centers such as Nablus and Ramallah. Out of the total population 51% are aged between 15-64 years. The total population is expected to be around 13000 inhabitants in 2020. The social composition of the town is coherent since the town is composed of two main families (Nairat and Rabayia) that have been residing in the town since early 1900s (PCBS 2000, Maithalon Municipality 2006).

¹⁷ 1 dunum = 1000 m²

Following the municipal elections in 2005, new municipal council took over the responsibility of the town. The council started to look for options that can assist in their decision making processes and fulfill their promises to the citizens. Therefore, they have decided to start a strategic planning process in order to prioritize the issues of the town and be able to fulfill their election program's promises.

4.2.1.2 Planning

The council, headed by the Mayor, established a Strategic Planning Committee (SPC) to drive and guide the process. The committee included 12 members; the Mayor, the project manager (a PHD volunteer from the town), the deputy mayor, 3 council members, 3 municipal staff, 3 civil society representatives. The committee was mandated to plan for, coordinate and follow-up the different activities of the planning process. The process steps/stages are summarized as follows:

A. *Situational analysis:* in addition to SPC members, other civil society and local residents have been invited to a strategic analysis workshop. Using SWOT technique, participants have identified key internal and external challenges and opportunities. Further outreach was done through a citizen questionnaire in which each of the citizens has the chance to participate in the process. Questionnaire results have fed the SWOT exercise and facilitated the work of the SPC.

B. *Vision and Strategy formulation:* Through the same aforementioned questionnaire, citizens were asked for their vision about the future of Maithalon. The SPC, in a second workshop, has then formulated the vision of the town and the mission of the municipality. Afterward, the SPC has further clarified the mission into seven strategic themes. Then, thematic working groups were formed. Each group has consisted from most relevant people to the subject and chaired by a council member. During ten successive weeks, each thematic group has further clarified

Vision of Maithalon (by 2010)

Maithalon is a developed town with healthy and attracting environment

Mission of the municipality

To provide remarkable services that can improve every aspect of citizens' lives

Seven strategic themes of Maithalon plan

- a) Services and infrastructure
- b) Education
- c) Health and environment
- d) Social and institutional
- e) Economic development
- f) Security
- g) Relations with neighboring communities

the issues of each theme/sub-theme and defined general and specific objectives to be achieved. Some themes have been broken down into sub-themes such as the infrastructure and services theme which included water, electricity, streets, and planning sub-themes.

C. Action planning/ Projects identification and preparation:

Same thematic groups have continued the work and identified priority projects for each thematic area and further clarified these projects. 36 projects (covering the seven thematic areas) with a total estimated cost of 12 million US dollars were identified. Each project was presented in a special project

sheet. An example of the contents of such a project sheet is given in (Table 4-1). Project locations were indicated as part of the project sheet and no spatial mapping has been done.

The objectives of Maithalon plan could be summarized as follows:

1. Provide basic municipal services efficiently and effectively;
2. Develop efficient infrastructure (roads, water, electricity, etc.);
3. Support and develop education services (with focus on primary education);
4. Develop quality health services (including emergency);
5. Preserve natural environment and maintain public health;
6. Support and maintain governmental and non-governmental organizations in the town;
7. Support social cohesion and tackle social problems such as poverty and unemployment;
8. Develop the local economy of the town neighboring communities

Table 4-1 An example of a project sheet from Maithalon Strategic Plan.

Project Sheet: Maithalon Plan	
<i>Project #</i>	
<i>Project Name</i>	
<i>Project Description</i>	
<i>Project Objectives</i>	
<i>Project outcomes</i>	
<i>Project impacts</i>	
<i>Target group</i>	
<i>Estimated cost</i>	
<i>Duration</i>	
<i>Implementation Responsibility</i>	
<i>Source of Finance</i>	
<i>Indicators</i>	
<i>Risks</i>	
<i>Project location</i>	
<i>Community contribution</i>	

Source: "Strategic Plan for Maithalon Municipality 2006-2010". Edited and translated from Arabic by the researcher.

Afterwards, the SPC has compiled the outputs of the different thematic groups and prepared a document titled "Strategic Plan for Maithalon Municipality 2006-2010".

The document presented the vision, mission, thematic areas, general and specific objectives by themes, as well as, priority projects' sheets.

4.2.1.3 Implementation and follow-up of the plan

So far, the municipality of Maithalon is still seeking funds for most projects to be implemented. Since most projects were directed to be financed from outside sources, mainly the donors, the funding has not been secured yet. Nevertheless, the implementation of few projects, especially those from municipal and community own sources, has already started.

Implementation and follow-up responsibility of most projects was allocated to the municipality and its different departments. In some other projects, the responsibility was allocated to be shared with either national agencies (such as health, education, and environment projects) or national NGOs (such as cultural projects). Nevertheless, the municipality did not introduce any kind of monitoring systems to be able to follow-up the implementation of the plan and its projects. However, each project has some indicators that have been proposed for monitoring and measuring its objectives but these were at the project level and not at the plan level.

Contents of Maithalon strategic plan:

- i. Introduction: importance of strategic planning for an organization
- ii. Vision
- iii. Mission
- iv. Strategic objectives: General for the municipality
- v. Thematic areas: includes definition of each thematic area, area-related objectives, and identified projects
- vi. SWOT analysis
- vii. Appendices: Summary about Maithalon town and a map shows spatial relations with the surrounding communities.

4.2.2 Salfeet City Development Strategy

4.2.2.1 Background

Salfeet town is located in the middle-north of West Bank 20 km south-west of Nablus City. Since 1882 Salfeet has been recognized as center of the Salfeet surrounded area. Following the establishment of the Palestinian National Authority in 1994, Salfeet town and the surroundings were promoted to form "Salfeet Governorate". Salfeet town was chosen to be the administrative center and the Capital of the Governorate. However, during the second Intifada Salfeet town has lost part of its role as center of the governorate; the accessibility to the town has been affected badly by the continued

Israeli closure, especially due the closure of its northern entrance. Therefore, the residents of the northern part of the governorate experienced serious difficulties to get services from the center of Salfet.

The total land area of the town is almost 22000 dunums, of which around 4000 dunums are within the master physical plan approved by the MOLG in the year 2000. 80% of the total land area is agricultural land. Most of the agricultural land is planted by olive trees in addition to other trees such as grapes. Currently, the population of the town is around 10000 inhabitants. The population growth rate is around 3.5%. The population grew from 900 inhabitants in 1922 to around 10000 in 2005. The population has considerably increased in the period of 1945-1961 then in the period of 1987 – 2005 with an annual growth rate of almost 4%. 56.3% of the population is aged between 15-65 years old. For their living, 37.5% of the population is working in construction activities, 11.3% in manufacturing activities, 10.5% in agriculture, 10.5% as employees of public sector, and the rest are working in commerce and other activities (PCBS 2000, Salfet Municipality 2007).

In 2006, the newly elected municipal council took a decision to start the strategic planning process due to several reasons. The basic reason was to find ways of tackling the challenges of the deprivation of Salfet's central role in the governorate as well as improving services provided to the community of Salfet. The council's decision has also depended on the fact that the municipality of Salfet is engaged in technical cooperation agreement with the German Agency for Technical Cooperation (GTZ). Through this cooperation, all necessary technical support had to be provided to the process. The agreement has stated the following reasons for initiating the strategic planning process:

- To establish and foster capacities inside the municipality for initiating and preparing long and short-term development plans with the participation of the public;
- To set up institutional mechanisms and administrative capacities that ensures sustainable public participation;
- To foster public-private partnerships in all possible intervention areas;
- To develop city vision, mission, strategies, and prioritized investment projects with their cost estimations and possible sources of funding.

4.2.2.2 Planning

Based on the agreements, GTZ hired a local consulting firm to support the strategic planning process. A management structure (Figure 4-8) for managing and guiding the planning process was prepared, discussed, and approved by the municipal council. Based on the structure, the council has designated a planning committee (councillors) to supervise and provide necessary input for the planning team (CDS Management Team) which consisted of heads of municipal departments, key staff, consultants, and GTZ advisor. The main responsibilities of this team were to plan for, coordinate, and follow up the different activities of the planning process. The planning team draws on technical expertise of pool of consultants, key technical staff in the municipality, as well as, key stakeholder group that has been defined in early stages of the process.

Vision of Salfet (by 2011)

Salfet is an attractive city and active center; with developed economy, good citizens, distinct services, and safe rural environment.

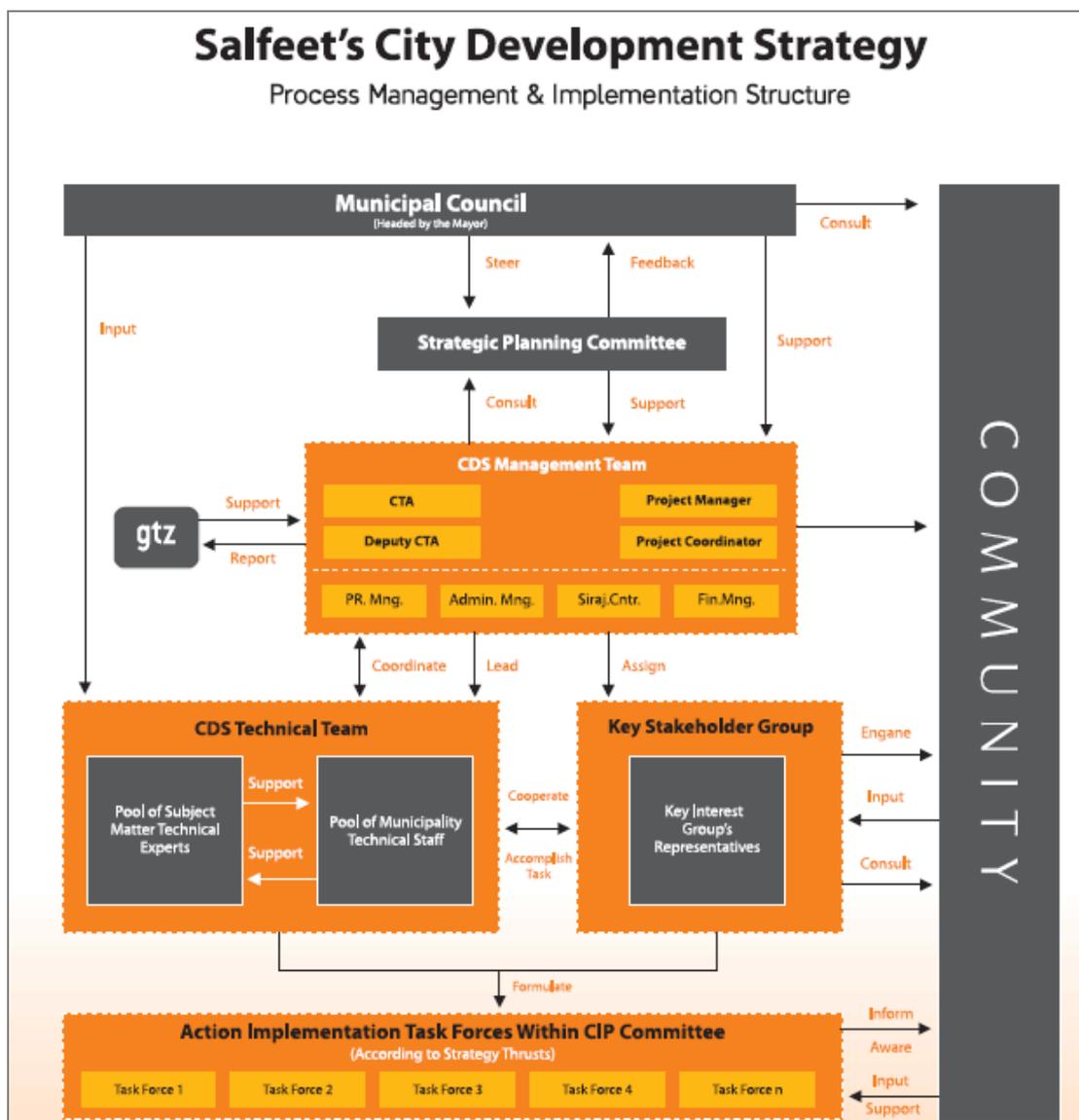


Figure 4-8 Management structure of Salfeet's city development strategy

Source: "The Palestinian experience in CDS: Toolkit for replication. 2007"

The planning process included three stages as follows. Figure 4-10 presents the sequence of the different planning activities and the major milestones.

- A. Mobilization of Resources:** In this stage the management team was formulated, a plan for the planning process along with required resources was prepared, and a management structure was also prepared. The plan and the management structure were discussed with, and approved by, the municipal council.
- B. Strategic Analysis, Vision and Strategies Formulation:** As a first step, the management team has worked intensively to identify key stakeholder group. Using stakeholder analysis technique the stakeholder group was identified and a strategy for their participation throughout the process was prepared. Then, the

work towards accomplishing this stage had continued. The team and the consultants have compiled and reviewed available data and studies. The data was compiled using city profile template and indicators (Figure 4-9). Afterward, the state of city report was prepared. The report gave an overview on the state of the different sectors in the city.

Four strategic themes/directions of Salfet plan

- e) Infrastructure and environment;
- f) Local economy;
- g) Spatial interaction and integrity with region;
- h) Social aspects and institutional building of the municipality.

Sample of Urban Karte Indicators: Salfet City			
Basic Information			
Sector	Indicators	Measurement	Data Source
Basic Information	Total population number	9,756	PCBS
	Average annual population growth rate (%)	4.5%	PCBS
	Average annual number of births	1700	PCBS
	Average annual number of deaths	178	PCBS
	Area of lands taken by Israeli settlements (Km2)	6	Salfet Municipality
	Total area (Km2)	27	Salfet Municipality
	No. of households	2264	Salfet Municipality
	Average family size	7	Salfet Municipality
	Availability of Master Plans	yes	Salfet Municipality
Livability			
Basic Urban Services	% of households with access to Piped water	100%	Salfet Municipality
	% of households with access to Electricity	100%	Salfet Municipality
	% of households with access to Solid waste collection	97%	Salfet Municipality
	% of enrollment in primary and secondary schools	88%	MOEHE
Healthy Environment	% of households with access to sewage treatment	22%	Salfet Municipality
	% of wastewater treatment	0%	Salfet Municipality
	Household income index	1.0000	Salfet Municipality

Figure 4-9 Sample of Salfet's city profile indicators

Source: "The Palestinian experience in CDS: Toolkit for replication. 2007"

The data compiled during the other track was used as an input for consulting stakeholders. Within the consultation process, field visits and meetings with key stakeholders were completed and then key stakeholders were invited to a two-day workshop to discuss and agree main challenges of the city, define priority development/thematic areas, develop collective vision, strategic objectives, and key strategies.

C. Development of Capital Investment Plan (CIP): The CIP is a list of prioritized projects per thematic development area presented in an action plan format with a defined timeframe, estimated cost, and expected source of funding. However, same thematic groups, who have defined the challenges and developed the strategies, have met to develop responsive priority projects for each thematic area. Each group has been supported by a subject matter expert.

Contents of Salfeet strategic plan:

- xi. Preface: by the Mayor of Salfeet
- xii. Background and context: Reasons of initiating the planning and its objectives.
- xiii. Salfeet's CDS planning approach: Methodology of planning.
- xiv. Developmental priorities, Vision, and Strategies: includes the strategic themes/directions, challenges and opportunities, vision, objectives, and strategies.
- xv. Capital Investment Plan: priority projects organized according to priorities. It also defines; implementation timeframe, estimated costs (distributed over the timeframe), and expected financing sources.
- xvi. Annexes: Priority project profiles.

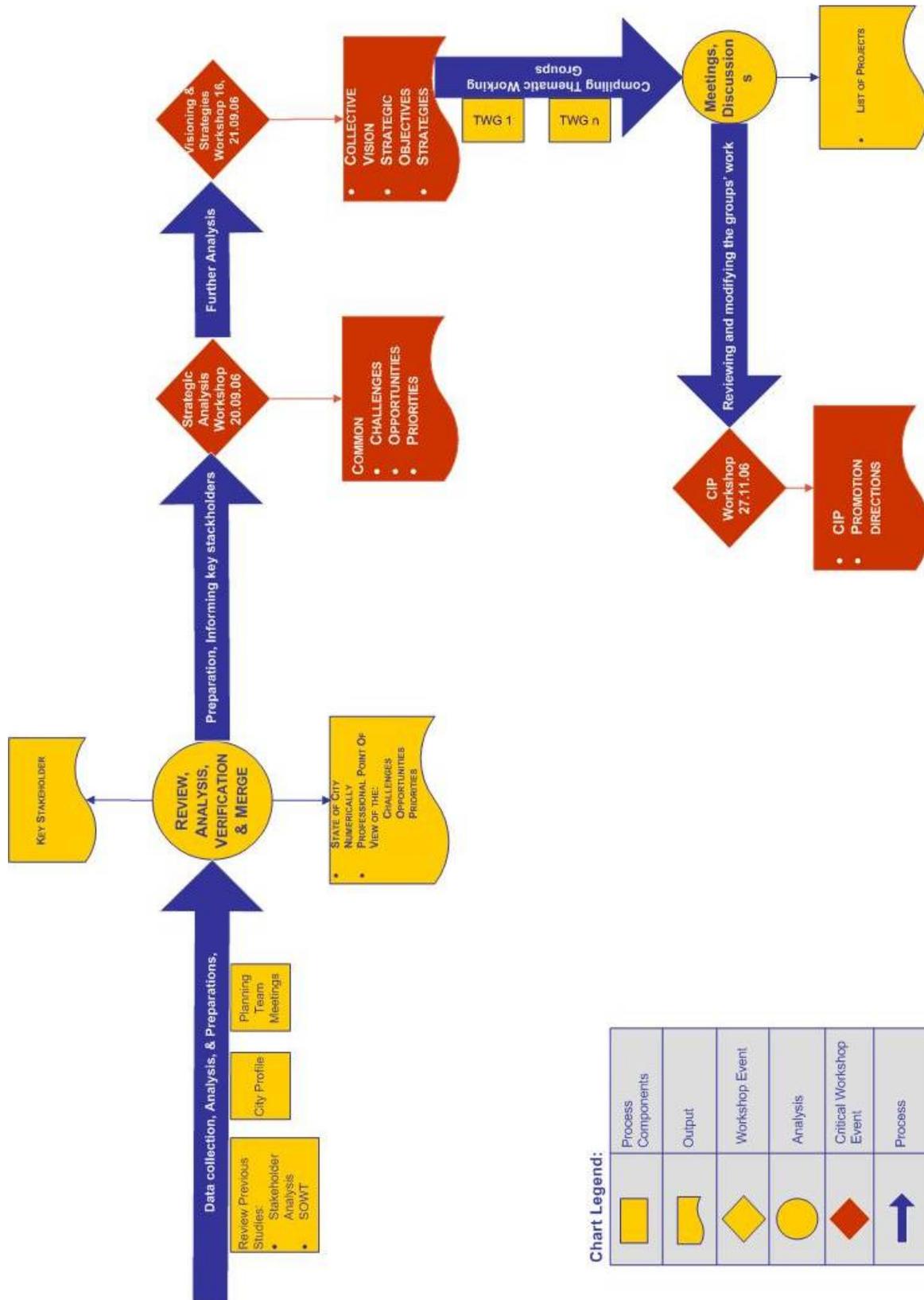


Figure 4-10 Sequence and milestones of Salfet’s city development strategy planning process

Source: Salfet City Development Strategy Report, 2007.

4.2.2.3 Implementation and follow-up of the plan

Currently, Salfet municipality is utilizing the plan for fund raising purposes. The Public Relations and Engineering departments are selecting the most appropriate project out of the plan projects and direct it to most relevant donor supporting the project's sector. So far, the finances of few projects have already been secured.

In each project profile, a responsibility for implementation has been envisioned. For most projects, the responsibility has been allocated to the municipality. Some projects, the responsibility was allocated to private investors and civil society organizations. Nevertheless, the allocation of responsibilities was just on paper. None of the stakeholders involved in the process has really taken over a real implementation responsibility. Private investors are not guided to use the plan. The same applies to civil society organizations who have also participated in developing it.

As for the monitoring and evaluation, no system was developed for these purposes. Nevertheless, the city profile karte would have been an ideal tool to establish a concrete monitoring and evaluation system. However, this did not happen.

4.2.3 Ten-year Strategic Plan for Beita Municipality

4.2.3.1 Background

Beita town is located in the middle-east part of the West Bank 13 km south-east of Nablus city (the capital of Nablus governorate). The town is known of its strategic center location for almost 31 communities south of Nablus city. The total land area of the town is almost 22000 dunums, of which around 3600 dunums are within the master physical plan of the town. The rest of the land is agricultural land. Beita is known as the pioneer town in producing olive oil in Nablus governorate. Most of the agricultural land is planted by olive trees in addition to other trees such as grapes and almonds. Beita is rich with its water resources. In the town there are seven natural springs. The quality of water in some of these springs is considered high compared to the international water quality standards. The population of the town is around 12000 inhabitants, of which 9500 inhabitant are currently living in the town and the rest are outside the country. For their living, the residents are depending on agricultural in the first place as well as industry (stone-cutting, ready-mix concrete, etc.), commerce (groceries, construction materials, etc), and public services' employees. The social

composition of the town is diverse and the town is composed of five main tribes in addition to immigrants came to the town after the second intifada and the closure of Nablus city (PCBS 2000, Beita Municipality 2006).

Following the municipal elections late 2004, the municipal council received huge amounts of requests from local citizens to improve the different aspects of life in the town. Local needs and requests have encouraged the municipal council to initiate this planning process in order to respond to community needs in a scientific approach within the available scarce resources and in the most professional manner. Moreover, the strong interest of the municipality to involve the community in developing the town on sustainable basis and the need for integrated planning approach for managing municipal services and resources, have been key reasons for initiating a strategic planning process in Beita. Besides, the existing master plan was a rigid tool that did not respond to the development needs of the town.

4.2.3.2 Planning

Ahead of starting the planning process, the council realized the need to upgrade the internal capacities of the municipality in order to be able to accomplish the plan and implement it later on. Therefore, new organizational structure for the municipality was prepared and, among others, a planning and research department was established. Furthermore, the municipality has realized the importance of trust building prior starting a planning process. Therefore, considerable efforts have been allocated to build trust among the councilors themselves, between councilors and municipal staff, and then between the municipality and the community.

The planning responsibility was allocated to the planning and research department in the municipality. Nevertheless, the Mayor was the main driving force for guiding, managing, and leading the planning process. This has been done in close consultation and cooperation with the municipal council members.

Moreover, a planning and development committee has been established. The committee consisted of 15 members from civil society representatives (youth club, charitable society, Zakat committee, etc), professionals, council members, and municipal staff. The committee was mandated to participate in guiding and managing the planning process.

The steps/stages of Beita strategic planning process are summarized as follows:

A. Internal arrangements and preparations: This has been the most important step in the process. It included an upgrade of the internal capacities of the municipality, definition of roles and allocation of responsibilities, realization of available and needed resources, and building trust among all stakeholders involved. In this stage as well, the municipal council has formulated the theme for their work which, at a later stage, has been considered as the council's vision.

Beita municipal council's working theme:

With Unity, Participation, Patience and Kindness ... We pass toward a safe future.

B. Comprehensive situational analysis and diagnosis: The planning and research department has organized a research team consisting of 37 researchers from the town of Beita. Each of them was responsible to gather information of his/her neighborhood. This has facilitated their work and increased the community trust to provide reliable and correct information. Together, the planning department and the researchers were responsible for designing and conducting a comprehensive situational analysis. This has been done as follows: *a) Design and conduct comprehensive surveys and studies;* included household survey, customer satisfaction and needs survey, educational and cultural survey, and social-establishments survey. In addition,

Fourteen sectors were covered by the situational analysis surveys:

- b) infrastructure including water, electricity, roads, and sewer system;
- c) urban planning and land-use;
- d) Education;
- e) health;
- f) environment;
- g) industry;
- h) commerce;
- i) agriculture;
- j) tourism and entertainment;
- k) culture;
- l) social works;
- m) housing;
- n) investment and income generation;
- o) media and public relations.

an infrastructure assessment survey based on new aerial photo and available master plan was accomplished to assess the current infrastructure and define development needs; *b) Analyze the collected data and understand current issues;* *c) Establish a database and computerize data reporting process.* The comprehensive survey covered 14 sectors.

C. Community consultation and priority definition: Following the situational analysis phase, 50-60 community leaders, representatives, and citizens have been invited to a workshop. Analysis results have been presented, discussed, and

further refined. For each of the sectoral aspects, thematic meetings have then been held to discuss the issues and define priority needs.

D. Action planning/Projects preparation: Based on results of studies and thematic meetings, the planning and research department (in consultation with the planning and development committee) have compiled all priority issues and further clarified projects' details and prepared projects documents including costs and quantities. No strategies have been formulated. It went directly from analysis of data and identifications of issues into defining actions/projects and estimating their costs. Responsibilities of implementation have been allocated to different departments of the municipality and other stakeholders in the town (including private sector and civil society).

When the plan was ready, the municipality sent the plan document to same community group (50-60 persons of the well-known community leaders and tribes' representatives) for their input and feedback. Then, they have been invited to another workshop in order to discuss their feedback and afterwards to sign the plan document. Their signature on the plan means that they have to support this plan as long as it's in force whether under the jurisdiction of the current municipal council or any other new one.

E. Monitoring and evaluation: Each of municipal departments was given the responsibility to monitor and report on the implementation status of projects within its professional domain.

4.2.3.3 Implementation and follow-up of the plan

One of major outputs of the plan was the establishment of a company in partnership with private sector and key investors (51% owned by the municipality and the rest by the private sector). The Mayor is chairman of the Board and the CEO is one of the key recognized private investors. The company is responsible for implementing development projects in the town in addition to invest and compete in the business market. The profits of the company are major financing source for the development projects identified by the plan.

Therefore, the users of the plan, so far, are the municipality, private sector (including the municipal company), and community based organizations. Private sector investments are regulated by the plan

Implementation, follow-up, and monitoring responsibility for most of the project was assumed by the municipality's newly established departments.

4.2.4 Ramallah-Al-Bireh-Beitunia Strategic Development Plan

4.2.4.1 Background

Contents of Beita strategic plan:

- vii. Executive summary: the reasons of the plan, the process, tools, and timeframe
- viii. Introduction:
 - o About Beita the town; key features of the town, population, economy, etc.
 - o About the municipality of Beita; the council, the different departments and systems
- ix. The Ten-year strategic plan:
 - o Introduction about the internal arrangements and preparations
 - o The tools of the planning process; surveys and database, comprehensive infrastructure assessment, public workshops, thematic meetings, and field visits.
 - o The process of planning; analysis of data, issues definition and prioritization, responsibility assignments, timeframe, monitoring and evaluation, and detailed studies
 - o 14 Sectoral 'strategic' directions included; diagnosis of each sector, prioritized needs, list of actions needed with estimated costs.
- x. Appendices: not annexed but it is the sectoral assessment reports based on the different questionnaires.

The three cities of Ramallah, Al-Bireh, and Beitunia constitute the major urban centre in Ramallah-Al-Bireh Governorate, which is located in the central part of the West Bank, 16 km north of Jerusalem. The cities are interconnected and form one urban unit that contains several educational, commercial, cultural, and recreational centers. In addition, they function as the administrative center of the Palestinian National Authority. The three cities host the headquarters of governmental institutions as well as the foreign consulates and representatives and international companies.

The three cities' population comprises around 30% (90,000 inhabitants) of the population of Ramallah-Al Bireh Governorate. The growth rate is relatively high (3.5-4.0%). During the second Intifada, and because of the continued Israeli closure, hundreds of families had moved from other Palestinian governorates and lived in the neighboring cities of Ramallah, Al-Bireh, and Beitunia. Since ever, the population estimates tells that more than 150,000 inhabitants are living in the three cities (PCBS 2000).

The three cities are socially and culturally diverse. Many active cultural centers are in the three cities and serving the whole governorate. The economic base of the three cities is depending on financial services as well as trade and commercial businesses. Further, the construction sector is very active and is a major employer for a considerable portion of the population (PCBS 2000, Ramallah-Al-Bireh-Beitunia 2007).

The abnormal population growth occurred during the recent years has reduced the municipalities' capabilities to provide high-quality and affordable services. To tackle the challenge of this rapid population growth and the demand for better quality of life, the three municipalities of Ramallah, Al-Bireh, and Beitunia, along with support from German Technical Cooperation (GTZ) and Cities Alliance, launched the Cities Development Strategies (CDS) project in early 2006.

The three newly councils' decision was based on the fact that the three municipalities are engaged in technical cooperation agreement with the German Agency for Technical Cooperation (GTZ). It was also based on the support agreement with the Cities Alliance. Within the framework of these agreements, GTZ and Cities Alliance have to provide necessary support to the three municipalities in order to accomplish the joint strategic development plan.

Besides tackling the challenges of the rapid population growth and the demand for better quality of life, the three municipalities have launched the planning process for the additional following reasons:

- Establish and foster capacities inside each of the three municipalities for initiating and preparing short and long-term development plans with the public participation;
- Investigate, analyze, and discover the suitable and sustainable modes of cooperation among the three municipalities;
- Formulate a collective vision and developing strategies for the three geographically integrated cities
- Prepare a five-year investment plan with prioritized programs/projects by taking into account the available and accessible financial resources;

- Securing financial resources needed for implementing the investment plan through providing project proposals that match donors' requirements and are suitable to mobilize private sector investments.

4.2.4.2 Planning

Based on the agreements, GTZ hired local consultants to support the joint strategic planning process in the three cities. A management structure for managing and guiding the planning process was prepared, discussed, and approved by three municipal councils. Based on the structure, a core management team has been formulated. The team consisted of representatives of three municipalities (city directors and engineers). It also included the consultant and GTZ. The main responsibilities of this team were to plan for, coordinate, and follow-up the different planning activities. Based on the structure, the three mayors were the ultimate supervisory body. The planning team draws on technical expertise of pool of consultants, key technical staff in the municipalities, as well as, consultative stakeholder group defined in early stages of the process.

