

Strategic Planning for Participatory District Development



Manual and Facilitator's Guide



United Nations Development Programme
Programme of Assistance to the Palestinian People



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List of Acronyms

DSDP	District Strategic Development Plan (Planning)
TCC	Technical Coordination Committee on District Planning
MoP	Ministry of Planning
MoLG	Ministry of Local Government
DPU	District Planning Unit
ADC	Area Development Committee
JC	Joint Council
SFG	Sector Focus Group
CSO	Civil Society Organizations
NGO	Non-Governmental Organizations
PRA	Participatory Rapid Appraisal
M&E	Monitoring and Evaluation
ToR	Terms of Reference

Preface

Over a half century of conflict and Israeli occupation has left Palestinian communities in a state of underdevelopment with a significant and increasing need for economic development and poverty reduction. To be sure, current Israeli policies isolate Palestinian communities, support the expropriation of natural resources and productive lands, create barriers to transport and trade, hinder infrastructure and service provision, exacerbate internal and external political conflicts, and greatly hinder the improvement of people's livelihoods. Although the Israeli occupation undoubtedly creates development risks that cannot adequately be planned for, it is imperative that Palestine communities nonetheless take a proactive approach to determining their futures – one that is well-informed, transparent, participatory, and grounded in the values of local people.

The improvement of participatory governance is considered to be a necessary precondition for improving the livelihoods of the Palestine's population. Recognizing this need, the Ministry of Planning and Ministry of Local Government have partnered with donors to establish new planning infrastructure focused on the regional, or District, level. This began with the establishment of the Technical Coordination Committee on District Planning (TCC), the lead regional planning organization comprised of representatives from the Ministry of Planning's Spatial Planning Directorate and the Ministry of Local Government's Physical Planning Directorate.

This was followed by the establishment of District Planning Units (DPU) for the Territory's regional districts. These DPUs are the administrative structures tasked with implementing regional planning programs within each District. They are also meant to serve as coordinating institutions, bridging the operational gaps between local authorities and the national government. Area Development Committees and numerous Sector Focus Groups provide information services and decision support to the DPUs. These stakeholder organizations represent the national government line ministries, municipal governments, village authorities, civil society organizations, academia, and the private sector. They are also meant to represent the major development sectors of the District, which will undoubtedly vary between Districts.

The integration and coordination of these institutions with public participation will become the backbone of regional planning in the Palestine. However, in order to be effective, this requires a strategic framework for planning that

moves beyond ad-hoc decision-making to bring together the interests of diverse stakeholders, integrate their values with the best data available, and create strategies that are achievable, flexible, and broadly-supported.

This manual is to serve as a guide for participatory District Strategic Development Planning in Palestine. It provides readers with a step-by-step approach for creating a District Strategic Development Plan, including the participatory planning tools to implement it. The manual is not intended to be a rigid document. It is intended to be utilized as a guiding framework that allows for the incorporation of innovations, greater participation opportunities, and more locally-applicable approaches to planning, while ensuring a level of consistency is maintained across all Districts in the Palestinian Territories. Although the process provided is a relatively simple one, ideally it should be implemented by experienced facilitators/planner with working knowledge of the District.

Introduction

About This Manual

This manual serves as a guide for regional planning in Palestine. Its aim is to support the establishment of regional plans for each of the Districts in Palestinian Territories. These District Strategic Development Plans (DSDP) will become the guiding strategies for regional planning in each District and will be implemented by the newly-formed regional planning body, the District Planning Unit (DPU).

As a pilot project, Jenin District was chosen as the first District to establish this regional planning infrastructure. It will also be the first District to implement the planning process outlined in this manual. Jenin's experiences with this new approach to regional planning will be documented in detail and will later be incorporated into this manual as case studies. As the process is replicated in other Districts, more case studies will be incorporated into the manual, creating a "living" document that grows with input of experiences and learning.

