

**An-Najah National University
Faculty of Graduate Studies**

**In Search for a Model: Planning with
Community Participation in the Palestinian
Novelty Municipalities**

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.....Shamleh
Dmaid
Shamleh

DEDICATION

I would like to thank all the people who supported me in successfully finishing this thesis. I dedicate my work to my dear father Mr. Nayef Khalifa, my mother, wife, sons, and all my relatives and friends. I dedicate this work also to my supervisors who served essential roles in helping me to finish this thesis.

Sami Nayef Khalifa

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Sami Nayef Khalifa

الإقرار

أنا الموقع أدناه مقدم الرسالة التي تحمل العنوان:

In Search for a Model: Planning with Community Participation in the Palestinian Novelty Municipalities

التخطيط بالمشاركة المجتمعية في البلديات الفلسطينية المستحدثة

أقر بأن ما إشتملت عليه هذه الرسالة إنما هو نتاج جهدي الخاص، بإستثناء ما تمت الإشارة إليه حيثما ورد، وإن هذه الرسالة ككل، أو أي جزء منها لم يقدم من قبلي لنيل أية درجة أو لقب علمي أو بحثي لدى أية مؤسسة تعليمية أو بحثية أخرى.

Declaration

The work provided in this thesis, unless otherwise referenced, is the researcher's own work, and has not been submitted elsewhere for any other degree or qualification.

Student's name:

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Signature:

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Date:

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Abbreviations

The full meaning of the abbreviations appearing in this thesis is:

CHF: Community Habitat Finance International (NGO)

LGU: Local Government Unit

MoLG: Ministry of Local Government

MDLF: Municipal Development and Lending Fund

Novelty Municipalities: The new municipalities those were village councils before the Palestinian Authority.

PACE: Participatory Action for Community Enhancement

PDC: Portland Development Commission

P.P.: Participatory Planning

Table of Contents

No.	Content	Page
	Dedication	iii
	Acknowledgment	iv
	Declaration	v
	Abbreviations	vi
	Table of Contents	vii
	List of Tables	ix
	List of Charts	xi
	List of Figures	xii
	List of Appendices	xiii
	Abstract	xiv
	Chapter One: Introduction	1
1.1	Overview	2
1.2	The Problem of Research	4
1.3	Rationale of the Study	4
1.4	Importance of the Study	5
1.5	Objectives	7
1.6	Research Questions	8
1.7	Assumptions	9
1.9	Outline	9
1.8	Data Source	9
	Chapter Two: Theoretical Background & Literature Review	10
2.1	Preamble	11
2.2	Planning Process	13
2.2.1	Reasons for Planning	15
2.2.2	Basic steps in Planning	18
2.2.3	Features of an Efficient Planning	24
2.3	Approaches to Planning	26
2.4	Community Participation in Planning	29
2.4.1	Meaning of Community	30
2.4.2	Meaning of Participation	30
2.4.3	Parties Concerned/Who Should Participate	33
2.4.4	Reason for Public Participation	34
2.4.5	Philosophy Behind Participation	35
2.4.6	Public Participation Principles	37
2.4.7	Benefits and Importance of Participatory Planning	38
2.4.8	Key Factors for Successful Public Participation	39
2.4.9	Public Participation Techniques	42
2.5	Previous Studies	43

No.	Content	Page
2.5	Previous Studies Impact on this Thesis	52
	Chapter Three: Methodology	55
3.1	Study Approach	56
3.2	Data Collection Tools	56
3.2.1	Questionnaire	56
3.2.2	Interviews	58
3.2.3	Documentary Analysis	59
3.2.4	Observations	60
3.2.5	Focus Groups	61
3.3	Population of the Study	62
3.4	Study Sample	63
3.5	Data Analysis	66
3.6	Assumptions	66
3.7	Theoretical Analysis	67
	Chapter Four: Study Results & Analysis	68
4.1	Study Results	69
4.2	Study Hypothesis	96
4.2.1	First Hypothesis	96
4.2.2	Second Hypothesis	97
4.2.3	Third Hypothesis	98
4.2.4	Fourth Hypothesis	99
	Chapter Five: Public Participation Model	101
5.1	Model Justification	102
5.2	Model Description	103
5.3	Case Study	113
	Chapter Six: Study Conclusion & Recommendations	130
6.1	Study Conclusion	131
6.2	Study Recommendations	132
	References	136
	Appendices	142
	الملخص	ب

List of Tables

No.	Table	Page
Table (1)	Population Distribution due to Profession	63
Table (2)	Sample Distribution due to Gender	65
Table (3)	Sample Distribution due to Age	65
Table (4)	Sample Distribution due to Scientific Qualification	65
Table (5)	Sample Distribution due to Profession	65
Table (6)	Sample Distribution due to Experience	66
Table (7)	Frequencies & Percentages of Mechanisms that the Municipality Uses to Communicate Its Plans and Activities to the Society	69
Table (8)	Information about the Municipality	71
Table (9)	Frequencies & Percentages of Participation in the Meetings of Planning for the Future of the Municipality	72
Table (10)	Means and Percentages of Assessment for the Municipalities' and Community Members' Participation in Each Planning Field	75
Table (11)	Means and Percentages of Main Impediments and Challenges for Participatory Planning	76
Table (12)	Means & Percentages of Participation Based on Kind of Activity	77
Table (13)	Frequencies and Percentages of Causes for Lack of Participation	78
Table (14)	Means and Percentages of Participation of Different Sectors Participating with the Municipality in the Planning Process Performance and services	80
Table (15)	Frequencies and Percentages of Assessing the Reaction of the Municipality vis-à-vis the Suggestions and Remarks on its Performance and Services	83
Table (16)	Means and Percentages of Evaluation of Municipality Performance	85
Table (17)	Means and Percentages of Impediments	86
Table (18)	Means and Percentages of Types of Participation	87
Table (19)	Frequency and Percentages of Ministry/ Institution's Role	88
Table (20)	Means and Percentages of Assessment of Ministry/ Institution's Role	90

No.	Table	Page
Table (21)	Frequencies and Percentages of Participation and the Adoption of Priorities	91
Table (22)	Frequencies and Percentages of Pressure Groups	91
Table (23)	Frequencies and Percentages of Management Weakness	92
Table (24)	Frequencies and Percentages of Lack of Resources	92
Table (25)	T-Test Results to Examine the Differences in the Planning with Community Participation Due to Gender	97
Table (26)	One Way ANOVA Results to Examine the Differences in Planning with Community Participation Due to Age	98
Table (27)	One Way ANOVA Results to Examine the Differences in Planning with Community Participation Due to Qualification	98
Table (28)	One Way ANOVA Results to Examine the Differences in Planning with Community Participation Due to Experience	99
Table (29)	Means and Percentages of Participation of Different Sectors with the Municipality in the Planning Process	100

List of Charts

No.	Chart	Page
Chart (1)	Governorates and the Novelty Municipalities	63
Chart (2)	Frequencies and Percentages of Willingness to Increase Participation in the Planning Meetings	73
Chart (3)	Frequencies and Percentages of Public Participation in Decision-Making	82
Chart (4)	Percentage for the Role of the MoLG	89
Chart (5)	Percentage of the Role of the Governorate	89

List of Figures

No.	Figure	Page
Figure (1)	Proposed Model	103

List of Appendices

No.	Appendix	Page
Appendix (1)	Questionnaire	142
Appendix (2)	List of Arbitrators	151
Appendix (3)	List of Meetings and Discussions Participants	152

**In Search for a Model: Planning with Community Participation in the
Palestinian Novelty Municipalities**

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Abstract

This study aims to pinpoint the role of community participation in the planning process in the Palestinian novelty municipalities; in addition, this study provides research and analysis for the current community participation practices and discusses the degree of community participation in the planning process. The study focuses on the means and measures used for involving the community in planning and decision-making and all the conditions, obstacles, and issues that relate to the subject. This study seeks to provide the Palestinian government officials and municipalities with accurate and comprehensive information about participatory planning. In addition, this thesis proposes a model that suits the current environment and the planning process of the Palestinian municipalities. To achieve these objectives the researcher employed the descriptive analytical approach due to its suitable methodology, as this study presents qualitative rather than quantitative research. The study was conducted in the northern novelty municipalities in the West Bank; also taken into account were interviews with municipal and community members, observation of workshops and training, focus groups, and documentary analysis.

The study results indicate a positive attitude among members of the study sample toward community participation and the importance of its

role in the planning process. However, the study also reveals that there exists a lack of interest to participate due to negative past experiences where the municipalities and officials were not open to public participation. In addition, the results showed that the primary motivation behind this new approach is the donors, as it is the donors who encourage an increase in community participation, both in the planning process and in determining community priorities. The donor's role in encouraging participatory planning was evident when the researcher surveyed the community regarding types of planning that involve community participation. Furthermore, the study shows that there exists a tangible need for capacity building for both the community through public awareness and for the municipalities through required training. This training is essential in building the municipalities' capabilities to practice participatory planning in a knowledge-based manner. There are clear impediments to the participatory planning approach, examples being politics, tribalism, and lack of resources. The researcher takes these issues into consideration and suggests a model that is appropriate for an efficient participatory planning process. This model calls for setting criteria, when deciding which participants to include in the process; for example, a plan for education would include academic researchers and teachers in the participatory process. The model was validated through a practice case that represents a real need for the women sector to participate in the planning for the education field; this case shows how to navigate through the sequential steps of the participatory planning model. Furthermore, the researcher held

a workshop for 15 municipal mayors and engineers in the presence of a representative from the MoLG to ensure the validity of the model and acceptance by the necessary practitioners and officials at the municipality and ministry levels.

The study recommends the implementation and application of the model in the municipalities and in other fields of planning. The study also recommends that the MoLG role should include the implementation of rules and regulations toward participatory planning and the establishment of a unit that facilitates and monitors the process. Finally, the study recommends systemizing the participatory planning approach by conducting periodic training sessions to build the capacity of the officials and the community itself. This capacity building can be accomplished by investing into the existing experts within the local and international community who are familiar with participatory planning, in addition to including the donors and their intervention in our communities.

Chapter One
Introduction

Chapter One

Introduction

1.1 Overview

It is well established that planning is the milestone of management in all types of organizations. Planning involves a mental process of considering future goals and the ways to fulfill them. To achieve the desired objectives, a set of procedures, requirements, arrangements, and strategies should be adopted for an effective result. Traditional planning is usually managed by teams or units, who also typically determine priorities. The general planning process is based on an assessment of facts, needs, and possibilities. The current planning literature discusses enormous efforts to find techniques to strengthen the planning process. Among the possible strategies is the participatory planning approach. This approach, as proven by a robust body of planning literature, demonstrated efficient outcomes and benefits for the planning processes (Creighton, 2005. P243). Currently, planning has become a fundamental unit in the organizational structure in many types of organizations.

This study will specifically focus on the process of participation in the targeted local government units in middle and northern governorates in the West Bank.

The participatory planning approach is constituted by a set of processes through which a group of people with diverse backgrounds, interests, and frameworks meet to discuss an overall idea or the details of a

plan for the development of their communities. This process provides a forum through which the expressions and views of all parties are put forward, discussed, and prioritized as per societal needs.

In the public sector, participation enables good governance and results in improved services to the public. In addition, the participation process raises the level of trust among the government, citizens, and institutions.

Involving citizens in the planning process helps to ensure the establishment of a plan that will be more widely accepted by its future beneficiaries and stakeholders (Burby. 2003, P254-264). There is already a comprehensive consensus in the planning literature regarding the benefits of participatory planning.

Without the active involvement of the community in the planning process, the identified needs may not reflect the actual priorities. This simply means that there is a large possibility of misunderstanding the real public needs. Furthermore, a plan established without community consultation may not gain acceptance and support from the local community. The direct involvement of the community in planning promotes responsive governing, strengthens accountability, increases effectiveness, and ensures minimal conflict among the concerned stakeholders to achieve the anticipated results. Participatory planning is not confined to consulting, but exceeds that to considering the public as partners in the process, "Public participation can be seen as a logical

extension of the democratic process in more local, direct, deliberative ways." (Barbham. 2009, p243) Thus, participatory planning should be adopted as the primary approach in the planning process.

1.2 The Problem of Research

Since planning is an important pillar for successful administrative practices, research in this field is considered to be a fundamental endeavor. In the Palestinian novelty municipalities there appears to be a need for more effective planning. What makes planning effective in this context is involving the community entities in the planning process. Such initiatives began recently with support from international organizations; however, the impact of these initiatives has yet to be evaluated. This research will review the practice of planning in general and more specifically the practice of participatory planning, and will recommend an effective model that suits the Palestinian context. Thus, this research project is entitled: **"In Search for a Model: Planning with Community Participation in the Palestinian Novelty Municipalities"**.