The planning process included five major stages as follows. Figure 4-11 presents the sequence of the different planning activities and the major milestones.

**Four strategic themes/directions of
Ramallah, Al-Bireh, and Beitunia
joint development plan**

- a) Infrastructure, Services, and Environment
- b) Institutional Structure and Public Partnership
- c) Socio-cultural Aspects
- d) Economical Aspects

A. *Mobilization of Resources:* Plan for the planning process was prepared. Management structure was also prepared and adopted, and a core planning team was formulated. This was a lengthy process since three institutions were involved.

B. *Strategic Analysis:* At the beginning of this step key stakeholders were identified and a strategy for their participation in the process was prepared. Afterwards, this step included two tracks; the 'scientific' track and the 'participatory' one. A) In the scientific track, data from secondary sources were compiled, reviewed, and adjusted. In addition, city profile was compiled and a state of city report was prepared. In addition a comprehensive SWOT analysis using the metropolitan project outputs was prepared. B) In the participatory track, the data compiled during the other track was used as an input for consulting stakeholders. Within the

consultation process, field visits and meetings with key stakeholders were completed and then key stakeholders were invited to a one-day ‘strategic analysis’ workshop to discuss and agree on main common challenges of three cities and define joint priority development/thematic areas.

Vision of Ramallah, Al-Bireh, and Beitunia

Together we seek a prosperous area built on service-based economy with reliable infrastructure, adapts good governance that assures efficient public participation, respects diversity and citizens’ rights, and preserves its environment and heritage

C. Vision and Strategies Formulation:

key stakeholders were invited to a second two-day workshop ‘visioning and strategy formulation workshop’. In light with the results of the strategic analysis, the participants defined a collective vision to the three cities and developed strategic objectives as well as strategies to achieve these objectives.

D. Development of Capital Investment Plan (CIP): The CIP is a list of prioritized projects per thematic development area presented in an action plan format with a defined timeframe, estimated cost, and expected source of funding. Based on the results of the vision and strategies workshop, thematic working groups have been compiled to work on translating the strategies into actions in a form of responsive priority projects for each thematic area. Each group has been supported by a subject matter expert.

E. Promotion and Marketing: A promotion and marketing plan has been designed to promote and build public awareness about the joint vision of the three cities. For a whole month, the three cities have promoted (using billboards, radios spots,

Contents of the strategic development plan of Ramallah, Al-Bireh, and Beitunia:

- i. Preface: by the three Mayors
- ii. Background and context: Reasons of initiating the planning and its objectives.
- iii. Planning approach: Methodology and process of planning.
- iv. Developmental priorities, Vision, and Strategies: includes the strategic themes/directions, challenges and opportunities, vision, objectives, and strategies.
- v. Capital Investment Plan: priority projects organized according to priorities. It also defines; implementation timeframe, estimated costs (distributed over the timeframe), and expected financing sources.
- vi. Annexes: Priority project profiles.

stickers, and other promotion materials) their vision and priority projects.

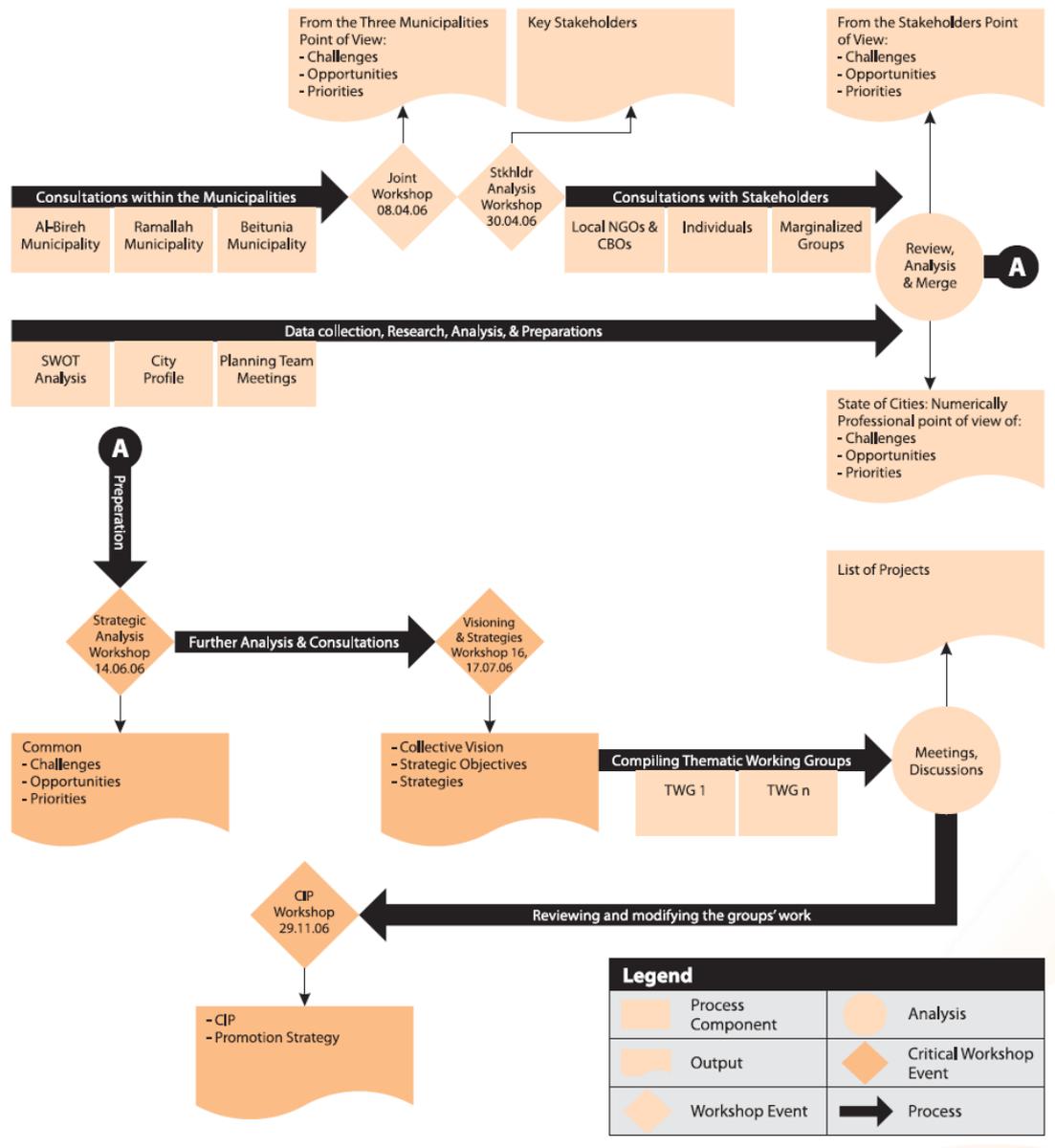


Figure 4-11 Sequence of activities and milestones of Ramallah, Al-Bireh, and Beitunia planning process

Source: *Strategic Development Plan for the cities of Ramallah, Al-Bireh, and Beitunia, 2007.*

4.2.4.3 Implementation and follow-up of the plan

A major output was the establishment of the Joint Cooperation Unit (JCU) of the three municipalities of Ramallah, Al-Bireh, and Beitunia and the signing of the Memorandum of Understanding (MOU) between the three mayors. The JCU is a tangible output of the joint cooperation of the three municipalities and a nucleus for future institutionalized cooperation. The role of the JCU is to implement the plan,

identify further cooperation interfaces, and harmonize the efforts of the three municipalities. A coordinator for the JCU has been hired by the three municipalities to fulfill its mandate.

The plan currently is being used by the JCU to attract funding for high priority investment projects. Therefore, other users would be donors. Moreover, the plan was sent the Ministry of Planning (MOP) to be included in the medium-term development plan of the government.

With regard to the monitoring and evaluation, there is no clear monitoring system and no clear indicators in place expect what is being done by the JCU in terms of ad-hoc monitoring and follow-up.

This chapter has introduced recent international practices and models of strategic urban planning and documented the local Palestinian practices of strategic planning. The issues presented that each of the cases offered are discussed and compared in the following one.

5. COMPARATIVE ANALYSIS AND DISCUSSION

In the preceding chapter, a documentation of each of the case studies has been accomplished. Each of the case studies offers issues for discussion and learning. In this chapter, comparison¹⁸ among local cases as well as with other worldwide practices is pursued. The comparative discussion is structured in a way to comply with research questions and scope.

5.1. Reasons and Objectives

Table (5-1) presents the reasons and objectives of initiating the different planning processes in all the case studies.

Table 5-1 Comparison among case studies on reasons and objectives of planning process

Case study	Reasons	Objectives	Assisting Factors
<i>Own initiative</i>			
Maithalon	<ul style="list-style-type: none"> ➤ New elected municipal council ➤ Unapproved Master Plan 	<ul style="list-style-type: none"> ➤ To have a flexible tool to guide the municipal council in implementing its election program ➤ To identify community needs and priorities ➤ To improve the level of service delivery 	<ul style="list-style-type: none"> ➤ Motivated and visionary Mayor ➤ Well educated council members ➤ Availability of volunteers to support the planning process
Beita	<ul style="list-style-type: none"> ➤ New elected municipal council ➤ Huge amounts of citizens' requests to improve services ➤ Rigid and irresponsive master plan 	<ul style="list-style-type: none"> ➤ To involve the community in developing the town ➤ To develop an integrated plan for managing municipal services and resources, ➤ To respond to citizens needs in a planned professional manner where scarce resources are utilized 	<ul style="list-style-type: none"> ➤ Motivated and visionary Mayor ➤ Well educated council members ➤ Availability of qualified and supportive staff in the municipality
<i>Supported initiative</i>			

¹⁸ For the sake of coming up with proper conclusions, the discussion is differentiating between those local municipalities who have initiated and accomplished their planning processes by their own and between the ones who have been supported to do so.

Salfeet	<ul style="list-style-type: none"> ➤ New elected municipal council ➤ Available funding from GTZ and Cities Alliance 	<ul style="list-style-type: none"> ➤ To come-up with off-the-shelf projects' proposals that are ready to be submitted to donors ➤ To tackle challenges of the deprivation of Salfeet's central role along with improving services for its communities ➤ Establish and foster capacities inside the municipality for initiating and preparing long and short-term development plans with the participation of the public; ➤ Set up institutional mechanisms and administrative capacities that ensure sustainable public participation; ➤ Foster public-private partnerships in all possible intervention areas; ➤ Develop city vision, mission, strategies, and prioritized investment projects with their cost estimations and possible sources of funding. 	<ul style="list-style-type: none"> ➤ Motivation of the municipal staff and councilors
Ramallah, Al-Bireh, Beitunia	<ul style="list-style-type: none"> ➤ New elected municipal councils ➤ Available funding from GTZ and Cities Alliance ➤ Realization of the need for joint planning and service delivery 	<ul style="list-style-type: none"> ➤ To develop a plan that is based on public involvement and participation ➤ To improve service delivery through cooperation and joint planning inside each of the three municipalities for initiating and preparing short and long-term development plans with the public participation; ➤ Investigate, analyze, and discover the suitable and sustainable modes of cooperation among the three municipalities; ➤ Formulate a collective vision and developing strategies for the three geographically integrated cities ➤ Prepare a five-year investment plan with prioritized programs/projects by taking into account the available and accessible financial resources; ➤ Securing financial resources needed for implementing the investment plan through providing project proposals that match donors' requirements and are suitable to mobilize private sector investments 	<ul style="list-style-type: none"> ➤ Motivation of the municipal staff and councilors

As a general note across all the cases above, it could be recognized that recent municipal elections had a great effect on the initiation of such planning processes. Arise of democracy demonstrated by recent elections had brought new blood into municipalities and, thus, had positively influenced the way of governance at the local level. Further, a key issue to notice is that most council members of the case studies' municipalities were well educated. They were supported by qualified and motivated municipal staff or volunteers. These were key factors that led those councils to

become aware of the challenges that they will be facing without the availability of proper supporting tools to guide the development of their cities/towns.

For those municipalities with own planning initiatives, citizens' responsiveness and service delivery improvement seemed to be the key reasons for initiating the strategic planning processes. For instance, Beita Municipality was confronted with the huge amount of citizens' requests for service improvement but, at the same time, with the reality of the scarce resources at the municipality. The same goes for Maithalon. Moreover, both new municipal councils were looking towards involving their communities in developing their communities but were confronted with the lack of the tools, as well as, the clear mandate to do that. The only heritage they found was a piece of 'colored paper' called the Master Plan. However, this 'colored paper' didn't help as well. It lacks the legitimacy since it was unapproved from the regulatory body (MOLG) yet.

It seems that the natural response of both municipalities was to seek ways to overcome these challenges. This was prominent from the simple, but realistic, objectives that they had based their initiatives on. For instance, Maithalon initiative aimed to identify community priorities, improve the level of service delivery, and implement the council's election program. While, Beita initiative aimed to involve the community in the development process, improve the management of service delivery, and respond to citizens' requests within the available resources.

It is interesting to see that both municipalities had realized that they will not be able to drive the development in their respective communities and respond to citizens' requests without planning, prioritizing needs, and involving their communities. For this, they needed different approaches and tools than the traditional ones. The Master Plan was neither appropriate nor sufficient.

As for those municipalities which found supporters, the initiation of their planning processes was a bit different. A key reason of initiation was that funding and advice were available from outside. Otherwise, it is questionable if they would really start such initiatives although they have qualified and motivated councils and staff. Differences could also be recognized from the well structured presentation of objectives of these initiatives. Nevertheless, the aims were similar; responding to

urgent needs in a prioritized and structured manner, involving the communities, and building capacities to improve service delivery.

In principle, whether the initiation was from outside or inside, the rationale was similar in all cases. It is a new culture which is based on new principles of public involvement and participation, modern planning, and priority setting. Some slight differences could be noticed from one case to the other but this is due to the uniqueness of that specific case.

In comparison to worldwide practices, the rationale did not differ as well. Most of recent worldwide planning concepts and applications were based on involving communities in development processes, promoting better economies and safe environments, and improving service delivery.

5.2. Approach and process

This section is devoted to discuss the approach that the case municipalities adopted to prepare their plans. From a scientific point of view, it is necessary then to set some kind of reference where comparisons would refer to. Based on the worldwide best practices and applications of strategic development planning, Table (5-2) lists an extracted standard approach to strategic development planning and its accompanied process management responsibilities.

Table 5-2 Standard strategic development planning approach

Stage	Stage Characteristics	Management Responsibility	Execution Responsibility
a. <i>Preparations/ Mobilization</i>	<ul style="list-style-type: none"> ➤ Structure setting ➤ Responsibilities and roles ➤ Stakeholders identification 	Core planning team	Municipal council, municipal departments
b. <i>Analysis</i>	<ul style="list-style-type: none"> ➤ Identification of key issues 	Core planning team	Community stakeholders, Thematic Taskforces
c. <i>Visioning and strategies</i>	<ul style="list-style-type: none"> ➤ Vision formulation ➤ Strategic directions ➤ Objectives setting 	Core planning team	Community stakeholders, Thematic Taskforces
d. <i>Action planning</i>	<ul style="list-style-type: none"> ➤ Projects identification and prioritization ➤ Projects design ➤ Assigned responsibilities and resources 	Core planning team	Thematic Taskforces

According to Table (5-3), most planning processes have common standard steps. The first step starts by setting up the structure required to manage the process and the last planning step is translating the identified development strategies into tangible projects with clear implementation responsibilities and identified resources. All process steps are managed by a core planning team, usually, headed by a Mayor. However, the execution responsibilities of the different planning steps depend on the step itself. But it is always the case where a community stakeholder group is compiled and involved in all steps. Such a stakeholder group usually includes civil society representatives, private sector representatives, and selected community representatives. The form of involvement of this stakeholder group depends on the step as well. For instance, the plenary stakeholder group usually develops the vision while thematic task forces compiled from the same group set the strategic directions and develop the thematic objectives as well as the action plans. Thematic taskforces are usually assembled based on the issue of concern for the city/town. For instance, such taskforces could be environmental, economic, social or others as needed.

Given this, it seems that the local case study municipalities have followed similar planning approaches but with some differences. Looking at these differences from the perspective whether the case municipality had initiated the process by its own or with the support from outside, the issues that worth the discussion are discussed in Table (5-3).

Table 5-3 Comparative remarks on planning processes of the case studies

Planning Stage	Issue	Discussion Remarks
<i>Own initiatives (Beita and Maithalon)</i>		
<i>Preparations/ Mobilization</i>	<i>a) Process organization and management</i>	<p>In both cases, the planning process had been initiated by the Mayors who were the key drivers of the process.</p> <p>In Beita, for example, the Mayor together with a key staff member formed a committee to guide and follow up the process. Moreover, they worked on establishing a new department in the municipality to ensure proper institutionalization of the process. This department had taken later on the management responsibility of the whole process. Nevertheless, the Mayor's involvement had a great deal in managing the process and affecting the results.</p> <p>In Maithalon, however, the Mayor supported by a Volunteer from the town had driven the process. Neither formal structures nor management tools were set or used. Nevertheless, a core committee was established to guide and follow up the process. A final issue to note was the need for capacity upgrading inside the municipality and for the</p>

	<p>people involved in the process. This had been noticed and tackled by Beita for example.</p> <hr/> <p>In typical Palestinian towns such as Beita and Maithalon, the community is relatively small and stakeholders are well known for the municipalities. Therefore, stakeholder identification process was quick, easy, and not complicated. Further, no special techniques were used for that purpose. Both municipalities established key stakeholder group which was composed of civil society representatives, private sector representatives, council members, and professionals from the community.</p> <p><i>b) Stakeholder identification and involvement</i></p> <p>In Maithalon, the municipality had given the group greater responsibilities in the planning process. The group was divided into thematic taskforces and worked out almost all the stages of the planning process. While in Beita, the newly established planning department was responsible for the process while the group was involved in certain critical steps.</p> <p>Both municipalities gave a lot of consideration to involve and get the 'buy in' of community stakeholders. Beita for example, allocated considerable efforts to build trust among the councilors themselves, between councilors and municipal staff, and then between the municipality and the community.</p>
<p><i>Analysis</i></p>	<p>The analysis approach differed among the two municipalities. In Beita, a comprehensive type of analysis was conducted. The analysis covered almost all sectors (14 sectors). Specialized field researchers were assembled and had the task to conduct field surveys based on pre-developed questionnaires. The time, cost, and efforts that were spent were considerable. But the results were satisfactory. The Planning department was responsible for this task. At the end, the results were presented to the stakeholder group.</p> <p>However, in Maithalon, the analysis process was much easier and quicker. In one workshop, a SWOT analysis was conducted where the different thematic groups identified key challenges and opportunities.</p> <p>Although Beita approach was more scientific and comprehensive but it entailed some challenges. First, it needs proper management capacities to lead such a process. It also needs a well institutionalized mechanism to keep the data updated. Further, it is time consuming and costly one. While Maithalon's approach was easier and eventually led to the same results needed for this planning stage.</p> <p>This final remark is particularly important since most of the Palestinian municipalities lack sufficient capacities and resources to accomplish complicated analysis processes by their own.</p>

<p>Visioning and strategies</p>	<p>d) <i>Vision formulation</i></p>	<p>The understanding for the need of a vision as well as for the characteristics of such a vision had differed among both case studies.</p> <p>In Beita, the municipality came up with the idea of having a statement that could bring the community of Beita together. The need for this statement was based on the idea of bridging the gap between the municipality and the community so altogether could work for the public benefit of the town. Although that statement was spontaneous, it became the vision of the municipality vis-à-vis the future development of the town. In this case, it was interesting to see that the Mayor was the one who suggested this vision and led the stakeholder group to adopt it.</p> <p>However, in Maithalon the core team had guided the stakeholder group to come up with a vision. It was intended to develop a vision due to the fact the core team had the intention to develop a strategic plan. They referred the vision as a municipality vision. But, in fact, it was a vision for the town which is simple and indicative.</p> <p>So, whether intended or not, both communities imagined how their towns would like in future and stated this into simple statements “visions”.</p>
	<p>e) <i>Strategy setting</i></p>	<p>Both cases have skipped this part of the planning process. For them, it seems that to be simple and direct is much better than entering into complications of strategy setting. Or it might be due to lack of understanding of what strategy is and how it could be set. Nevertheless, both cases have developed objectives instead. In Beita, based on the sectoral assessment, the planning department set objectives to be achieved. Where in Maithalon, each of the thematic taskforces had developed general and specific objectives to be achieved within their thematic areas of concern.</p>
<p>Action planning</p>	<p>f) <i>Projects identification, prioritization, and design</i></p>	<p>It was clear that this was a major focus and step in both cases. However, from a process point of view, both municipalities dealt with it differently.</p> <p>In Beita, the planning department identified the projects that are responsive to the objectives of the plan. Then, these projects were presented to the stakeholder group for refining, prioritization, and approval. Prioritization and approval were done in a simple way based on consensus among stakeholders.</p> <p>However, in Maithalon, each of the issue-based taskforces identified relevant projects and prioritized these projects. Then each of the projects was profiled using a standard agreed upon project profile template. The outputs of the taskforces were adopted and considered as responsive to the community needs since each of the taskforces was composed of stakeholders’ representatives.</p> <p>In the essence of participation, it could be argued that Maithalon’s approach was more participatory one.</p>

	g) <i>Implementation responsibilities</i>	In Beita, the municipality assumed implementation responsibility of all the projects. Where in Maithalon, the implementation responsibility was shared among the municipality's departments and relevant stakeholders.
<i>Supported initiatives (Ramallah, Al-Bireh, Beitunia, and Salfeet)</i>		
<i>Preparations/ Mobilization</i>	a) <i>Process organization and management</i>	<p>Both cases were organized and managed similarly due to the fact of having the same technical advice and support. Furthermore, the level of professionalism and organization in these two cases was a bit higher than the ones with own initiatives. Nevertheless, slight differences could be also noticed among both cases but this is due to specific attributions of each of the case studies. For example, Ramallah-Al-Bireh-Beitunia case is a joint planning process (where three municipalities were involved) for a relatively large urban center. While Salfeet's case is different and easier since it's a planning process for relatively small community and just one municipality was involved.</p> <p>In both cases, a management structure was prepared at the beginning of the process. Such a structure had defined roles and responsibilities of each involved party. A core planning team was established in each of the cases. The core team guided the planning process. Supervisory teams, at the other hand, composed of council members and Mayors were following up and supervising the process.</p> <p>The argument here could be as follows; in Beita and Maithalon cases the mayors were the main drivers of the planning processes i.e. leadership from inside was the key. While in Ramallah and Salfeet, core planning teams supported by consultants have organized 'nice' structures and driven the process i.e. leadership from outside was the key driver. The response for such an argument is simply the following question; which one has brought a higher level of ownership – the inside or the outside?</p>

	<p>b) <i>Stakeholder identification and involvement</i></p>	<p>Organizing stakeholder involvement was better structured in these two cases. Firstly, each of the core planning teams conducted a stakeholder analysis exercise. Community stakeholders were identified and their participation strategies in the planning process were set. This exercise had facilitated the process and identified who should participate and when.</p> <p>However, two things could be noted here. First, having a stakeholder map that identifies who should be involved, when, and for what is essential in such a planning process because in such a case, every interest group will be able to take part in planning the development of their city/town. While the second thing is if the community is relatively small and the social relations are strong, would it be necessary to go for such an exercise (given it consumes time and efforts)? In the cases of Beita and Maithalon, it was prominent that they just went for selecting who should participate.</p> <p>From a good governance point of view, it could be argued whether the approach that was adopted by Beita and Maithalon was really inclusive. But at the same time, it could be also questionable if the other two cases did include all community stakeholders in a representative manner.</p>
<p><i>Analysis</i></p>	<p>c) <i>Identification of key issues</i></p>	<p>Issue analysis in both cases was done in two steps. First step was rapid analysis which was done by consultants. The output of this step was an assessment report called 'the state of city report'. While the second step was a stakeholder workshop where the results of the consultants' analysis were used as indicative inputs for the stakeholders. Usually, the results of both steps have matched and aligned.</p> <p>It was impressing to notice that issues facing the community could be easily identified and mapped in a workshop or through rapid appraisal. This is particularly true when the community is relatively small. This was prominent from the results of the assessment of all the case studies.</p> <p>In the cases of Ramallah, A-Bireh, Beitunia, and Salfeet, the consultants used complicated assessment tools such as city profiles and other assessment tools. However, it was pretty shocking what the assessment workshop revealed. Simply, the results of the assessment report and the workshop were the same. Based on this, it could be argued whether consultants' involvement would be needed or is it enough to have a good moderator and some workshop tools?</p> <p>Another aspect worth the discussion here; Would it be better to identify few pre-known thematic areas and then assess them or conduct a comprehensive assessment for almost every sector and then identify the issues based on that? From the case studies we have seen that some municipalities went through a comprehensive assessment for all the sectors while other just identified general themes and then</p>

	<p>assessed those themes. Having closer look at the cases where pre-identified themes were considered, it could be realized that the themes are also so general and could be considered as comprehensive. Therefore, it is a matter of clustering and simplification of the process.</p>
<p><i>Visioning and strategies</i></p>	<p>d) <i>Vision formulation</i></p> <p>Visioning was a key step in both case studies. In a one day workshop, stakeholder group assembled and formulated a vision for the future development of their communities. In the workshop, examples of ideal visions were presented to the stakeholders, and then stakeholders were asked to work in small working groups to come up with vision statements. Each working group presented their suggested visions to the plenary. Then, using voting technique, stakeholders agreed on visions that were edited by the consultants.</p> <p>Vision formulation was technically driven by the consultants and the focus was whether this vision should be sixty-word vision or hundred-word vision rather being a genuine statement that represents the aspiration of the community or, at least, its leadership. Compared to the cases of Beita and Maithalon, it is really a difference to go through a technical exercise to come up with a nice statement to be highlighted or to assemble real community aspiration into simple and genuine statement?</p>
	<p>e) <i>Strategies formulation</i></p> <p>In a follow-up one day workshop, key stakeholder groups in each of the cases have worked in working groups to discuss and develop strategies that are linked to their communities' visions. The consultants later on have reviewed the outputs of the workshop, linked them with the strategic analysis outputs, defined strategic objectives and linked them with the developed strategies.</p> <p>Even though consultants were involved in developing strategies to achieve the visions of both communities, but the process of developing these strategies if compared to worldwide practices was yet not as it should be done. Strategies usually are developed based on the results of SWOT analysis. For example, some strategies are building on the Strengths and overcoming the Weakness such as SW strategies, while others are trying to utilize the available Opportunities and still building on the Strengths such as OS strategies. It was obvious from both case studies that the strategies were not built using such scientific techniques.</p> <p>So, Beita and Maithalon didn't go through this step while Ramallah and Salfet went through it but without using any the known scientific techniques of strategy development.</p> <p>Based on the above experiences, the argument could be then, is it really necessary to go through such a 'complicated' step given the available capacities at these municipalities? If yes, is it necessary to work it out using scientific techniques or just using simple methods and brainstorming techniques?</p>

Action planning	<p>f) <i>Projects identification, prioritization, and design</i></p>	<p>In each of the two case studies, four thematic ‘strategic’ areas were considered. As discussed earlier, a thematic taskforce was established for each of the four areas. Each of the taskforces consisted of relevant stakeholders including municipal staff and officials. The coordination of these taskforces was done through specialized consultants. These taskforces were mandated to further detail issues that relevant to the thematic area, identify responsive and workable projects, and profile the identified projects. For profiling purposes, standard templates were used. The results of all the identified projects were presented a stakeholder workshop for refinement and prioritization. For prioritization purposes, voting technique using ‘colored stickers’ was used. All the projects then were put into an action plan format. The 6 high priority projects were taken by the consultants for further design.</p> <p>Compared to the earlier two cases of Beita and Maithalon, the process of identifying and profiling the projects was similar to Maithalon’s one with the exception having consultants working on it and then presenting it into an action plan format. Compared to the worldwide practice, also similar approach was used where it is the responsibility of thematic taskforces to identify and design the projects.</p> <p>The issue to be argued here is the coordination and the guidance of thematic taskforces to accomplish their tasks. It has been noticed from the experiences of Ramallah, Salfeet, and Maithalon that without the existence of a coordination function to coordinate, drive, and guide the thematic taskforces; the process might be challenging and might not function properly.</p> <p>Moreover, it seems that the presence of some tools to guide and facilitate the identification, prioritization, and design of the projects is so important.</p>
	<p>g) <i>Implementation responsibilities</i></p>	<p>In the case of Ramallah, Al-Bireh, and Beitunia the implementation responsibility was given to a newly established joint coordination unit. This was specified clearly in their plans. While in Salfeet, the municipality had assumed this responsibility.</p> <p>The stakeholders’ role and responsibility in the implementation was ignored and was not tackled by any of the case studies. Compared to worldwide practices, it is so important that stakeholders assume a great responsibility towards the implementation and follow-up of the plan.</p>

The comparative discussion with regard to the adopted planning approach of the case studies has revealed the following issues for learning and consideration:

- a) ***Process organization and management***: Two key issues have revealed; leadership as well as definition of roles and responsibilities. Leadership is so important. With visionary and committed leadership, such planning processes will

- b) *Stakeholder identification and involvement:*** Key issue in a development planning process is to know who should be involved from the community stakeholders and when. In a context of a relatively small community, interest groups and stakeholders are usually easy to be identified, contacted, and involved. However, simple identification tools could be also of support for both small and large communities. A simplified stakeholder analysis tool would assist the process management team beforehand to identify all relevant community stakeholders and their type of involvement throughout the planning process. The identification process should be so simple and quick and shouldn't consume much time and efforts.
- c) *Identification of key issues and analyzing the status quo:*** In large-scale and complicated planning processes, analysis of the status quo and issue identification do require sophisticated tools and do consume a lot of time and efforts. Such a step does also require proper capacities and resources. However, in a context like the Palestinian one where most emerging issues are felt on daily basis by the community, sophisticated tools are unlikely to be necessary. Participatory appraisal techniques such as workshops and focus group/taskforces meetings could be more than enough. A structured and moderated assessment workshop to identify strategic issues that would hinder or advance the development process in a particular community could be a start. Once key issues are identified and agreed upon in such a workshop, thematic taskforces for each of the issues of concern could be assembled to further analyze the relevant area of concern. From a process point of view, and based on the experience, the minimum the number of issues

and taskforces are, the more successful and fruitful the process is. Further, simplified assessment tools to assist the community stakeholders throughout the assessment stage could be of great benefit and would advance the results positively. Such tools could be particularly helpful to the work of the assembled taskforces. Simplified tool that indicate the topics to be looked at within a particular area of concern could be also a basis for a future monitoring function of that specific area.