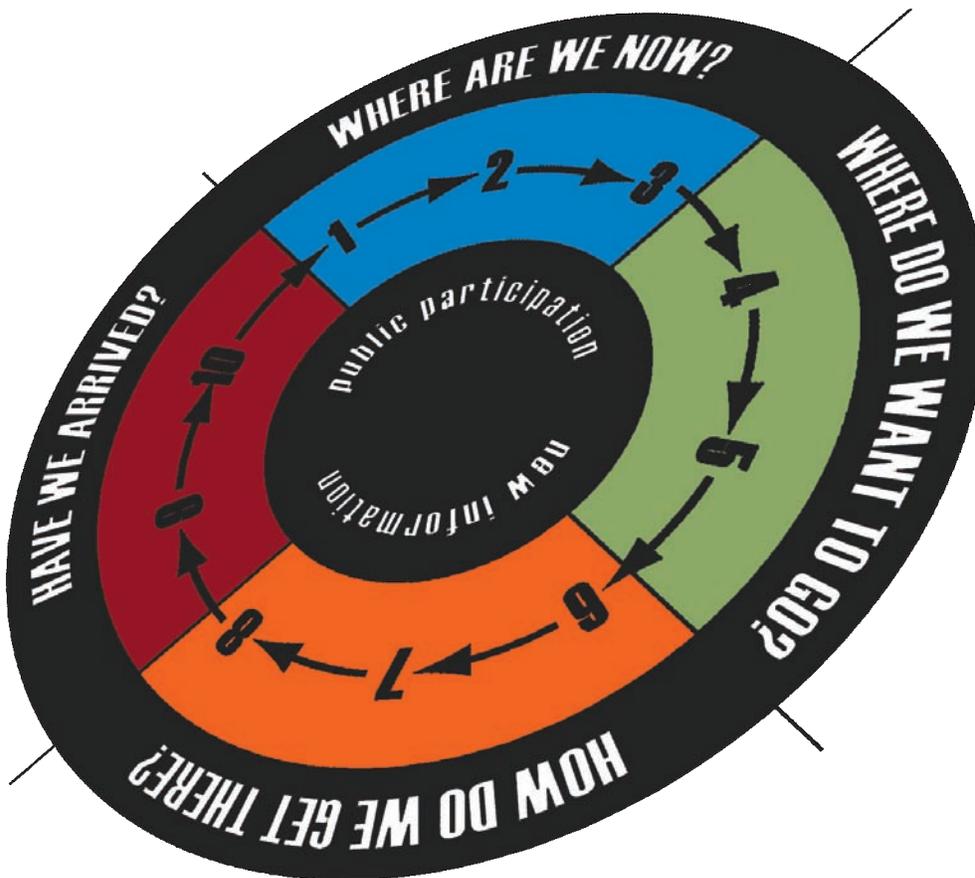
The Planning Methodology

The participatory District Strategic Development Planning methodology outlined in this manual was designed to facilitate the establishment of broad-based plans that meet the needs of a District's diverse stakeholders, while providing them with opportunities to actively participate in the planning process. It is based on the belief that that stakeholder participation in the planning process is the foundation for durable decision-making – a prerequisite for sustainable planning. If Palestine's regions are going to have success and resilience in the long-term, they will require transparent and democratic governance, effective public institutions, the ability to resolve conflict constructively, and an active and engaged public. This will help to give elected officials information on how to effectively spend public funds, direct private resources to support these expenditures, and give underrepresented groups a chance to receive attention in a meaningful, constructive way.

The process presented in this manual is based on the concept of strategic planning. Strategic planning is a systematic decision-making process that focuses attention on important issues and how to resolve them. It provides a general framework for action and a transparent method to determine priorities, make wise choices and allocate scarce resources (e.g., time, money, skills) to achieve agreed to objectives. This manual organizes the strategic planning process into a series of four basic questions:

1. **Where are we now?**
2. **Where do we want to go?**
3. **How do we get there?**
4. **Have we arrived?**

Answering each these questions requires planning participants to go through a set of related steps. In total there are ten steps in the overall strategic planning process, each organized under one of the four overarching planning questions. The process is illustrated below.



STRATEGIC PLANNING PROCESS

The overall strategic planning process is founded on the principle that community-based, participatory planning processes lead to more effective and efficient decision. As such, this manual includes mechanisms for broad stakeholder participation in development planning and the methodology it outlines seeks to include all sectors of society, including women, youth, the elderly, and poor - all of whom offer unique and valuable perspectives into a region's needs, values, and development priorities.

Participatory development planning is a holistic process that directly and meaningfully engages stakeholders at the village, municipality, and/or district level to:

- Establish a vision for the community's future;
- Identify and choose action projects to achieve that vision;;
- Help ensure that projects and programs resulting from the strategic planning process are thought through, make sense, and are the best use of resources; and
- Help integrate and link all other plans, programs, and activities that the District's communities have produced.

Participatory Development Planning in Palestine aims to address all key regional planning areas, all of which are interrelated and interdependent, including: *public services; education; health; physical planning, transportation; infrastructure; business and entrepreneurship development; and, natural resources and environment protection.*

Participatory Development Planning also aims to include a broad range of stakeholders from the **public sector** (local, regional, national governments, education institutions), **private sector** (corporations, small business, informal sector, banks, credit unions), **labour** (trade unions, labour unions), **community and non-governmental organizations** (community leaders, neighbourhood groups, religious organizations, women's groups, poor and disadvantaged groups, environmental groups) and the **general public** (informal leaders).