1.3 Rationale of the Study

Experts agree to the fact that participation is one of the most important strategies and tools required for successful involvement in community planning. Participation is the act of creating new knowledge, contributing new perspectives to the planning process, and diffusing knowledge to others in the process. (Barbham. 2009, p243)

This research reviews participatory practices in the planning process as a mainstay for success. The need for development in Palestine calls for an integrative approach of efforts and resources. Thus this approach gives a credit to the parties concerned in this context. The current planning practices, based on traditional methods, resulted in dissatisfaction in the public's view. (Interviews)

Based on the current literature, there have been no serious attempts to examine the efficiency of a planning strategy that would be applied in the local government context. Thus, there is a legitimate need to focus on participatory planning owing to the advantageous results it renders.

On the academic level, this study is a prerequisite for obtaining the M.Sc. in Engineering Management.

1.4 Importance of the Study:

This research presents the first study regarding community participation in the planning process in the Palestinian novelty municipalities. In this study the researcher attempts to analyze participatory planning practices in order to recommend their efficiency.

The importance of this study can be summarized as follows:

Academic institutions concentrate on such research to enhance and develop student's competencies. Furthermore this research helps in modifying educational curricula, besides helping in problem solving. This study will enrich the Palestinian libraries as it will increase the scientific

knowledge about this topic, since there has not been a large amount of literature written on the topic of participatory planning in Palestine.

This study serves as a foundation for conducting future studies and research on the topic of participatory planning and how to activate this process in order to comprehensively implement the concept of community participation.

The study aims that the local government units will benefit from this study, as this research will be an important reference for planning with community participation. Research as such gives indicators for a better organizational structure in local government units, in addition to pinpointing details for action. Furthermore, LGUs are currently preparing to adopt the participatory approach in their planning processes because of the new trend toward this methodology; therefore, this research may serve as the foundational toolkit and model for this change.

An important beneficiary of this study could be the MoLG. In 2009 the MoLG launched a five-year strategic plan based on their vision for effective community participation. This study is in line with the vision of the Ministry of Local Government mentioned in its plan. It is recommended that the MoLG invest in this research in order to implement the proposed model to achieve the desired objective.

Regarding the researcher, this study enriches the understanding of the researcher and expands his intellectual horizons. Moreover, the experience and the skills gained from this study enable him to practice

participatory planning and collaborative work in a methodical, scientific manner.

This research promotes understanding, improves work performance, and ultimately introduces practical and innovative techniques for future projects. The application of these techniques will result in more responsive institutions as a method for good governance.

With regard to other organizations, this study serves as a model to be adopted. This model will reduce the cost and will promote benefits in the planning process. In addition, the study is important for Palestinian citizens, as it encourages and respects their participation and prepares them for social initiatives.

This comprehensive study helps experts to consider methods for productive planning which will ensure efficient and successful goals.

1.5 Objectives

This study is designed to fulfill the following objectives:

- ❖ Review the current environment of community participation in planning in the Palestinian Novelty Municipalities.
- ❖ Analyze the current application of community participatory planning.
- ❖ Pinpoint the adopted strategies of participatory planning as practiced in the Palestinian novelty municipalities and analyze the effectiveness of such strategies.

- ❖ Explore how the various parties are involved in participatory planning, and how they practice this approach.
- ❖ Explore how municipalities and community representatives perceive community participation in planning.
- ❖ Recommend a comprehensive model for cultivating participatory planning.

1.6 Research Questions

This research attempts to answer the following questions:

1. Is there community participation in the planning process in the Palestinian Novelty Municipalities?
2. How do novelty municipalities involve the community in planning?
3. What are the strengths and weaknesses of community participation in planning as applied in Palestine novelty municipalities?
4. What strategies, tools, and methods are adopted in community participation in planning?
5. How do novelty municipalities and community representatives perceive the current practice of community participation?
6. What model suits Palestinian novelty municipalities so as to involve the community in the planning process?

1.7 Assumptions

This research was conducted based on the following assumptions:

- ❖ There have been no major attempts by the novelty municipalities in Palestine to involve the community in the planning process.
- ❖ There have been no significant variations in responses based on governorate, gender, and education level in terms of their perception towards community participation in planning.

1.8 Data Source

This study will rely on data collection mainly based on a questionnaire, and other supporting data collection tools such as: Focus groups, Observations, Documentary analysis, and Interviews.

1.9 Outline

In this study theoretical background will be discussed and presented as the first stage of this thesis, and then it will be followed by the methodology which will be used in the data collection, analyzing the data and results presentation. Based on the analysis and the results, a model will be proposed for community participation in the planning process, the model's parts will be described in satisfactory way.

Finally the recommendation section based on this study will be presented.

Chapter Two
Theoretical Background
& Literature Review

Chapter Two

Theoretical Background & Literature Review

2.1 Preamble

Management is considered to be a core unit of any organization, and should no longer be excluded from the planning process especially planning based on the participatory approach. It is argued that the old paradigm which states, "You can lead people but only manage things" is no longer valid. On the contrary, management now interferes in all arenas. Thus, there exists a need for applying management techniques as they are essential for organizing and planning.

Management by its definition is a staff's art of completing work. In a broader perspective, management involves the achievement of goals by using the available human, financial, and technological resources. "Management is the process of working with and through others to achieve organizational objectives in a changing environment" (Kreitner, 2007, p5).

Mary Parker Follett (1868–1933), who wrote on management in the early twentieth century, defined management as "the art of getting things done through people" (Barrett, 2003, p51). Overall, management is the process of achieving determined objectives. Management is now not only an art but also a science, since management employs numerous scientific principles, methodologies, and techniques.

Management includes four main functions, as follows:

- ❖ **Planning:** Planning is "commonly referred to as the primary management function, it is the formulation of future courses of action" (Kreitner, 2007, p14). Planning encourages examination of the question "Are we doing the right things?" As a management component, effective planning focuses on whether the organization is "doing things right" (Allison, 2005, p3).
- ❖ **Organizing:** Organizing calls for establishing an internal organizational structure. Organizing means determining who does what and who reports to whom (David, F. R, 2001, p125). "Each individual fulfils within an organization defines what that person is supposed to do, and indicates how they are required to do it, based on purpose, tasks, processes and workflows that have been allocated to that person" (Moredn, 2004, p59).
- ❖ **Leading:** Leading is the power to motivate people to achieve the organization's goals. Armstrong (1990) defined leading as accomplishing tasks through people (Moredn, 2004, p200).
- ❖ **Controlling:** Controlling is a four-step process of establishing performance standards, measuring and reporting actual performance, comparing the standard with the actual performance, and taking corrective and preventive action as necessary. Controlling can be simply defined as "keeping things on track" (Kreitner, 2007, p14). Fayol defining controlling as ensuring that events happen in accordance with

plans and polices, for instance on time and within budget (Moredn, 2004, p141).

The above four management functions are closely interrelated, as they are complementary to each other. Management functions are used to plan for the future, as a blueprint to predict problems (David, F. R. 2001.p125). Organizing is used to establish a structure of working relationships that allow organization members to impact and cooperate to achieve the organization's goal. Every organization includes people, and the management's job is to work with and through people to accomplish the organization's goal, which can be achieved only by leading. The final function is the controlling process that guarantees that the plans are being supplemented properly. Controlling involves monitoring actual performance, comparing the actual performance to standard performance and taking action if necessary (Kreitner, 2007, p14).

In the following research, planning, as a specific concern, will be examined in general and planning, with community participation, will be studied in particular.

2.2 Planning Process

Planning is the pillar for success, as it leads and guides towards the desired ending. Planning reduces the risk of uncertainty. Planning is also a management process, as it is concerned with defining goals for future organizational performance and deciding the tasks and resources to be used in order to attain those goals (Shapiro, 2001, p9). Lester Robert Bittel

states, "Good plans shape good decisions, that's why good planning helps to make elusive dreams come true" (Easley & Croyne, 2005, p7). Planning always is directed towards a purpose. The purpose may be fulfillment of certain goals or targets. Available time and resources help to achieve these goals. Proper planning is also required to successfully allocate time and resources.

The idea behind planning is to identify what actions the organization wants to take by asking the following questions: "Where are we today in terms of our business or strategy planning? Where are we going? Who shall plan? For what purpose? In what conditions? How are we going to get there?" (Campbell & Fainstein, 2003, p86). Fayol defines planning as a way to "predict the future and preparing for, its far-sightedness is reflected in the ability to predict the future and preparing to by making a suitable plan".

Eaton Corporation defines planning: "Planning is doing things today to make us better tomorrow because the future belongs to those who make the hard decisions today" (David F. R. 2001, p156).

Whereas "It is like a road map because it tells you what to expect and what alternatives routes you can take to arrive at your destination"

"It is the process of deciding what to do and how to do it" (Litman, 2009, p3).

"It is a systematic process of establishing a need and then working out the best way to meet the need. Thinking about the future, so you can do something about it now" (Shapiro, 2001, p4).

"Planning is the word we use to describe how community shapes and guides growth & development" (Easley & Coyne, 2005, p4).

From the previous comparable definition for the planning process, it is clear that all of them refer to the concepts of predicting the future and planning for the future; therefore, according to researcher, planning can be defined as "the process of paving the road for the desired future".

This definition can easily describe the planning as a "process", as it is the set of interrelated activities carried out over a period of time where its objective is to predict the uncertainty and to produce an organized and rational system for achieving defined goals. Moreover, any process should have requirements, such as material resources, human resources, etc. "Paving the road" is the researcher's own definition, drawing from the field of engineering, for the planning process. The planning process includes several interdependent activities and actions that parallel the structure of the paving process, along with the available resources. "Desired future" refers to the idea of prediction, as in what to predict. This component of planning involves predicting the kind of change, whether it is a less predictable change in conditions or a more predictable change in the surrounding environment. Therefore this definition of planning is unique in that its process can control undesired predictable changes.

2.2.1 Reasons for Planning

Communities have existed and functioned in the past without formal planning programs. With or without planning, communities will change,

but change in a community without planning often happens in a random fashion. In these cases, changes are the result of many uncoordinated decisions made by individuals. In such situations, because the decisions are often made without concern for the relationship between developments, problems can occur. A developer might build a new subdivision in a part of the community that is improperly serviced by schools, streets, or utilities.

Planning can provide a way to coordinate individual decisions in such a way that ensures developments support, rather than detract from one another. Planning can also help provide facts for existing conditions and trends and can evaluate each project in light of community objectives. Through the planning activities, one can even propose alternative projects that might better serve community needs (Brian, 1999, p6).

Planning is the simple way to envisage and to control the uncertainty of the future. "Planning is the essential bridge between the present and the future" (David F. R. 2001, p123). Planning involves understanding and managing uncertainty; in addition, planning focuses on what is known in order to predict what is unknown. The prevailing environment of globalization and the capitalism has made clear both the risks of uncertainty and the rapid change that surrounds organizations. In this world, no two organizations are alike, and thus are their plans. It is therefore important to prepare a plan keeping in view the specific organization's goals and vision (Easley & Coyne, 2005, p8).

Planning plays an essential role in avoiding mistakes and recognizing hidden opportunities. The planning process enables management agents to clearly understand their goals, how to achieve them, and in what timeframe. Planning aids in the decision-making process by providing guidelines and goals for future decisions. Planning helps the top management to exercise more control in a situation, to establish goals "proactively" and to consider contingencies. Planning can help quantify goals and establish a means of measuring success. Planning can help ensure the implementation of a rational set of actions, which are consistent with the values and priorities of the decision-making body. Planning helps allocate limited resources such as staff, materials, and time, in an orderly and systematic manner (David F. R. 2001, p124, 125).

While planning is an important aspect of any organization, according to (Gail 2005, p12) it serves the following critical functions:

- ❖ Planning facilitates management through objective - Planning begins with determination of objectives and highlights the purposes for which various activities are to be undertaken. In fact, planning makes objectives more clear and specific, and also helps in focusing the attention of employees on the objectives or goals of the enterprise. Without planning, an organization has no guide; therefore, planning brings order and rationality into the organization.
- ❖ Planning facilitates controlling. Planning facilitates the development of certain planned goals and standard of performance. Planning

provides a basis for controlling. Planning provides pre-determined goals against which actual performance is compared; on further analysis, planning and controlling are two sides of the same coin. If planning is the root, controlling is the fruit.