Furthermore, in a context where capacities are modest and resources are difficult to be accessed, it is unlikely that complicated assessment processes to succeed. Moreover, data is an important part of any assessment process. In a context where data is not easily to be accessed and available, it is wise to seek alternative simple processes to access this data. Participatory assessment techniques could be simple and quick to access data.

- d) *Visioning and strategy formulation:*** Vision is a key and essential component of a development planning process. A vision is not just a ‘nice’ statement to be printed out and promoted via publications. The vision is the ‘nice’ but ‘actual genuine dream’ of community stakeholders or/and leadership. Therefore, vision formulation shouldn’t be a technical driven process. Visioning is closely linked with leadership. If a visionary leader is driving the planning process, then the visioning process would be successful even though it didn’t go through the technical steps of its development. Further, if a visionary leader is driving the process, then the vision would be real even though it doesn’t comply with the theoretical characteristics of a vision. In the Palestinian context, experience shows that the presence of visionary leaders was a key factor for visioning processes to succeed and for visions to be realistic. If leadership is not there, then, community stakeholders are responsible to formulate their community’s vision. However, looking at the visioning from a process point of view, the leadership factor is actually influencing the process of how a vision should be formulated and the order of this step. In the presence of leadership, the vision is there in the minds of the community leaders since the beginning. In this case, the process is relatively simple but challenging. It is a matter of promotion and getting the ‘buy in’ of community stakeholders. However, in the absence of leadership, visioning could be organized in a workshop where the stakeholder group is assembled to

Based on the community vision and the identified issues to be tackled by development planning, it is usually the case where development objectives are set and then strategies to achieve those objectives are formulated. This is similar to any logical design of an initiative. The vision is equivalent to the ‘overall objective’ and the development objectives are equivalent to the ‘specific objectives’ of that initiative. Achieving each of the specific objectives could be done in several ways. Those ways are usually called strategies. Each strategy entails a set of initiatives in order to be achieved and builds on certain characteristics to be utilized. As in a transportation system, to reach a certain destination, the shortest and easiest way is always the best. The same is with strategy formulation. A good strategy is the one that leads to the achievement of an objective in the most convenient manner. However, going through strategy formulation process requires certain capacities and resources. In the Palestinian context, and from a technical process point of view, experience shows that this step has been always skipped or done improperly if compared to worldwide practices and scientific techniques where SWOT analysis is essential in this regard. This is due to certain facts. The first one is basically the understanding of the necessity of formulating a ‘right’ strategy, while the second one is the knowledge of how good strategies could be built. However, on the other hand, experience shows that with the presence of leadership, good strategies have been implicitly built and achieved results. Therefore, this leads to the same argument as above. If leadership is driving the planning process, strategy formulation shouldn’t be technically-driven process. However, in a process where leadership is absent, it is then the responsibility of the thematic taskforces to seek for the best ways of how to reach their destinations. From a process point of view, this could be done through several focus groups/taskforces meetings. Those meetings will bring

results if they are well prepared and coordinated. It has been always the case when proper coordination and motivation is missing, the results are then modest.

- e) ***Projects identification, prioritization, and design:*** Objectives and strategies would be realistic if they are then translated into initiatives to be implemented on the ground i.e. putting the development plan into an ‘action mode’. Action is always linked with outputs that are tangible. Projects and programs are the means to translate objectives into tangible outputs. In this regard, experience revealed two issues for consideration. Firstly, projects/programs shall be responsive and of high priority to the identified issues and community needs. Secondly, projects/programs shall be linked to resources and implementation responsibilities.

Therefore, from a process point of view, projects/programs could be best identified firstly by thematic taskforces. Taskforces should look carefully at the identified issues, available resources, and implementation capacities. In this regard, brainstorming techniques accompanied by the results of the assessment stage would be of great help. Further, for these taskforces to function properly, it is of high importance to have a coordination function. Then, identified projects shall be presented to the stakeholder group for refinement, update, and prioritization. This could be done in a moderated workshop where each thematic taskforce could present issues, objectives, and identified projects for that particular thematic area. It is of high importance when presenting the projects to highlight the following aspects; the project’s purposes, location, activities, timeframe, costs, and implementation responsibilities. For this, standard project profile templates could be used. Afterwards, stakeholder group would be able to have an overview of all identified projects and recheck for responsiveness, duplications, and missing projects. Then, the stakeholder group could prioritize the identified projects. For ending up with realistic and achievable plan, prioritization criteria shall be developed and agreed upon. Such criteria shall, at least, include; available resources vis-à-vis amount of identified projects, implementation capacities and responsibilities, and level of responsiveness to urgent community needs. Given the criteria is available, simple prioritization techniques such as ‘voting’ would be enough to do the job. For all the previous to

succeed, good moderator and well prepared workshop program accompanied with some simple tools are essential.

Once responsive priority projects/programs are identified and agreed upon, the core team should collect all the projects and put them together in an action plan format where clear timeframes, implementation responsibilities, and sources of finances are figured out. For this, scheduling techniques such as Gantt Charts could be of great help. Action plan has then to be disseminated widely to all involved stakeholders in order to ensure that responsibilities of implementation are known and assumed. Moreover, the core team should follow-up with the thematic taskforces in order to further detail and design the projects under their respective thematic areas.

f) Other issues: The comparative analysis of the planning process has revealed other important issues for learning and consideration. These are discussed below.

Leadership has been strongly emphasized in certain steps as a key and influential factor of a development planning process. However, at the same level of importance as the leadership, is the leadership's support and coordination function. Usually, leaders initiate and drive processes but without getting involved into the details of having these process implemented properly. The local experience shows that beside each leader, a 'co-leader' is there. This 'co-leader' is usually responsible for the coordination as well as the technical quality and support of the planning process. The co-leader could be someone and it could a function that is taken over by more than one. However, co-leaders shall be linked directly to the leadership. Co-leaders are usually responsible of coordination, organization, and management. Therefore, from a process point of view, ensuring that such a function is working properly since the start of the process is of utmost importance and necessity.

Trust building is another key aspect that the local experience revealed. Having community stakeholders on board and in the driving seat of development planning processes is vital for its success. Respectful and collective leadership could achieve this. However, from a process point of view and in the absence of such leadership, trust building and community 'buy-in' could be achieved via two means; extensive promotion and achieving quick outputs or 'quick wins'.

Extensive promotion could be done through many ways. However, in a context such as the Palestinian one where most communities are relatively small, simple promotion techniques could be very helpful. Such techniques might include modest publications and regular awareness building and dissemination sessions/workshops. The second mean is the production of small but quick and tangible outputs in parallel to process itself and side-by-side to the promotion. Such small wins have proved to be so important in trust building. These could be initiatives of small scale investment and relatively short implementation time but, at the same time, they should be able to produce quick tangible results.

5.3. Scope and content

In terms of scope, and based on worldwide practices and applications, strategic development planning tackles community-wide issues and mobilizes community stakeholders to join forces in order to tackle these issues. However, in terms of content, such planning tries to respond to few but critical community issues and utilizes special and unique attributes of that particular community. Usually, socio-economic, environmental, and service delivery issues are the focus of such plans. In developed and decentralized systems, the municipal government is mandated to drive development at the local level and, therefore, the scope of the planning is community-wide. This is a worldwide effect of the global changes on governance systems and on planning approaches. Due to the same effects, where urbanization and globalization are critical phenomena, development planning at the local level focuses on socio-economic, environmental, and service delivery issues.

In Palestine, and according to the Palestinian Local Governments Law of 1997, municipal governments are yet not mandated to drive development processes at the local level. The governance system is not decentralized yet. Therefore, not all community wide issues are not within the legal mandate of municipal governments. Since the mandate is not there, then, resources and powers are not there as well.

Table (5-4) provides a comparative overview of the scope as well as the content of the local case studies. The scope indicates whether the plan has tackled issues that are community-wide (beyond the mandate of the municipal government) or just municipal related (within the mandate of the municipal government according to the Palestinian Local Government Law of 1997) or both.

Table 5-4 comparative overview of scope and content of local case studies

Case	Scope	Content (thematic issues)	Planning Horizon	Discussion Remarks
Maithalon	<input type="checkbox"/> Community-wide <input type="checkbox"/> Municipal services <input checked="" type="checkbox"/> Both	<input checked="" type="checkbox"/> Social <input checked="" type="checkbox"/> Economical <input checked="" type="checkbox"/> Environmental <input checked="" type="checkbox"/> Infrastructure <input type="checkbox"/> Institutional capacity <input checked="" type="checkbox"/> Others: Security and Spatial Relations to the region	5-year plan	Community wide issues have been identified; however, proposed initiatives to tackle these issues have been mostly within the mandate of the municipal government except for few in the economic and social thematic areas. Nevertheless, this shows that the municipality has assumed the responsibility to deal with community priority issues even though it's not legally mandated to do so.
Beita	<input type="checkbox"/> Community-wide <input type="checkbox"/> Municipal-services <input checked="" type="checkbox"/> Both	<input checked="" type="checkbox"/> Social <input checked="" type="checkbox"/> Economical <input checked="" type="checkbox"/> Environmental <input checked="" type="checkbox"/> Infrastructure <input checked="" type="checkbox"/> Institutional capacity <input checked="" type="checkbox"/> Others: Cultural Heritage and Financial Sources	10-year plan	Community wide issues have been identified comprehensively under 14 sectors. In this case, the municipality has assumed even larger responsibilities to tackle priority issues that are beyond its mandate such as socio-economic issues. The proposed initiatives have reflected this.
Salfeet	<input type="checkbox"/> Community-wide <input type="checkbox"/> Municipal-services <input checked="" type="checkbox"/> Both	<input checked="" type="checkbox"/> Social <input checked="" type="checkbox"/> Economical <input checked="" type="checkbox"/> Environmental <input checked="" type="checkbox"/> Infrastructure <input checked="" type="checkbox"/> Institutional capacity <input checked="" type="checkbox"/> Others: Governance and Spatial Relations to the region	5-year plan	Community wide issues have been identified. Both municipalities have assumed larger responsibilities to tackle priority issues that are beyond their mandates. These included socio-economic, governance, and environmental issues. The proposed initiatives have reflected this.
Ramallah, Al-Bireh, and Beitunia	<input type="checkbox"/> Community-wide <input type="checkbox"/> Municipal-services <input checked="" type="checkbox"/> Both	<input checked="" type="checkbox"/> Social <input checked="" type="checkbox"/> Economical <input checked="" type="checkbox"/> Environmental <input checked="" type="checkbox"/> Infrastructure <input checked="" type="checkbox"/> Institutional capacity <input checked="" type="checkbox"/> Others: Governance and Joint service delivery	5-year plan	Community wide issues have been identified. Both municipalities have assumed larger responsibilities to tackle priority issues that are beyond their mandates. These included socio-economic, governance, and environmental issues. The proposed initiatives have reflected this.

The local experience revealed the following for learning and consideration:

- In addition to issues of delivery of basic services (such as water, waste water, electricity, roads, schools, public spaces, and health clinics), development plans have tackled other emerging priority and developmental issues (such as poverty, unemployment, quality education, governance approach, etc). It is a clear sign that such priority issues could not be tackled by the Master physical plan of these communities.
- Municipal governments are the closer to their communities. Therefore, they know better what their communities need. The experience shows that the case study municipalities do believe that it is their responsibility to respond to these needs. Their communities do believe in that as well. This has been clearly reflected by their plans where all case study municipalities assumed responsibilities that are beyond their legal mandate. However, the argument here is the resources that are available to those municipal governments as well as their capacities to deal with all these issues. It is the same argument that the national government stipulate whenever a discussion on decentralization is opened. Therefore, it has been seen that institutional capacity of municipal government had been a key component of most of the local case studies' plans.
- Development plans usually respond to few but critical and strategic community issues. They also utilize special and unique attributes of that particular community. However, the local experience has shown that most case municipalities have tackled many issues (developmental and service delivery ones) in a comprehensive manner. In some plans, issues have been clustered under wider thematic areas, while in other plans; issues have not been clustered as such but left under the traditional sectoral classification. From a content point of view, it is against the principle of strategic development planning to tackle all issues comprehensively at once and to assume the responsibility to implement all of these issues. The rational of strategic development planning is to tackle the most urgent and critical but strategic issues while utilizing the available resources, strengths, opportunities, and capacities.

5.4. Outputs/products and use of outputs

Two types of outputs could be noticed in development planning processes; process outputs and overall planning outputs. Each could be used separately and by different users. Process outputs are usually used for the sake of concluding the plan while the overall planning outputs are used for ‘action-taking’. Table (5-5) provides a comparative overview of the case studies’ outputs, users, and use.

Table 5-5 comparative overview of the case studies’ outputs, users, and use

Case	Outputs	Users	Use	
Maithalon	<i>Process Outputs</i>	a. Thematic assessments	Thematic taskforces	<ul style="list-style-type: none"> ➤ Develop thematic objectives ➤ Identify thematic priority projects
		b. Projects’ profiles	Core planning team	<ul style="list-style-type: none"> ➤ Compile the strategic plan ➤ Promote individual projects
	<i>Overall Output</i>	A document titled “Strategic Plan for Maithalon Municipality (2006-2010). The document included the vision of the municipality, its mission, the thematic strategic objectives, and thematic project sheets.	Municipality	<ul style="list-style-type: none"> ➤ Fundraising ➤ Basis for any development activity
			Donors	<ul style="list-style-type: none"> ➤ Identify projects for support
Beita	<i>Process Outputs</i>	a. Sectoral database	Planning and research department	<ul style="list-style-type: none"> ➤ Retrieve sectoral information as required ➤ Basis for decision-making processes
		b. Sectoral assessment reports	Planning and research department	<ul style="list-style-type: none"> ➤ Identify sectoral needs and projects
		c. Detailed projects’ documents	Municipality or project stakeholders	<ul style="list-style-type: none"> ➤ Promotion and implementation of priority projects
	<i>Overall Output</i>	A document titled “Ten-year Strategic Plan for Beita”. The document defined sectoral issues, priorities, and actions with estimated costs	Municipality	<ul style="list-style-type: none"> ➤ Seeking partnerships for development activities ➤ Basis for any development activity
Private investors	<ul style="list-style-type: none"> ➤ Initiate and implement investment initiatives 			

Salfet	<i>Process Outputs</i>	a. Stakeholder analysis report	Core planning team	➤ Involve stakeholders in the planning process
		b. SWOT analysis report	Thematic taskforces & stakeholder group	➤ Develop thematic objectives ➤ Identify thematic priority projects
		c. Projects' profiles	Core planning team	➤ Compile the strategic plan ➤ Promote individual projects
		d. Detailed projects' documents for the top six priority	Municipality or project stakeholders	➤ Promotion and implementation of priority projects
	<i>Overall Output</i>	A document titled "Salfet City Development Strategy" which includes a Capital Investment Plan with defined timeframe of implementation and estimated costs/year	Municipality	➤ Fundraising ➤ Basis for any development activity ➤ Follow-up on implementation
			Donors	➤ Identify projects for support
Ramallah, Al-Bireh, and Beitunia	<i>Process Outputs</i>	a. Stakeholder analysis report	Core planning team	➤ Involve stakeholders in the planning process
		b. SWOT analysis report	Thematic taskforces & stakeholder group	➤ Develop thematic objectives ➤ Identify thematic priority projects
		c. Projects' profiles	Core planning team	➤ Compile the strategic plan ➤ Promote individual projects
		d. Detailed projects' documents for the top six priority	Joint Coordination Unit (JCU) or project stakeholders	➤ Promotion and implementation of priority projects
	<i>Overall Output</i>	A document titled "Strategic Development Plan for Ramallah, Al-Bireh, and Beitunia 2007-2011" which includes a Capital Investment Plan with defined timeframe of implementation and estimated costs/year	Joint Coordination Unit (JCU) of the three municipalities	➤ Fundraising ➤ Basis for any development activity ➤ Follow-up on implementation
			Donors	➤ Identify projects for support

The following are noted for learning purposes:

- **Process outputs:** process outputs depend on the planning process and tools. Common output of planning processes was thematic assessment reports. Such reports are essential to guide stakeholders to realize the thematic issues and develop realistic development objectives. However, such reports could be so complicated, long, and written in languages other than Arabic, especially if it has been written by consultants. In such case, and if summaries are not provided, the report would be useless for stakeholders. Simple versions of such reports would be the most useful. Such version could be simply a PowerPoint presentation where challenges, opportunities, and strengths for each thematic area are presented. However, this doesn't mean that detailed versions of assessments are not necessary.

Another common output of planning processes was the presentation of priority projects into standard templates known as 'project profiles' or 'project sheets'. Such templates are pretty useful to conceptualize certain project and provide an overview of its purposes, components, expected outputs, timeframe, location, and costs. Such a template is also very useful for promotion and communication purposes. It is also an essential basis for further detailing and preparing the project design document.

Promotion materials such as publications are so important to disseminate and promote the development plan. Such materials could be very useful to create necessary awareness at the community level and to get the buy-in of the community stakeholders. It could be also very useful to secure finances or partnerships to implement certain projects.

Process documentation is also a key significant output. Throughout the process, meetings, workshops, and other activities and events are usually taking place. Documentation of such events and activities could be very useful in terms of knowledge preservation and dissemination. It could also be very useful for backstopping reasons.

- **Overall planning outputs:** A common overall output of the development planning processes is the 'plan document'. Such documents are usually called the strategic plans or development plans. Locally, contents of such documents differ based on

the case, but usually include; community vision, summary assessment of priority issues, objectives, and projects/programs to be implemented. Maps or spatial representation are rarely found in such documents. Action plans or ‘investment plans’ have been reported as a useful component of development plans. Presentation of priority projects/programs in an action plan format where projects are scheduled with defined timeframe, resources, costs, and responsibilities of implementation could be very useful. Such presentation provides an overarching view of the projects implementation schedule. However, having the final output limited by an action plan could be inflexible enough to accommodate new emerging development issues of initiatives. However, in a context such as the Palestinian one, and especially at the short run, the production of such plans could be of great help and achievement.

- ***Users and use:*** Worldwide practices have shown that development plans could be used by key community stakeholder. In addition to the municipal government, users could be national government, private sector and investors, and civil society actors. Community stakeholders should be committed to contribute to the achievement of the plan objectives. However, the local experience revealed that key users of development plans are limited to the municipal government and donors and, rarely, to private sector investors. Since community stakeholders have participated in the planning process, then, they hold a stake in the plan implementation. Experience shows that such a plan could be an overarching framework for development activities in the community. However, in such case, it should be flexible enough to allow for community stakeholders involvement and contribution. Within the local context, experience has shown that pre-identification of users and allocation of implementation responsibilities is very important to ensure a suitable use of the plan once it’s ready.

Most case study municipalities have intended to use these plans as fundraising tools. Some have envisioned using them as a basis for capital investment operations and others have approached private sector investors for partnerships. Even though it is necessary to approach donors at this stage, but it is very important not to limit users only to donors.

5.5. Implementation, institutionalization, and monitoring and evaluation

It is always nice to have a plan document. It might give the municipal government a privilege. However, it is so dangerous if this ‘nice’ document ends up at the messy shelves of that municipal government. Once the ‘planning process’ ends, then, it’s the start and not the end. The plan has to be implemented in order to achieve the intended development. Worldwide experience has shown that the most challenging stage starts after preparing the plan. Plan implementation is always conditional by the availability of proper institutional arrangements, capacities, and resources. An institutional structure that defines responsibilities of implementation and follow-up is so essential. Further, to secure financial and technical resources is at the same level of significance. If the previous are well taken care of, then, monitoring and evaluating the progress of implementation remains an issue where experience has emphasized as a bottleneck in almost all case studies. Monitoring and evaluating the achievement of the plan objectives, and adjusting accordingly, is conditional by an institutionalized mechanism set for that purpose.

Table (5-6) provides a comparative overview of progress on this regard in the local case studies.

Table 5-6 comparative overview of monitoring setups within the case studies

Case	Availability of institutional setup	Responsibility	Remarks
<i>Maithalon</i>	<input type="checkbox"/> Yes	<input type="checkbox"/> For monitoring projects implementation	<input type="checkbox"/> Municipality <input type="checkbox"/> Stakeholders <input type="checkbox"/> Others ➤ N/A
		<input type="checkbox"/> For monitoring objectives achievements	<input type="checkbox"/> Municipality <input type="checkbox"/> Stakeholders <input type="checkbox"/> Others ➤ N/A
	<input checked="" type="checkbox"/> NO	<ul style="list-style-type: none"> ➤ In each project sheet, some indicators were proposed for monitoring and measuring the achievements at the project level. However, the quality of these indicators vis-à-vis the technical specs of SMART ones is poor. ➤ Project implementation responsibilities were assigned in each of the project sheets. However, in the absence of an institutionalized monitoring system, it is questionable whether this is useful or not. 	
<i>Beita</i>	<input checked="" type="checkbox"/> Yes	<input checked="" type="checkbox"/> For monitoring projects implementation	<input checked="" type="checkbox"/> Municipality <input type="checkbox"/> Stakeholders <input type="checkbox"/> Others ➤ Establishment of the planning department and installing a database
		<input type="checkbox"/> For monitoring objectives achievements	<input type="checkbox"/> Municipality <input type="checkbox"/> Stakeholders <input type="checkbox"/> Others ➤ The database could be utilized for monitoring purposes
	<input type="checkbox"/> NO	➤ N/A	

<i>Salfeet</i>	<input type="checkbox"/> Yes	<input type="checkbox"/> For monitoring projects implementation	<input type="checkbox"/> Municipality <input type="checkbox"/> Stakeholders <input type="checkbox"/> Others	➤ N/A
		<input type="checkbox"/> For monitoring objectives achievements	<input type="checkbox"/> Municipality <input type="checkbox"/> Stakeholders <input type="checkbox"/> Others	➤ N/A
	<input checked="" type="checkbox"/> NO			➤ In each project sheet, some indicators were proposed for monitoring and measuring the achievements at the project level. ➤ Indicators at the plan objectives' level were also proposed. ➤ However, no mechanism for monitoring those indicators was established.
<i>Ramallah, Al-Bireh, and Beitunia</i>	<input checked="" type="checkbox"/> Yes	<input checked="" type="checkbox"/> For monitoring projects implementation	<input checked="" type="checkbox"/> Municipality <input type="checkbox"/> Stakeholders <input type="checkbox"/> Others	➤ The establishment of the Joint Coordination Unit (JCU) of the three municipalities ➤ Projects' indicators were proposed
		<input type="checkbox"/> For monitoring objectives achievements	<input type="checkbox"/> Municipality <input type="checkbox"/> Stakeholders <input type="checkbox"/> Others	➤ Indicators at the plan were proposed ➤ No available tools for the JCU to monitor those indicators
	<input type="checkbox"/> NO			➤ N/A

With regard to the implementation of the plan, the following are noted for learning and consideration:

- **Linkage to financial sources:** Without resources, plans are worthless. Developing a plan without securing trustful sources to finance or adopt the projects and programs of the plan means that the plan will probably end at the shelves. This is a key issue that the local, as well as the international, experience revealed. In the Palestinian context, financial sources could be accessible via several means. The most prominent channels that municipal governments are able to access are donors, ministries, and own finances. The Municipal Development and Lending Fund (MDLF) is also a well-known and reliable channel to access capital and investment finances. Nevertheless, municipal own finances are limited due to the yielding base of local taxes, the poor collection rates, and the irregular government transfers. Further, ministries and donors finances are also limited and couldn't be accessed easily. As well, MDLF finances are limited, dependent on donor funding, and provided on annual basis. However, given the amount of development needs at the local level, the above sources are not enough. Therefore, additional financing sources are needed. In this regard, it has been seen that some municipal governments tried to access alternative sources such as private finances.

However, as discussed earlier, the development is for the community development and not just for the municipal government. This means that community stakeholders hold a stake to implement the development plan and not just to participate in its preparation. Therefore, additional sources should be available via these stakeholders. For instance, adoption of certain relevant project/program could be one means. Additional one could be via investment partnerships agreements.

With regard to monitoring and following-up the implementation of the plan, the following are noted for learning and consideration:

- ***Set-up of a monitoring system:*** Monitoring could be functional if a system is in place. A monitoring system usually consists of indicators that are specific, measurable, attainable, realistic, and time bounded (SMART). Further, a monitoring system needs a ‘system administrator’ or a ‘system responsible’. Responsibility for monitoring should be clearly defined and assigned. Otherwise, it would be difficult for the system to function. Experience has shown that even though SMART indicators are in place, without a defined responsibility, the system would fail.

Having a functional system for monitoring and reporting is essential to hold the municipal government accountable towards the community stakeholders. It is also essential to track the progress of implementing the development plan and modify or adjust the development strategies if necessary.

- ***Accessibility to data:*** Data usually hinders the functionality of a monitoring system. If data requirements are identified, then, sources of this data should be identified and be able to be accessed as well. Otherwise, it could be difficult for such a system to function. Databases are particularly important in this regard. The local experience has shown that even though municipalities have collected data in several forms but this data if not preserved, maintained, and updated on regular basis, it will be difficult to feed in the monitoring system. Therefore, the risk of having the system to break down is high.
- ***Involvement of stakeholders:*** As in the implementation, stakeholders are responsible to take part in monitoring the achievement of the development objectives. Worldwide experience has shown that it is of utmost importance to

have stakeholders, whom participated in the planning process, to participate in monitoring the implementation as well. This could happen by maintaining the composition of the thematic taskforces and to mandate these task forces to be responsible for the monitoring as well.

However, for both plan implementation and monitoring, an institutionalized mechanism or structure is essential. Such a structure should be anchored within the municipal government institution and should be linked to a coordination function. The coordination function is essential in this regard. As in planning and implementation phases, the coordination function is core in this process.

5.6. Relations to physical/spatial plans

Development objectives and strategies if not translated and linked spatially could be misleading and inefficient. Worldwide experience and applications have shown that spatial representation of development strategies is a key component to materialize development on the ground. Modern urban planning systems require such representation as well. Spatial representation differs according to the planning system of the particular country of concern. However, a common component among all these systems was a spatial framework. Such a framework guides the development in all thematic areas of concern spatially.

As presented and discussed in Chapter Four, in the Palestinian urban planning system, Master Planning is still the legally binding approach for planning communities. Therefore, development is spatially being guided through Master Plans.

Except Beita, none of the other case study municipalities have tried to link their development plans to any existing spatial/physical plan. Nevertheless, some have indicated the locations where priority projects/programs are going to be implemented. Table (5-7) provides a comparative overview among the case study municipalities with regard to linkages to Master/spatial plans.

Table 5-7 comparative overview with regard to the linkages to Master Plans

Case	Attempts to Linkages	How?/Remarks
<i>Maithalon</i>	<input type="checkbox"/> <i>Yes</i> <input checked="" type="checkbox"/> <i>NO</i>	➤ Location of each project was indicated clearly. The location means a spatial translation of the project into a specific land area
<i>Beita</i>	<input checked="" type="checkbox"/> <i>Yes</i> <input type="checkbox"/> <i>NO</i>	<ul style="list-style-type: none"> ➤ Assessing the master plan was one of the important first steps that have been accomplished by the municipality. New aerial photo for the town (and its surrounding communities) has been taken. Based on it and the analysis results, a new land-use plan was accomplished taking into consideration social and economical aspects as well as integration and coordination with surrounding communities. ➤ It should be noted that re-producing the master plan while considering the different analysis results have solved many of the pending objections by the public of the old master plan. Nowadays the new master plan has been sent to the MOLG (HPC) to get their approval.
<i>Salfeet</i>	<input type="checkbox"/> <i>Yes</i> <input checked="" type="checkbox"/> <i>NO</i>	<ul style="list-style-type: none"> ➤ Some projects like roads rehabilitation were indicated by name but were not reflected into the master plan ➤ Despite the fact the one of the major thematic direction in Salfeet's strategy is the spatial integration/interaction with the surroundings, there was no single map indicating how this should be done and based on what.
<i>Ramallah, Al-Bireh, and Beitunia</i>	<input type="checkbox"/> <i>Yes</i> <input checked="" type="checkbox"/> <i>NO</i>	➤ No linkages were identified with the master plan. However, one of the high priority projects was to develop a new joint master plan since many land-use conflicts have been identified during the analysis phase.

Despite the legal constraints of the Master planning in the Palestinian context, it has been shown that linkage among development and physical plans could be possible. In the absence of possible reform initiatives of the whole system at the short run, linkages to Master Plans should be considered and tried out.

6. CONCLUSIONS AND RECOMMENDATIONS

In this chapter, main findings of the research are concluded and proper recommendations are proposed. Conclusions are based on the review of the relevant literature as well as the comparative assessment of the case studies. The recommendations are building on the main conclusions as well as the learning points captured throughout the comparative discussion.

6.1. *Conclusions: What has been learned?*

The research has concluded with some general and certain planning specific conclusions.

6.1.1 Overall conclusions

6.1.1.1 Change is needed

Recent global demographic, economic, and political changes have affected Palestinian communities. Effects, both negative and positive, have been demonstrated by facts on the ground. Increased urbanization levels, increased poverty rates, scarceness of resources, limited control over available resources, and environmental degradation have been the most negative and prominent facts. The increased belief in local municipal governments as ‘drivers for economic and social development’ and the rise of ‘democracy’ (demonstrated by recent municipal elections) have been the most positive and prominent indicators.