Consideration of all stakeholder interests through one unified process will help to create a holistic and integrated approach that can result in broad-reaching and sustainable development. This manual seeks to do just that – incorporate stakeholder participation with opportunities for broad community engagement into a planning process that is strategic, efficient, and consensus-based.

How to Use This Manual

This planning manual is structured into four consecutive planning modules. Each one covers one of one of the four, overarching strategic planning questions – *Where are we now? Where do we want to go? How do we get there? Have we arrived?* This includes information and activities on that are associated with each of the strategic planning process's four phases. Each of the 10-steps associated with a particular module is colour coded accordingly.

Within each step of the 10-step process there are a series of tasks to be completed before moving on to the next step. Each of these tasks is described in detail and many provide links to **ideas, checklists, reminders,** and other **general information.**

In some cases, a number of planning tasks are grouped together as **workshops.** These workshops are the core of stakeholder decision-making in the District Strategic Development Planning process. For each, a summary is provided that describes workshop participants, duration, and activities. In addition, numerous stages of the process suggest opportunities for broad **public participation.** As the level of community engagement and the tools used will vary according a community's context and local values, the community engagement tools are provided as references rather than prescribed activities.

Icons and colour coding are used to differentiate between various activities, suggestions, and information. They are designed to make the information in this manual more accessible while allowing for smooth transitions from one task to the next.

-  **Module One:**
Where are we now?
-  **Module Two:**
Where do we want to go?
-  **Module Three:**
How do we get there?
-  **Module Four:**
Have we arrived?
-  **Workshop**
-  **Stakeholder meeting**
-  **Participatory planning tool**
-  **Idea**
-  **Checklist**
-  **Reminder**
-  **General Information**

The table on the following pages, **Planning Modules with Correlating Activities**, provides an overview of the manual’s structure, the participatory process for *District Strategic Development Planning*.

PLANNING MODULES WITH CORRELATING ACTIVITIES				
Modules	Steps	Tasks	Tools for Participation	
WHERE ARE WE NOW?	1. Planning to Plan	1.1 Form a core planning team		
		1.2 Get organized, get commitment, build trust	Project Planning Meeting	
		1.3 Design the planning process	Project Implementation Plan Meeting	
	2. Stakeholders & Participation	WORKSHOP #1: STAKEHOLDER ANALYSIS		
		2.1 Identify & assess stakeholders	#1: Stakeholder Identification #2: Stakeholder Analysis Matrix	
		2.2 Form Stakeholder Group		
		2.3 Organize the DSDP Stakeholder Group	#3: Terms of Reference	
		WORKSHOP #2: PARTICIPATORY PLANNING		
		2.1 Design and agree upon participatory planning activities		
		3. Situation Analysis	3.1 Conduct a situation analysis for the District	Data Review Stakeholder Meeting
	#4: Local Area Assessment			
	#5: Community Survey			
	#6: Participatory Rural Appraisal			
	3.3 Create a draft Diagnostic Report		#7: Table of Contents	
WORKSHOP #3: ISSUES & OBJECTIVES				
3.4 SWOT Analysis	#8: SWOT Analysis			
WHERE DO WE WANT TO GO?	4. Visioning	4.1 Establish a Vision	#9: Developing a Vision	
	5. Issues & Objectives	5.1 Issues to Objectives	#10: Issues and Objectives	
			#11: Issues to Objectives Matrix	
	5.2 Objectives Prioritization	#12: Prioritizing Objectives		

HOW DO WE GET THERE?	6. Alternatives Assessment	WORKSHOP #4: ALTERNATIVES ASSESSMENT	
		6.1 Identify & Organize Alternatives	#13: Creating Alternatives
			#14 Organizing Alternatives
		6.2 Evaluate Alternatives	#15: Technical Analysis
	6.3 Design, Negotiate, and Agree on Alternatives	#16 Swing Weighting	
	7. Action Planning	WORKSHOP #5: ACTION PLANNING	
		7.1 Action Planning	#17: Action Planning
			#18 Force Field Analysis
	8. Strategy Development	8.1 Establish Implementation Plan	Implementation Planning Stakeholder Meeting
		8.2 Establish Monitoring & Evaluation Framework	Monitoring & Evaluation Stakeholder Meeting
			#19: Monitoring Framework
			#20: Evaluation How To
			#21: Evaluation Survey
		8.3 Identify & Procure Implementation Resources	#23: Proposal Writing
8.4 Create Draft Strategy		#24: Strategy Documentation	
WORKSHOP # 6: STRATEGY REVIEW			
8.5 Strategy Review and Validation			
8.6 Final Strategic Plan			
HAVE WE ARRIVED?	9. Project Evaluation	9.1 Document the Planning Process	
		9.2 Perform Project Evaluation	
	10. Adjust & Modify	10.3 Recommendations, Case Studies, & Best Practices	Project Review Stakeholder Meeting