- ❖ Planning helps management to clarify, focus, and research their businesses or project's development and prospects.
- ❖ Planning provides a logical framework within which an organization can develop and pursue business strategies over the following three to five years.

In conclusion to the previous review, it is clear that planning ensures that future development will occur where, when, and how organizations prefer. Planning is the necessary development tool to reach the desired goals and end results. In the past uncoordinated planning was the norm; thus, it is not planning which is the end solution, but rather, the specific way in which one plans.

2.2.2 Basic Steps in Planning

Planning is not done spontaneously; rather, it is prepared after careful and extensive research. There is no unique formula for planning, rather there exists a general planning structure due to specific needs and requirements based on the particular planning project. As a basic structure, planning is always described through a series of sequential steps.

For a comprehensive plan, the following steps should be taken:

1. Reference Overall Singular Purpose ("Mission"):

During planning, planners have in mind (consciously or unconsciously) some overall purpose or result that the plan should achieve. For example, during strategic planning, it is critical to reference the mission or overall purpose of the organization.

2. Analyze the Situation:

Planners often conduct a “Strength Weaknesses Opportunities Threats Analysis (SWOT)”. (SWOT is an acronym for considering the organization's strengths and weaknesses, and the opportunities and threats faced by the organization.) During this analysis, planners can utilize a variety of assessments or methods to "measure" the health of the organization.

3. Identify/Establish Goals:

The first step in thinking through how to reach a desired end is to set goals. "A goal specifies a direction of intended movement" (Sanoff, 2000, p38). A goal is a single statement of the overall aim of the development process. In addition, goals describe what the organization wishes to accomplish (Kendelevu Project (2006), Nairobi, Kenya p56). Objectives make sense and become clearer when the organization sets its own goal. As goals are considered and listed, they should be organized from the most significant to the least important. This structure will help to prioritize the goals. This process of organization and prioritization consists of numerous

goals promoted by various departments; however, in order to construct an effective plan, the organization process must ensure balance so that all smaller goals conform to the greater goal of the comprehensive project. Often, setting a goal is prompted by the recognition that a serious problem exists that needs to be addressed. Similarly, a goal is often precipitated by a sense of crisis, and/or by dissatisfaction with current conditions and/or trends. If goal-oriented actions are implemented immediately, people may feel that development is out of control or that too much development is occurring too fast and too much farmland and open space is being lost. On the other hand, the catalyst that prompts a community to feel that it needs a plan may arise from a major development proposal that promises to have a significant impact on a community (Brian, 1999).

Organizations often work to achieve several overall goals that are based on its vision and mission statement. In line with this idea is the old proverb, "A vision without a plan is just a dream. A plan without a vision is just drudgery. But a vision with a plan can change the world."

In this regard it is important to focus on MoLG goals, wishes, and needs, which are constituted by the following according to (MoLG, website):

- ❖ The preparation of development plans for governorates to reduce development disparities between the governorates of the country.

- ❖ Adoption of administrative decentralization and the development of an appropriate mechanism for the transfer of powers and authorities from the ministry to the local government units in the governorates and regions in line with this objective.
- ❖ Raising the level of services in all LGUs, increasing the efficiency of management and employees, and improving the LGUs' performance.
- ❖ Provision of all the means and possibilities to increase the resources of LGUs in order to implement the projects and carry out their duties.

The above-mentioned goals seek to improve the working environment that work to reduce the present problems caused by the flaws in the current planning system; furthermore, these goals instated to conform to the LGUs' future requirements and success.

As soon as the goals are established, the next immediate task is ensuring that these goals are SMART, which means that they are designed to address the expected development process during the lifespan of the plan.

Examining the acronym, SMART means: specific, measurable, attainable, results-oriented, and time-bounded. A SMART goal is a goal that is important to the organization and that the organization can become motivated to achieve.

Specific: Planners must state specific goals rather than general ones. "The goal should be clear and concise rather than broad and vague" (Tomczyk, 2005, p26).

Measurable: The desired result should be measured, preferably by a combination of qualitative and quantitative indicators. "The goal should have an easy-to-obtain measure to verify that you did or did not meet the goal" (Catherine, 2005, p26).

Attainable: The organization should be able to achieve the desired results after implementing the plan.

Results-oriented: The goals should clearly specify the desired results.

Time-bounded: The goals should have a target date by which it should be achieved (Catherine, 2005, p26).

4. Establish Strategies to Reach Goals:

The particular strategies (or methods to reach the goals) chosen depend on matters of affordability, practicality, and efficiency.

5. Invite stakeholder input and promote public involvement:

This will allow plans to be considered from a variety of perspectives, which can help identify the problems early in the process, as well as help to gain the full support for a plan's implementation. "Stakeholders can help overcome barriers to gathering information, obtaining resources, and ensuring the success of the plan" (Barksdale & Lund, 2006, p17). The first

step before inviting the stakeholders is to begin the stakeholder analysis. It may not be possible for each and every member of the affected community to contribute to the planning process equally, but attempts can be made to identify key groups and individuals that can be actively involved. Stakeholders may include various people from within the affected community, as well local authorities (Bronwen, 2005, p1-5).

6. Establish Objectives Along the Way to Achieving Goals:

Objectives are selected to be timely and indicative of progress toward goals.

7. Development and Selection of Alternatives:

An organization must select from among several available alternatives to implement the desired goal and identify the necessary resources to implement this alternative. These resources may be internal or external resources; thus, the choice of the best alternative should take into consideration the availability of the resources and the ability to obtain them.

8. Specify How to Provide the Necessary Resources that are not Available:

This will include resource allocation and resource planning.

9. Construct the Timeline to Implement the Goal:

This includes identification of the activities necessary to achieve the goal, considering how to accomplish these activities, organizing the

sequential order to accomplish these activities, and determining responsibility for the implementation of these activities.

10. Implementation of the Plan:

An organization must make sure as the plan is implemented that the overall purpose remains in focus (Barksdale & Lund, 2006, p3-4) (David F. R. 2001, P25-87).

2.2.3 Features of Efficient Planning

Good planning requires a systematic process that clearly defines the steps that lead to the best solutions. Effective planning requires correctly defining problems and finding solutions.

Efficient plan should have the following features:

- ❖ Comprehensive – all significant options and impacts are considered. A comprehensive plan should be a vision of what a community will become in the future.

"Planners should strive to understand factors that will affect the future" (Litman, 2009, p4).

The process of developing this plan should be a community-wide effort. All interest groups should have a part in determining what this vision should entail. Goals and objectives should be developed along with a time frame for implementation. The contents of a comprehensive plan can vary from community to community, but in most cases, it should consist of

the following elements: land use both existing and projected; demographics existing and projected; housing; infrastructure; education; recreation; and thoroughfares. The first phase of the process consists of collecting all available data on these topics. A community participation process should also be developed. After analyzing all existing data and taking into consideration the input from the citizenry, goals and objectives can then be developed (Arbter & others, 2007, p11).

- ❖ Efficient – the plan should not waste time or money. "The plan becomes a vehicle for resource allocation" (Gail, 2005, p14). Planning should manage resources, such as people, time, money, land, and infrastructure. It is useful to carefully identify resources, constraints, and conflicts.
- ❖ Inclusive – People affected by the plan should have opportunities to be involved. "Planning is a social activity, it involves people" (Litman, 2009, p6). Successful planning requires the effective involvement of stakeholders. Planners should be prepared to work with people from diverse backgrounds, interests, and abilities.
- ❖ Informative – Results should be understood by stakeholders. Planning differs from one subject to another; therefore, the objectives developed during the planning process and the results from it should match with nature of the participants/stakeholders (Lelo & others, 2006, p38).
- ❖ Integrated – Individual, short-term decisions should support strategic, long-term goals. The plan should be consistent in its procedures and steps to ensure reaching the desired end results.

- ❖ Logical – Each step leads to the next. Planning requires preparing for a future that is often impossible to predict; thus the plan must include uncertainty. Forecasts should usually describe ranges and probabilities rather than point estimates, and plans should usually incorporate contingencies. Such contingency-based plans can include various actions, some to be implemented only if future conditions require" (Litman, 2010, p5).
- ❖ Transparent – Everyone involved should understand how the process operates. The process should be clear and unambiguous to the public. "It must be clear to everyone what the actual assignment is" (Arbter, 2007, p18).

In every organization, in order to have an efficient planning process, basic knowledge of major needs is essential. These needs include social and human needs, resource needs, scientific development needs, and sustainability needs. Planning copes with new technologies, both in renewal and invention. Planning is the proper tool to prepare for the rapid technology-push and the market-pull. In addition, planning increasingly incorporates the concept of sustainability, which refers to comprehensive, long-term, and indirect impacts (Litman, 2010, p4-7).

2.3 Approaches to Planning

Three proven approaches to planning include: top-down execution and responsibility, bottom-up execution and responsibility, and top-down

policy and bottom-up planning and execution. Whatever approach one uses, ongoing improvement and updates are better than total revision when new information, policies, or procedures arise.

Top-down execution and Responsibility: The term “top-down approach” implies that planning is conceived by a number of (usually government body) officials, and that planning is developed by a professional staff, with no or limited involvement of those likely to have a legitimate interest in or to be affected by the plan. Implementation is also typically the responsibility of those same officials. “Planning experts plan using scientific methods and analytical techniques, citizens usually are not being engaged and in exceptional cases, the citizens will only have the chance to take part in lower level of participation ladder” (Mohammadi, 2010, p19).

Bottom-up Execution and Responsibility: This approach is the inverse of the Top-down Execution approach and is characterized by the active participation of the stakeholders, and is often initiated by the stakeholders themselves. “Bottom-up pays attention to the local communities as the main actors” (Mohammadi, 2010, p19). "Donors and charismatic local leaders who are ideologically inclined toward bottom-up planning can create opportunities for local communities to express their voice in local planning, but cannot really empower them to make their own decisions without a sustained demand for such empowerment from below" (Pal, 2008, p90).

Top-down Policy and Bottom-up Planning and Execution: This approach can be considered as the combination of the two previously mentioned approaches.

Traditionally governmental bodies have been resistant to opening up policy- and decision making to enable participation by stakeholders, but the problem that individuals and communities are the best to identify the local trend, challenges, problems and needs, to agree on their own priorities and preferences, also to determine what skills and capacities are lacking, as a result the combination of the two approaches have been emerging as the third approach (DAC, 2001, p41-43).

According to the three approaches, it is necessary to focus on the factors that have an effect on the selection of the appropriate approach, one major factor being experience. Experience plays a significant role in how to select the proper approach that could achieve the aim.

Environment is also a crucial factor in selecting and practicing the planning process. Changes in the environment continually occur; thus, what might be the best method today may not be tomorrow. Good planning should comply with the existing environment and predict tomorrow's factors. The type of plan and the timing are also key elements in deciding how to accomplish a plan.

The new paradigm in management and planning discusses the role of leadership, in which those in the leadership position should include input from the constituents and from the followers. Planners should receive

feedback from the stakeholders, i.e. flow of information runs in both directions and then planning occurs accordingly.

From the preceding review, and the focus on the planning subject, one can now comprehend that it is essential to study planning with community participation, as it serves as the fundamental factor for good planning.

2.4 Community Participation in Planning

"More and more people want a say in shaping their surroundings: their part of town, their community, their region. They want influence on future developments, and thus on their own quality of life" (Arbter, 2007, p5). This is the dream of the Palestinian people who have never had this opportunity. The Israeli occupation has imposed and continues to impose its rules, policies, and conditions on the Palestinian communities; thus, it is essential to highlight the role of the Palestinian people in shaping their own future.

Community participation can be addressed by examining the meaning of community and the meaning of participation. Subsequently, there must be a discussion of the relation, effect, and intervention of community participation in planning and its benefits as a new approach in this century.

2.4.1 Meaning of Community

A community is a group of people who are interconnected through common interests or shared resources, and who typically live within close proximity to each other. The concept of “community” is predicated on the values of inclusiveness over exclusivity, mutual benefit, reciprocity, shared responsibilities, accountability, commitment, trust, and foregoing immediate personal benefit for the longer term benefit of the collective.

It is critical to take into account the cultural, historical, religious, tribal, and ethnic interests of the various stakeholders before the implementation of any program. Furthermore, it is important to note how the community administers its resources and decision-making processes (CHF, PACE manual, 2005, p.6).

2.4.2 Meaning of Participation

"What I hear I forget, what I see I remember, what I do I know" (Lelo & others, 2006, p1).