While these effects have been materializing day after day, Palestinian governance and planning systems kept holding in place. In practice, the Palestinian governance system is still centralized following the steps of former colonial regimes. Administrative and legal structures are inefficient and irresponsible. Laws are outdated and bureaucratic. Municipal governments lack the mandate, resources, capacities, and powers to respond to local needs efficiently and in timely manner. In addition, the ongoing Palestinian urban planning system is outdated, irresponsible, bureaucratic, complex, time-consuming, slow, and costly.

In the absence of modern governance and planning frameworks as well as legislative systems, Palestinian communities will not be able to respond to challenges and

opportunities of the rapid changing environment. It will also be difficult for the PNA to build a viable democratic state. Thus, change is needed urgently.

6.1.1.2 Change is possible

Daily exposure to challenges brought by recent changes in the Palestinian context has created an accumulated awareness of the need for change. Change has been felt at the central as well as the local governance level. Many reform attempts have occurred. Such attempts have tried to reform governance and planning systems and legislations. Reform attempts were faced by many challenges. Most of which are political ones. Nevertheless, some have succeeded. Recent elections were the most prominent and relevant example.

Recent elected municipal governments have been confronted with the rigidity of the ongoing governance and planning systems. Therefore, many have struggled for positive change. The research case study has shown that municipalities have proven to be successful in this regard. Innovative approaches to planning were positive means towards the required change.

Nevertheless, for change to be effective it requires proper capacities and resources. It also requires visionary leadership and willingness. Thus, change is possible.

6.1.1.3 Planning is the prominent development tool

Response to challenges and achieving development on the ground requires proper tools. The municipal governments of the case studies have responded to their challenges by reconsidering their planning approaches. This is due to their belief that planning is the key possible tool that can achieve the required development. Thus, it is evident that planning has been the most prominent tool to respond emerging challenges at the local level. Therefore, a serious consideration shall be given to the ongoing planning system and mentality.

6.1.1.4 Municipal governments could be capable

Against the argument that municipal governments are too weak to respond to local challenges in a proper approach, it has been proven that they can. With their modest resources and capabilities, some municipal governments of the case studies have been able to initiate and accomplish challenging planning processes in an innovative and simple manner and on their own. Thus, municipal governments could be capable.

6.1.2 Planning Specific conclusions

Comparative assessment of the different case studies has concluded to the following phase-relevant conclusions.

6.1.2.1 Planning

6.1.2.2 Rationale/Reasons for initiation

It is evident that irresponsiveness of ongoing planning tools and approaches has been the key reason for the initiation of these planning initiatives. Further, responsiveness to priority needs of the community, public involvement in decision-making processes, and service delivery improvements have been the key objectives of these planning processes.

It is evident that qualified, visionary, and educated leaders have been behind the initiation of these processes. Further, municipal capacity and resources are two key factors in this regard.

6.1.2.3 Approach

Planning processes could be complicated and could be simple in terms of planning steps and tools. In the Palestinian context, experience reveals that simple and practical processes would be more appropriate. This is due to the modest capacities at the municipal level and the difficulty of accessing resources needed for complicated planning processes. Besides, identification and responsiveness to development priorities in an organized and participatory manner is the key objective of these processes. Thus, simplicity and practicality are essential.

Leadership has been a key factor behind the success of planning processes. Without leadership, planning could fail. Without leadership, ownership is questionable. Leadership shall be accompanied with proper management. Proper management entails well defined roles and responsibilities. Simplified management tools such as organization charts and scheduling techniques have proven success in this regard. Further, establishing a core planning group mandated to guide and coordinate the process has been seen as a key factor in the process.

Community stakeholders usually include civil society, private sector, and interest and marginalized groups. In a typical Palestinian community, civil societies usually comprise women societies, youth clubs, cultural centers, agricultural cooperatives,

and Zakat committees. The private sector usually comprises businessmen and private investors and representatives of small and medium businesses. Marginalized groups usually comprise of representatives of disabled community and camps. In addition, local elites, professionals, and tribe representatives are very important stakeholders.

Participation of community stakeholders is the core of development planning processes. Without proper organization, stakeholders' involvement could be hectic, lengthy, and inefficient. Therefore, identification of relevant stakeholders and their participation strategies have proven to be very essential. In a typical Palestinian community, stakeholders could be easily identified without the need of complicated means. Nevertheless, simple stakeholder analysis tools have been very helpful in this regard. Further, process management organization charts have been helpful to define roles and functions of all stakeholders involved in the planning process. Further, organization of stakeholder participation by establishing a key stakeholder group where all relevant stakeholders are represented and involved throughout the key steps of the process has proved to be the most efficient. Out of the key group, thematic taskforces could be established. The role of the thematic taskforces has been a core issue for the process success. However, it has been evidenced that a coordination function is essential in this regard. Without proper coordination and follow-up, the process has been hectic and lengthy.

Assessment of community's status quo and identification of key issues, challenges, and opportunities are the basis of development initiatives. However, it has been evident that complicated assessment techniques are unnecessary in this regard. Participatory and rapid appraisal techniques could be as effective as the complicated ones but more efficient. Further, it has been noticed that the minimum the number of the thematic issues and taskforces are, the more successful and fruitful the process is.

Vision is a key and essential component of a development planning process. However, visioning is closely linked to leadership. In the absence of leadership, visions are merely nicely written statements. The presence of visionary leaders has been a key factor for visioning processes to succeed and for visions to be realistic. Nevertheless, from a process point of view, visions could be formulated in a structured and moderated workshop where key community stakeholders are participating. In most cases, stakeholder group has been responsible to formulate the

vision. Assessment results have been necessary to guide the stakeholder group in vision formulation. Moderation has been essential to lead to vision formulation.

Well formulated strategies are the means to realize the respective vision. Nevertheless, it's been seen that this step of the planning process has been skipped by most case studies. Where tackled, it didn't comply with scientific technical specifications. For simplicity and technical reasons, strategies have been skipped. Instead, most case studies have preferred to stick with the vision and thematic objectives. Objectives have usually drawn from thematic issues based on the assessment results. Many objectives have been realistic and able to be achieved. Nevertheless, many have been unrealistic. In most case studies, it has been the responsibility of the thematic taskforces to develop relevant objectives and strategies (where found) through a series of meetings/sessions.

Action planning translates objectives and strategies into tangible outputs. In all case studies, this has been the major component of the planning process. Coming up with piles of projects have been the target in most case studies. In the Palestinian context, it seemed that there are many needs. Therefore, it has been noticed that 'wish lists' of projects have resulted in most case studies. While planning, people usually forget what is available in terms of resources and capacities necessary for implementation. This has been the case in most case studies. Therefore, prioritization of needs against available resources and capacities is essential. Some case studies have dealt with this properly while others did not. In most case studies, the responsibility of projects' identification has been given to the thematic taskforces while the responsibility of refinement and prioritization has been given to community stakeholder group. Simple participatory techniques such as workshops and focused meetings have proven to be useful in this regard. Compiling the priority projects in an action plan format and identifying and assigning responsibilities of implementation have been of great support. Further, identifying financing source is an essential step that has been ignored usually.

Trust building and community buy-in are vital components of development planning. Some case studies have realized the importance of these components and dealt properly with them. Promotion campaigns and achieving quick outputs or 'quick wins' have been successful means in this regard.

6.1.2.4 Scope and contents

It has been evident that the municipalities of the case studies tried to assume responsibilities that are beyond their legal mandate. In addition to issues of delivery of basic services (such as water, waste water, electricity, roads, schools, public spaces, and health clinics), development plans have tackled other emerging priority and developmental issues (such as poverty, unemployment, quality education, governance approach, etc). It has been clearly revealed that municipalities do believe in their role as development drivers in their respective communities. However, mandate, resources, and capacity constraints have limited their actions in this regard. Thus, legislative constraints as well as resources and capacities are essential components for consideration.

It has been shown that most case studies tried to tackle all issues comprehensively. Some plans have been considered comprehensive rather than strategic where few but critical issues are identified and tackled. Most case municipalities have designed plans to be implemented within a five-year period. However, compared to the amount of issues identified and the available resources for these plans, it is questionable if these are achievable even though the planning horizon is reasonable. Thus, amount of issues vs. planning horizon vs. available resources and capacities are key issues to be considered while developing strategic plans.

6.1.2.5 Outputs and use of outputs

Two types of outputs have been revealed: Overall and process outputs. Each could be used by different users and for different purposes.

As shown by all cases, the overall output of the planning process has been a planning document 'plan' that includes assessment results, vision, objectives, and identified priority projects. The plan has been mostly used by the municipal government to access donor finances. In some cases, it has been considered as the basis for any development activity the municipal government intends to accomplish. In summary, main users of this plan have been municipal governments, donors, and rarely private sector. The overall planning output is a vital plan that defines community's development needs. However, for this plan to be viable and effective, all community stakeholders as well as government agencies have to use it as a framework for development activities in that particular community.

Process outputs have been thematic assessment reports, vision statements, objectives, and projects either profiled in a ‘project sheet format’ or scheduled in an ‘action plan format’. Process outputs have been essential outputs throughout the planning process. Each successor planning step depends on the predecessor’s outputs in a finish-to-start relationship. Core planning team, stakeholders group, as well as thematic taskforces have been the main users of these outputs. Simplified and Arabic versions of these outputs have given the most positive results. Thus, for a development planning process to be efficient, simple, and practical, simplified versions of process outputs have to be considered.

Promotion materials have been other prominent outputs in some cases. Promotion materials have proven to be effective tools for trust building and awareness raising. Thus, emphasize on promotion tools have to be taken into consideration.

6.1.2.6 Linkages to Master/physical plans

It’s evident that linkage to Master planning or translation of development planning outputs spatially has been a major pitfall in all local cases. While some cases have tried to build on the existing Master plan of their community, the majority ignored this part. Translation of development priorities and objectives spatially is an essential component to be taken into consideration.

6.1.2.7 Implementation

For development and results to be achieved, the plan has to be implemented. It’s evident that this has been the bottleneck in most cases. Implementation is conditional by proper institutional arrangements, financial resources, and capacities. Even though responsibilities have been assigned for implementation, absence of functional institutional mechanism of follow-up has hindered the implementation of most cases. Further, unavailability of financial resources has been a major factor that hindered the implementation. Thus, particular attention shall be given to institutionalization, capacity development, and accessibility to financial resources.

6.1.2.8 Monitoring and evaluation

Monitoring, evaluating, and adjusting the progress of achieving the development is most critical and essential component in development planning. Without proper mechanisms of follow-up, monitoring, and feedback, the development can’t be tracked. It’s evident that this is another part that has been shyly tackled in some of the

case studies. While ignored in the rest. For monitoring to function, an institutionalized system with proper administration function has to exist. Functional monitoring systems are characterized by SMART indicators, availability and accessibility of data, and reporting function. Further, a functional monitoring system shall be able to include community stakeholders as a key part of the monitoring process. It's been evident that a system with these characteristics has been difficult to be established in most cases. Data availability, capacities, and clear responsibility divisions have been the key factors in this regard. Thus, it's of utmost necessity to give special attention to data accessibility and institutional arrangements. On another hand, availability of functional monitoring and reporting systems holds municipal governments accountable to community stakeholders. Thus, in order to trigger governance principles, monitoring systems are essential components in this regard.

6.2. Recommendations: what should be done?

The preceding section has concluded the key learning points of the research. However, this section articulates these points and other ones into recommendations and proposals for action taking. As part of the recommendations, a localized approach for strategic urban planning at the local level is proposed.

6.2.1 General recommendations

Building a viable and democratic Palestinian state, where citizens are objects of development and not subjects, is possible. However, it has to start from some point. Planning is an essential start point in this regard. Tackling emerging challenges and constraints requires joint and planned efforts at both national and local levels. The research recommends actions to be taken by respective and responsible stakeholders at these two levels.

6.2.1.1 Reform has to be done differently

Governance and planning systems in Palestine have witnessed several reform attempts. But none has succeeded to achieve indigenous change. Fragmented and un-harmonized approach to reform has proven great failure. Piloting type of reform was essential at certain stages but shouldn't continue forever. In this regard, donors' assistance and support programs have to be harmonized, integrated, and complementary to each others. PNA ministries and institutions hold the larger share in

this regard. Institutionalized mechanisms shall be set in place to oversee, coordinate, and guide support programs towards the ‘right’ place in the ‘right’ time and for the ‘right’ purposes. Reform agenda with genuine development objectives and identified responsibilities shall guide the development in the country. Reform shall not continue to be guided by ‘outsiders’ agendas and programs. Otherwise, development is doubtful. In this regard, recent harmonization attempts to adopt new approaches and mechanisms such as the Sector Wide Approaches (SWAP) and others should be advanced and triggered as culture among all those involved in the reform.

6.2.1.2 Responsibilities of managing local affairs shall be given to those whom are the closest to the citizens

Municipal governments are the closest to citizens. They know the best what local communities need and how to respond to these needs. However, it’s been proven that these municipal governments are confronted with many challenges. Of relevance and importance are legal mandates, resources, and capacities. In order to function better and respond to the emerging challenges at the local level, municipal governments shall be mandated to do that. Further, they shall be given the required resources for that. This could happen through a structured and informed decentralization reform program where legislative systems have to be updated and improved. However, it is understandable that many challenges could hinder the reform in this regard, especially political ones. Nevertheless, willingness shall be there, a reform program has to be designed for this purpose, and efforts shall be guided towards achieving it. Otherwise, the heritage of colonial regimes will stay and development will not materialize.

6.2.1.3 More efforts shall be targeted towards capacity development.

This is a complementary recommendation to the preceding one. It has been revealed that capacities are essential for the development to materialize. The local as well as the national capacities have to reach a certain upgraded level in order to achieve the required development. As part of any reform strategy, proper capacity development programs shall be designed to tackle both local and national level institutions.

6.2.1.4 Ongoing planning approaches shall be upgraded

The traditional look to planning as a tool for control has to be changed. If the practice of ongoing approaches continues, then change is doubtful in this regard. A new look to planning has to revolve. A new approach to planning that is integrated, inclusive,

and responsive shall replace the ongoing one. In this research, a basis of such an approach is proposed in the successor section. However, this proposed approach is targeting the local level. Similar approaches at higher levels shall revolve and complement the proposed one.

6.2.2 A proposed strategic planning approach for the local level

To be a pragmatic in the recommendations, the key lessons learned out of the four case studies and other worldwide cases have been articulated in a proposed model of a planning approach for the local level. The proposal highlights the rationale of this approach, the planning process and characteristics, the scope along with the thematic content issues, outputs and use, and issues for consideration to ensure proper implementation and follow-up on results' achievement.

6.2.2.1 Rationale/objectives of the approach

Improving quality of life is the ultimate objective of development initiatives. Planning has been the prominent tool to achieve development and, thus, achieving a better quality of life. Since ongoing planning practice in Palestine has proven failure to do so, then the need for new planning tools has become a necessity. Therefore, the rationale is to achieve an improved quality of life for the Palestinian citizens via providing a modern planning approach that is:

- **Responsive** to community development needs and priorities and able to improve service delivery at the local level;
- **Integrated** in terms of considering social, economical, and environmental issues. Further, in terms of providing an input for policy making levels and higher planning systems.
- **Inclusive** in terms of involving community (including the marginalized groups) in decision-making processes;
- **Action-oriented** in terms of providing a framework for immediate actions by all community stakeholders;
- **Built on good governance principles** where participation, accountability, and transparency are integral parts of the design.

Therefore, the objectives of the proposed planning approach are to:

- advance decentralization through providing a practical and workable tool without any major legislative changes;
- improve governance and decision-making processes at the local level through providing a mechanism for involving community stakeholders in the development process;
- improve responsiveness to emerging community needs through providing a mechanism that ensures priority setting vis-à-vis available resources and capacities;
- enhance services delivery at the local level through providing a mechanism that ensures integrated and coordinated management approach of service delivery;
- advance local economic and social development through providing framework for community stakeholders' participation and action; and
- set the basis of an integrated development approach that ensures integrated development among different levels (local, regional, and national) and better inter-governmental integration.

6.2.2.2 Planning process

The planning process has to have certain characteristics in order to be viable within the Palestinian context. It shall be:

- **Practical** in terms of applicability
- **Simple** in terms of steps and tools
- **Achievable** in terms of resources, capacities, and processes of implementation
- Relatively **quick** in terms of duration and planning timeframe
- Open for **wide consultation** and **focused public participation**

For this process to work, an institutional set-up at the municipal government level shall be arranged. Figure (6-1) suggests a proposed arrangement. As has been revealed and presented in the conclusion, institutionalization of the process is essential. In this proposal, the setup of the institutional arrangement is a prerequisite to ensure proper planning, implementation, monitoring and follow-up.

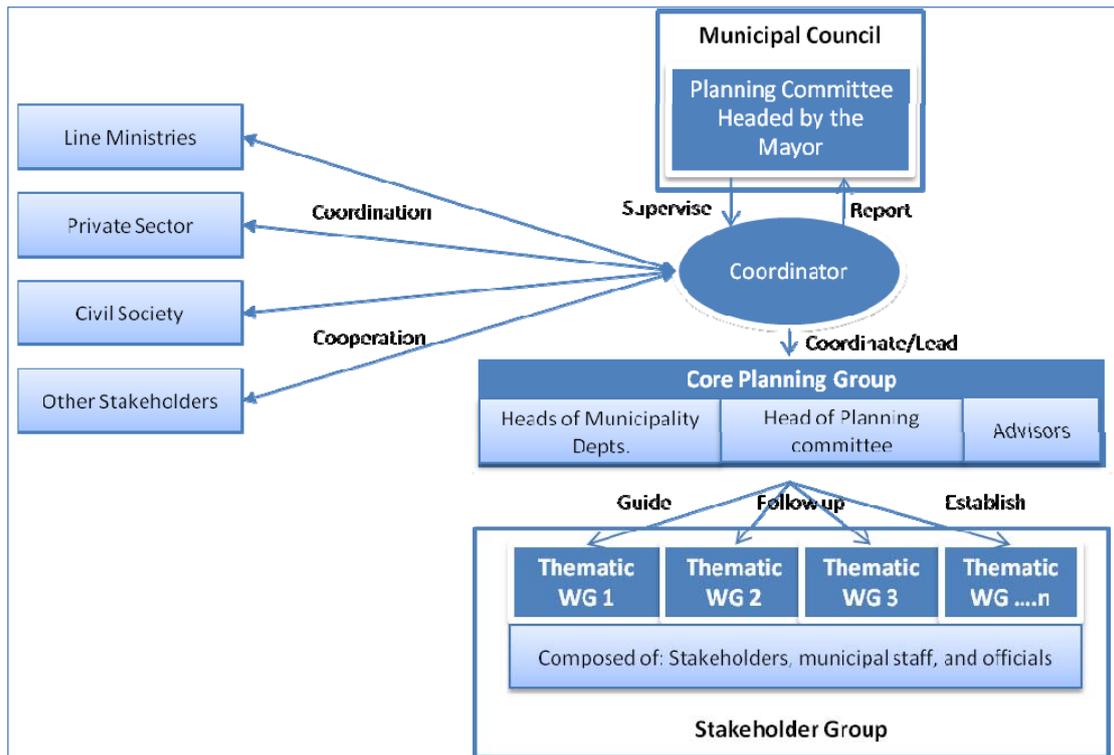


Figure 6-1 proposed institutional setup at the municipal government level

In terms of planning steps, a proposed process, along with responsibilities of implementation, is well illustrated in the Figure (6-2). The proposed process is in line with the aforementioned principles of simplicity, practicality and inclusiveness. The proposed implementation responsibilities are dependant and in-line with proposed institutional setup.

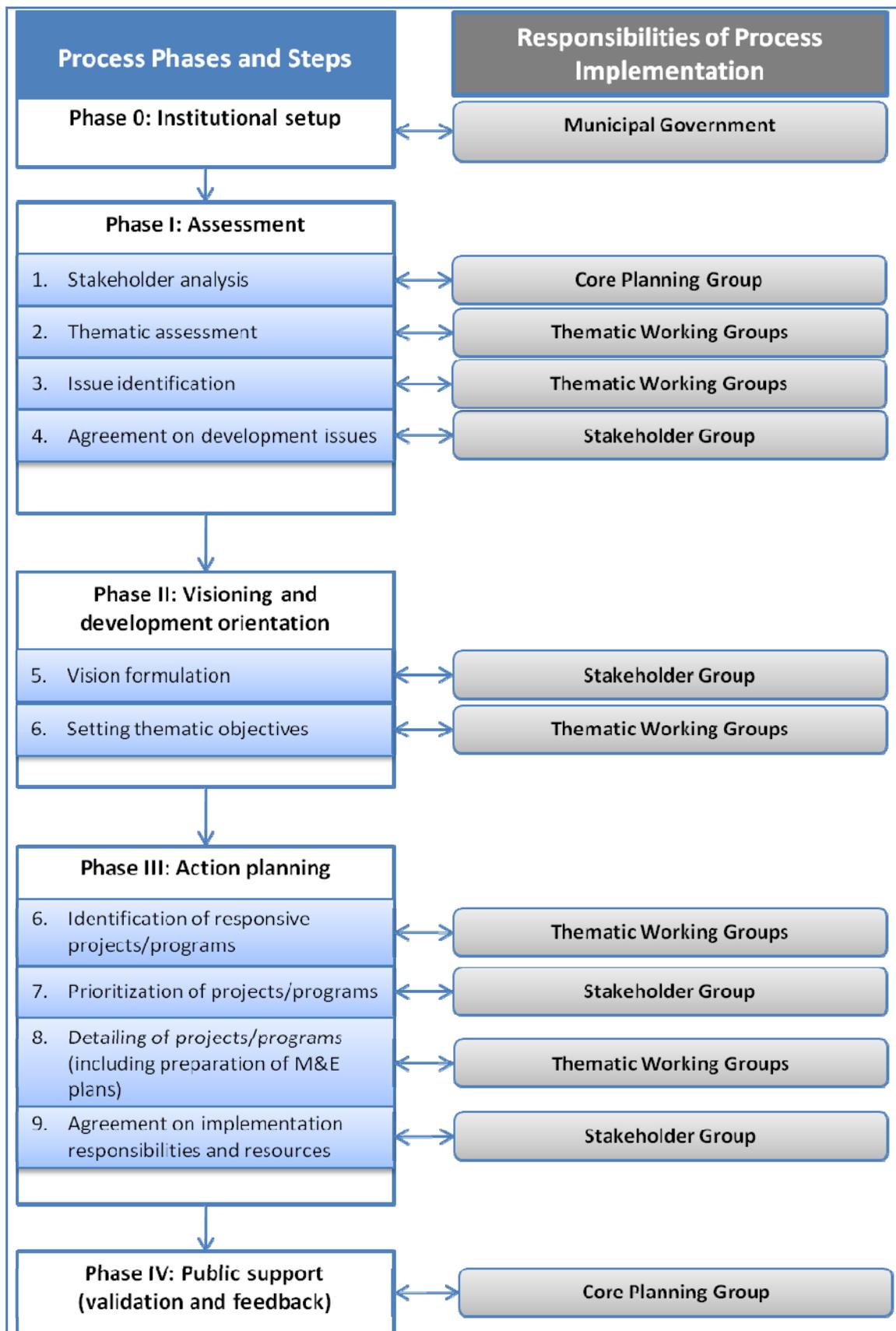


Figure 6-2 proposed planning process

6.2.2.3 Scope and content

A. Planning themes

The proposed approach shall be integrated. Thus, community-wide issues including social, economical, and environmental shall be addressed properly. However, municipal governments in Palestine are not fully mandated yet to tackle community-wide issues. Central government is still active at the local level and acting on behalf of municipal governments to tackle many of these issues. Therefore, the proposed approach suggests a framework that could be applicable in both cases; whether municipal government is given the full mandate or not. Figure (6-3) suggests this thematic framework.

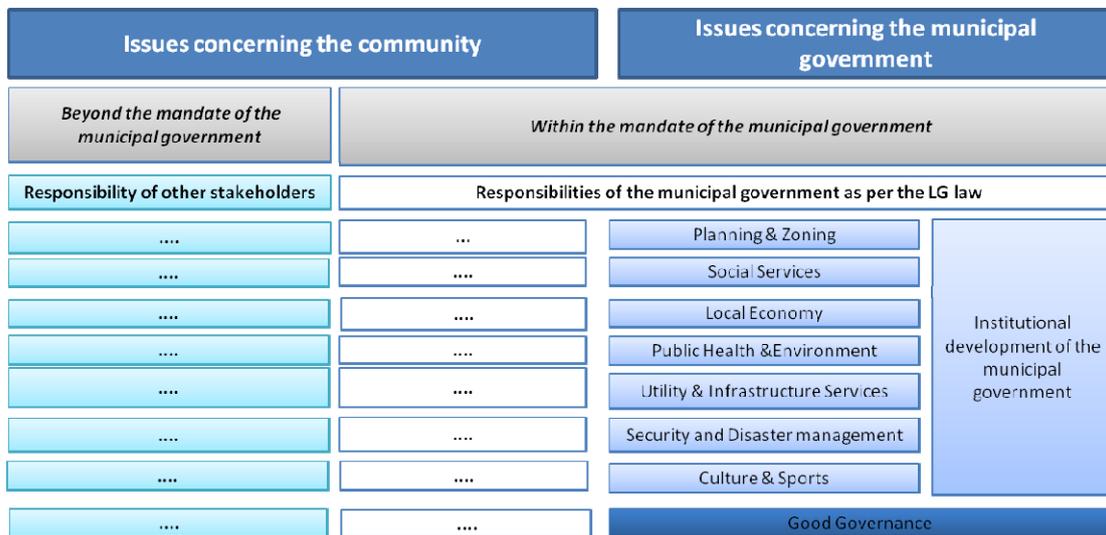


Figure 6-3 proposed contents' thematic framework

The thematic framework clusters the responsibilities of municipal governments and other stakeholders into seven thematic areas. In addition, it proposes good governance and institutional development of municipal governments as key additional themes to be looked at. For better illustration of what is meant by this thematic framework in terms of contents, an example is given herein. The thematic area of social services includes education and health sectors. In accordance to the ongoing municipal government law, municipalities are mandated to build the infrastructure of these two sectors. However, municipalities are not responsible for the actual delivery of the service. Line ministries are. Nevertheless, often, line ministries do implement infrastructure activities. Typically, coordination and cooperation is missing in this regard. Therefore, according to this framework, all stakeholders involved of issues

regarding this thematic area will be working together to identify the issues, design responsive measures, implement the actions, and monitor the achievement in a coordinated and integrated approach.

B. Planning horizon

To be pragmatic in the proposal and in order to ensure sustainability of the planning process, the following are proposed:

- *The duration of the plan is 4-year while the plan includes longer term development vision of around 8-10 years.* The four-year planning in order to be in line with the municipal government council's term of office. Further, to ensure realistic implementation of the plan. While the 8-10 years visioning ensures realistic envisioning of the future development. Further, it sets the basis for consecutive councils to build on their predecessors' achievements.
- *The plan is updated annually on a regular basis.* This is to ensure proper and regular adjustments given the rapidly changing environment in Palestine.

6.2.2.4 Output and use of outputs

As has been concluded, two key outputs are of relevance; overall and process outputs. Of ultimate importance is the overall output which is the end product i.e. the development plan. For this product to be viable at the Palestinian level, it is proposed that users and use to be as follows:

Table 6-1 users and use of the end product

User	How to use it?
<i>Municipal government</i>	<ul style="list-style-type: none"> ➤ Reference point for the definition of development priorities and projects as well as decision-making; ➤ Tool for coordinating the various departments and performance measurement to these LGU departments; ➤ Development of a better basis for preparing annual capital budgets; ➤ Mobilization of resources and funding; ➤ Tool for coordination and participation of local civil society and private sector actors; and ➤ Tool for translating strategic orientation into physical planning
<i>Line ministries and their regional branches:</i> MoLG	<ul style="list-style-type: none"> ➤ Tool for monitoring and supervising the performance of municipal governments and their budgets; and ➤ Improved information on development and investment priorities of municipalities, as an input for developing a policy framework for the local government sector.

<i>MoP</i>	<ul style="list-style-type: none"> ➤ Improved basis for preparing development and regional plans ➤ Improved basis and inputs to guide investment and sector funding
<i>MoF</i>	<ul style="list-style-type: none"> ➤ Reference tool and inputs for preparing national budget and allocation for the local government sector
<i>Other line sectoral ministries</i>	<ul style="list-style-type: none"> ➤ A reference for drafting national sectoral policies and plans in addition to coordinating development efforts at the local level
<i>MDLF</i>	<ul style="list-style-type: none"> ➤ Tool for better development of funding criteria through the transfer mechanism for LGUS ➤ Tool for developing performance-oriented funding ➤ Tool for the better assessment of project proposals submitted by the LGUs and approvals for funding
<i>Private sector</i>	<ul style="list-style-type: none"> ➤ Reference for indentifying local economic and investment activities ➤ Reference for initialing and maintaining partnerships with the LGU
<i>Civil society and public</i>	<ul style="list-style-type: none"> ➤ Accountability tool for elected council members ➤ Tool for harmonizing civic programs in accordance to development priorities
<i>Donor and international organizations</i>	<ul style="list-style-type: none"> ➤ Tool for designing support and funding programs

As for the process outputs, Figure (6-4) illustrates the interim outputs of the different planning steps along with the proposed users throughout the process.