Traditionally, public participation means voting, running for office, being involved in political campaigns, attending public hearings, and keeping informed on important issues of the day by reading government reports or the local newspaper. At an increased level of involvement, the public acting as individuals and in groups, advocates specific government policies by attending or sponsoring public meetings, lobbying government officials, or bringing media attention to policy issues. "Participation means helping to shape the future" (Arbter, 2007, p5).

More recently, governments have used new forms of public involvement – surveys, focus groups, neighborhood councils, and Citizen Relationship Management systems, among others – as inputs to decisions about service levels and preferences, community priorities, and organizational performance. Moreover, public participation describes any process that strives to inform, gather input on or involve the public regarding decision-making processes. Public participation is the umbrella term to describe all levels of “public” information, education, relations, outreach, input, involvement, and collaboration (PDC, 2007, P4). "Community participation concerns the engagement of individuals and communities in decisions about things that affect their lives, it means that communities are playing an active part and have significant degree of power and influence" (Burns, 2004, p2). Ultimately, participation can be defined as: the act of taking part in an activity.

- ❖ The active engagement of partners and customers in sharing ideas, committing time and resources, making decisions, and taking action to bring about a desired development objective. (USAID,2004)
- ❖ The process by which stakeholders influence and share control over priority-setting, policymaking, resource allocation and access to public goods and services. (The World Bank, 2003)

Public participation efforts can be extremely valuable, while superficial or poorly designed efforts may simply waste valuable staff time and financial resources, and at worst can increase public cynicism if the

public perceives that its input has not been taken seriously. "Be very careful, thoughtful and strategic about the tools you select because every public participation activity either builds a bridge or a barrier for the next activity or future projects" (PDC, 2007, P11).

Failure may occur if the preparation for the participation process is poor; thus, this process should include extensive preparation in the early stages. "In-depth preparation is essential for the participation process to succeed" (Arbter, 2007, p48).

Public participation is a crucial element in developing a community's comprehensive planning. Good citizen participation can bring out concerns and issues not always apparent to the professional planner nor to the public official; community participation also represents diverse interests and helps the community accept the plan. In other words, if the citizenry has been part of the plan's creation, the community gains a sense of "ownership".

"Many little people doing many little things in many little places can change the face of the world" African-proverb (Arbter, 2007, p49).

Plans that reflect the vision and wishes of the community through citizen participation will generally be upheld. Good public participation practices in planning can help the planners to be more accountable and responsive, and can also improve the public's perception of the value and performance (Sanoff, 2000, p306).

2.4.3 Parties Concerned/Parties That Should Participate

Participation is not limited to the involvement of one uniform group; on the contrary, participation of a wide diverse body of people helps to comprehensively gauge the variety of wants and needs. "Planners should be prepared to work with people from diverse backgrounds, interests and abilities" (Litman, 2009, p6). Furthermore, inviting outside participants also enriches understanding problems. Participation should include the full range of entities in which citizens have chosen to invest their attention, time, and resources because of their mutual interest. Such entities would include large interest based organizations such as the Chamber of Commerce, organized committees, CBOs, NGOs and various professional, political and policy oriented groups, in addition to clubs, civic groups, school groups, recreational groups, etc.

While it may not be possible for each and every member of the affected community to contribute to the planning process equally, attempts can be made to identify key groups and individuals that can be effectively involved. This identification can be accomplished using the stakeholder analysis. "Stakeholders in the bull's eye would be the audiences you communicate with most frequently and, if appropriate, seek input from and involve in decision process" (PDC, 2007, P18).

"A stakeholder is any party who has a substantial interest in your group's work-what you are doing and how you are going to do it"(Justice, 2006, p53). It is the best to prepare early in order to identify these

individuals/groups to ensure their comprehensive representation of the community and their impartiality in relation to the municipalities and officials. It is important to begin the stakeholder analysis before starting the participation process; this will allow for the selection of stakeholders with whom the planners can jointly work towards the desired goals; moreover, early utilization of the stakeholder analysis will minimize the potential conflicts or risks that could jeopardize the initiative (Golder, 2005, p1).

It is important to mention that in Palestine, NGOs began the work of the participatory approach, and thus the NGOs should be considered as a key part in this issue, examples being CHF International organization and the MDLF. These NGOs work with local government units and local communities according to their needs and priorities; these needs and priorities are defined based on the participatory planning approach **conducted** by them. Moreover, the NGOs work on building the capacities of the LGUs and their communities to enable them using the participation approach.

2.4.4 Reasons for Public Participation

Firstly, community participation ensures ongoing communication between municipalities and citizens. This open line of communication stands in contrast to the typical post-election environment, in which communication between the elected council and the local citizens comes to a halt, since the municipalities and officials, once in power, seek to plan for their own interests first. Therefore, it is necessary to find a mechanism to

connect the citizens with the elected councils in a continuous participatory approach. "Participatory approach promotes a culture of collaboration between the public and the LGUs, thus strengthening democracy at the local level" (Arbter, 2007, p50). In addition, participation serves as a kind of "referendum" for citizens to correct the path of, to set priorities for, and to guide municipal work.

Secondly, community participation strengthens the principles that guide the municipal work, including the consolidation of social ties, activation of democratic action, economic development, and development projects.

Thirdly, the citizen is a component in the mechanism of municipal work, and hence his responsiveness, participation, and interaction with local decisions and policies are essential to the success of the municipal work. Municipal work as a partnership between the municipality and its citizens requires the parties to perform their duties and responsibilities.

Community participation also allows citizens to contribute initiatives for supporting the local councils, whether financial, in-kind contributions or voluntary works (Creighton, 2005, p14-16).

2.4.5 Philosophy Behind Participation

The philosophy behind participation is that "participation is both process and outcome" (Burns, 2004, p3). Decision-makers foster participation to educate themselves as to the public's preferences and

needs, so that the decision-makers can make accurate and comprehensive decisions.

Furthermore, planners improve their decisions by incorporating citizens' local knowledge into the planning process. Public participation has at its base the intention of advancing fairness and justice. There are systematic reasons why the needs and preferences of many groups, particularly the disadvantaged are not recognized through the normal information sources and analytic procedures. These needs may only come onto the radar screen during an open participation process.

Public participation is concerned with obtaining legitimacy for public decisions. If a planner can say, "We held a dozen public hearings and reviewed hundreds of comments and everyone who wanted to had a chance to say his piece", then whatever is decided, is at least in theory, democratic and legitimate.

Furthermore, participation is something planners and public officials do because the law requires it.

Last, but not least, participation can build a civil society that creates an adaptive, self-organizing polity capable of addressing a community's problems in an informed and effective way (Innes & Booher, 2005, p422-423).

2.4.6 Public Participation Principles

The following principles should be considered. (NLTTA, 2001, P7-16):

- ❖ The involvement of participants and their co-operation in public participation processes should be voluntary at all stages.
- ❖ Participants should not be misled when being asked to cooperate.
- ❖ Care should be taken that participants are not harmed, or adversely affected as a result of their participation in the planning process.
- ❖ Special care must be taken when involving children and young people in public participation. It is advisable to obtain the consent of the parent or responsible adult such as the school manager in cases where students are involved.
- ❖ In the case of group discussions or focus groups, participants must be told from the outset if observation techniques, or recording equipment, are being used, except when these deliberations are in a public place. If a participant wishes to remain anonymous, the record or relevant section of it must be destroyed or deleted. Participants' anonymity must not be infringed upon by the use of such methods.
- ❖ Trained facilitators must be able to convince the community that participation in planning processes is the public's right

2.4.7 Benefits and Importance of Participatory Planning

Participation is of great intrinsic importance in our modern society due to its focus on democratic values. Follett argues that although Palestinian society speaks of democracy often and this society considers itself to be a democratic nation, Palestinian society has yet to experience democracy. Participation is important because it is, or can be, the method of democracy.

Researchers have long emphasized the importance of public participation in planning practices and policymaking. Participation helps planners and policymakers understand the preferences and local knowledge of the public, builds support for policies, and may avoid expensive and time-consuming litigation against plans and policies. "Participation is the act of creating new knowledge, contributing new perspectives to the planning process" (Barbham, 2009, p244); moreover, participation is considered to be an essential ingredient of the democratic process.

“People have a tendency to agree with something they helped create” (Barbham, 2009, p243).

Involving citizens in the planning process ensure that the plan will be more widely accepted by its future users. The justification for the adoption of community participation in planning and development is related to a variety of reasons. Participation reduces the degree of risk and cost of the plans and various development projects. Participation ensures public support for political plans and projects. Participation is a tool for

establishing priorities acceptable to the masses; furthermore, participation ensures the success of the plans and development projects. Moreover, participation helps in efficient allocation of funds, identifying the underprivileged communities, and directing development along the right track.(Ghnaim,2006,p164-165)

The community participation in the planning process can fulfill economic, social, and cultural rights, both tangible and intangible, such as equality, social justice, human rights, and freedom.

This technique can achieve several major objectives (Ghnaim, 2006, p168-169):

1. Strengthening the role of popular influence on policy decision-making, especially with regard to monitoring and halting the exploitation of resources.
2. Create opportunities for social and economic development for new kinds of products.
3. Provide the means necessary to enable the socio-economically disadvantaged sectors of the population to gain access to resources, sources of income, and opportunities for services.

2.4.8 Key Factors for Good Public Participation

The long lists of "key factors" in the success of public participation are commonly repeated in the planning literature. These factors include:

early involvement of the public; inclusiveness in stakeholder involvement; adequate information; two-way communication; sufficient resources (funding as well as logistical support) and time for the PP process; PP mechanisms other than public meetings; particular type(s) of PP process; the degree of citizen control; incentives and/or compensation; prior citizen education; economic interest or need of the potential host community; interactive PP between stakeholders; and prior community experience with projects (Peelle, 1996, p7).

The followings are other key factors for successful PP (NLTTA, 2001, P16-17):

- ❖ Encourage honest disagreements amongst participants but avoid polarization of opinions. This disagreement will result in many opinions and initiatives that lead to the best outcomes.
- ❖ Create opportunities for public participation in decisions. "This will improve decisions by incorporating citizens' local knowledge into the calculus" (Innes & Booher, 2005, p5).
- ❖ Ensure that the stakeholders fully understand the specific aspects of the planning process. This transparency complies with features of Chapter 2, those being efficient and informative planning.
- ❖ Ensure LGUs' understanding and responsiveness to public concerns.
- ❖ Anticipate potential dysfunction and conflict that may arise, and provide early means for resolutions.

- ❖ Avoid communication vacuums (as this has a potential to generate rumors that might cascade into incorrect information dissemination).
- ❖ Use the language of your target audience where possible. This is an essential point, since in the Arab region, it is common for foreigner experts to facilitate participatory planning processes; consequently, the targeted audience face difficulties in comprehending the information.
- ❖ Acknowledge ideas generated by the public, as these often have credibility and strong political support.
- ❖ Public participation should occur in defining needs, setting goals, and evaluating plans in terms of these goals.
- ❖ Presenting plans that have been developed without participation in setting the terms of reference is not participatory planning.
- ❖ Public participation must always be carried out objectively and in accordance with established scientific principles. Any process should have good preparation in order to achieve successful results.
- ❖ Goals should be considered collectively by all the participants, including the public.
- ❖ Great care must be taken to ensure that the disseminated information can be effectively understood and responded to.
- ❖ Know the potential probable impacts of the proposed process.
- ❖ Know the communities involved and be able to gauge their reaction.

- ❖ Have a realistic idea of the potential cost-benefit implications of both the project implementation and the anticipated public participation program.

2.4.9 Public Participation Techniques

Public participation should be initiated from the commencement of the planning process. During the different stages of the planning process, various techniques can be used for each of the specific conditions.

In the public participation and consultation process, the techniques below can be considered and should be used where and when appropriate (NLLTA, 2001, P18):

- ❖ Information dissemination methods such as newsletters, press releases, press conferences, advertisements, etc.
- ❖ Focus group interviews and panels.
- ❖ Public hearings or meetings.
- ❖ Stakeholder meetings and seminars.
- ❖ Stakeholder or role-playing workshops and conferences (extensive discussions at conferences).
- ❖ Co-ordination meetings with role-playing.
- ❖ Establishment of steering committees with appropriate representation.

- ❖ Publishing the proposals or the plans, and subsequently invite public inspection, comments, or representation in order to obtain feedback.
- ❖ Any other means those are appropriate to ensure effective communication.

2.5 Previous studies

Having examined the quantity and range of planning literature that deals with the involvement of the community in the participatory planning process, there exists a marked shortage regarding scientific research on the subject of participatory planning in Palestine. Despite the failure to find any books or studies specifically addressing participatory planning in Palestine, there exist a number of studies from other parts of the world that deal with and promote this approach. The following studies address the participatory planning method within their specific contexts:

1. **“MoLG Strategic Development Framework (SDF) Manual for Palestine”** Ramallah. Palestine. (2010):

The manual was designed to reflect the principles and methodologies for strategic development planning in terms of participation. The methodology used in this manual works to involve more sectors from the local community in the planning process and to ensure inclusiveness in the representation of developmental needs. The manual also takes into account the systematic distribution of all the developmental needs on the

institutions of the community, which facilitates follow-up and ensures implementation of the plans.

2. Kerstin Arbter and others (2007). “The Public Participation Manual (Shaping the Future Together)”:

This manual defines the meaning of public participation. The manual discusses citizen participation that involves individuals’ and citizens’ initiatives; moreover, the manual discusses lobbies and common-interest groups. This manual serves as a guide for determining in what fields it is possible to apply the processes of participation, and which tasks can involve the public. Furthermore, the three stages of public participation is well defined in this manual, and are as follows. The first is the information stage, during which plans or decisions must be made known and comprehensible to a wide public. In the information stage the public has little opportunity to influence the decision in question, since the planning decision is simply announced by the planners, for example in the form of a public meeting, without involving the community’s perspectives. The second stage is the consultation stage, in which ordinary citizens and lobbyists/representatives of common-interest groups can comment, and contribute ideas and suggestions; a public meeting with discussion is an example of the consultation stage in action. The third and final stage in this manual is defined as the decision influence stage during which participants take part in decision development and planning; a the round table discussion or a study group is an applied example of this stage. The manual

concluded that projects which included public participation tend to be implemented in a more timely manner, because there are fewer complaints after participating the public. The outcomes of the participation processes are usually widely accepted, so the solutions involved are more effective.

3. PDC (2007). “**Public Participation Manual**”:

This manual aims at describing the importance of public participation in planning and decision-making; the manual defines the stages of participation and illustrates them in four steps: Public Info/Education, Public Involvement, Public Input, and Public Collaboration. The degree of participation increases from public education to collaboration, beginning with one-way information to two-way communication and collaboration.

The manual shows the steps of implementing and planning the public participation in simplified phases. Furthermore, the timetable for including the public in the planning process is taken into consideration and is laid out in this manual. It discusses the tools for public participation, specifically referring to the necessity for open meetings.

The manual concluded that if public participation goals include public input, involvement, or collaboration, then it is necessary to take on the responsibility of gathering and sharing the public’s input with decision makers and with the wider public. This “feedback loop” is a necessary component of public participation planning to demonstrate to the public that their time and effort has been well invested and their comments and

concerns have been understood and accurately communicated to decision makers. Along with this “feedback loop,” to the planners must explain to the public, the media, and decision makers how public input shaped the project or influenced the decision process.

The manual recommended speaking with stakeholders on a routine basis to ask how they perceive the process and its outcomes. In addition, the manual suggests recording the conversation or relevant points and using a third party organization with program evaluation experience to conduct a formal evaluation of the program design and implementation.

4. MoLG (2009). “**Community Participation and Advice Training Manual**”:

This manual is a project tool that was created and developed by the MDLF project; this manual is built on two sections. The first section explains the participation process between the municipalities and the public/community. In addition, the manual defines the community participation principles. The second part consists of the steps for field work; in this section, it is quite clear that the field work steps describe the MDLF methodology in selecting their projects. The manual includes templates to be used by the municipality in order to select the priorities using the participatory planning steps proposed by MDLF. This manual concludes with a number of guidelines for following their methodology of participatory planning.

5. RICHARD K. CAPUTO (2010). **“Number 2, Family Characteristics, Public Program Participation, & Civic Engagement”**:

This study illustrates how family contributes to public participation. The study emphasizes the differences between families according to their characteristics (i.e. family size, family income, beneficiaries from the food stamp program, marital status, with children or not, etc.). Moreover, the study highlights the different types of programs, from the tangible to the abstract, and their consequences on public participation. The study concludes that families with children are more active in civic engagement, owing to family interests. The other tested findings such as income level and participation in food programs prove to have no effect on public participation. The study indicates that differences in family characteristics have a significant impact on family participation.

The study made certain recommendations; first, a focus should be placed on the women/ mother sector since this sector is concerned with their children's future. Decision-makers should invest in designing programs/activities that enable this sector to participate. It is recommended also that beneficiaries from a given program should be involved in the planning process of that program from the beginning, as this involvement increases the program's success. Family and other social service agencies should develop volunteer programs that go beyond the efforts of board members. Such agencies can also tap into the energies of their clients and

others in the community who may also be beneficiaries of government “beneficence,” whether it takes hidden or visible forms.

6. N. Ganapati and S. Ganapati (2009). “**Enabling Participatory Planning After Disasters**”.

This study aims at describing the importance of public participation after disasters. The study describes a real case study about reconstructing the cities of Sirinköy and Gölcük in Turkey after the earthquake disaster in 1999. The case was about a project funded by the World Bank to reconstruct destroyed houses.

The study proposes specific guidelines to ensure public participation in the process of rebuilding the houses and the community facilities, such as involving the disadvantaged populations, the NGOs, and the private sector in order to balance the low sense of confidence in government and government-related organizations. However, there existed a number of constraints regarding decisions that were taken prior to the public’s participation. This resulted in undesired outputs and cultural problems regarding the houses’ construction, their location and the services provided.

The study recommends that the planners and policymakers discuss with the public before plan formulation and use the participatory feedback. The study also recommends that representatives of the victims should be involved in the process, since often in disaster cases the victims are not prepared to participate efficiently.

7. ALI MEMON & GAVIN THOMAS (2006). **“New Zealand’s New Local Government Act: A Paradigm for Participatory Planning or Business as Usual Urban Policy and Research”**:

This study focuses on the participatory planning paradigm, the concept change from government to governance, sustainability, community goals, and outcomes in the strategic planning process. The main conclusion of the study is that there exists a tendency in New Zealand to involve the community in the planning process.

The study’s research recommends that the top level authorities should support building the capacity of the representatives; this support will encourage the lower level authorities to comply with the laws and the legislations that urge community involvement in the planning process. National level authorities should lead the process by constructing proper, clear, and comprehensible guidelines. Top Level authorities should adequately fund their agencies and the lower authorities to implement its mandate.

8. (Ida Widianingsih and Elizabeth Morrell (2007). **“Participatory Planning in Indonesia - Seeking a New Path to Democracy”**

This article discusses participation, democracy, and decentralization as an integral part of political reform in Indonesia; the article shows that the quality of leadership and community willingness to participate play significant roles in democracy. The article also focuses on how planning practices developed, as planning moved towards the participatory approach

rather than the centralized approach, particularly after Indonesian President Suharto's era. The article demonstrates the changes in techniques and approaches used to increase participation, such as top-bottom and bottom-up practices in the decision-making; the article concluded that the availability of capable facilitators makes participation an easy and successful practice. Change occurs gradually, and local authorities play a role in creating this change. The study recommends utilizing a collaborative model in which attitudes and behavior on all sides can be modified, especially when citizens are ready to move from passive to active participation as soon as the space for civic engagement is made available. During Suharto's era, development planning and budgeting marginalized the public through local block grants.

This article recommends that people from the diverse population should be involved in the planning process as a community, gain appreciation of their responsibility for local development, and should be motivated to learn relevant skills; new relations between different ethnic groups will result in a long-term positive impact.

9. Into A. Goudsmit and James Blackburn (2001). **“Participatory Municipal Planning in Bolivia: An Ambiguous Experience”**:

This article discusses the participatory planning concept; the article highlights the challenges faced by the local authorities (municipalities), since they were not involved in the participatory planning process, but were involved in the implementation and adoption of the results. In addition, the

article pinpoints the intervention of the Bolivian farmers and considers them in a case study.

The authors argue that the concept of participation should be viewed as 'negotiation' in order to increase the scope of peasant participation in the planning process. This idea implies some major methodological changes, and would result in municipal development plans with the flexibility to account for the specific situations of the Bolivian peasantry.

The study recommends different methodologies that are inspired from the Bolivian culture in general and from the peasants' specific situation in such a way that the plan ensures the desired development.

10. Manal Qadomi (2008). **“The Role of Community Participation in Development and Evolution of the Community: Case Study of Neighborhood Committees in Nablus”**:

This study addresses the reality of community participation in Nablus, by examining the relationship between community participation and community development programs through an informational base. The study highlights how historically neighborhood committees served as one of the significant means of participation in the city of Nablus. The study focuses on the neighborhood committees' existence, role, importance, constraints, problems, and the issues concerned with community participation in general and the possibility of developing solutions.

One of the most important results of this study is the consensus that community participation is inspired by the demands of Islam. According to

the Quran, community participation is required in all areas of life and society. In addition, the study finds social prestige to serve as an added incentive to a community member who chooses to participate in public affairs; the study also finds that community participation is no longer a waste of time and effort as it was in the past due to inefficiency. According to Qadomi's study there is no significant difference between males and

Females in their point of view concerning community participation. Qadomi's second major finding is that the lack of recourses is one of the major impediments for community participation.

The study recommends raising the community awareness of the importance of volunteer work and encouraging the community to actively participate in the committees' activities; furthermore, the study encourages media to focus on community participation and to participate themselves in these activities. In addition, the study recommends including more participants with diverse knowledge to enrich the process.

2.6 Previous Studies Impact on this Thesis:

The researcher gathered as much information as possible using previous studies, books, scientific journals, and theses concerned with participatory planning. Subsequently, the researcher utilized these previous studies as a knowledge base from which to launch his own research; the research in this thesis aims at examining the role of community participation in planning in the Palestinian novelty municipalities and

ultimately aims at constructing a comprehensive model for participatory planning in Palestine.

The previous studies were highly useful for the researcher, as they enriched his knowledge with regard to participatory planning, and found his own research complementary to the previous studies. Each study discusses different cases for different places in different situations. These studies helped the researcher as tools to help build his research. By reviewing each of the previous case studies, the researcher managed to design the various sections and questions of this study's questionnaire.

These studies enabled the researcher to analyze the collected data in a scientific way through linking the different variables of the study to ultimately achieve a comprehensive analysis. Furthermore, these studies helped the researcher form a unique knowledge of, experience with, and increased perception of participatory planning. This expanded understanding by way of the previous studies was also invested in building the proposed model.

Of particular note is that these studies are not comprehensive, as each one concerns itself with a certain case in a particular place. While each of these studies examines a particular context in which participatory planning was employed as an effective tool, none of the studies discuss the subject of participatory planning as an approach to be examined and adopted.

Finally, it is important to note that studies regarding participatory planning in Palestine are few, and it has been made clear to the researcher that this approach to planning is an emerging subject in Palestine.

Chapter Three
Methodology

Chapter Three

Methodology

3.1 Study Approach

This study will rely on the descriptive analytical approach, which serves as the most suitable methodology for this type of research. This approach implies collecting data that describes the current practices and analyzes them in relation to an assumed model.

3.2 Data Collection Tools

Data collection for this research utilizes a variety of tools such as:

3.2.1 Questionnaire

The questionnaire was designed, tested, and circulated to the targeted audience. The researcher designed a questionnaire to gather data from a study sample. The questionnaire was prepared using related studies in the field of planning and participation.

The questionnaire in parts:

a) Part One:

This section includes the introduction to the questionnaire that contains different elements, which determine the objective of the study and the type of data and information that the researcher proposes to gather. In addition, this section includes a paragraph encouraging respondents to answer objectively and openly to the prompts. This section also reassures

the respondents of the confidentiality of information, since it will be used for research purposes only.

b) Part Two:

General information (demographic variables): This information was entered as independent variables in the research; these variables are those of gender, age, educational qualification, profession, and years of experience in the current job.

c) Part Three:

Questionnaire items and categories - The categories are as follows:

1. The mechanisms that the municipality uses to communicate and inform society about the municipality's activities.
2. The extent to which the municipality makes information available.
3. The assessment of the efficiency of planning in the various planning fields (ex: infrastructure, budgeting, etc.)
4. The main impediments for participatory planning.
5. The extent of participation in the activities.
6. The extent of participation in each planning field.
7. The municipalities' tendency in taking public participation into account when in making decisions.