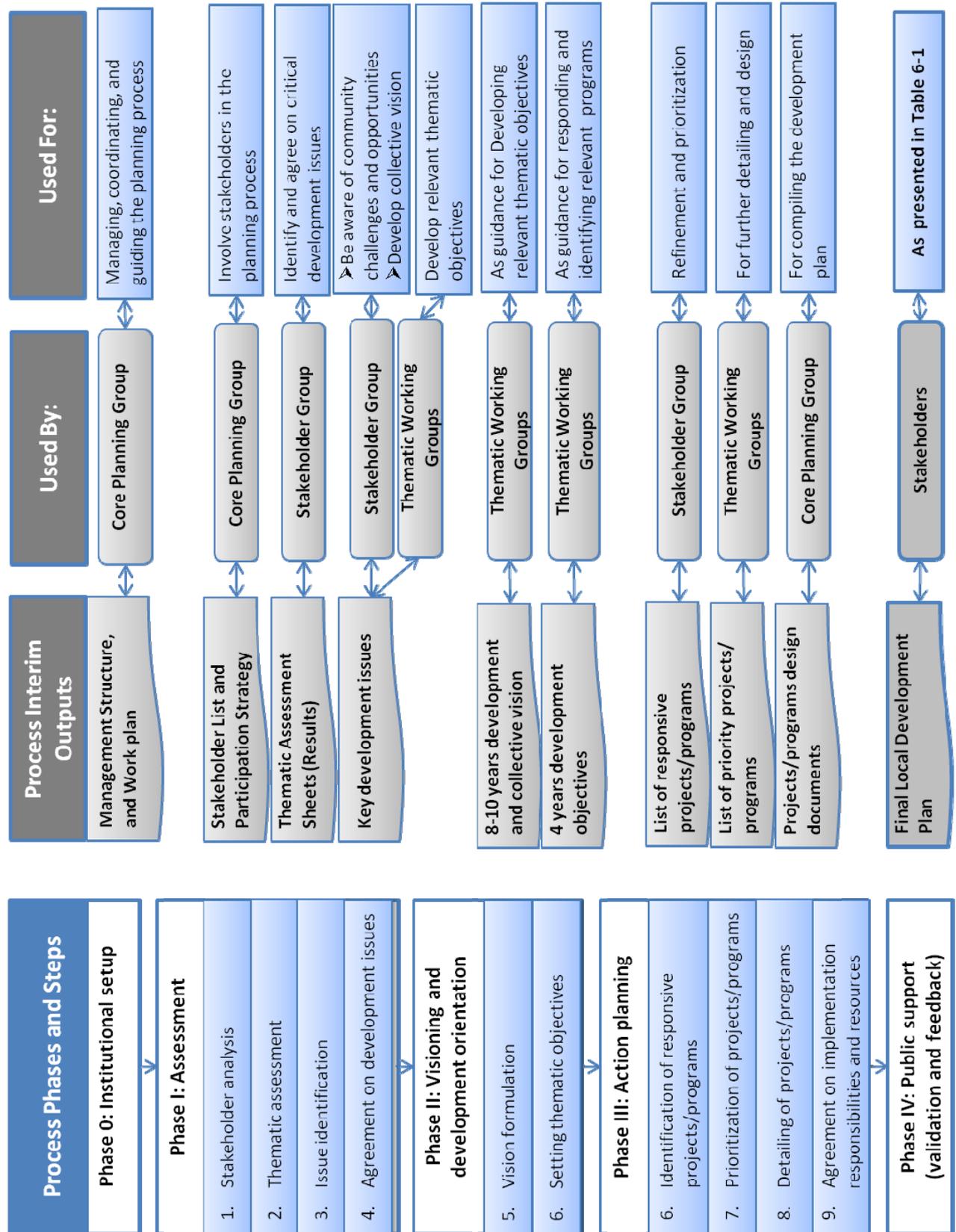


Figure 6-4 Process interim outputs along with users and use throughout the planning process

6.2.2.5 Linkage to planning system

A. Linkage to overall planning system

Chapter Four of the research gave a glimpse on the ongoing planning systems in Palestine. Graphical representation of these systems was given in Figure (4-1). At the different administrative levels, different types of planning are being used and different bodies are responsible for these plans. Some is regulated by ongoing legislations and others are not. The proposed planning approach is intended to be a basis for intergovernmental and development integration at all levels and for all kinds of planning. Therefore, Figure (6-5) suggests a tentative integration proposal goes with the ongoing planning systems.

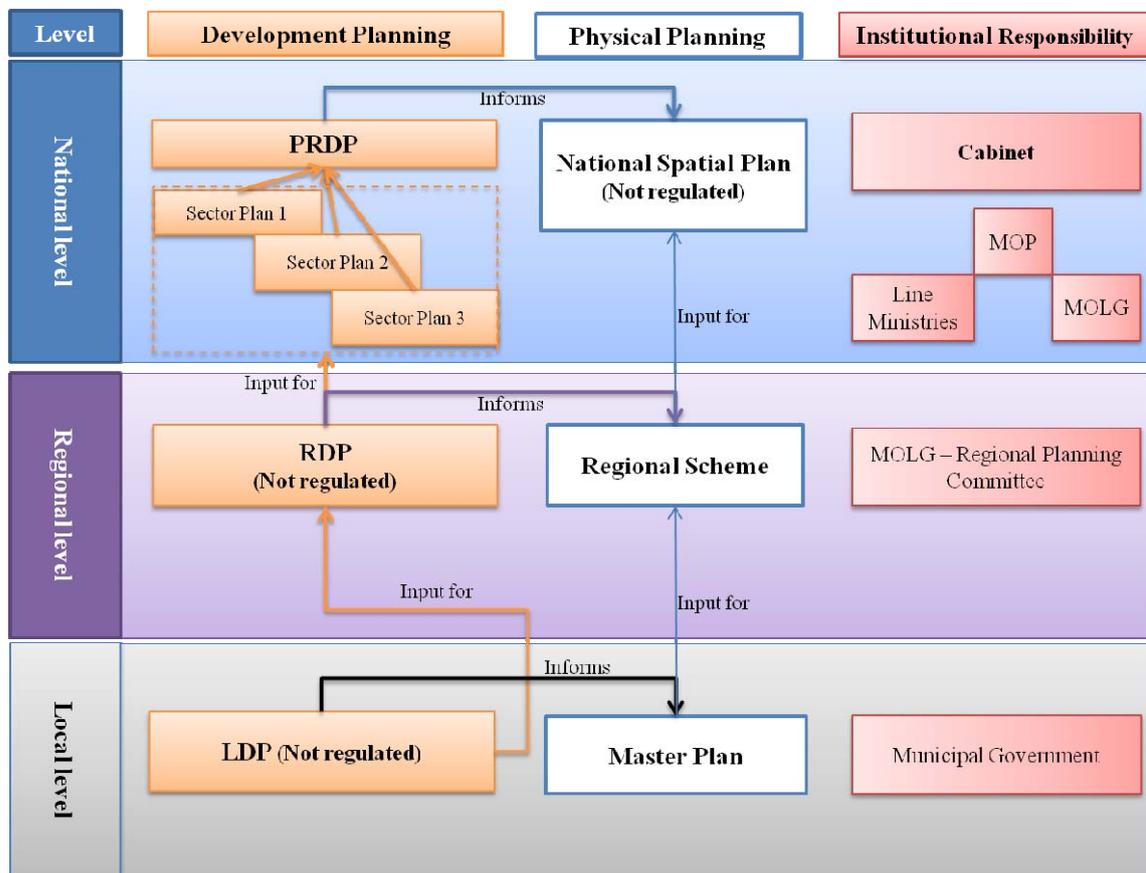


Figure 6-5 Proposed integration with ongoing planning systems

The above proposal gives a tentative illustration of possible integration among the different planning types across all the levels according to the existing administrative structure. However, in case an administrative and planning reform occurs, the proposal might look differently.

B. Linkage to Master planning

Since the proposed approach is targeting the local level, then, a linkage to the ongoing Master Planning approach is also proposed. Figure (6-6) suggests such a tentative linkage through the different steps of both planning processes. The proposal is based on the ongoing practice of Master planning.

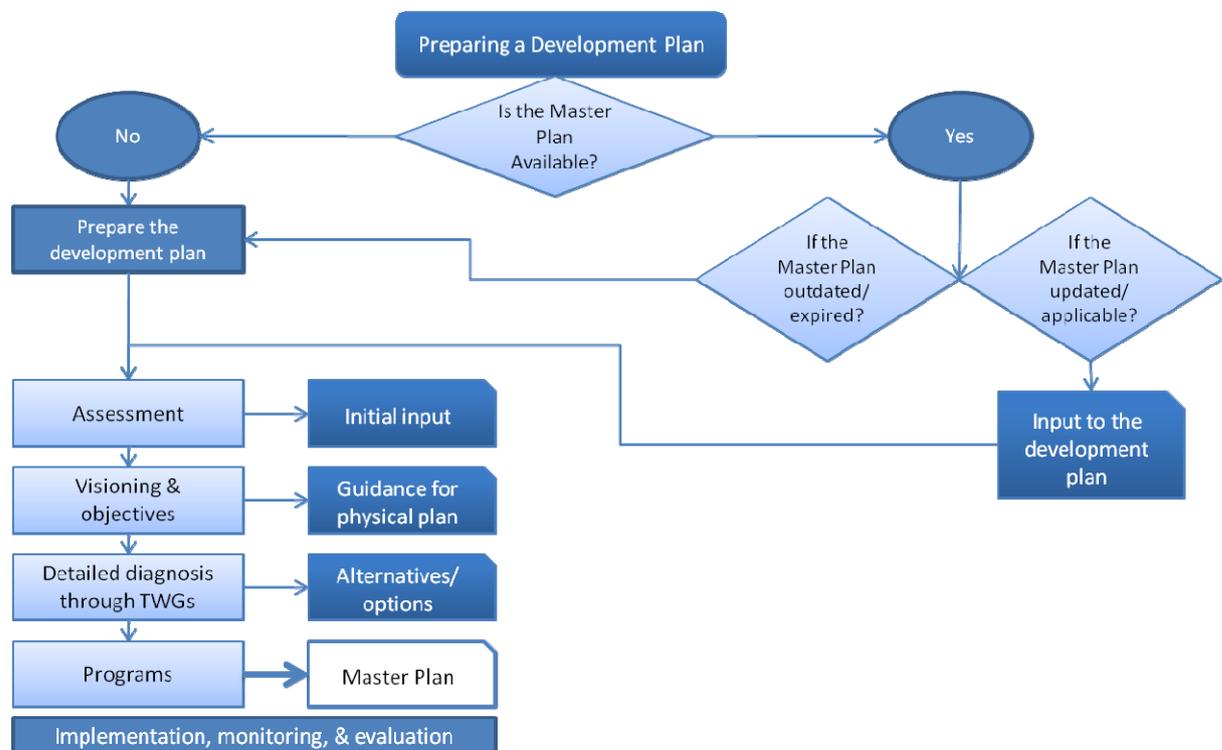


Figure 6-6 Proposed linkage to the Master planning approach

6.2.2.6 Implementation, follow-up and monitoring mechanisms

The implementation phase depends on the institutional setup within the municipal government (Figure 6-1). If the structure is installed, then implementation is possible. For implementation, monitoring and follow-up, this model suggests to have the same institutional setup used for the planning phase. The coordination function shall be a focal point that coordinates and follow-up with all the bodies involved in the process. The thematic working groups shall continue to function and monitor the implementation and the achievement of the objectives of their respective thematic issues. The municipal council shall ensure that regular reporting on the implementation process is being done. Monitoring results shall be disclosed and available to the public.

6.3. Next steps

Research-wise, even though the proposed planning approach ‘model’ is deduced from practical and empirical experience, it’s still theoretical and untested. Therefore, the following is suggested in order to build on the results of this research:

- The ‘model’ has to be further detailed and amended. The proposal in this research provides the skeleton of the model. Nevertheless, for a functional model, the details have to be clarified;
- Once the model is detailed enough, it has to be tested on the ground for applicability and validation reasons. The test will inform an updated and local applicable version of the model;
- For measuring ex-post success of the model, certain indicators at the rationale and objectives level shall be designed. A baseline has also to be set and then regular monitoring has to be accomplished.

The above suggestions could be formulated into a solid proposal for an advanced dissertation in development planning.

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APPENDICES

A. *Learning framework template: the Palestinian experience*

A learning framework for documenting and assessing the Palestinian experience in strategic urban planning at the municipal/local level		
A. General		
The case of: City/town	
Sources of information	<i>Primary sources:</i>	Who and how?
	<i>Secondary sources:</i>	What?
B. City background information		
Short description: Population, location, key features, etc.		
C. Case documentation and assessment		
	Documentation	Remarks/comments
<i>i. Basic information</i>		
Process start date		
Process end date		
Initiator (local government, community, international agencies, others)		
Total costs (USD)		
Source of funds: (local government, private sector, community, international, others)		
<i>ii. Reasons, objectives and logic</i>		
What are reasons for initiating the planning process?		
What are the objectives of the strategic plan?		
What were the intended outcomes of the plan?		

iii. Approach and process management		
How was the planning process initiated (municipal council decree, private sector initiatives, community initiative, others)?		
How was the planning process managed? Who was responsible for the management and guidance of the process? i.e. what form of institutional set-up has been established? (through planning department, working group, etc)		
What were the steps/stages of the planning process?		
What stakeholders were involved? (Politicians/government officials, municipal officials/staff, private sector, community leaders, NGOs, CBOs, others)		
How these stakeholders have been identified and by whom and using what tools?		
When was each stakeholder group involved? At what step of the process?		
How was the planning process supported and facilitated? (by consultants, municipal staff, volunteers, etc)		
iv. Scope and content		
What was the planning time horizon? (5 years, 10 years, etc)		
What issues have been addressed?		

How were they identified? In what stage of the process?		
How were problems and/or action areas prioritised?		
What tools of analysis were used as part of the problem/issue identification and prioritisation process?		
v. Plan outputs and use of outputs		
What were the outputs/products of the planning process? And how they have been presented? (capital investment plans, action plans, toolkits, others)		
How these outputs were/are being used? Who were the main users?		
vi. Follow-up, monitoring, and evaluation of plan implementation		
What follow-up and monitoring mechanisms have been introduced? And who's responsible for that?		
What implementation and follow-up responsibilities have been allocated to: <ul style="list-style-type: none"> • city/municipality • private sector • community • others 		
vii. linkages to master 'physical' planning		
Are there any linkages between this plan and the master plan? What is the form of linkages?		
viii. Constraints and opportunities		

What constraints have been faced during the planning process?		
What could have been done to improve the planning process?		
What constraints are facing the implementation of the plan?		
<i>ix. Results so far</i>		
What have been the results of the plan so far?		

B. Learning framework template: the international practice

A learning framework: Selected cases of the international practice in strategic urban planning

D. General

Strategic Urban Planning Approach (Denomination)	<input type="checkbox"/> City Development Strategy (CDS) Approach <input type="checkbox"/> Integrated Development Planning (IDP) Approach <input type="checkbox"/> Strategic Urban Development Planning Framework (SUDPF) Approach
The case of: City
The size of the city:	

E. Case Overview

i. Basic information

<i>Process duration (months)</i>	
<i>Initiator (local government, community, international agencies, others)</i>	
<i>Total costs (USD), if indicated</i>	
<i>Source of funds: (local government, private sector, community, international, others)</i>	

ii. Reasons and objectives

Reasons for initiating the planning process and Objectives of the strategic plan:

iii. Approach and process management

The approach and steps of the planning process, the stakeholders involved and the form of involvement, the management and the support of the process:

iv. Scope and content of plan

Planning time horizon, issues to be addressed, and tools of analysis:

v. Plan outputs and use of outputs

Outputs/products of the planning process, and users of the products:

vi. Follow-up, monitoring, and evaluation of plan implementation
<i>Follow-up and monitoring mechanisms and implementation responsibilities and contributions</i>
vii. linkages to master 'physical' planning
<i>Are there any linkages between this plan and the master plan? What is the form of linkages?</i>
viii. Constraints
<i>Constraints during planning, constraints for implementation and if anything has been done to overcome these constraints.</i>

C. Case study details: international practice

CDS: Case from China.

A. General	
Strategic Urban Planning Approach (Denomination)	City Development Strategy (CDS) Approach
The case of:	The city-region or the three cities of Changsha-Zhuzhou-Xiangtan (CZT), Hunan Province, China
The size of the city:	<ul style="list-style-type: none"> • Area: ... km² • Population: 12.31 million inhabitants
B. Case Overview	
<i>i. Basic information</i>	
<i>Process duration (months)</i>	Around two years during the period 2000-2002
<i>Initiator (local government, community, international agencies, others)</i>	Initiated by the World Bank under Cities Alliance (CDS I) program for Chinese cities and conducted with the Planning Commission of Hunan province.
<i>Total costs (USD), if indicated</i>	N.A
<i>Source of funds: (local government, private sector, community, international, others)</i>	The Cities Alliance and World Bank.
<i>ii. Reasons and objectives</i>	
<p><i>Reasons for initiating the planning process and Objectives of the strategic plan:</i></p> <p>The reasons of initiation were to assist CZT cities in strengthening development strategies and plans by taking the integration of existing strategies and plans as a start point as well as to test the applicability of the CDS approach to urban China. Particular attention was devoted to two aspects of development planning: 1) strengthening the links between economic development policies and physical planning, and 2) evaluating the financial viability of investment plans. In addition, a stakeholder participation process was to be designed and tested. Moreover, it aimed to strengthen the urban integration between the three cities of Changsha-Zhuzhou-Xiangtan as an important urban center in China.</p> <p>However, the objectives of the CDS were to:</p> <ul style="list-style-type: none"> • Improve the competitiveness of the economies of the three cities; • Significantly improve the urban environment; • Assist poor people, people laid-off from State Owned Enterprises (SOEs), and rural migrants to the city to integrate into the society and benefit from economic growth; • Manage revenues and expenditures in a financially sustainable manner; • Plan and implement integration of the three cities in a manner that contributes to achievement of the above goals. 	
<i>iii. Approach and process management</i>	

The approach and steps of the planning process, the stakeholders involved and the form of involvement, the management and the support of the process:

The process went through five stages: 1) situational analysis and identification of current development strategies; 2) analysis of strengths and weaknesses; 3) identification and analysis of major issues; 4) identification of strategic directions for CZT; and 5) formulation of programs and actions to pursue the strategies.

The World Bank commissioned Canadian consultants to initiate and prepare the CDS process. No committee or forum from CZT municipal governments or the community was established. It has been noticed that all the above five stages of the CDS were conducted by the consultants in a ‘consultants’ approach.

Nevertheless, one of the consultants’ roles was to introduce the concept and techniques of stakeholder participation in strategic development planning at Chinese cities. The CZT CDS was the platform for that. Therefore, the consultants guided the city in the planning of a stakeholder participation process and the conduct of two stakeholder workshops; the first workshop was presentation and discussion of city’s plans and strategies while the second a debate on an interim findings of consultants’ report on CDS.

Objectives for stakeholder participation in the CZT CDS planning were both substantive and process-oriented. The substantive goal was to provide local governments and CDS consultants with useful information and a sense of community priorities that would inform development of the CDS. The process goals were to: (i) introduce participatory strategic planning; (ii) ensure that all participants had an opportunity to be heard; (iii) provide all involved with a positive experience that would encourage further citizen participation.

In the stakeholder workshops, the city, guided by the consultants, has involved the following stakeholders: Leaders of different levels of local government, managers from state-owned enterprises and private business sectors, local university administrations, representative of workers, students, and retired people as well as non governmental organizations concerned with community relevant issues and economic development.

In both workshops, modest participatory techniques were used. These included; written questions using cards, small working groups, and discussion in plenary sessions. The participation was always influenced by the city officials and consultants. However, the analysis techniques used in the workshops included; SWOT, circles of influence, and strategy-element ranking techniques. The participants have been guided to deal with such techniques and contribute by their input.

While the role of the citizen participation was advisory, that input helped shape the plans developed for the city.

iv. Scope and content of plan

Planning time horizon, issues to be addressed, and tools of analysis:

No specific time-horizon was indicated for the plan and the strategies presented in the final report. But it has been indicated that some of objectives had a 20-year time horizon. However, the overall CDS exercise was based on the existing plans which have a time horizon of 5-years. Therefore, it was difficult to clearly recognize what is the planning time-horizon.

The study tried to be comprehensive in its scope, looking at conditions, trends, and major issues in economic development, social development, urban structure, transportation, environmental conditions, environmental infrastructure, and financial management as well as ways of integrating the three cities.

The following types of analyses were conducted:

1. A situational analysis was carried out, covering:
 - regional contextual analysis, comparing conditions and trends in CZT with regional and national conditions and trends;
 - collection of data and analysis of industrial structure;
 - socio-economic projections to 2010 and 2020;
 - environmental conditions and trends with regard to air quality, water pollution, and urban environmental quality;
 - current and planned urban structure – existing and proposed development nodes;
 - transportation demand and supply, existing and planned, within the city and interurban;
 - demand and supply for water, wastewater treatment, and solid waste treatment;
 - current and projected financial situation, especially in regard to infrastructure financing.
2. The assessment also drew on the full range of existing plans to identify the development strategies. This appears to have ensured continuity and also understanding of and commitment to strategies from the provincial leadership.
3. An assessment was made of strengths and weaknesses of CTZ which identified as major strengths, its regional position and transport links, structural diversity, and strong provincial leadership. And as its weaknesses; the economic nature of the hinterland, lack of competitiveness of SOEs, access to strong markets, future unemployment and poor environmental conditions
4. The major issues facing the city region were identified and analyzed.

In addition, during the stakeholder workshops rough analysis was conducted based on the stakeholders' involvement and feedback and strategy-elements were identified.

v. *Plan outputs and use of outputs*

Outputs/products of the planning process, and users of the products:

The major output was a final CDS report that included; the analysis of the different issues/sectors mentioned above, Objectives based on the existing plans, alternative strategies, and recommendations on how the strategies shall be implemented in form of prioritized capital investment programs and projects. The analysis was comprehensive but the recommendations were not.

More specifically, the proposed strategies included four streams of activities to improve the competitive position and assure the sustainable development of the three cities. These were:

1. Create the conditions for cluster development: Building on the significant concentrations of activity in several sectors, take measures to stimulate greater interaction among enterprises, and strengthen support services, with the goal of creating clusters that generate innovation, diversification, and greater productivity;
2. Develop stronger links with external markets, development partners, and potential investors with the goals of securing access to new markets, increasing exports, and achieving higher levels of domestic and foreign investment;
3. Make significant improvements to the environment in order to improve the lives of residents, improve the image of CZT cities as places to invest, and provide enterprises with adequate infrastructure;
4. Develop and implement the integration concept to support these three streams of activity.

Additional outputs included; 1) stakeholder participation report; 2) few spatial maps that illustrated: the

urban structure of the three cities in 2020, the proposed spatial links with region and the rest of the country, and the proposed major infrastructure and investment projects; 3) 15-page manual on how CDS should be developed and implemented in the context of Chinese cities.

As for the users of the outputs, it was not clear if the outputs were used or not, however, the potential users as been understood from the report are the three cities in order to strengthen regional and economical position and implement the proposed programs and projects. Moreover, the provincial government of Hunan was expected to use the outputs in order to ensure appropriate urban integration among the three cities. It was not clear what will be the role of the civil society or the private sector in the use of the outputs.

vi. *Follow-up, monitoring, and evaluation of plan implementation*

Follow-up and monitoring mechanisms and implementation responsibilities and contributions:

As the CDS has been developed based on existing physical plans and prepared capital investment programs to implement these plans, then, it could be assumed that the identified programs are going to be implemented since they are connected to the physical plans. The implementation is foreseen to be accomplished either by the provincial government and the three cities (after integration). If this happened then it would a strong institutional setting.

With regard to the monitoring and evaluation, the CDS report contained general recommendations for the establishment of a monitoring system to regularly measure progress toward CDS goals with the institutional responsibility residing with either the provincial government or a newly-created regional planning institution. It also contains suggested indicators or measures for each of the five major goals of the CDS. (An example of the indicators provided at the end of this document).

A separate but related project on China CDS Performance Indicators Project, was funded by Cities Alliance and managed by UN Habitat, to assist the CDS 1 Cities in China to develop a set of performance indicators, commence their applications, and secure a mechanism for sustaining the indicators system.

The China CDS Indicators Project followed a ‘bottom-up’ approach in that each of the cities developed a suite of indicators linked to its CDS, which had by the time of this project, already been prepared.. As a first step toward identification of indicators, each city prepared a background review of the goals and strategies of CDS plans and other relevant development plans, and the current practice of collecting and using data in conjunction with urban management. The guiding principle for the link between the CDS and the performance indicators was that there should be “no policy without indicators and no indicators without policies”

The project produced a General Performance Indicators Manual for China CDSs and a specific set of indicators developed by each of the Cities. The CZT component of the indicators project collected 66 indicators ‘classified in six roughly comparable categories’: Economic Livelihood, Social Development, Quality of Living, Urban Infrastructure, Environmental Management, and International Cooperation.

At the completion of the Performance Indicators project it appears that there was an intention to consolidate and institutionalize the approach. The Hunan Provincial Development and Planning Commission and Hunan Provincial Statistics Bureau plan to jointly study the data on indicators ‘periodically’ and provide policy suggestions to provincial government and urban managers. CZT signaled that it planed to publish annual report on indicators both in print and on their website. There was also a stated intention to attempt to develop a China wide urban indicator system integrated with the current statistic system in the country.

vii. *linkages to master ‘physical’ planning (land-use plans)*

Are there any linkages between this plan and the master plan? What is the form of linkages?

As has been mentioned earlier, the whole CDS exercise was developed based on the existing physical plans and one of the design components was to link the physical plans with financial and economic policy and long term infrastructure development projects. Therefore, few spatial maps were produced that translated that objective: the urban structure of the three cities in 2020, the proposed spatial links with region and the rest of the country, and the proposed major infrastructure and investment projects;

viii. Constraints

Constraints during planning, constraints for implementation and if anything has been done to overcome these constraints.

The following constraints have been indicated:

1. Lack of non-governmental organizations
2. Lack of experience in stakeholder participation
3. Data deficiencies ‘Though considerable data can be found on the issues of interest to a CDS, it is not always consistent, it is often difficult to construct a time series permitting analyses of trends, and it usually has to be obtained from many different departments and consolidated in one database. There is particular concern about industrial structure data, information on fiscal capacity and debt, and data on social issues and urban poverty. The official responsible for the CDS project should have the power to assure that all relevant data is made available.’
4. Rigidity and static nature of the current planning frameworks which lacked a market orientation
5. Weak horizontal coordination within and between government organizations
6. Use of national norms and frameworks to establish and run local urban services
7. Plans and priorities within cities determined by a few municipal departments
8. Local governments have considerable decision making authority, but limited fiscal resources
9. National policy frameworks concerned more with rural than urban poverty

Example of the indicators:

Indicator	Number of Measures
1. Economic Livelihood	
○ GDP (City Product)	3
○ Industry Structure	2
○ Fixed Asset Investment/demand	3
○ Employment	4
○ Hi-Tech Industry	1
○ Local Gov. Finance	3
2. Social Development	
○ Population	3
○ Public Health (eg life expectancy)	6
○ Education and Human Resources	4
○ Income Distribution and social insurance	
3. Quality of Life	
○ Household Income, Exp., Prices	6
○ Housing	1
○ Culture and Communications	3
○ Security	2

SUDPF: Case from Tanzania.

A. General	
Strategic Urban Planning Approach (Denomination)	Strategic Urban Development Planning Framework (SUDPF) Approach
The case of:	Kahama town, Kahama District, Tanzania
The size of the city:	<ul style="list-style-type: none"> • Area: 850 km² • Population: 80,000 inhabitants
B. Case Overview	
<i>i. Basic information</i>	
<i>Process duration (months)</i>	Around 9 months till they came-up with agreed-upon strategies and projects
<i>Initiator (local government, community, international agencies, others)</i>	Kahama District Council (KDC) which is the municipal government for Kahama town.
<i>Total costs (USD), if indicated</i>	N.A
<i>Source of funds: (local government, private sector, community, international, others)</i>	International support by the Government of Netherlands
<i>ii. Reasons and objectives</i>	
<p><i>Reasons for initiating the planning process and Objectives of the strategic plan:</i></p> <p>Due to rapid population increase, the town has experienced unguided urban development, chaotic urban spatial expansion, unresolved land use conflicts, and development of un-serviced land that threaten the town's environmentally sustainable development. To tackle the critical issues the town's stakeholders in 1999 started to engage in the process of preparing and implementing a strategic urban development planning framework (SUDPF). Moreover, they initiated the process after realizing that the master-planning model as adopted in the 1980 Kahama Interim Land-Use Plan was not suitable for adequately addressing the challenges of the rapid growth of the town. Furthermore, KDC could not continue to be the provider of subsidized services due to the limited central government's subvention and limited revenue collection at the local government level.</p>	
<i>iii. Approach and process management</i>	
<p><i>The approach and steps of the planning process, the stakeholders involved and the form of involvement, the management and the support of the process:</i></p> <p>The process included six consecutive steps: 1) Decision to engage in SUDPF process; 2) Participatory rapid appraisal of the town's developmental and environmental profiles; 3) Plenary session to identify and prioritize the town's critical issues; 4) Working in issue-specific taskforces to develop strategies and projects; 5) Plenary session to agree on strategies and projects required to address the critical issues; 6) Implementation of agreed strategies and projects.</p> <p>At the beginning of the process, KDC hired consultants to support the process and, then, formed a SUDPF committee to steer and coordinate the process. The committee was comprised of the district town-planning officer, the district economic-planning officer, the district land surveyor, and the district land development officer.</p> <p>The SUDPF committee was responsible for identifying, mobilizing, and involving stakeholders</p>	

throughout the process. The following town's stakeholders were involved: KDC staff and councilors, central government staff based in the town, state-owned enterprises including utility agencies, the business sector, civil-society organizations (CSOs), and local community based organizations (CBOs).

The form of involvement has differed from one stage to the other throughout the process. Nevertheless, it included; focus group interviews, participatory appraisal workshops, bi-lateral meetings, town-wide plenary sessions, and permanent taskforces. The SUDPF and the consultants had facilitated and supported involvement and participation of the town's stakeholders.