8. The evaluation of the municipality performance in the field of planning.
9. The main reasons of the municipality's mal-performance.
10. The type of participation incorporated into the municipality's planning stages.

Validation of the Questionnaire:

After the preparation of the initial draft study questionnaire, to verify its validity the researcher presented the questionnaire to a number of experienced arbitrators (university professors, lawyers, ministry of planning, management experts, etc.) in order to ascertain the veracity of the questionnaire's content. The researcher also needed to ensure the suitability of the study's objectives and variants. After thorough examination, these various experts validated the study's questionnaire as a comprehensive and accurate tool

3.2.2 Interviews

Interviews were conducted with municipality councils and the representatives of the prominent Palestinian families.

The researcher conducted interviews with 10 municipalities; the interviews proved fruitful in their results and were essential to the construction of the suggested model. During the interviews, mayors, engineers, and municipal council's members introduced various perspectives about the participatory planning approach; additionally, the participants explained their experiences and their viewpoints in this regard,

which vary from one municipality to another and from one person to the other. It was clear that the practiced participatory planning in the novelty municipalities is currently only a scattered and uncoordinated effort by a few municipalities. This unorganized effort calls for the necessity of building a model that systemizes the participatory planning process in the Palestinian municipalities.

In addition, these interviews proved highly useful in the confirmation resulting from the analysis. Such results included demand for resources from the donors, the community, and from the ministry itself, since lack of resources has been one of the major obstacles preventing implementation of participatory planning. For example, the results concluded that most of the municipalities have no hall to accommodate the public for such a process; furthermore, the interview participants asked for assistance in building their capacities in order to practice the process in an efficient way, in addition to demanding help in building the capacity of the public as well.

The other important issue that arose in the course of these interviews was that both the municipalities and the public noted the valuable experience of the few participatory planning experiments in their villages, which were conducted by international NGOs. The donors facilitated these experiments, as they insisted on their prioritization and application.

3.2.3 Documentary Analysis

This is the stage in which various documents were analyzed, compared, and evaluated.

First, academic research was reviewed; the Arabic research concerning this subject was limited, while the foreign research was considerable. All of the studies discussed certain cases regarding community participation, while each of them exhibited a certain solution for its case.

The strategic plan for the MoLG was also reviewed and analyzed; the plan was drawn up using the traditional strategic planning approach; this plan demonstrates the ministry's vision and, thus, accordingly built the goals, the objectives and the action plans for the various sectors. Moreover, this plan incorporates the coordination with the concerned parties such as the ministry units and the other ministries. However, the approach of the MoLG's plan diverged from traditional strategic planning in that each segment of the plan incorporated participation. For example, each step of the plan called for the presence of a committee from the stakeholders to discuss that step with the expert planners.

Rules and regulations for participatory planning were also included in the MoLG strategic plan. Launched in 2009; however, this previous plan did not indicate an inclination towards adopting rules and the regulation to incorporate participatory planning. The new plan, on the other hand, includes a direct declaration for community participation.

3.2.4 Observations

The researcher attended and observed participatory planning sessions. It was observed that the few initiatives that developed to

incorporate community involvement in the participation process were the result of an unsystematic effort on the part of a handful of officials. This handful of initiatives was not aimed at planning with community participation; however, various participatory planning techniques were indirectly and coincidentally included. Another important observation is that both the municipality and the community blame each other for the gap between them. For example, the municipality members and officials mentioned that the community does not have the willingness to participate, while the study analysis indicates that about two-thirds of the community sample have the willingness to increase their participation. On the other hand the community claims that the municipality is not interested in involving them in the planning process, while the municipality study analysis indicates a desire to work with the community.

3.2.5 Focus groups

The researcher organized five focus groups. In addition to the community member participants, the attendees were mayors, engineers, municipal members, and academics, all significant in their respective fields. The resulting issues of importance for these focus groups concerned political commitment, interventions, evolving laws to enforce participatory planning (PP) by law, creating an institutionalized system for PP, and discussing the PP approach in general in addition to discussing PP specifically as it pertains to the Palestinian municipalities. One of the major benefits of forming the focus groups is their ability to facilitate and cultivate the process of participatory planning in the near future.

The focus groups also validated the results of the questionnaire; the groups confirmed that political affiliation affects the PP process, and that it assured the marginalization of certain groups of people. The focus groups' results served as helpful feedback that aided the researcher in building the proposed model.

3.2 Population of the Study

The population of the study covers the Palestinian novelty municipalities. This population consists of 31 novelty municipalities, distributed over 5 governorates, 2 in the Tubas governorate, 4 in Qalqelya, 8 in Nablus, 9 in Tulkarm, and 8 in Jenin. The population consists of all novel municipalities' mayors and members, engineers, schools principals and teachers, clinic doctors and nurses and all the society's active clubs and committees in the villages included in this study. The population of the study includes community members, officials, and residences within the Palestinian novelty municipalities. Table (1) shows the population distribution due to profession.

Table (1): Population Distribution Due to Profession

Profession	Frequency	Percentage
Engineer	45	10.0
Mayor	28	6.2
Municipal Member	18	4.0
Political Activist	17	3.8
Teacher	108	24.1
Principal	30	6.7
School Secretary	7	1.6
Club/ Society Member	34	7.6
Physician	16	3.6
Nurse	23	5.1
Tribal Notable	3	0.7
Others	119	26.6
Total	448	100

3.4 Study Sample

The study sample covers the northern Governorates as is shown in the following chart:

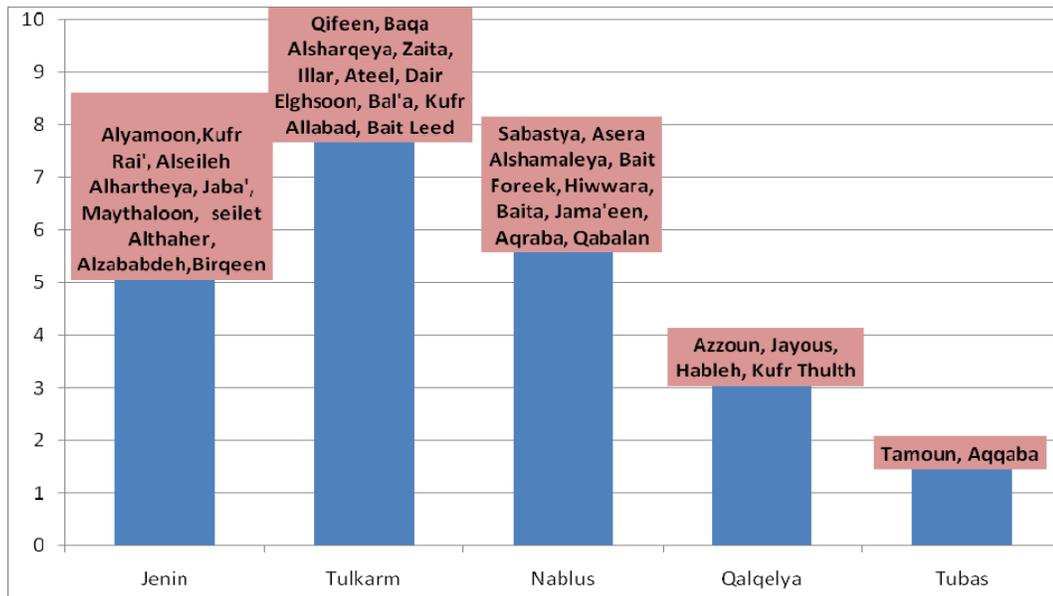


Chart (1): Governorates and the Novelty Municipalities

In order to result in a representative sample of this population, the researcher decided to choose only the northern Palestinian governorates,

since it was decided the population, being greater than 440 individuals and members, is enough to represent the case. Moreover, examining solely the northern area presents for the researcher a manageable sample size in terms of demographic distribution.

The researcher identified the following criteria to choose the sample:

- a. The municipality committee, as represented by the mayor or his deputy, and the municipal engineer.
- b. Municipal local societies, as represented by school headmasters, secretaries, or the eldest teacher in cases when the headmaster is not from the local municipal society.
- c. Municipal clinic, as represented by a physician, nurse, or midwife with the condition that he/she is an inhabitant in the municipal society.
- d. At least 2 representatives of the local entities and clubs in each municipality.
- e. 10 residents per each governorate, who were selected randomly.

The sample taken for this study was a stratified random one. The sample was calculated by through Roa Soft Sample Size Calculator. The researcher distributed 500 questionnaires; 465 questionnaires were returned; 18 Questionnaires were ignored as lack of respondents' data. The final number of questionnaires analyzed was 448. Tables (2-5) represent the sample due to its independent variables.

Table (2): Sample Distribution Due to Sex

Sex	Frequency	Percentage
Male	292	65.2
Female	156	34.8
Total	448	100

Table (3): Sample Distribution Due to Age

Age	Frequency	Percentage
Less than 25	57	12.7
25- Less than 30	106	23.7
30- Less than 40	141	31.5
40- Less than 50	98	21.9
50 & +	46	10.3
Total	448	100

Table (4): Sample Distribution Due to Scientific Qualification

Scientific Qualification	Frequency	Percentage
Less than High School	53	11.8
High School	93	20.8
Intermediate Diploma	75	16.7
Bachelor	183	40.8
Higher Diploma	13	2.9
Masters	28	6.3
PhD.	3	0.7
Total	448	100

Table (5): Sample distribution due to Profession

Profession	Frequency	Percentage
Engineer	45	10.0
Mayor	28	6.2
Municipal Member	18	4.0
Political Activist	17	3.8
Teacher	108	24.1
Principal	30	6.7
School Secretary	7	1.6
Club/ Society Member	34	7.6
Physician	16	3.6
Nurse	23	5.1
Tribal Notable	3	0.7
Other	119	26.6

Total	448	100
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Table (6): Sample Distribution Due to Experience

Experience	Frequency	Percentage
1-5	268	59.8
6-10	88	19.6
11 and more	92	20.5
Total	448	100

3.5 Data Analysis

Statistical Analysis

The researcher used SPSS to analyze the data. The following statistical procedures were used:

- ❖ Frequencies, means, percentages, and standard deviations.
- ❖ T test of independent samples.
- ❖ One-Way ANOVA.

3.6 Assumptions

This research was conducted based on the following assumptions:

- ❖ There have been no major attempts by the novelty municipalities in Palestine to involve the community in the planning process.
- ❖ There have been no significant variations in responses based on governorate, gender, and education level in terms of their perception towards community participation in planning.

3.7 Theoretical Analysis

The qualitative data was analyzed using the following techniques: logical arbitration, correlations, reason impact analysis, data validation (data collection from many sources using more than one tool), comparisons relevance to the scientific models and theories.

Means appearing in the study donates the following meanings:

Mean	Meaning
1-1.8	Never
1.81-1.60	Seldom
1.61-3.4	Frequently
3.41-4.2	Often
4.21-5	Always

Chapter Four
Study Results & Analysis

Chapter Four

Study Results & Analysis

4.1 Study Results

The data have been collected using the field survey (questionnaire) which was distributed over the 31 villages; the other data collection tools were also used such as the interviews, the focus groups and the observations. The data was analyzed and some correlations were also made to answer the study questions and to help in building the proposed model.

Below is the study results analyzed in accordance to area discussed:

- **Mechanisms that the municipality uses to communicate its plans and activities to the society?**

Table (7): Frequencies & Percentages of Mechanisms that the Municipality Uses to Communicate Its Plans and Activities to the Society

Mechanisms	Frequency	Percentage
Ads in mosques	359	30.0
Pamphlets	126	10.6
Public Interviews	105	9.00
Workshops	107	9.00
E-mail	87	7.40
Visiting Neighborhoods	80	6.70
Interviews, Dialogues	80	6.70
Box of Complaints	65	5.50
Ads in Periodicals	61	5.10
Open Door Policy	60	5.10
Local Broadcasts	23	2.00
Local TVs	23	2.00
Consultative & Specialist Offices	10	0.90
Total	1186	100

Table (7) shows that ads in mosques are the most used mechanism, at 30%, that the municipality resorts to in order to understand the society and its activism.

As shown in Table (7), at 30%, advertisements in mosques are the most used mechanism the municipalities employ to communicate their activities to the society. This result makes sense because all of the investigated municipalities are located in villages, where ads in mosques are common, popular, and costs nothing. Furthermore, the mosque is still considered the meeting center in Palestinian villages where all people discuss their life issues. Thus, any individual or organization can contact most of the local population through the mosque. However, for other locales and municipalities, which are located in cities, other communication mechanisms can be employed such as local TV, the Internet, etc.

The question addressed by Table (7) answers the third question of the study, as stated in Chapter 1.6.

- **The extent that the municipality shows the following information**

Table (8): Information about the Municipality (General Municipality)

No.	Information about the Municipality	Always	Often	Frequently	Seldom	Never	Mean
1	Projects Intended to be Implemented	23.2	22.1	27.2	15.2	12.3	3.29
2	Updates of Lists & Acts	20.5	21.2	27.2	14.3	16.7	3.15
3	Difficulties Faced by the Municipality	18.3	20.3	31.3	16.3	13.8	3.13
4	Response to Complaints	15.4	19.9	34.8	18.8	11.2	3.10
5	Developing Plans	15.2	20.5	25.4	16.1	22.8	2.89
6	Annual Plans	16.1	16.1	27.2	20.8	19.9	2.88
7	Standards Accredited for Work	12.9	18.1	29.2	22.8	17.0	2.87
8	Reports on Municipality Performance	12.9	15.0	29.7	21.2	21.2	2.77
9	Annual Budget	14.5	18.5	20.8	14.5	31.7	2.70

The analysis indicates that the municipality shows its information regarding projects intended to be implemented more than the municipality shares information on other subjects. This point has been made clear since most projects in Palestinian villages are funded by donors, and donors urge the municipalities to include public involvement in their funded project. Table (8) reveals that the municipalities rarely share information regarding the annual budget and report on performance, although by law the municipalities should publish this information. This data supports the results of Chart 3, which examines under what conditions the municipalities share planning information with the public. In addition, this data addresses the study's first question as stated in Chapter 1.6 concerning "how novelty municipalities involve the community in planning?" The

result is that municipalities are always involving the community when they are obligated to do so.

- **To what extent do you participate in the meetings of planning for the future of the municipality?**

Table (9): Frequencies & Percentages of Participation in the Meetings of Planning for the Future of the Municipality

Participation	Frequency	Percentage
Always	107	23.9
Often	85	19.0
Sometimes	133	29.7
Rarely	64	14.3
Never	59	13.2
Total	448	100.0

Table (9) shows that about 43% of the respondents often and always participate in such meetings. This percentage is accurate enough to give an idea about the willingness to participate; furthermore, this result is a good indicator to invest in the community trend toward the participation process; moreover, the data shows that the community is concerned about its future. When linking Table (9) with age and gender, the resulting data also serves as a good indicator to invest in the participatory approach, since most of those respondents, at almost 50%, are in the age between 20-30 years (youth sector) who are highly interested in their future. The youth's willingness to increase their participation is considered strength and addresses the second study question as stated in Chapter 1.6. The second study question asks, "What are the strengths and weaknesses of community participation in planning as applied in the Palestinian novelty municipalities?"

The table also reveals that 27.5% of the respondents rarely or never participate; the cross analysis with age indicates that these respondents are older people. This result is normal since the elderly, especially regarding the sector above the age of 50, are not concerned about planning as much as the youth.

Two-thirds of the respondents were males and the other third consisted of females; this demographic complies with the distribution of the number of male and female respondents in this study.

- **Are you willing to increase your participation in the meetings for planning?**

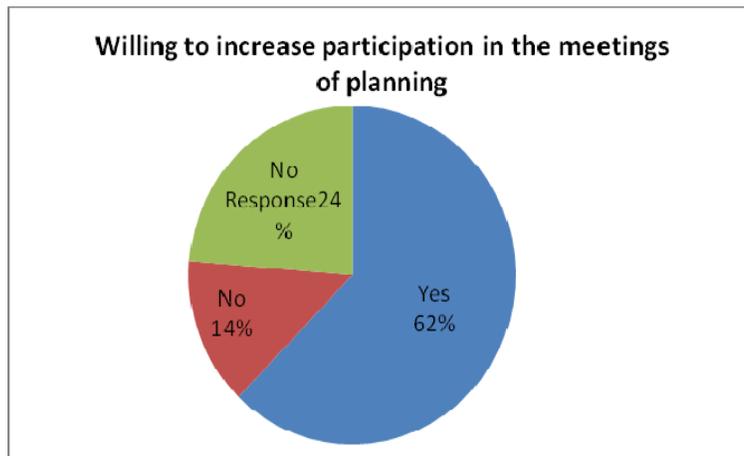


Chart (2): Frequencies & Percentages of Willingness to Increase Participation in the Planning Meetings

Chart (2) shows that the majority of respondents are ready to increase their participation in the planning meetings. This chart is linked with age, gender, and profession; the results are that the youth, at 50%, are the main respondents willing to increase their participation. Currently, the youth as a major sector is marginalized and municipalities must begin

implementing plans to invest in this asset. The result being that the majority of respondents are ready to participate if given the opportunity is again another strength related to the second study question, which is stated in Chapter 1.6. The youth constitute a major sector in Palestine; the youth's willingness toward increasing their participation in planning is a positive indicator, especially when the youth hold a two-year Diploma and higher. Since the majority of the youth are well educated, the municipalities have an even greater incentive to invest in this sector. Half of the respondents who answered 'no' or 'no response' were teachers or principals, particularly the males in the age range of 30-40 years; this data reflects the dissatisfaction of male teachers, leading to their unwillingness to participate; on the other hand, 50% of the teachers' sector in general (unrelated to age and gender) was willing to increase their participation.

- **What is your assessment of the efficiency of the municipalities' and community members' participation in each planning field?**

Table (10): Means and Percentages of Assessment for the Municipalities' and Community Members' Participation in Each Planning Field

Fields	Very Effective	Effective	Fair	Little Efficiency	Not Effective	Mean
Feasibility of Project	23.2	39.1	29.0	6.9	1.8	3.75
Community Contribution According to Their Ideas	19.6	28.8	32.6	12.9	6.0	3.43
Experience Exchange	19.9	28.1	31.9	14.3	5.8	3.42
Benefiting from the Experience of Others	18.8	28.3	28.8	17.4	6.7	3.35
Communicating Activities and Plans to the Public	17.9	25.4	35.5	15.2	6.0	3.34
Commitment of the Public	17.9	23.9	37.1	14.7	6.5	3.32
Public Satisfaction	16.0	26.6	36.8	13.8	6.70	3.31
Ability to Create Standards that Control Priorities	15.2	27.0	35.3	15.2	7.4	3.27
Public Financial Contribution	15.4	23.7	32.1	20.3	8.5	3.17

Table (10) shows the feasibility of the project to be in the most efficient of the planning fields. This result is justified due to the pressure that donors apply when they intervene. The donors and the NGOs should invest in learning how to involve the community and how to practice the participatory planning process. The 'Public Satisfaction' was in the middle of the scale, which shows that the public is not completely aware of the planning field. This question is related to the fourth study question, which is: "How do novelty municipalities and community representatives perceive the experience of community participation?"

- **What are the main impediments for participatory planning?**

Table (11): Means and Percentages of Main Impediments and Challenges for Participatory Planning

Impediment	Always	Often	Frequently	Seldom	Never	Mean	Percentage
Political Partisanship	31.0	29.0	24.8	9.8	5.4	3.71	74.2
Lack of Resources and Efforts	24.1	32.1	27.7	8.7	7.4	3.57	71.4
Tribalism	26.8	26.8	24.8	13.6	8.0	3.51	70.2
Dominance of the Municipality Administration	21.2	26.6	27.5	17.0	7.8	3.36	67.2
Community's Misunderstanding of the Planning Process	18.1	29.7	27.9	16.5	7.8	3.34	66.8
Poor Organizing	20.5	23.0	30.1	19.2	7.1	3.31	66.2
Municipality Negligence	16.3	27.5	29.9	14.7	11.6	3.22	64.4

The question addressed in Table (11) is also related to the second study question, which is stated in Chapter 1.6. The analysis indicates that political partisanship and scarcity of resources and efforts are the major impediments for participatory planning. These obstacles are considered the key weaknesses and the major limitations for the process; therefore, a strategic option should be found to mitigate and eliminate these impediments; for example, funds and other needed resources should be fixed to facilitate the participation process (input in the criteria setting). Moreover, according to the data, 'Political Partisanship' resulted in the highest percentage; this result aligns with the fact that our area is totally influenced with political bias. Each political ideology is isolating the other parts. Palestinian LGUs are directed by different political ideologies;

therefore, comprehensive participation rarely occurs, and this is so clear in the village and has a major negative influence on the participation process.

- **What is the extent of the study sample's participation in the following activities?**

Table (12): Means & Percentages of Participation Based on Kind of Activity

Kind of Activity	Always	Often	Frequently	Seldom	Never	Mean	Percentage
Development Projects	25.6	27.1	28.7	11.2	7.4	3.52	70.4
Discussing the Current Projects	22.2	26.5	27.6	12.8	10.9	3.36	67.2
Exchanging Information	15.2	26.8	37.3	12.5	7.8	3.29	65.8
Public Meetings	15.9	26.7	35.0	16.3	7.0	3.27	65.4
Municipality Strategic Plan	18.2	29.2	22.2	19.1	11.3	3.24	64.8
Public Hearings by NGOs	15.6	23.0	35.8	18.3	7.4	3.21	64.2
Open Door Policy	19.1	17.9	28.8	24.1	10.1	3.12	62.4
Annual Planning for Municipality	18.3	20.6	29.6	17.1	14.4	3.11	62.2
Municipality Budget	19.1	16.7	24.9	14.4	24.9	2.91	58.2

The question addressed in Table (12) deals with the fourth study question, which is stated in Chapter 1.6.

The analysis shows that respondents participate at first in planning for developing projects, which resulted in 70.4%, while participation in discussing the budget of the municipality ranks last. This table supports the results of Table 10, as again it is clear that the community is most concerned about infrastructure than about other issues. Infrastructure projects are more feasible for the public rather than the intangible matters,

such as the public hearings and open door policy. This response is due to the community's desire to physically see the results of their participation, in such projects as roads or schools. Public awareness in this regard is necessary to direct the community to recognize the value of participating in all forms of planning, because not only the tangible aspects of planning have an effect on the community.

- **If the study sample's response was 'seldom' or 'never', what is the reason?**

Table (13): Frequencies and Percentages of Causes for Lack of Participation

Causes	Frequency	Percentage
Lack of Personal Interest	90	38.6
Lack of Municipality Interest	80	34.3
Lack of Municipality Willingness	63	27.1
Total	233	100

The question addressed in Table (13) relates to the second study question, which is stated in Chapter 1.6.

The analysis indicates that lack of interest, at 38.6%, is the first cause for lack of participation. The lack of municipality interest serves as the second cause with 34.3%. The last cause is the dearth of municipality opportunities, at 27.1%. If these results are compared with the results in Chart 1, the first impression is the contradiction in the information. While Table 13 shows a high percentage for lack of interest, Chart 1 exhibits a high degree of willingness to participate. By linking the willingness to participate with the lack of personal interest, it appears that 50% of the respondents who are willing to increase their participation also lack in

personal interest. This was validated through the focus groups and the meeting observations. The result of the focus groups and meeting observations was that the community perceives their participatory role as inclusive of the determination and prioritization stages for developing projects, but not for the other stages of planning. The NGOs who work with the participatory approach started their work with infrastructure projects and community-based prioritization of projects. The NGOs methods have shaped the community's idea of participation. Recently CHF International started to work with community participation in the strategic plan through which they consolidated the participatory planning approach.

Based on the lack of awareness regarding the comprehensive role that the community should play in all stages of the participatory planning process, the proposed model includes the major elements for establishing a participation culture (i.e. cultural change).

- **In your viewpoint, what is the extent of participation for the following sectors with the municipality in the planning process?**

Table (14): Means and Percentages of Participation of Different Sectors Participating with the Municipality in the Planning Process

Sectors Participating in Planning	Always	Often	Frequently	Seldom	Never	Means	Percentage
Members of Institutions & Societies	15.6	30.1	38.8	10.7	4.7	3.41	68.2
Political Leaders	19.2	29.5	31.5	10.7	9.2	3.39	67.8
Tribal Chiefs	14.1	34.4	29.2	14.7	7.6	3.33	66.6
Educated People	8.7	17.0	42.0	23.2	9.2	2.93	58.6
Teachers	7.1	17.6	40.8	25.4	8.9	2.89	57.8
Artisans	6.7	18.1	40.0	24.3	10.9	2.85	57.0
University Employees	8.5	16.7	35.7	28.3	10.7	2.84	56.8
Private Sector	7.6	17.9	33.7	25.9	15.0	2.77	55.4
Elders	6.3	17.2	34.8	27.9	13.8	2.74	54.8
Women	9.8	15.6	30.6	25.9	18.1	2.73	54.6
Youths	8.5	13.2	34.8	27.7	15.8	2.71	54.2
Farmers	8.3	14.3	32.4	28.8	16.3	2.69	53.8
Diaspora	4.2	9.2	25.7	31.0	29.9	2.27	45.4
Disabled	4.5	7.1	24.8	29.5	34.2	2.18	43.6

This question was also related to the fourth study question, which is addressed in Chapter 1.6.