As for the tools and techniques used, these were: PRA techniques to identify and agree on critical issues, sectoral profile templates to compile city profiles, and issue-specific taskforces to further analyze the issues and develop workable strategies and bankable projects.

iv. Scope and content of plan

Planning time horizon, issues to be addressed, and tools of analysis:

No specific time-horizon was indicated for the plan. However, it has been clearly indicated that the SUDPF is valid until all issues are tackled.

The following critical environmental and developmental issues have been addressed through the SUDPF: tapping water resources; enhancing sanitation and environmental quality; tackling impacts of urban poverty; accommodating urban farming and livestock rearing; tapping building resources; managing transportation and communications; forestry harvesting; managing urban expansion and land development. For each of the issues an issue-specific taskforce was established (10-15 members). Each taskforce analyzed its respective issues, developed strategies, and identified projects. The work was accomplished through weekly meeting facilitated by the SUDPF committee and experts.

v. Plan outputs and use of outputs

Outputs/products of the planning process, and users of the products:

The outputs of the SUDPF were three fold; 1) A general planning scheme generated in a participatory process by the town's stakeholders; 2) Developing and operating urban environmental management information systems; 3) Resolving conflicts and solving problems.

The general planning scheme is the most important output of the SUDPF process and it has been generated by the taskforce on managing urban expansion and land development. It consists of development conditions by development area and is dynamic in that the taskforce may through the SUDPF process modify the development areas and the development conditions if necessitated by new rounds of development pressure and environmental conflicts. In addition to the taskforce, the main users of the scheme are the law-enforcement machinery, investors and developers, the general public, and the SUDPF committee. The use of scheme by all these stakeholders is explained in the next section.

The urban environmental management information system (UEMIS) has been developed and being operated and used by the taskforce on managing urban expansion and land development as well as the SUDPF committee. The UEMIS was mobilized by spatial and non-spatial data; however, its main used was not indicated.

The third output on resolving conflicts and problems is non-tangible output in the sense of what outputs mean. However, it has been meant by that the SUDPF committee, in collaboration with respective taskforces, has embarked on implementing some of the agreed strategies and projects and that they were able to resolve problems and conflicts encountered the implementation.

vi. Follow-up, monitoring, and evaluation of plan implementation

Follow-up and monitoring mechanisms and implementation responsibilities and contributions:

As mentioned earlier, each issue-specific taskforce has developed objectives, strategies, projects, and indicators. The same taskforce is responsible for following-up and monitoring the implementation of its projects. However, the role of the taskforce on managing urban expansion and land development is special in this regard since each of the projects is linked to one or more development area as indicated above. Therefore, for each project to be implemented by whoever (developer, investor, citizen, etc.) has to go through a procedure entails the following steps: 1) development coordination scrutiny through the SUDPF process; 2) development control scrutiny through zoning regulations; 3) development implementation through investment process. In more details, it should be done as follows:

1. *Development coordination scrutiny through the SUDPF process:* A prospective developer submits the respective development proposals to the SUDPF taskforce on managing urban expansion and land use. Then the taskforce and the developer scrutinize the proposals against the development conditions agreed for each development area. If the proposed activity in a development area of first preference of the developer is listed under the respective development area, then the taskforce will recommend that the developer can proceed to execute the activity subject to fulfilling the respective developmental conditions. If this is not the case, then the taskforce and the developer can negotiate on executing the activity in the next preferred development area. The taskforce makes such a recommendation to the development control machinery of Kahama District Council (KDC).
2. *Development control scrutiny through zoning regulations:* The prospective developer then submits the respective development proposals together with the recommendation of SUDPF taskforce on managing urban expansion and land use to KDC for processing a building permit. This is a procedural step that has to conform to zoning regulations including a town-planning detailed scheme, a surveyor's deed plan, a land-registrar's title deed, and KDC building permit.
3. *Development implementation through investment process:* After passing the above two steps the developer can proceed to develop the respective land parcel for the proposed activity through the normal investment procedures.

It is worth mentioning that it has not been mentioned if this is the same procedure to be used for constructing and developing public projects such as road constructions, public facilities, etc.

vii. linkages to master 'physical' planning (land-use plans)

Are there any linkages between this plan and the master plan? What is the form of linkages?

As mentioned above, each project to be developed is linked to the general planning scheme and it has to conform to zoning regulations including a town-planning detailed scheme, a surveyor's deed plan, a land-registrar's title deed, and KDC building permit.

However, it was indicated that a main issue in the SUDPF is the difficulty of showing how the attracted activities in each development area can be turned into an acceptable future land-use plan i.e. there is no single activity pattern that can be determined across the development areas as desired or blueprint future land-use map.

viii. Constraints

Constraints during planning, constraints for implementation and if anything has been done to overcome these constraints.

No specific constraints were indicated for this case study. However, it was indicated that based on the Tanzanian experience in general there are critical elements in sustaining the SUDPF process; these are: (i) Establishing city-stakeholders' consensus on and commitment to the planning process; (ii) Putting in place a strong and diverse coordinating or steering or implementing team; (iii) Providing technical backstopping advice to the team; (iv) Mobilizing adequate resources for preparation and implementation of the planning outputs.

Moreover, it has been indicated that the risk of working out the plan and coming up with the strategies and projects and, at the end, not being able to finance these projects is a valid one.

IDP: Case from South Africa.

A. General	
Strategic Urban Planning Approach (Denomination)	Integrated Development Planning (IDP) Approach
The case of:	The city of Mangaung Local Municipality, Free State Province, South Africa. The Mangaung Local Municipality consists of three cities namely the city of Bloemfontein, Botshabelo and Thaba Nchu and a vast rural area.
The size of the city:	<ul style="list-style-type: none"> • Area: 6,363 km² • Population: 650,000 inhabitants
B. Case Overview	
<i>x. Basic information</i>	
<i>Process duration (months)</i>	Five months (Nov 2006 – April 2007)
<i>Initiator (local government, community, international agencies, others)</i>	The Mangaung Local Municipality as required by law and the South African Municipal Act.
<i>Total costs (USD), if indicated</i>	N.A
<i>Source of funds: (local government, private sector, community, international, others)</i>	The Mangaung Local Municipality: Self-financing
<i>xi. Reasons and objectives</i>	
<p><i>Reasons for initiating the planning process and Objectives of the strategic plan:</i></p> <p>The IDP has to be initiated by the municipal government as required by law and the South African Municipal Act. The SA constitution stipulated the intended purposes of the IDP as follows: (i) to ensure sustainable provision of services; (ii) to promote social and economic development; (iii) to promote a safe and healthy environment; (iv) to give priority to the basic needed of communities; (v) to encourage involvement of communities. The Constitution also demands local government to improve intergovernmental coordination and cooperation to ensure integrated development across the community.</p> <p>However, a specific purpose of all IDPs is to guide and inform all planning, budgeting, investment, development, management and implementation in the medium-term decision-making of the municipality.</p> <p>With regard to Mangaung Municipality, this IDP is not the first one. It is the second 5-year round of the strategic plan and it has been prepared following to the municipal elections and the taking over by a new municipal council in 2006. When the first IDP was prepared, a 15-year vision for the city has been developed and agreed upon. The vision is: [By 2015 Mangaung is recognized nationally and internationally as a safe and attractive place to live, work and invest]. The vision has the following components that guide the update and review of the IDP and deriving the strategic thrusts and five-year development objectives:</p> <ul style="list-style-type: none"> ➤ There are good and accessible basic services for all and a dynamic economy with a high employment rate, many innovative formal and informal businesses and a highly skilled workforce. ➤ Mangaung's citizens have great civic pride, responsibility and strong partnership ethos, and there is a vibrant cultural life. Citizens participate actively and trust their service providers, who operate with a culture of transparency and accountability. ➤ Poverty has reduced, everyone has access to land and housing, there is a much more equitable distribution of wealth and health and disadvantaged groups are participating actively in society 	

and the economy.”

➤ Mangaung is attractive, safe, clean, green and healthy, and sought after by visitors and investors. The development objectives have to be reviewed on annual basis. The following are the objectives of Mangaung IDP as have been reviewed in 2007:

- A Municipality with well maintained and efficient infrastructure services whereby all residents have access to a water connection, to basic standard sanitation and to a properly drained all weather streets.
- Economic growth has improved and new job opportunities created.
- Mangaung inhabitants are living in housing to NHBRC standards and the majority owns their houses.
- Mangaung is a safe and secure place to live in, visit and do business, and crime levels have fallen.
- The percentage of HIV infection amongst antenatal women has reduced and the impact of HIV/AIDS on individuals, families and communities will have been reduced.
- Mangaung is recognized nationally as a centre for high quality learning where the standard of education has improved and literacy levels have risen.
- We have an attractive environment with clean, well-kept natural open spaces, parks and well maintained built environment.
- Communities in Mangaung are self-reliant, proud and strong, the risks that face them have been reduced, and women and the disabled are mainstreamed in society.

xii. Approach and process management

The approach and steps of the planning process, the stakeholders involved and the form of involvement, the management and the support of the process:

In general, the IDP process has to walk through five stages, these are: (1) analysis; (2) strategies; (3) projects; (4) integration; (5) approval. The usual stakeholders involved are: Municipal Departments; Other local public sector institutions; Regional government representatives; Local business associations and representatives; NGOs/CBOs; Neighborhood associations and ward committees. The IDP has to be developed by the municipality through its different departments. The Mayor should be the driving force for developing the IDP. All the municipal departments are accountable for the council and the council is accountable for the community. A preparation phase before starting the planning process should be done and coordination between the local municipality and the district municipality should happen and should result with a process plan and framework plan that ensure alignment between the two-level municipalities. The process plan is a municipal management task and includes; (a) distribution of roles and responsibilities, organizational arrangements, mechanisms and procedures for community and stakeholder consultation, action plan with time frame and resource requirement, mechanisms and procedures for alignment with the district municipality, binding legislation and planning requirement at higher governmental levels, and cost estimates of the planning process.

In addition to the basic steps to be followed as guided by the IDP guide and mentioned above, Mangaung IDP went into two main steps which have been considered very important for its successful preparation. These are: (1) Promoting ownership internally within the municipality; (2) Building on community-based planning in an innovative approach.

As for the internal ownership, the approach has been to ensure local ownership, building capacity both within the administration and politicians, and to integrate the taking forward of the IDP, the organizational change process, financial restructuring, with the development focus of the Municipality.

As for involving the community stakeholders, the planning process has been based on a major investment in an innovative participatory planning process. Mangaung Local Municipality has made significant public consultation through the review of all forty-five wards development plans to achieve realizable public inputs, although some challenges were experienced in some of the wards. The public consultation included Mayoral Road shows which provided inputs on what the Municipality should focus on for the financial year 2007-08. The Mayoral Road-shows provided deliverables for 2007-08 with the objective of widening community development proposals for action. Four meetings as part of public consultation process have been conducted for all the 45 wards lay within the municipal boundaries. The ward development plans have been based on the principles that the planning must be people focused and empowering, led and owned by the Ward

Committees, based on the vision and strengths of the ward, be holistic and promote mutual accountability between the community and officials. The priorities for the IDP have been derived from the priorities of the wards.

xiii. Scope and content of plan

Planning time horizon, issues to be addressed, and tools of analysis:

The IDP has to be developed each five years (in line with the municipal council term of office). However, the plan should be updated on an annual basis. As has been seen above, Mangaung IDP even after the second round of the municipal council has maintained and followed the vision developed during the first round.

According to the official IDP guide, the IDP plan should include the following parts; **(A) the current situation:** A situational analysis as follows, Compilation of Existing Information, Community and Stakeholder Level Analysis, Reconciling Existing Information Compilation and Community and Stakeholder Level Analysis, Municipality-level Analysis (Economic, Environmental Analysis, and Institutional), Spatial Analysis, Socio-economic/Gender Differentiation, Identification of Municipal Priority Issues, In-depth analysis of Priority Issues: General Guidelines, In-depth analysis of Priority Issues, and Consolidation of Analysis Results; **(B) the development strategies:** Based on the priority issues, develop the vision, development objectives and strategies, municipal programs and projects (action plans), and spatial development framework; **(C) service plans:** municipal service delivery and budget plans for each of the departments in the municipality; **(D) municipal governance and management:** which include institutional plan for the municipality, performance management system for the city, approaches to working with stakeholders, municipal financial framework; **(E) projects:** a list of all the projects identified through the process.

Mangaung IDP contained all the above. With regard to the tools used for the analysis of the different issues, the guide tool box included a variety of recommended tools that can be used in each step.

xiv. Plan outputs and use of outputs

Outputs/products of the planning process, and users of the products:

The major output of the IDP planning process is the IDP document which a comprehensive document includes all the parts mentioned in the earlier section. The products of the IDP are being used by the municipality in the first place, and other stakeholders. The municipality through the planning process should arrange effectively its internal resources for the implementing the IDP projects, however, it should identify external stakeholders and relevant forms of relations to be initiated with these stakeholders (outsourcing of service, implementation through government departments, PPP, etc.). The stakeholders include; the other government levels and organizations, the private sector, and the utility agencies.

xv. Follow-up, monitoring, and evaluation of plan implementation

Follow-up and monitoring mechanisms and implementation responsibilities and contributions:

The IDP is an integrated well institutionalized process. It is the norm that all local governments should act in accordance since it is required by law. Therefore, each IDP is linked with budgeting processes, project management system, and performance management system for monitoring, updating, and evaluating the implementation of IDP.

The local government is responsible for that but the community stakeholders are also involved in a structured way. The municipal council is accountable for IDP implementation.

xvi. linkages to master 'physical' planning (land-use plans)

Are there any linkages between this plan and the master plan? What is the form of linkages?

In the IDP document, there is a complete section called the Spatial Development Framework (SDF). The SDF has a statutory power once the IDP is adopted by the Council and will guide all land use management within the municipal area. The SDF, as part of the IDP, must link, integrate and co-ordinate plans (projects from sector and service plans) with spatial implications, and takes into account proposals for the development of the municipality and aligns the resources and capacity of the municipality with the implementation of the plan.

The purpose of the SDF is not to infringe upon existing land rights but to guide future land uses. The maps are used as a schematic representation of the desired spatial form to be achieved by the municipality in the long term. The boundaries created through this process should therefore be left for interpretation and not be scaled.

The SDF review followed a process of consultations with the Ward Committees and Ward Councilors to identify the key spatial issues and related strategies that should be incorporated into the SDF.

Consultations were also held with the provincial planning department, district and local municipalities within the district to identify the regional issues that should be considered in the review. Within the municipality there were consultations with the sector departments and IDP programs to integrate the SDF with the IDP objectives.

An initial 2005/2006 SDF, with a 5-year planning scope, was developed through a comprehensive public participation process as described above. Since this 2006/2007 review of the SDF essentially involves an annual (interim) review of the initial comprehensive SDF, the public participation process for this review mainly occurred through the Internal and External SDF Stakeholder Forums that were held during the year 2006.

xvii. Constraints

Constraints during planning, constraints for implementation and if anything has been done to overcome these constraints.

No constraints were indicated.

D. Case study details: Palestinian practice

Case of Maithalon town

A learning framework for documenting and assessing the Palestinian experience in strategic urban planning at the municipal/local level		
F. General		
The case of:	Maithalon Town, Jenin Governorate, West Bank, Palestinian Territories	
Sources of information	<i>Primary sources:</i>	Discussion with the Mayor of Maithalon and the City Engineer
	<i>Secondary sources:</i>	The Strategic Plan for Maithalon Municipality (2006-2010) published in 2006.
G. City background information		
Short description: Population, location, key features, etc.	Maithalon town is located in the northern part of the West Bank at the south-east of Jenin city (the capital of Jenin governorate). The town is known of its strategic agriculture location. Few kilometers of the town, the famous Sanour Plain “Marj Sanour” is located. The total land area of the town is almost 20000 dunums ¹⁹ , of which around 1000 dunums are built-up area. The rest of the land is agricultural land. The town is populated with around 7500, of which 38% farmers, 31% employees, 13% laborers in Israel, and the rest are working in various professions. Annual growth rate ranged from 4% in 1997 to 2.1% in 2005. The decrease in growth is assumed due to immigration of youth and working-age population to central urban centers such as Nablus and Ramallah. Out of the total population 51% are aged between 15-64 years. The total population is expected to be around 13000 inhabitants in 2020. The social composition of the town is coherent since the town is composed of two main families (Nairat and Rabayia) that have been residing in the town since early 1900s.	
H. Case documentation and assessment		
	Documentation	Remarks/comments
<i>xviii. Basic information</i>		
<i>Process start date</i>	Summer 2005	Around ten continuous weeks.
<i>Process end date</i>	Autumn 2005	
<i>Initiator (local government, community, international agencies, others)</i>	The municipality of Maithalon with support from local volunteers from the town.	

¹⁹ 1 dunum = 1000 m²

<i>Total costs (USD)</i>	Around US\$1000 (the cost of publishing the plan)	The actual cost is not clear since most of the work was done on voluntary basis. However, the contribution of local volunteers and municipal staff in terms of time and professional input should be considered as part of the costs
<i>Source of funds: (local government, private sector, community, international, others)</i>	The municipality of Maithalon	No other sources expect the voluntary input of local participants.
<i>Reasons, objectives and logic</i>		
<i>What are reasons for initiating the planning process?</i>	Following the municipal elections, the planning process was initiated with a purpose of preparing a plan in which the municipal council would use to implement its election program during the official term of office.	<ul style="list-style-type: none"> ➤ Other reasons include; the motivation of the Mayor, the qualification and education levels of the council members, and the interest and availability of educated local volunteers that supported the planning process. ➤ It has been mentioned by the Mayor that the major delay in getting the master plan approved by the MOLG was also one of the reasons to start this planning process.
<i>What are the objectives of the strategic plan?</i>	The plan included 17 long objectives covering 7 main themes; infrastructure, education, environment and health, social, economic, security, and relations with neighboring communities.	<p>The 17 objectives could be summarized into 8 as follows:</p> <ol style="list-style-type: none"> 1. Provide basic municipal services efficiently and effectively; 2. Develop efficient infrastructure (roads, water, electricity, etc.); 3. Support and develop education services (with focus on primary education); 4. Develop quality health services (including emergency); 5. Preserve natural environment and maintain public health; 6. Support and maintain governmental and non-governmental organizations in the town; 7. Support social cohesion and tackle social problems such as poverty and unemployment; 8. Develop the local economy of the town
<i>Approach and process management</i>		

<p><i>How was the planning process initiated (municipal council decree, private sector initiatives, community initiative, others)?</i></p>	<p>The process was initiated based on a municipal council decree and decision to start such a process for the same reasons mentioned previously.</p>	
<p><i>How was the planning process managed? Who was responsible for the management and guidance of the process? (through planning department, working group, etc)</i></p>	<p>The council, headed by the Mayor, established a Strategic Planning Committee to drive and guide the process. The committee included 12 members; the Mayor, the project manager, the deputy mayor, 3 council members, 3 municipal staff, 3 civil society representatives. The committee was mandated to plan for, coordinate and follow-up the different activities of the planning process.</p>	<ul style="list-style-type: none"> ➤ The process was managed by a PHD volunteer who was guiding the strategic planning committee and preparing inputs for its work. He was referred as project manager.
<p><i>What were the steps/stages of the planning process?</i></p>	<p>The process steps/stages could be summarized as follows:</p> <ol style="list-style-type: none"> 1. <u>Situational analysis</u>: through strategic analysis workshop (using SWOT); 2. <u>Vision and Strategy formulation</u>: vision and mission for the municipality were defined. Then, seven strategic themes were agreed upon and thematic working groups were formed. Each group has worked out strategic objectives for each of the themes 3. <u>Action planning/Projects identification and preparation</u>: For each of the strategic objectives several projects were identified. Projects were presented in special project sheets. 	<ul style="list-style-type: none"> ➤ The process steps were not clearly indicated in the plan as have been presented here. ➤ Each of the seven thematic groups was led by a council member who's relevant to the thematic area in terms of knowledge background. ➤ The thematic working groups have met on regular basis for around ten continuous weeks till they came up with final outputs.
<p><i>What stakeholders were involved? (Politicians/government officials, municipal officials/staff, private sector, community leaders, NGOs, CBOs, others)</i></p>	<p>Mainly two types of stakeholders were involved; municipal councilors and staff as well as civil society representatives. The SP committee was consisted of both types.</p>	<ul style="list-style-type: none"> ➤ It was not clear what kind of civil society representatives were involved and which sectors they were representing. ➤ <i>It was mentioned that citizens were involved as well through questionnaire.</i> ➤ <u>No private sector representatives were involved (at least not mentioned)!!</u>

<i>How these stakeholders were identified and by whom and using what tools?</i>	N/A	
<i>When was each stakeholder group involved? At what step of the process?</i>	Stakeholders' representatives in the SP committee were involved in all planning stages. However, additional civil society representatives have participated in the strategic analysis workshop and randomly in the series of thematic groups' meetings	
<i>How was the planning process supported and facilitated? (by consultants, municipal staff, volunteers, etc)</i>	local consultant (project manager) has supported the process facilitating and coordinating the work of the SP committee and the different thematic groups	It is a consultancy service but on a voluntary basis
<i>Scope and content</i>		
<i>What was the planning time horizon? (5 years, 10 years, etc)</i>	5-year plan (2006-2010)	While it was mentioned that the plan was initiated to guide the work of the municipal council during its regular term of office (4 years), the plan was prepared for 5-year period i.e. the fifth year theoretically the council is not responsible anymore if elections took place.
<i>What issues have been addressed? How were they identified i.e. the information sources and inputs? In what stage of the process?</i>	The plan addressed several basic issues organized into 7 main themes to be tackled; infrastructure, education, environment and health, social, economic, security, and relations with neighboring communities.	It has been indicated that these are themes of work that the municipality should tackle. However, in accordance to the Palestinian LG law, the municipality is not responsible for economic, social (education and health), and security issues. Nevertheless, Maithalon municipality has considered these as vital issues to be tackled through the municipal work and programs

<p><i>What kind of contents did the plan include?</i></p>	<p>The contents of the plan are:</p> <ul style="list-style-type: none"> ➤ <u>Introduction</u>: importance of strategic planning for an organization ➤ <u>Vision</u> ➤ <u>Mission</u> ➤ <u>Strategic objectives</u>: General for the municipality ➤ <u>Thematic areas</u>: includes definition of each thematic area, area-related objectives, and identified projects ➤ <u>SWOT analysis</u> ➤ <u>Appendices</u>: Summary about Maithalon town and a map shows spatial relations with the surrounding communities. 	<ul style="list-style-type: none"> ➤ Vision was referred as the municipality vision but in practical terms it is a town vision where it says ‘Maithalon is a developed town with healthy and attracting environment’. ➤ However, the mission defines a general role of the municipality in serving the community to be developed i.e. the mission is for the institution of the municipality. ➤ The general strategic objectives for the municipality are the same general objectives of the thematic areas, however, for each thematic area there were additional specific objectives
<p><i>What tools were used as part of the problem/issue identification and prioritization process?</i></p>	<ul style="list-style-type: none"> ➤ SWOT analysis tool (during the Strategic analysis workshop) ➤ Thematic/Sectoral working groups (to further clarify issues, formulate strategy, and define projects) 	
<p><i>Plan outputs and use of outputs</i></p>		
<p><i>What were the outputs/products of the planning process? And how they have been presented? (capital investment plans, action plans, toolkits, others)</i></p>	<ul style="list-style-type: none"> ➤ The main product of this planning process is a document titled “Strategic Plan for Maithalon Municipality 2006-2010). The document defined the vision of the municipality, its mission, the thematic strategic objectives, and thematic project sheets. ➤ The number of projects identified was 36 projects with a total estimated cost of 12 million US dollars. The projects were not presented in any form of action or time-related plans. 	<ul style="list-style-type: none"> ➤ Each of the projects was presented using ‘project sheet template’. The template included essential information about the project such as; objectives, description, duration, estimated cost, target group, location, community contributions, expected risks, etc. ➤ It has been noticed that the description of the project is meant to be the <i>purpose</i> while the objectives are meant to be the <i>expected outcomes</i>. ➤ Some projects included indicators to measure objectives’ achievements. However, these were general indicators rather than SMART ones and there were no clear linkages with outcomes’ level.
<p><i>How these outputs were/are being used? Who were the main users?</i></p>	<ul style="list-style-type: none"> ➤ The basic use of the strategic plan is for funding applications. Most of the projects (in the financing cell of the project sheet) were directed to be funded from outside sources (mainly donors). 	<ul style="list-style-type: none"> ➤ Few projects were considered to be financed from own municipal or community sources. The most, however, were intended to be financed by external financing sources. ➤ Private sector investments and contributions were not

	<ul style="list-style-type: none"> ➤ The main user so far is the municipality itself in which they have been seeking funds from different donor agencies (whether Palestinian ones or international) 	<p>considered as essential financing sources</p> <ul style="list-style-type: none"> ➤ The good thing to be said here that even these projects were not considered for internal financing but they are being used in a systematic way to seek funding for community and municipal development priorities i.e. Maithalon municipality is using the plan as basis for any development activity be financed by outside sources and not acting in an ad-hoc basis. ➤ Palestinian agencies such as sectoral ministries and Municipal Development & Lending Fund (MDLF) have been considered as main sources for funding certain projects.
<i>Follow-up, monitoring, and evaluation of plan implementation</i>		
<p><i>What follow-up and monitoring mechanisms have been introduced? And who's responsible for that?</i></p>	<p>No clear monitoring system was introduced or institutionally anchored for monitoring the implementation phase of the plan. However, for each project, some indicators were proposed for monitoring and measuring the achievements at the project level and not at the plan level.</p>	<p>As previously mentioned, some projects included indicators to measure objectives' achievements. However, these were general indicators rather than SMART ones</p>
<p><i>What implementation and follow-up responsibilities have been allocated to; city/municipality, private sector, community, others)</i></p>	<p>In most projects, the implementation and follow-up responsibility was allocated to the municipality or certain municipal departments. However, in other projects, responsibility was shared by either national agencies (such as Health and Education and environment projects) or national NGOs (cultural projects)</p>	<p>It good to mention here that the municipal council has approved the plan to be the basis for the municipality investment operations.</p>
<i>linkages to master 'physical' planning</i>		
<p><i>Are there any linkages between this plan and the master plan? What is the form of linkages?</i></p>	<p>Location of each project was indicated clearly. The location means a spatial translation of the project into a specific land area.</p>	

<i>Constraints and opportunities</i>		
<i>What constraints have been faced during the planning process?</i>		
<i>What could have been done to improve the planning process?</i>		
<i>What constraints are facing the implementation of the plan?</i>	No financing has been secured so far.	
<i>Results of plan so far</i>		
<i>What have been the results of the plan so far?</i>	No results have been achieved so far.	
<i>Other observations</i>		
<p>- It has been observed that the quality of the identified projects has differed from one Thematic Group to the other. This might be due to the qualification of group members.</p>		

Case of Salfeet town

A learning framework for documenting and assessing the Palestinian experience in strategic urban planning at the municipal/local level		
I. General		
The case of:	Salfeet town, Salfeet Governorate, West Bank, Palestinian Territories	
Sources of information	<i>Primary sources:</i>	The participation of the researcher in the planning case as well as the discussions with the project team, consultants, and municipal officials.
	<i>Secondary sources:</i>	<ul style="list-style-type: none"> ➤ Salfeet City Development Strategy Report, March 2007. ➤ Capital Investment Plan, participatory workshop report, December 2006. ➤ Unpublished working papers and project reports.
J. City background information		
Short description: Population, location, key features, etc.	<p>Salfeet town is located in the middle-north of West Bank 20 km south-west of Nablus City. Since 1882 Salfeet has been recognized as center of the Salfeet surrounded area. Following the establishment of the Palestinian National Authority in 1994, Salfeet town and the surroundings were promoted to form “Salfeet Governorate”. Salfeet town was chosen to be the administrative center and the Capital of the Governorate. However, during the second Intifada Salfeet town has lost part of its role as center of the governorate; the accessibility to the town has been affected badly by the continued Israeli closure, especially due the closure of its northern entrance. Therefore, the residents of the northern part of the governorate experienced serious difficulties to get services from the center of Salfeet.</p> <p>The total land area of the town is almost 22000 dunums, of which around 4000 dunums are within the master physical plan approved by the MOLG in the year 2000. 80% of the total land area is agricultural land. Most of the agricultural land is planted by olive trees in addition to other trees such as grapes. Currently, the population of the town is around 10000 inhabitants. The population growth rate is around 3.5%. The population grew from 900 inhabitants in 1922 to around 10000 in 2005. The population has considerably increased in the period of 1945-1961 then in the period of 1987 – 2005 with an annual growth rate of almost 4%. 56.3% of the population is aged between 15-65 years old. For their living, 37.5% of the population are working in construction activities, 11.3% in manufacturing activities, 10.5% in agriculture, 10.5% as employees of public sector, and the rest are working in commerce and other activities.</p>	
K. Case documentation and assessment		
	Documentation	Remarks/comments
Basic information		
<i>Process start date</i>	August 2006	Around five months.
<i>Process end date</i>	December 2006	

<i>Initiator (local government, community, international agencies, others)</i>	The municipality of Salfet in cooperation with the German Agency for Technical Cooperation GTZ and the Cities Alliance	The process has been supported as part of a technical cooperation project between GTZ and Salfet municipality.
<i>Total costs (USD)</i>	Around US\$50000	➤ Most of the funds have been used to cover the expenses of consultants, workshops, and publications.
<i>Source of funds: (local government, private sector, community, international, others)</i>	The costs have been covered by GTZ and Cities Alliance.	The municipality of Salfet has contributed almost 20% of the project's costs (in-kind: hospitality and time of municipal staff).
<i>Reasons and objectives</i>		
<i>What are reasons for initiating the planning process?</i>	<p>The documented reasons of initiating this planning process could be differentiated into:</p> <p>a. Political reasons:</p> <ul style="list-style-type: none"> ➤ to tackle challenges of the deprivation of Salfet's central role along with improving services for its communities; <p>b. Technical reasons:</p> <ul style="list-style-type: none"> ➤ Establish and foster capacities inside the municipality for initiating and preparing long and short-term development plans with the participation of the public; ➤ Set up institutional mechanisms and administrative capacities that ensure sustainable public participation; ➤ Foster public-private partnerships in all possible intervention areas; ➤ Develop city vision, mission, strategies, and prioritized investment projects with their cost estimations and possible sources of funding. 	<ul style="list-style-type: none"> ➤ Other reasons from the municipality side include; the opportunity of having funds available through the GTZ technical cooperation project and Cities Alliance, the willingness of the elected municipal council to develop a plan that is based on public involvement and participation, the willingness of the municipal council to come-up with off-the-shelf projects' proposals that are ready to be submitted to donor communities, as well as, the motivation of the municipality of Salfet and its staff. ➤ Other reasons from the supporters' side include; testing the applicability of the CDS planning approach in a medium sized Palestinian urban community such as Salfet town.

<p><i>What are the objectives of the strategic plan?</i></p>	<p>The objectives of Salfet City Development Strategy are to:</p> <ul style="list-style-type: none"> ➤ Improve level of services and enhance the role of Salfet as the center of the governorate; ➤ Improve Salfet's role as an attractive residential and investment center; ➤ Achieve geographical integrity of the district and strengthen the relations between Salfet and its surrounding; ➤ Improve institutional structure to enhance community empowerment and human resource development 	<ul style="list-style-type: none"> ➤ It should be noted here that these objectives are what the plan is intending to achieve. ➤ These objectives are resulted from four priorities thematic areas (development directions) in which the municipality, along with the stakeholders involved, agreed to tackle during the time-horizon of the plan.
<p><i>Approach and process management</i></p>		
<p><i>How was the planning process initiated (municipal council decree, private sector initiatives, community initiative, others)?</i></p>	<p>The process was initiated based on the technical cooperation agreement between the GTZ and Salfet municipality. Nevertheless, the municipal council has approved the initiating of planning by a decree.</p>	
<p><i>How was the planning process managed? Who was responsible for the management and guidance of the process? (through planning department, working group, etc)</i></p>	<p>A management structure for managing and guiding the planning process was prepared, discussed, and approved by the municipal council. Based on the structure, the council has designated a planning committee (councillors) to supervise and provide necessary input for the planning team (CDS Management Team) which was consisting of heads of municipal departments, key staff, consultants, and GTZ advisor. The main responsibilities of this team were to plan for, coordinate, and follow up the different activities of the planning process. The planning team draws on technical expertise of pool of consultants, key technical staff in the municipality, as well as, key stakeholder group defined in early stages of the process.</p>	<ul style="list-style-type: none"> ➤ The Management Structure s has provided a framework and defined roles and responsibilities of those who were involved in the process (including the role of the community). It mapped the management responsibilities and facilitated the communication processes between the different actors of the project. ➤ As a tool, the management structure is very helpful in any planning process, especially if it involves many and diverse stakeholders.

<p><i>What were the steps/stages of the planning process?</i></p>	<p>Salfeet city development planning process included three major stages as follows:</p> <ol style="list-style-type: none"> 1. <u>Mobilization of Resources</u>: a plan for the planning process was prepared, management structure was also prepared, and a management team was formulated. In this step as well, key stakeholders were identified and mobilized to participate in the process. 2. <u>Strategic Analysis, Vision and Strategies Formulation</u>: this step included two tracks; the ‘scientific’ track and the ‘participatory’ one. A) In the scientific track, data from secondary sources were compiled, reviewed, and adjusted. In addition, city profile was compiled and a state of city report was prepared. B) In the participatory track, the data compiled during the other track was used as an input for consulting stakeholders. Within the consultation process, field visits and meetings with key stakeholders were completed and then key stakeholders were invited to a two-day workshop to discuss and agree main challenges of the city, define priority development/thematic areas, develop collective vision, strategic objectives, and key strategies. 3. <u>Development of Capital Investment Plan (CIP)</u>: The CIP is a list of prioritized projects per thematic development area presented in an action plan format with a defined timeframe, estimated cost, and expected source of funding. However, same thematic groups, who have defined the challenges and developed the strategies, have met to develop responsive priority projects for each thematic area. Each group has been supported by a subject matter expert. 	<ul style="list-style-type: none"> ➤ It is worth noting that 10-12 months ahead of starting the planning process, the GTZ technical cooperation project had commissioned a consultant to assess and analyze the situation of Salfeet city and the surrounding villages. The output of the assessment was more or less a SWOT analysis report which was adjusted by the CDS management team to accommodate any changes happened meanwhile. The consultants as well used the outputs of this assessment as an input to develop the state of city report. ➤ The second stage of the process was mainly finalized in a two-day workshop. In the workshop, key stakeholders have worked on thematic working groups to further analyze, discuss, and agree on challenges of each development/thematic area, develop strategic objectives, and define realistic strategies for each of the objectives. However, the vision was discussed and agreed upon in the plenary session of the workshop. The outputs of the workshop were edited by the consultants. ➤ Each project was later presented in a ‘project profile’ template that identifies its objectives, thematic area, project priority rank, responsibility for implementation, costs, and source of funding. ➤ In the plan of planning process, additional stages were envisioned such as; promotion and awareness stage as well as monitoring and evaluation. However, practically these were not implemented.
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<p><i>What stakeholders were involved? (Politicians/government officials, municipal officials/staff, private sector, community leaders, NGOs, CBOs, others)</i></p>	<p>The main stakeholders were; a) community based organizations including Salfeet's women association, Salfeet youth club, and the agriculture association; b) private sector representatives including contractors' union, business men association, and investors; c) governmental departments and representatives including; the governor office, ministry of health, ministry of agricultural, ministry of social affairs, and ministry of education; d) professional and community representatives including well-known community leaders, professional and educated persons of the town; e) municipal council and staff.</p>	
<p><i>How these stakeholders were identified and by whom and using what tools?</i></p>	<p>The CDS management team has identified the stakeholders using a simplified stakeholder analysis tool and approach at the beginning of the planning process. The analysis has identified the key affected and non-affected stakeholders, their interests, and their influence degrees. As well, their involvement strategy has been defined according to their importance and influence degrees.</p>	<ul style="list-style-type: none"> ➤ Salfeet, as many other towns in Palestine, main stakeholders are usually well known. Therefore, stakeholder identification process is not too complicated and could be done relatively quick and easy. ➤ Stakeholders identified in the analysis process were invited to formulate a key stakeholder consultative group.
<p><i>When was each stakeholder group involved? At what step of the process?</i></p>	<p>The stakeholders were involved as follows:</p> <ol style="list-style-type: none"> 1. <u>First phase</u>: Municipal council and staff 2. <u>Second phase</u>: key stakeholder group, municipal councilors, and municipal staff 3. <u>Third phase</u>: key stakeholder group, municipal councilors, and municipal staff 	<p>The same stakeholders who have worked on analyzing the existing situation have developed the vision, strategic directions, strategies, and came up with the action program.</p>
<p><i>How was the planning process supported and facilitated? (by consultants, municipal staff, volunteers, etc)</i></p>	<p>Consultants and GTZ advisors have facilitated and supported the process. In particular, they have facilitated the regular meeting of the planning team, prepared and supported different workshops, and documented and edited results of these workshops</p>	
<p><i>Scope and content</i></p>		

<p><i>What was the planning time horizon? (5 years, 10 years, etc)</i></p>	<p>5-year plan (2007-2011)</p>	
<p><i>What issues have been addressed? How were they identified i.e. the information sources and inputs? In what stage of the process?</i></p>	<ul style="list-style-type: none"> ➤ The plan has addressed four themes/strategic directions that have been clustered as follows; a) infrastructure and environment; b) local economy; c) Spatial interaction and integrity with region; d) social aspects and institutional building of the municipality. ➤ These issues have been identified in the strategic analysis phase of the planning process. As mentioned earlier, consultants' research and analysis of the status quo has been used as input for consultation with stakeholders in the strategic analysis phase. Therefore, sources of information were both the research and the stakeholders who have double-checked and provided additional inputs. 	<p>It could be noticed that internal and external issues were addressed by this plan in contrast to Beita where they have been aware of the importance of preparing themselves internally before addressing the external issues.</p>
<p><i>What kind of contents did the plan include?</i></p>	<p>The contents of the summarized plan as presented are:</p> <ul style="list-style-type: none"> ➤ <u>Preface</u>: wording by the Mayor of Salfet. It is targeted towards the citizens of the town ➤ <u>Background and Context</u>: short contextual background as well as the purposes of initiating the planning process ➤ <u>CDS Implementation Approach</u>: This section has clarified the planning approach and the stakeholders involved ➤ <u>Developmental Priorities, Vision, and Strategies</u>: The section has clarified the strategic themes that the plan is addressing along with the accompanied challenges and foreseen opportunities for each of the themes. Further, the vision of the town was clearly presented. Moreover, the section has clarified the key strategic objectives for tackling the main issues under each thematic area in a 5-year timeframe. Lastly, the 	<ul style="list-style-type: none"> ➤ The plan included 35 projects to be accomplished in a 5-year period with a total amount of US\$12 million. ➤ No maps were included in the map. ➤ The location of each of the projects was general stating that it should be implemented in Salfet city! ➤ Indicators were neither included at projects' level nor the strategies one.

	<p>key strategies to achieve the objectives were also indicated.</p> <ul style="list-style-type: none"> ➤ <u>Capital Investment Plan</u>: The investment plan has included the priority projects that have to be implemented in a five-year period in order to achieve the objectives of the plan. These projects were prioritized for each of the thematic areas. ➤ <u>Annexes</u>: Project profiles: Each of the projects was presented using a common template called the project profile. For each project, key information was indicated such as; description, objectives, priority, costs, implementation responsibility, and others. 	
<p><i>What tools were used as part of the problem/issue identification and prioritization process?</i></p>	<ul style="list-style-type: none"> ➤ <u>Stakeholder analysis tool</u>: to identify relevant stakeholders and their participation strategy. ➤ <u>Structured consultation questionnaire</u>: to gather relevant assessment data; ➤ <u>City Profile Karte OR “Urban Karte”</u>: key indicators for each sector/subsector usually used to diagnosis issues relevant to those sectors; ➤ <u>SWOT analysis</u>: to identify internal and external challenges and opportunities for each of the thematic areas ➤ <u>Participatory strategic analysis tools</u>: thematic small working group discussions provided by flipcharts, pin boards, templates and moderated by relevant thematic expert ➤ <u>Participatory vision and strategy formulation tools</u>: plenary discussion, thematic small working group discussions provided by flipcharts, pin boards, templates and moderated by experts ➤ <u>Action planning tools</u>: thematic working groups discussions facilitated by 	<ul style="list-style-type: none"> ➤ As for the city profile karte, considerable effort was invested in this exercise but the outputs were not convenient. This is due to; unavailability of data to reasonably formulate the indicators, the inability of the consultants to translate the compiled indicators into realistic diagnosis/analysis information, and no linkage has been established between these indicators and the strategic objectives. In addition to being diagnosis tool, in an ideal case, the same indicators would be used for monitoring the achievement of the formulated objectives. In this case however, no monitoring indicators were adopted or used. ➤ In the workshops, the tools used to facilitate the work of stakeholders involved could have been more structured and scientific tools such as; problem analysis tools, causes and effects tools, strategy formulation tools, and project development tools (Log-frame, etc). However, in the case, the dependence was on the facilitators to guide the discussion and then issues have

	thematic experts and provided by different tools such as flipcharts, pin boards, templates	agreed upon using voting or consensus.
<i>Plan outputs and use of outputs</i>		
<i>What were the outputs/products of the planning process? And how they have been presented? (capital investment plans, action plans, toolkits, others)</i>	<ul style="list-style-type: none"> ➤ The main product of this planning process is a document titled “Salfeet City Development Strategy”. ➤ Action plan called the Capital Investment Plan which has defined timeframe of implementation and estimated costs/year as well as expected sources of funding ➤ Priority project profiles ➤ Detailed studies for the top six priority ➤ Other products included; state of city report, SWOT analysis report, and other interim workshops’ reports 	The detailed studies of the six high priority projects were either projects’ proposals or terms of reference for envisioned experts to implement the projects
<i>How these outputs were/are being used? Who are the main users?</i>	The plan currently is being used by the municipality, through the PR department, to attract funding for selected investment projects. Therefore, other users would be donors.	Private investors are not guided to use the plan. The same applies to civil society organizations who have also participated in developing it.
<i>Follow-up, monitoring, and evaluation of plan implementation</i>		
<i>What follow-up and monitoring mechanisms have been introduced? And who’s responsible for that?</i>	No clear monitoring system was developed.	The city profile karte would have been an ideal tool to establish a concrete monitoring and evaluation system. However, this did not happen.
<i>What implementation and follow-up responsibilities have been allocated to: city/municipality, private sector, community, others)</i>	In each project profile, a responsibility for implementation has been envisioned. For most projects, the responsibility has been allocated to the municipality. Other projects, the responsibility was allocated to private investors and civil society organizations.	Practically, the allocation of the responsibilities was just on the paper. None of the stakeholders involved in the process has really taken over a real implementation responsibility.
<i>linkages to master ‘physical’ planning</i>		

<p><i>Are there any linkages between this plan and the master plan? What is the form of linkages?</i></p>	<ul style="list-style-type: none"> ➤ No real linkages were identified with the master plan. ➤ Some projects like roads rehabilitation were indicated by name but were not reflected into the master plan 	<p>Despite the fact the one of the major thematic direction in Salfeet's strategy is the spatial integration/interaction with the surroundings, there was no single map indicating how this should be done and based on what.</p>
<p><i>Constraints and opportunities</i></p>		
<p><i>What constraints have been faced during the planning process?</i></p>	<p>Reliable data collection and information was the major obstacle in the planning process. Sources of data were not easily found. This has been experienced particularly when the city profile karte was being developed.</p>	<p>Other steps of the planning were easily and quickly accomplished due to; the same consultants who have supported Salfeet's strategy had previously supported the case of Ramallah, Al-Bireh, and Beitunia development strategy.</p>
<p><i>What could have been done to improve the planning process?</i></p>	<p>N/A</p>	
<p><i>What constraints are facing the implementation of the plan?</i></p>	<p>Lack of financial resources to implement all the projects presented in this plan.</p>	
<p><i>Results of the plan so far</i></p>		
<p><i>What have been the results of the plan so far?</i></p>	<p>There are some promises from donors to support and implement some priority projects came in the plan. Examples include the city database project which will be supported by GTZ, the industrial zone project which will be supported by KFW, and the institutional capacity project to be supported by CHF.</p>	
<p><i>Other observations</i></p>		
<ul style="list-style-type: none"> ➤ One of the major unfortunate issues is the total dependence on donors to support the projects indicated in the plan. ➤ The plan has not been used to guide the annual capital budgeting of the municipality ➤ The interaction with the key stakeholders (who have participated in developing the plan) is minimal at the present time and the municipality did not establish any solid communication strategy with them 		

Case of Beita town

A learning framework for documenting and assessing the Palestinian experience in strategic urban planning at the municipal/local level		
L. General		
The case of:	Beita Town, Nablus Governorate, West Bank, Palestinian Territories	
Sources of information	<i>Primary sources:</i>	Discussion with the Mayor of Beita, the deputy Mayor, and the Municipal Engineer
	<i>Secondary sources:</i>	<ul style="list-style-type: none"> ➤ Ten-year Strategic Plan for Beita, December 2006. ➤ Regular newsletter of Beita municipality, 2nd issue, 2007. ➤ Brochure of Beita Municipality, 2007.
M. City background information		
Short description: Population, location, key features, etc.	<p>Beita town is located in the middle-east part of the West Bank 13 km south-east of Nablus city (the capital of Nablus governorate). The town is known of its strategic center location for almost 31 communities south of Nablus city. The total land area of the town is almost 22000 dunums²⁰, of which around 3600 dunums are within the master physical plan of the town. The rest of the land is agricultural land. Beita is known as the pioneer town in producing olive oil in Nablus governorate. Most of the agricultural land is planted by olive trees in addition to other trees such as grapes and almonds. Beita is rich with its water resources. In the town there are seven natural springs. The quality of water in some of these springs is considered high compared to the international water quality standards. The population of the town is around 12000 inhabitants, of which 9500 inhabitant are currently living in the town and the rest are outside the country. For their living, the residents are depending on agricultural in the first place as well as industry (stone-cutting, ready-mix concrete, etc.), commerce (groceries, construction materials, etc), and public services' employees. The social composition of the town is diverse and the town is composed of five main tribes in addition to immigrants came to the town after the second intifada and the closure of Nablus city.</p>	
N. Case documentation and assessment		
	Documentation	Remarks/comments
Basic information		
<i>Process start date</i>	Early 2005	One year.
<i>Process end date</i>	End 2005	
<i>Initiator (local government, community, international agencies, others)</i>	The municipality of Beita;	The Mayor of Beita is the main initiator with strong support from municipal councilors and staff.

²⁰ 1 dunum = 1000 m²

<i>Total costs (USD)</i>	Around US\$30000	<ul style="list-style-type: none"> ➤ The major part of the costs (US\$25000) has been used to cover the costs of a comprehensive survey initiated at the start of the process. The rest of the costs have been used to cover publication materials and workshops' hospitalities. ➤ Municipal staff time and professional input is not considered as part of the costs but it should be.
<i>Source of funds: (local government, private sector, community, international, others)</i>	The financial resources of the municipality of Beita	No other external sources.
<i>Reasons, objectives and logic</i>		
<i>What are reasons for initiating the planning process?</i>	<ul style="list-style-type: none"> ➤ Following the municipal elections late 2004, the municipal council received huge amounts of requests from local citizens to improve the different aspects of life in the town. Local needs and requests have encouraged the municipal council to initiate this planning process in order to respond to community needs in a scientific approach within the available scarce resources and in the most professional manner. ➤ The main reasons are; the scarce resources of the municipality, huge amounts of requests from local citizens to improve services and quality of life, the strong interest of the municipality to involve the community in developing the town on sustainable basis through formulating a comprehensive development vision which is built on development priorities, the need for integrated planning approach for managing municipal services and resources, and the existing master plan is rigid and not respond with the development needs of the town. 	<ul style="list-style-type: none"> ➤ Other reasons include; the motivation and the awareness of the Mayor, the qualification and education levels of the council members, and the availability of qualified and supportive staff in the municipality. ➤ It is worth noting here that the master plan of the town has been floating in the process of getting approved by the MOLG since 1997; the fact the led to recognize that this plan is not applicable any more and it needs to be refined, updated, and re-produced.

<p><i>What are the objectives of the strategic plan?</i></p>	<p>The objectives of the plan could be summarized as follows:</p> <ul style="list-style-type: none"> ➤ to achieve unity within the community through strengthening positive relations, cooperation and tolerance among the citizens; ➤ to ensure equitable distribution of services and resources; ➤ to develop income generating projects to cover the needs of the town and the municipality; ➤ to improve and amend municipal services to include economic and social development; ➤ to establish strategic partnerships with governmental, non-governmental, and private organizations based on mutual cooperation and shared objectives; ➤ to achieve sustainable and balanced development that is based on environmental protection and natural resources' preservation; ➤ to enhance community participation in decision making processes in order to promote transparency and justice 	<ul style="list-style-type: none"> ➤ It is obvious that the objectives of Beita plan are developmental objectives that took into consideration all aspects of community development including economy, social, environment, and good governance. ➤ Looking closely to these objectives, it could be realized that they are main pillars of any sustainable development growth that is democratic, transparent, strategic, and responsive.
<p><i>Approach and process management</i></p>		
<p><i>How was the planning process initiated (municipal council decree, private sector initiatives, community initiative, others)?</i></p>	<p>The process was initiated by the Mayor and the municipal council based on a municipal council decision.</p>	

<p><i>How was the planning process managed? Who was responsible for the management and guidance of the process? (through planning department, working group, etc)</i></p>	<p>The Mayor was the main driving force for guiding, managing, and leading the planning process. Nevertheless, this has been done in close consultation and cooperation with the municipal council members. The council gave the technical planning responsibility to the planning and research department in the municipality.</p>	<ul style="list-style-type: none"> ➤ Moreover, a planning and development committee has been established. The committee consisted of 15 persons from civil society representatives (youth club, charitable society, Zakat committee, etc), professionals, council members, and municipal staff. The committee was mandated to participate in guiding and managing the planning process. ➤ Ahead of starting the planning process, the council realized the need to upgrade the internal capacities of the municipality in order to be able to accomplish the plan and implement it later on. Therefore, new organizational structure was proposed and, among others, a planning and research department was established.
<p><i>What were the steps/stages of the planning process?</i></p>	<p>The process steps/stages could be summarized as follows:</p> <ol style="list-style-type: none"> 1. <u>Internal arrangements and preparations</u>: upgrade the internal capacities of the municipality, define roles and allocate responsibilities, realize available and needed resources, and build the trust for starting the process. 2. <u>Comprehensive situational analysis and diagnosis</u>: a) conduct comprehensive surveys and studies; household survey, customer satisfaction and needs survey, educational and cultural survey, and social-establishments survey. In addition, an infrastructure assessment survey based on new aerial photo an available master plan was accomplished to assess the current infrastructure and define development needs; b) analysis of collected data and understand current issues; c) establish a database and computerize data reporting process. The comprehensive survey covered 14 sectors. 3. <u>Community consultation and priority definition</u>: a) A workshop has been conducted 	<ul style="list-style-type: none"> ➤ The process started with an important issue which is the realization of need to arrange the internal structure and understand the available resources and capacities and upgrade these before starting with the official planning process. ➤ Another important aspect is the trust building ahead of starting the planning process. The municipality allocated considerable efforts to build trust among the councilors themselves, between councilors and municipal staff, and then between the municipality and the community. ➤ It was important to understand the status quo, to conduct comprehensive surveys of all aspects in the town. However, it was a time consuming process and costly one. Nevertheless, all data compiled and analyzed was stored and used properly. i.e. it was not a typical step without use rather it was an important input for understanding the situation on the ground, defining necessary innervations, and prioritizing needs. ➤ The plan missed the strategy formulation part. It went

	<p>following the analysis phase. Results have been presented to the community and further refined. For each of the sectoral aspects, thematic meeting have been held to discuss the issues and define priority needs.</p> <p>4. <u>Action planning/Projects preparation</u>: based on results of studies and thematic meetings, the planning department compiled all priority issues and further clarified projects' details and prepared projects documents including costs and quantities. Responsibilities of implantation given to different departments of the municipality or</p> <p>5. <u>Monitoring and evaluation</u>: Each of municipal departments was given the responsibility to monitor and report on the implementation status of projects within its professional domain.</p>	<p>directly from analysis of the data and defining the issues that need to be addressed into defining actions/projects directly and estimating their costs.</p> <p>➤ It should be noted that even many identified quick projects (especially municipal and infrastructure ones) have implemented in parallel to the planning process but these were within the overall framework of the plan.</p>
<p><i>What stakeholders were involved? (Politicians/government officials, municipal officials/staff, private sector, community leaders, NGOs, CBOs, others)</i></p>	<p>The main stakeholders were; a) community based organizations including; Beita youth club, Beita charitable society, Beita women association, and Zakat committee; b) private sector representatives including companies owners, industrial factories owners, and investors; c) governmental departments' representatives; d) professional and community representatives including well-known community leaders, professional and educated persons of the town, and tribes representatives; e) municipal council and staff.</p>	<p>It should also be noted that all community members have been consulted through the different surveys and studies. Moreover, the municipality has sent a message saying that any citizen is welcome to provide his/her input and feedback at any time.</p>
<p><i>How these stakeholders were identified and by whom and using what tools?</i></p>	<p>N/A</p>	<p>In a relatively small town such as Beita, usually main stakeholders (influential and non-influential) are well known. Therefore, the identification process was not too difficult and did not include any tools. It is rather head hunting.</p>

<p><i>When was each stakeholder group involved? At what step of the process?</i></p>	<p>The stakeholders were involved as follows:</p> <ol style="list-style-type: none"> 4. <u>First phase</u>: Municipal council and staff 5. <u>Second phase</u>: all the above mentioned stakeholders were either interviewed or consulted 6. <u>Third and Fourth phases</u>: around 50-60 persons comprising all levels of stakeholders were involved in providing input, identifying the issues, and suggesting priority actions. 	<p>In one of the most clever steps, and after the plan has been ready, the municipality sent the plan document for 50-60 persons of the well-known community leaders and tribes' representatives for their input and feedback. Then, they have been invited to a workshop in order to discuss their feedback and afterwards to sign the plan and the document. Their signature on the plan means that they have to support this plan as long as its in force whether under the jurisdiction of the current municipal council or any other new one.</p>
<p><i>How was the planning process supported and facilitated? (by consultants, municipal staff, volunteers, etc)</i></p>	<p>The Mayor and selected municipal staff have facilitated and guided the process. Occasionally, external voluntary support was obtained for technical specific issues.</p>	
<p><i>Scope and content</i></p>		
<p><i>What was the planning time horizon? (5 years, 10 years, etc)</i></p>	<p>10-year plan (2005-2015)</p>	<p>It has been noted somewhere in the plan that the time horizon allocated has meant to be a realistic time to cover and respond to all issues and priority needs of the sustainable development of the community. Moreover, it is also to indicate that this plan is not a municipal council plan rather it is a development plan for the sustainable growth of the town</p>
<p><i>What issues have been addressed? How were they identified i.e. the information sources and inputs? In what stage of the process?</i></p>	<ul style="list-style-type: none"> ➤ It was clearly indicated that this plan is a comprehensive one aims to achieve equitable and sustainable growth in all aspects of the community. Therefore, it is addressing 14 vital sectors classified as follows; 1) infrastructure including water, electricity, roads, and sewer system; 2) urban planning and land-use; 3) Education; 4) health; 5) environment; 6) industry; 7) commerce; 8) agriculture; 9) tourism and entertainment; 10) culture; 11) social works; 12) housing; 13) investment and income generation; 14) media and public relations. ➤ Ahead of starting the process the municipality in 	<ul style="list-style-type: none"> ➤ In accordance to the Palestinian LG law, the municipality is not responsible for economic, social (education and health), and security issues. Nevertheless, Beita municipality has considered these as vital issues to be tackled through its plan. ➤ The municipality, in order to gather reliable information, has hired 37 social researchers/data entries/analysts from Beita town. The researchers have been distributed geographically to gather information based on the designed questionnaires. Each of them was responsible to gather information of his/her neighborhood. This has facilitated their work and increased the community trust

	<p>consultation with the planning and development committee agreed to tackle all these issues. Based on that, data collection from primary sources have been conducted and then analyzed and discussed with all groups of stakeholders mentioned above in order to reach a consensus about the different issues and priority actions.</p>	<p>to provide reliable and correct information</p> <ul style="list-style-type: none"> ➤ It should be noted that not all sectors means the traditional meaning of that sector. For instance, it has been meant by: <ul style="list-style-type: none"> ○ environment sector: the solid waste management ○ tourism and entertainment: natural resource and cultural heritage preservation in addition to establishing public facilities such as parks ○ social works: addressing some negative phenomena of the community and strengthen the coherence of the community through awareness programs ○ investment: establishing means for sustainable income of the municipality and partnering with private sector ○ media and public relations: the municipality media and public relations in addition to strengthening the relations with the community and other institutions
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<p><i>What kind of contents did the plan include?</i></p>	<p>The contents as presented in the plan document are:</p> <ul style="list-style-type: none"> ➤ <u>Executive summary</u>: the reasons of the plan, the process, tools, and timeframe ➤ <u>Introduction</u>: <ul style="list-style-type: none"> ○ About Beita the town; key features of the town, population, economy, etc. ○ About the municipality of Beita; the council, the different departments and systems ➤ <u>The Ten-year strategic plan</u>: <ul style="list-style-type: none"> ○ Introduction about the internal arrangements and preparations ○ The tools of the planning process; surveys and database, comprehensive infrastructure assessment, public workshops, thematic meetings, and field visits. ○ The process of planning; analysis of data, issues definition and prioritization, responsibility assignments, timeframe, monitoring and evaluation, and detailed studies ○ 14 Sectoral ‘strategic’ directions included; diagnosis of each sector, prioritized needs, list of actions needed with estimated costs. ➤ <u>Appendices</u>: not annexed but it is the sectoral assessment reports based on the different questionnaires. 	<ul style="list-style-type: none"> ➤ It worth mentioning that the plan included 40 actions/projects to be accomplished with a 10 years period with a total amount of US\$16 million. ➤ However, based on the discussion with the mayor, he noted that they have calculated the annual budget for implementing the plan and it was around US\$3 million. The amount indicated in the previous paragraph does not reflect the annual budget. Nevertheless, it should be also noted that not all sectors included ‘priced’ actions/projects.
<p><i>What tools were used as part of the problem/issue identification and prioritization process?</i></p>	<ul style="list-style-type: none"> ➤ Comprehensive survey questionnaires covering all sectors ➤ Comprehensive computerized database for data input and reporting ➤ Sectoral consultations with the community members ➤ Sectoral assessments and studies ➤ Incremental thematic/project planning 	
<p><i>Plan outputs and use of outputs</i></p>		

<p><i>What were the outputs/products of the planning process? And how they have been presented? (capital investment plans, action plans, toolkits, others)</i></p>	<ul style="list-style-type: none"> ➤ The main product of this planning process is a document titled “Ten-year Strategic Plan for Beita”. The document defined sectoral issues, priorities, and actions with estimated costs. ➤ Detailed studies for selected projects ➤ Other products included; database for almost all the sectors as well as comprehensive analysis reports 	<ul style="list-style-type: none"> ➤ One of major outputs is the establishment of a company in partnership with private sector and key investors (51% owned by the municipality and the rest by the private sector). The Mayor is chairman of the Board and the CEO is one of the key recognized private investors. The company is responsible for implanting development projects in the town in addition to invest and compete in the market. The profits of the company are major financing source for the development projects identified by the plan. ➤ Other interim outputs included the implementation of high priority tangible projects which showed results during the planning process which increased the community’s trust by the municipality.
<p><i>How these outputs were/are being used? Who are the main users?</i></p>	<ul style="list-style-type: none"> ➤ The users of the plan are the municipality, private sector (including the municipal company), and community based organizations. ➤ The plan has been indicated that the plan provided the input for the annual municipal investment budgeting. ➤ Private sector investment are regulated by the plan ➤ The municipality has a concrete access of all social issues in the town through the database. 	<ul style="list-style-type: none"> ➤ Most of the identified projects were considered to be financed either from own municipal sources or through private sector investments. Reliance on external international and governmental funding was not given high priority.
<p><i>Follow-up, monitoring, and evaluation of plan implementation</i></p>		
<p><i>What follow-up and monitoring mechanisms have been introduced? And who’s responsible for that?</i></p>	<p>It has been indicated in the plan document that each of the municipal department is responsible for following-up and monitoring of the projects related to its professional role. However, the system is not clear and there was no clear monitoring indicators presented in the plan. and not at the plan level.</p>	<p>The database that has been established in the first phases of the process and used to identify the key issues and priority actions is a great opportunity for the municipality and the community to monitor the achievement of the objectives. However, clear update responsibility should be designated and practiced. Clear indicators related to the objectives levels have to be defined and used</p>

<p><i>What implementation and follow-up responsibilities have been allocated to; city/municipality, private sector, community, others)</i></p>	<p>Implementation and follow-up responsibility for most of the project was assumed by the municipality and its newly established departments. However, the private sector (especially the municipal owned company) is assumed to play a vital role in investment projects' implementation.</p>	
<p><i>linkages to master 'physical' planning</i></p>		
<p><i>Are there any linkages between this plan and the master plan? What is the form of linkages?</i></p>	<p>Most of the projects (with spatial dimensions) have been identified based on a comprehensive assessment of the existing master plan and the identified ones have been reflected into a new one. As well, the master land-use plan has been updated based on the results of the comprehensive analysis of the different sector.</p>	<ul style="list-style-type: none"> ➤ Assessing the master plan was one of the important first steps that have been accomplished by the municipality. New aerial photo for the town (and its surrounding communities) has been taken. Based on it and the analysis results, a new land-use plan was accomplished taking into consideration social and economical aspects as well as integration and coordination with surrounding communities. ➤ It should be noted that re-producing the master plan while considering the different analysis results have solved many of the pending objections by the public of the old master plan. Nowadays the new master plan has been sent to the MOLG (HPC) to get their approval.
<p><i>Constraints and opportunities</i></p>		
<p><i>What constraints have been faced during the planning process?</i></p>	<p>The initial resistance of some figures in the community and the initial mistrust by some of the community that this plan will not achieve any results and it will just be a waste of time and resource.</p>	
<p><i>What could have been done to improve the planning process?</i></p>	<p>N/A</p>	
<p><i>What constraints are facing the implementation of the plan?</i></p>	<p>No constraints were indicated.</p>	

<i>Results of the plan so far</i>	
<i>What have been the results of the plan so far?</i>	<p>Despite the short time for assessing results, Beita strategic plan has achieved remarkable results and achievements in two-year period. Many of the identified projects have been implemented or/and under implementation. Major results includes;</p> <ul style="list-style-type: none"> ➤ The improvement of the town electricity and water networks, thus; solving leakages' problems, connecting many areas with new networks, improving the industrial electric and water connections, reducing arrears of the citizens; ➤ The establishment of many income-generating projects and increasing the municipal budget; the municipal budget has increased 5 times since the municipal council took over. The budget has reached an amount of NIS 10 million; ➤ Successful and ideal partnership between the municipality and the private sector; ➤ improving the public environment of the town; ➤ Enhancing the relation between Beita municipality and the community and the increase of public involvement in decision-making processes.
<i>Other observations</i>	
<ul style="list-style-type: none"> ➤ One of the major success factors of this case is the presence of a motivated, visionary, and capable Mayor who was able to initiate and drive the development process in the town. The Mayor was able to mobilize local resource and motivate the community and the municipal council towards a better development of the town. ➤ Due to scarce resources and the international boycott for Beita municipality, the donor-oriented culture was not found in Beita. This boycott has motivated the municipal councils and the Mayor to seek for innovative solutions to achieve their vision and development objectives. ➤ The Municipal council and the Mayor have succeeded to manage the town and the municipality with more private-sector mentality. 	

Case of Ramallah, Al-Bireh, and Beitunia cities

A learning framework for documenting and assessing the Palestinian experience in strategic urban planning at the municipal/local level		
O. General		
The case of:	The neighboring cities of Ramallah, Al-Bireh, and Beitunia, Ramallah and Al-Bireh Governorate, West Bank, Palestinian Territories	
Sources of information	<i>Primary sources:</i>	The participation of the researcher in the planning case as well as the discussions with the project team, consultants, and municipal officials.
	<i>Secondary sources:</i>	<ul style="list-style-type: none"> ➤ Strategic Development Plan of Ramallah, Al-Bireh, and Beitunia, January 2007. ➤ Unpublished working papers and project reports.
P. City background information		
Short description: Population, location, key features, etc.	<p>The three cities of Ramallah, Al-Bireh, and Beitunia constitute the major urban centre in Ramallah-Al-Bireh Governorate, which is located in the central part of the West Bank, 16 km north of Jerusalem. The cities are interconnected and form one urban unit that contains several educational, commercial, cultural, and recreational centers. In addition, they function as the administrative center of the Palestinian National Authority. The three cities host the headquarters of governmental institutions as well as the foreign consulates and representatives and international companies.</p> <p>The three cities' population comprises around 30% (90,000 inhabitants) of the population of Ramallah-Al Bireh Governorate. The growth rate is relatively high (3.5-4.0%). During the second Intifada, and because of the continued Israeli closure, hundreds of families had moved from other Palestinian governorates and lived in the neighboring cities of Ramallah, Al-Bireh, and Beitunia. The since ever, the population estimates tells that more than 150,000 inhabitants are living in the three cities.</p> <p>The three cities are socially and culturally diverse. Many active cultural centers are in the three cities and serving the whole governorate. The economic base of the three cities is depending on financial services as well as trade and commercial businesses. Further, the construction sector is very active and is a major employer for a considerable portion of the population.</p>	
Q. Case documentation and assessment		
	Documentation	Remarks/comments
Basic information		
<i>Process start date</i>	December 2005	Fourteen months.
<i>Process end date</i>	January 2007	
<i>Initiator (local government, community, international agencies, others)</i>	The municipalities of Ramallah, Al-Bireh, and Beitunia in cooperation with the German Agency for Technical Cooperation GTZ and the Cities Alliance	The process has been supported as part of a technical cooperation project between GTZ and the three municipalities.

<i>Total costs (USD)</i>	Around US\$250000	➤ Most of the funds have been used to cover the expenses of consultants, workshops, study visits, and publications.
<i>Source of funds: (local government, private sector, community, international, others)</i>	The costs have been covered by GTZ and Cities Alliance.	The three municipalities have contributed almost 25% of the costs (in terms hospitality and time of municipal staff).
<i>Reasons and objectives</i>		
<i>What are reasons for initiating the planning process?</i>	<p>The basic reason was to tackle the challenges of the rapid population growth and the demand for better quality of life. However, other reasons are to:</p> <ul style="list-style-type: none"> ➤ Establish and foster capacities inside each of the three municipalities for initiating and preparing short and long-term development plans with the public participation; ➤ Investigate, analyze, and discover the suitable and sustainable modes of cooperation among the three municipalities; ➤ Formulate a collective vision and developing strategies for the three geographically integrated cities ➤ Prepare a five-year investment plan with prioritized programs/projects by taking into account the available and accessible financial resources; ➤ Securing financial resources needed for implementing the investment plan through providing project proposals that match donors' requirements and are suitable to mobilize private sector investments 	<ul style="list-style-type: none"> ➤ Other reasons from the municipalities side include; the opportunity of having funds available through the GTZ technical cooperation project and Cities Alliance, the willingness of the municipalities to come-up with off-the-shelf projects' proposals that are ready to be submitted to donor communities. Moreover, the three municipalities have felt the burden of not being cooperated in providing services that really could not be delivered individually such as solid waste, waste water, transportations and streets, etc. ➤ Other reasons from the supporters' side include; testing the applicability of the CDS planning approach in a large scale Palestinian urban community such as Ramallah, Al-Bireh, and Beitunia.

<p><i>What are the objectives of the strategic plan?</i></p>	<p>The objectives of the Strategic Development Plan of Ramallah, Al-Bireh, and Beitunia are to:</p> <ul style="list-style-type: none"> ➤ Develop an efficient and joint infrastructure for the three cities ➤ Contribute in improving a better environment ➤ Enhance integrated, mutual, and sustainable developmental work ➤ Capitalize on the cultural and social diversity ➤ Preserve cultural heritage / seeking social equity ➤ Promote the area as an attractive service center ➤ Improve municipalities' financial sustainability 	<p>These objectives are based on four thematic areas (development directions) in which the three municipalities, along with the stakeholders involved, agreed to tackle during the time-horizon of the plan.</p>
<p><i>Approach and process management</i></p>		
<p><i>How was the planning process initiated (municipal council decree, private sector initiatives, community initiative, others)?</i></p>	<p>The process was initiated based on the technical cooperation agreement between GTZ and the three municipalities. Nevertheless, each municipal council has approved the initiation of planning by a decree.</p>	<p>Since the preparation of the strategic plan has been co-financed by the Cities Alliance, a proposal has to be prepared and sent to the Cities Alliance. The proposal has been prepared by the three municipalities with support from GTZ. The proposal has been signed by the three newly elected mayors and their councils' members. Moreover, the proposal has been distributed to number of donor agencies in order to get an initial commitment to support the results of the plan.</p>
<p><i>How was the planning process managed? Who was responsible for the management and guidance of the process? (through planning department, working group, etc)</i></p>	<p>A management structure for managing and guiding the planning process was prepared, discussed, and approved by three municipal councils. Based on the structure, a core management team has been formulated. The team consisted of representatives of three municipalities (city directors and engineers). It has also included the consultant and GTZ. The main responsibilities of this team were to plan for, coordinate, and follow-up the different planning activities. The planning team draws on technical expertise of pool of consultants, key technical staff in the municipalities, as well as, consultative stakeholder group defined in early stages of the process.</p>	<ul style="list-style-type: none"> ➤ The Management Structure has provided a framework and defined roles and responsibilities of those who were involved in the process (including the role of the community). It mapped the management responsibilities and facilitated the communication processes between the different actors of the project. ➤ As a tool, the management structure is very helpful in any planning process, especially if it involves many and diverse stakeholders.

<p><i>What were the steps/stages of the planning process?</i></p>	<p>RAB planning process included five major stages as follows:</p> <ol style="list-style-type: none"> 1. <u>Mobilization of Resources</u>: plan for the planning process was prepared, management structure was also prepared and adopted, and a planning team was formulated. 2. <u>Strategic Analysis</u>: At the beginning of this step key stakeholders were identified and a strategy for their participation in the process was prepared. Afterwards, this step included two tracks; the ‘scientific’ track and the ‘participatory’ one. A) In the scientific track, data from secondary sources were compiled, reviewed, and adjusted. In addition, city profile was compiled and a state of city report was prepared. In addition a comprehensive SWOT analysis using the metropolitan project outputs was prepared. B) In the participatory track, the data compiled during the other track was used as an input for consulting stakeholders. Within the consultation process, field visits and meetings with key stakeholders were completed and then key stakeholders were invited to a one-day ‘strategic analysis’ workshop to discuss and agree on main common challenges of three cities and define joint priority development/thematic areas. 3. <u>Vision and Strategies Formulation</u>: key stakeholders were invited to a second two-day workshop ‘visioning and strategy formulation workshop’. In light with the results of the strategic analysis, the participants defined a collective vision to the three cities and developed strategic objectives as well as strategies to achieve these objectives. 4. <u>Development of Capital Investment Plan (CIP)</u>: The CIP is a list of prioritized 	<ul style="list-style-type: none"> ➤ An initial difficult step even before starting the process was to secure commitment of the three municipalities to start such a planning process. As newly elected mayors and municipal councils, their only and first interest is to do something visible for their own cities’ citizens. Therefore, having them all realized the importance and the strategic decision to join efforts was a considerable step. ➤ Few months ahead of starting the planning process, the three municipalities in cooperation with MOLG and MOP have worked on a project called ‘metropolitan RAB’. The main output of this project was an in-depth sectoral analysis of the different issues facing the urban constitute of the three cities and additional six communities. The planning team and the consultants have depended on these analysis reports to realize the challenging status quo and to communicate with stakeholders. ➤ During the strategic analysis workshop, key stakeholders have worked in working groups to discuss and agree on main challenges and define priority development/thematic areas. The outputs of the workshop were edited by the consultants. ➤ During the visioning and strategy formulation workshop, key stakeholders have worked in working groups to discuss and develop a collective vision of the three cities as well as strategies. The consultants later on have reviewed the outputs of the workshop, linked them with the strategic analysis outputs, defined strategic objectives and linked them with the developed strategies. ➤ Each priority project was later presented in a ‘project profile’ template that identifies its objectives, thematic area, project priority rank, responsibility for implementation, costs, and source of funding. ➤ The promotion campaign of the
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	<p>projects per thematic development area presented in an action plan format with a defined timeframe, estimated cost, and expected source of funding.</p> <p>Based on the results of the vision and strategies workshop, thematic working groups have been compiled to work on translating the strategies into actions in a form of responsive priority projects for each thematic area. Each group has been supported by a subject matter expert.</p> <p>5. <u>Promotion and Marketing</u>: A promotion and marketing plan has been designed to promote and build public awareness about the joint vision of the three cities. For a whole month, the three cities have promoted (using billboards, radios spots, stickers, and other promotion materials) their vision and priority projects.</p>	<p>three municipalities has created a good awareness about joint initiative of the three municipalities and their strategic cooperation. Positive feedback from citizens has been indicated. During the campaign, the collection of municipal fees has increased by almost 35% compared with previous years.</p> <ul style="list-style-type: none"> ➤ Lately, the three municipalities have held a conference to promote their joint plan to the government and donor agencies. The conference was attended by the Prime-minister and other high-ranked government officials.
<p><i>What stakeholders were involved? (Politicians/government officials, municipal officials/staff, private sector, community leaders, NGOs, CBOs, others)</i></p>	<p>The main stakeholders were; a) community based organizations from each of the three cities (women associations, youth clubs, cultural societies, etc.); b) private sector representatives including businessmen association, banks associations, and individual investors; c) utility companies (water and electricity); d) professional and community representatives including well-known community leaders, professional and educated persons of the three towns; e) Al-Amarie camp manager; f) Cultural NGOs (Riwaq and Sakakini center); f) Municipal councils and staff.</p>	<ul style="list-style-type: none"> ➤ Government officials and representatives were excluded due to the difficult political situation in the country during the preparation of this strategic plan. ➤ Excluding the government from participation is considered a major obstacle in RAB case. The thrust that the government can give is essential in a context such as Palestine. Especially, if we are talking about the cities that host the headquarters of the government and provide them with all services.

<p><i>How these stakeholders were identified and by whom and using what tools?</i></p>	<p>The planning team has identified the stakeholders using a stakeholder analysis tool and approach at the beginning of strategic analysis phase. The analysis has identified the key affected and non-affected stakeholders, their interests, and their influence degrees. As well, their involvement strategy has been defined according to their importance and influence degrees.</p>	<p>In RAB case, the stakeholder identification took a whole day where the planning team, supported by the consultants, prepared a long list of stakeholders and then shortened the list and analyzed them.</p>
<p><i>When was each stakeholder group involved? At what step of the process?</i></p>	<p>The stakeholders were involved as follows:</p> <ol style="list-style-type: none"> 7. <u>First phase</u>: Municipal councils and staff of the three municipalities 8. <u>Second phase</u>: stakeholder groups listed above, municipal councilors, and municipal staff 9. <u>Third phase</u>: stakeholder groups listed above, municipal councilors, and municipal staff 10. <u>Fourth phase</u>: stakeholder groups listed above, municipal councilors, and municipal staff 11. <u>Fifth phase</u>: Municipal councils and staff of the three municipalities 	<ul style="list-style-type: none"> ➤ Almost all stakeholders were involved in the key stages of the process. ➤ The same stakeholders who have worked on analyzing the existing situation have developed the vision, strategic directions, strategies, and came up with the action program.
<p><i>How was the planning process supported and facilitated? (by consultants, municipal staff, volunteers, etc)</i></p>	<p>Consultants and GTZ advisors have facilitated and supported the process. In particular, they have facilitated the regular meeting of the planning team, prepared and supported different workshops, and documented and edited results of these workshops</p>	
<p><i>Scope and content</i></p>		
<p><i>What was the planning time horizon? (5 years, 10 years, etc)</i></p>	<p>5-year plan (2007-2011)</p>	

<p><i>What issues have been addressed? How were they identified i.e. the information sources and inputs? In what stage of the process?</i></p>	<ul style="list-style-type: none"> ➤ The plan has addressed four themes/strategic directions that have been clustered as follows; a) infrastructure, services, and environment; b) local economy; c) institutional structure and public partnership; d) socio-cultural aspects. ➤ These issues have been identified in the strategic analysis phase of the planning process. As mentioned earlier, consultants' research and analysis of the status quo (based on the metropolitan project analysis reports) has been used as input for consultation with stakeholders in the strategic analysis phase. Therefore, sources of information were both the research and the stakeholders who have double-checked and provided additional inputs. 	<p>The institutional structure has meant to join the efforts of the three municipalities and institutionalize the cooperation in providing services for the three cities.</p>
<p><i>What kind of contents did the plan include?</i></p>	<p>The contents of the summarized plan are:</p> <ul style="list-style-type: none"> ➤ <u>Preface</u>: wording by the three Mayors. It is targeted towards the citizens of the three towns ➤ <u>Background and Context</u>: short contextual background as well as the purposes of initiating the planning process ➤ <u>Planning Approach</u>: This section has clarified the planning approach and the stakeholders involved. It included the five main stages, objectives of each stage, how it was accomplished, and its main outputs. ➤ <u>Developmental Priorities, Vision, and Strategies</u>: The section has clarified the strategic themes that the plan is addressing along with the accompanied challenges and foreseen opportunities for each of the themes. Further, the joint vision of the town was presented. Moreover, the section has clarified the key strategic objectives for tackling the main issues under each thematic area in a 5-year timeframe. Lastly, the key strategies to achieve the 	<ul style="list-style-type: none"> ➤ The plan included 36 joint projects to be accomplished in a 5-year period with a total amount of US\$64 million. ➤ No maps were included in the plan except the location map of the three cities. ➤ The location of each of the projects was stated in the project profile. However, it was too general and not specific to a certain place location within the three cities. ➤ Indicators were neither included at projects' level nor the strategies one.

	<p>objectives were also indicated.</p> <ul style="list-style-type: none"> ➤ <u>Capital Investment Plan</u>: The investment plan has included the priority projects that have to be implemented in a five-year period in order to achieve the objectives of the plan. These projects were prioritized for each of the thematic areas. ➤ <u>Annexes</u>: Project profiles: Each of the projects was presented using a common template called the project profile. For each project, key information was indicated such as; description, objectives, priority, costs, implementation responsibility, and others. 	
<p><i>What tools were used as part of the problem/issue identification and prioritization process?</i></p>	<ul style="list-style-type: none"> ➤ <u>Stakeholder analysis tool</u>: to identify relevant stakeholders and their participation strategy. ➤ <u>Structured consultation questionnaire</u>: to gather relevant assessment data from key stakeholders before inviting them to the workshops; ➤ <u>City Profile Karte OR “Urban Karte”</u>: key indicators for each sector/subsector usually used to diagnosis issues relevant to those sectors; ➤ <u>SWOT analysis</u>: to identify internal and external challenges and opportunities for each of the thematic areas ➤ <u>Participatory strategic analysis tools</u>: thematic small working group discussions provided by flipcharts, pin boards, templates and moderated by relevant thematic expert ➤ <u>Participatory vision and strategy formulation tools</u>: plenary discussion, thematic small working group discussions provided by flipcharts, pin boards, templates and moderated by experts ➤ <u>Action planning tools</u>: thematic working groups discussions facilitated by thematic experts and provided by different tools 	<ul style="list-style-type: none"> ➤ As in Salfect, considerable effort was invested in the city profile karte exercise of the three cities but the outputs were not convenient. This is due to; unavailability of data to reasonably formulate the indicators, the inability of the consultants to translate the compiled indicators into realistic diagnosis/analysis information, and no linkage has been established between these indicators and the strategic objectives. In addition to being diagnosis tool, in an ideal case, the same indicators would be used for monitoring the achievement of the formulated objectives. In this case as well, no monitoring indicators were adopted or used. ➤ In the workshops, the tools used to facilitate the work of stakeholders involved could have been more structured and scientific tools such as; problem analysis tools, causes and effects tools, strategy formulation tools, and project development tools (Log-frame, etc). However, in this case, the dependence was on the facilitators to guide the discussion and then issues have agreed upon using voting or consensus.

	such as flipcharts, pin boards, templates	
<i>Plan outputs and use of outputs</i>		
<i>What were the outputs/products of the planning process? And how they have been presented? (capital investment plans, action plans, toolkits, others)</i>	<ul style="list-style-type: none"> ➤ The main output was a document titled “Strategic Development Plan for Ramallah, Al-Bireh, and Beitunia 2007-2011”. ➤ Another output was an action plan called the Capital Investment Plan that has defined timeframe of implementation and estimated costs/year as well as expected sources of funding ➤ Priority project profiles ➤ Detailed studies for the high six priority projects ➤ A simple toolkit that tells how such a planning exercise should be done in the future and what tools are suggested to be used ➤ The Joint Cooperation Unit of the three municipalities of Ramallah, Al-Bireh, and Beitunia. ➤ A website used to publish the outputs of the process and to interact with the public; ➤ Other products included; state of city report, SWOT analysis report, and other interim workshops’ reports 	<ul style="list-style-type: none"> ➤ A major output was the establishment of the Joint Cooperation Unit (JCU) of the three municipalities of Ramallah, Al-Bireh, and Beitunia and the signing of the Memorandum of Understanding between the three mayors. The JCU is a tangible output of the joint cooperation of the three municipalities and a nucleus for future institutionalized cooperation. The role of the JCU is to implement the plan, identify further cooperation interfaces, and harmonize the efforts of the three municipalities. A coordinator for the JCU has been hired by the three municipalities to fulfill its mandate. ➤ The detailed studies of the six high priority projects were either projects’ proposals or terms of reference for envisioned experts to implement the projects
<i>How these outputs were/are being used? Who are the main users?</i>	<p>The plan currently is being used by the JCU to attract funding for high priority investment projects. Therefore, other users would be donors.</p> <p>Moreover, the plan was sent the Ministry of Planning (MOP) to be included in the medium-term development plan of the government.</p>	<p>Private investors are not guided to use the plan. The same applies to civil society organizations that have also participated in developing it but currently are working separately.</p>
<i>Follow-up, monitoring, and evaluation of plan implementation</i>		

<p><i>What follow-up and monitoring mechanisms have been introduced? And who's responsible for that?</i></p>	<p>Expect what is being done by the JCU in terms of ad-hoc monitoring and follow-up, no clear monitoring system is developed. No clear indicators of are there.</p>	<ul style="list-style-type: none"> ➤ What is being monitored is if a project has secured a funding or not. However, if it did, the follow-up is being done for the implementation. ➤ The JCU is reporting to the three municipalities on the status of projects implementation. So far, the reporting did not exceed that level and never targeted the objectives. ➤ The city profile karte would have been an ideal tool to establish a concrete monitoring and evaluation system. However, this did not happen.
<p><i>What implementation and follow-up responsibilities have been allocated to; city/municipality, private sector, community, others)</i></p>	<p>In each project profile, a responsibility for implementation has been envisioned. For almost all projects, the responsibility has been allocated to the JCU in cooperation with the relevant departments of the three municipalities.</p>	<p>In the CIP, many projects have been envisioned to be financed by private sector investors. Nevertheless, practically, none of the stakeholders participated in the planning process has got a role in following-up and monitoring the implementation of the plan.</p>
<p><i>linkages to master 'physical' planning</i></p>		
<p><i>Are there any linkages between this plan and the master plan? What is the form of linkages?</i></p>	<p>No linkages were identified with the master plan. However, one of the high priority projects was to develop a new joint master plan since many land-use conflicts have been identified during the analysis phase.</p>	
<p><i>Constraints and opportunities</i></p>		
<p><i>What constraints have been faced during the planning process?</i></p>	<ul style="list-style-type: none"> ➤ The initial major constraint was the unavailability of experienced local experts in strategic development planning as well as the unavailability of clear guidelines on how such a process should be implemented. ➤ To plan for three institutions sharing the land but do not share the management was another major difficult. Therefore, huge efforts have been invested to bridge the management gap and try to institutionalize the cooperation. ➤ Reliable data collection and information was another major obstacle in the planning process. Sources of data were not easily found. This has been experienced particularly when the city profile karte was being developed. ➤ The lack of participation of government officials was a major constraint since the coordination with other plans at higher levels could not be achieved. 	

<p><i>What could have been done to improve the planning process?</i></p>	<ul style="list-style-type: none"> ➤ The participatory efforts should be carefully conducted with the intention of more time management of the process and careful selection and screening of stakeholders. A wider range of participants should also be sought to cover more sectors of the community. However, a balance between wider participation of stakeholders and optimization of time spent of the process is delicate. ➤ This wider participation of municipal staff will create a sense of ownership among various and comprehensive levels at the municipality ➤ The planning process should be simplified and could be done in less time and resources. ➤ A monitoring system for the plan should have been developed and anchored with the daily management work of the municipalities as well as the stakeholders involved in the planning process.
<p><i>What constraints are facing the implementation of the plan?</i></p>	<ul style="list-style-type: none"> ➤ The level of commitment to jointly implement the plan has decreased despite the slogans of the joint cooperation. An example is what Ramallah municipality has developed lately and called a comprehensive development plan for Ramallah city which slightly consider the previous initiative but not totally inline with it. It could be said that the municipalities' priorities are to implement individual projects for their own cities unless a financing from outside is available to implement joint projects. ➤ Lack of financial resources to implement all the projects since the three municipalities are waiting for donors to come and finance the projects. ➤ The lack of human resources in the JCU. One coordinator is not capable to identify joint initiatives, design these initiatives, secure their financing, and be responsible for their implementation.
<p><i>Results of the plan so far</i></p>	
<p><i>What have been the results of the plan so far?</i></p>	<ul style="list-style-type: none"> ➤ Despite the decrease in the level of commitment to the joint initiatives, the major result so far is sustainability of the joint cooperation unit which is totally financed and managed by the three municipalities. ➤ Other results have included the development of new unified municipal by-laws and regulations for major municipal services such as the building and land-use regulations, the water and sanitation by-laws, and the public advertisement by-law. These initiatives came as priorities under the topic of institutionalizing the joint cooperation of the three municipalities and have been supported by GTZ. ➤ Additional result is the new project of building a joint ring road links Beitunia with Al-Bireh and passes through Ramallah. This was another priority joint project which is being now prepared under the supervision of the JCU. ➤ Other priority joint project has to started its implementation phase is the improvement of the capacity of the three municipalities in primary solid waste collection in order to integrate easily with the new Solid Waste Service Council of the governorate. This project is also supported by GTZ.

Other observations

- Without the presence of consultants and GTZ, the three municipalities would have not actively participated. Their role was limited to guide and recommend and were not deeply involved in knowing the details of the process.
- The total dependence on donors to support the joint projects and focusing more on the individual one.
- The plan has not been used to guide the annual capital budgeting of any of the municipalities
- The interaction with the key stakeholders (who have participated in developing the plan) is minimal at the present time and the municipality did not establish any solid communication strategy with them.

E. Key informants and interviewees

Name	Position	Organization
Dr. Ahmad Ramahi	Planning Expert	An-Najah National University
Dr. Iyad Rammal	Executive Director	Municipal Development and Lending Fund (MDLF)
Fawaz Nairat	Mayor	Maithalon Municipality
Mr. Adnan Ghosheh	Freelancer/ Former Governance Advisor for the German Technical Cooperation (GTZ)	
Mr. Ahmad Abu Laban	City Director	Ramallah Municipality
Mr. Arab Shorafa	Mayor	Beita Municipality
Mr. Arafat Khalaf	Mayor	Beitunia Municipality
Mr. Frank Samol	Urban Planning Expert/ Former Team Leader of the GTZ-Municipal Development Project	
Mr. Hassan Sheikh Kassem	Acting Mayor	Al-Bireh Municipality
Mr. Khaled Rajab	Manager of Strategic Planning Department	Municipal Development and Lending Fund (MDLF)
Mr. Khalil Nijim	Freelancer/ Former Manager of Spatial Planning Department in the Ministry of Planning (MOP)	
Mr. Mahmoud Abdallah	Deputy Mayor	Ramallah Municipality
Mr. Musa Jwayyed	City Engineer	Al-Bireh Municipality
Mr. Saleh Afani	City Engineer	Salfeet Municipality
Mr. Salem Juma'a	City Engineer	Beitunia Municipality
Mr. Tahseen Salyameh	Mayor	Salfeet Municipality
Mr. Tawfeeq Bodairi	Deputy Minister Assistant for Engineering Affairs	Ministry of Local Government (MOLG)
Ms. Christiane Einfeldt	Team Leader	GTZ-Local Governance and Civil Society Development Programme
Ms. Fadwa Azem	Manager of Spatial Planning Department	Ministry of Planning (MOP)
Ms. Janet Michael	Mayor	Ramallah Municipality
Ms. Ohood Enayia	Manager of Urban Planning Department	Ministry of Local Government (MOLG)
Ms. Reem Khalil	Coordinator	Joint Cooperation Unit (JCU) of Ramallah, Al-Bireh, and Beitunia municipalities