Table (14) reveals that members of institutions and societies, at 68.2%, represent the group with the highest level of participation with the municipality in the planning process.

In addition, political leaders serve as the second highest sector in the participation process, at 67.8%; these members are key persons in the participation process since they are connected to the decision-makers and municipalities. The political leaders are active employees in the villages, so these results are normal.

The table shows a marginalization of the other important sectors/groups such as youth, women, and the disabled. These marginalized groups must have greater role in the planning process, especially the youth. More activity should take place at the grassroots to prepare and make aware these marginalized groups in order for them to take part in the democratic process. NGOs in Palestine already focus on community participation; thus, the government can follow the successful examples of these NGOs. In order to develop community participation, the work of public awareness must start from within the school system; this work can be considered as training for future participation.

The youth sector in particular is an important segment on which to focus; involvement and participation practices, when started from the grassroots level, serve as the beginning towards genuine participation.

These sectors must set aside their negative view of the planning process, which resulted from historical exclusion and marginalization, so as to join in the current efforts to include them in the planning process. These sectors should be aware that participation is a responsibility, and not a luxury, or a work and practice for the benefit of others.

- **When does the municipality tend to give the public the opportunity to participate?**

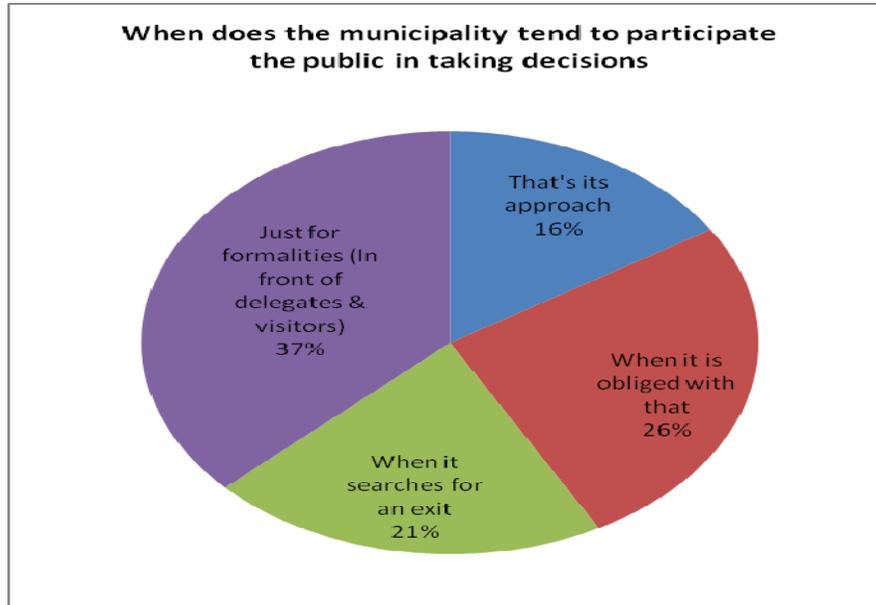


Chart (3): Frequencies and Percentages of Public Participation in Decision-Making

Chart 3 shows that municipality's first inclination is to include the public when making decisions, only as a formality (in front of delegates and visitors); this result revealed itself at 37%. At 26%, the municipality includes public participation only when it is obliged to do so, and just 16% of the respondents answered that public participation is included in the municipality's approach.

These results again reinforce the previous results, which show that the municipalities tend towards community participation only when obliged to do so; this obligation, for example appears in the form of donors' activities or programs.

This sample question answers the first study question, addressed in Chapter 1.6.

The municipalities' approach towards including public participation is low because these municipalities do not realize the benefits of the

participatory method. Moreover, the municipalities that still conceive of community participation as dangerous can diminish the public's role in making decisions.

Another reason for exclusion of the public is that some sectors such as the women sector, which is one-third of the study sample, is marginalized due to various municipalities' perception that women are an inefficient sector and have negative effects on the planning process. (Focus group, Interviews)

In addition, when the municipalities include community participation as a show for delegates and visitors, the municipalities tend to invite participants who obey their directions and instructions. Because of these challenges and obstacles, it is necessary to start highlighting and presenting the crucial benefits of practicing and adopting the participatory approach to the municipalities.

- **How do you assess the reaction of the municipality vis-à-vis the suggestions and remarks on its performance and services?**

Table (15): Frequencies and Percentages of Assessing the Reaction of the Municipality vis-à-vis the Suggestions and Remarks on its Performance and Services

Assessing Reaction	Frequency	Percentage
Approval	59	13.2
Consideration	207	46.2
Don't care	171	31.8
Reject	11	2.50
Total	448	100

Table (15) shows that 46.2% of the respondents said that municipality reaction is some degree of consideration of the suggestion; 31.8% said that the municipality does not care.

This question aligns with the fourth study question, as addressed in Chapter 1.6.

This study was conducted in villages where all the community members know one another; therefore, consideration is a common response as it is used to ward off conflict among close-knit community members and officials who belong to such communities. Due to the more anonymous environment of large cities, the opposite result would most likely occur, as officials and the public are less related to each other. In this case only 2.5% of the suggestions are rejected; this percentage is very low when compared to rejection rate in the cities.

- **How do you evaluate the municipality performance in these fields?**

Table (16): Means and Percentages of Evaluation of Municipality Performance

	Very Effective	Effective	Fair	Little Efficiency	Not Effective	Mean
Working According to the Priorities of the Municipality	18.8	30.1	29.2	14.5	7.4	3.38
Coordinating with the Local Community	11.2	30.8	33.7	18.8	5.6	3.23
The Municipality's Efforts to Share Projects with the Community	17.2	23.7	31.5	18.8	8.9	3.21
Responding to the Needs of Citizens	14.5	22.5	33.9	23.7	5.4	3.17
Addressing Complaints	13.4	23.0	31.0	27.7	4.90	3.12
Optimal Use of Financial Resources	15.0	23.0	29.2	23.7	9.2	3.11
Fair Division for Services	15.2	20.3	32.8	21.7	10.0	3.09
Working According to the Priorities of the Society	14.3	19.0	33.5	23.4	9.8	3.04
Equality between the Groups of Society	12.9	23.0	30.8	21.0	12.3	3.03
Permitting the Participation of Women	10.9	21.2	35.9	21.7	10.3	3.01
Convincing the Public	11.6	19.2	37.1	20.5	11.6	2.99
Working with Youth	7.1	21.9	39.3	21.2	10.5	2.94

The analysis shows that the municipality works according to its own agenda first, and works with women and youth the least (Table 16). As in Table (15), these results align with the fourth study question, which is stated in Chapter 1.6.

The data generated from this question supports the community's view that municipalities work according to their own priorities and to their own interest. Furthermore, the municipalities' view coordinating with the

local community as non-essential. The municipalities employ a practice of announcing that they coordinate with the community, but when looking at Table (19), which will follow later, it will become clear that the municipalities just hear the viewpoint of the community, after which the municipalities tend to still make the decisions that serve their own interests. The additional major concern represented by this table is that these data analyses for a second time confirm the marginalization of two significant sectors: youth and women.

- **From your viewpoint, what is the main reason for the municipality's lack of effectiveness in any of the categories stated in Table (16)?**

Table (17): Means and Percentages of Impediments

Impediment	Always	Often	Frequently	Seldom	Never	Mean
Scarcity of Resources	35.7	29.5	20.8	7.1	6.9	3.80
Lack of Experience	16.3	37.5	27.7	10.5	8.0	3.44
Public's Lack of Interest	12.1	28.1	38.6	14.1	7.1	3.24
Municipality's Lack of Interest	11.2	26.1	33.5	17.4	11.8	3.07
Municipality's Fear from the Results	15.0	21.0	31.7	17.4	15.0	3.04
Public Disability & Inexperience	9.2	22.5	39.5	17.9	10.9	3.01

Table (17) indicates that the scarcity of resources is the first major impediment. While the respondents view resources as the major impediment, from the researcher's view, this obstacle is not conclusive, as the participants and the municipalities have the ability work in tandem to

make resources available for the participatory process. On the other hand, the lack of resources must be taken into consideration when setting the criteria for good planning performance. In addition, the lack of resources falls into the weaknesses category as asked in the second study question, addressed in Chapter 1.6.

- **What is the type of your participation in the current municipality planning process?**

Table (18): Means and Percentages of Types of Participation

Type of Participation	Always	Often	Frequently	Seldom	Never	Mean
Participants Shares Their Viewpoints, Leaving the Decision for the Municipality	15.8	27.9	31.9	14.3	10.0	3.25
The Municipality Decides Priorities and Demands from the Participants' Viewpoints & Suggestions	10.0	24.8	37.3	16.1	11.8	3.05
Municipality Officials Superficial Consideration	14.3	22.5	27.2	17.6	18.3	2.97
Municipality Officials Partial Consideration	7.8	17.2	41.1	21.9	12.1	2.87
Participants Monitoring Implementation	9.4	17.4	35.0	22.5	15.6	2.82
Participants Specialized Committees	9.2	18.3	35.0	19.2	18.3	2.81
The Participants Make Decisions	6.70	17.9	37.1	21.0	17.4	2.75
General Meetings	6.9	19.2	33.0	23.0	17.9	2.74

Table (18) shows that the major tendency is for participants to share their viewpoints, leaving the final decision for the municipality. This data reveals that the Palestinian participation ladder is limited between the

informative level and the consultation level, as the officials do not empower the citizens to reach the full involvement or the decision-making levels. The municipality again serves as the key decision-maker who decides according to its agenda. This system of exclusion describes how the community perceives PP, which addresses the fourth study question, discussed in Chapter 1.6. Furthermore, the results of Table (18) serve as another indicator that the municipality is including the community in the planning process as a formality, while not allowing the community to actually participate in the decision-making.

- **Is there a role for the Ministry/ Institute in planning with the community participation?**

Table (19): Frequency and Percentages of Ministry/ Institution's Role

Ministry/ Institution	Frequency	Percentage
Ministry of Local Governance	367	81.9
The Governorate	81	18.1
Total	448	100.0

Table (19) shows that the Ministry of Local Governance, at 81.9%, performs the greatest role in planning with community participation. In conjunction, this data indicates that the governorates' role in the planning process is insignificant. Currently, the governorates focus only on political issues pertaining to the main cities where their main offices are located.

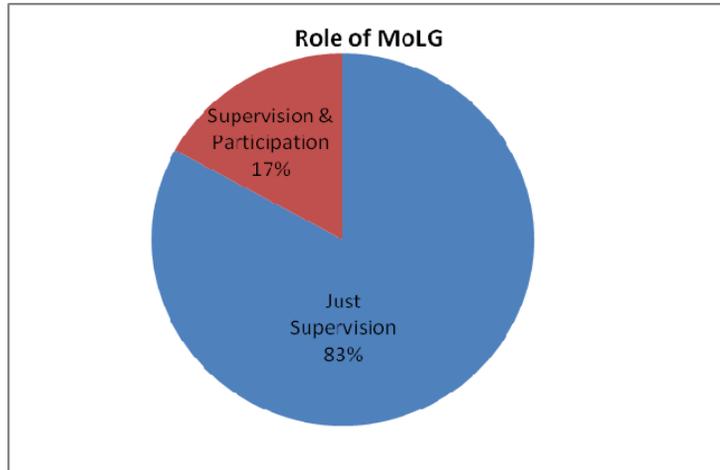


Chart (4): Percentage of the Role of the MoLG

Chart (4) reveals that the role of the Ministry of Local Government concentrates on supervision only, as this activity stood out at 83.0%. This analysis was conducted last year, at which time the role of the MoLG was solely supervision; however, in 2009 the MoLG altered their vision to incorporate the community participation approach in the planning process. Recently, according to the MoLG’s Policy Paper on “Promoting and Institutionalizing Public Participation in Local Government Units’ Affairs,” the MoLG will promote and actively pursue implementation of the participatory planning approach.

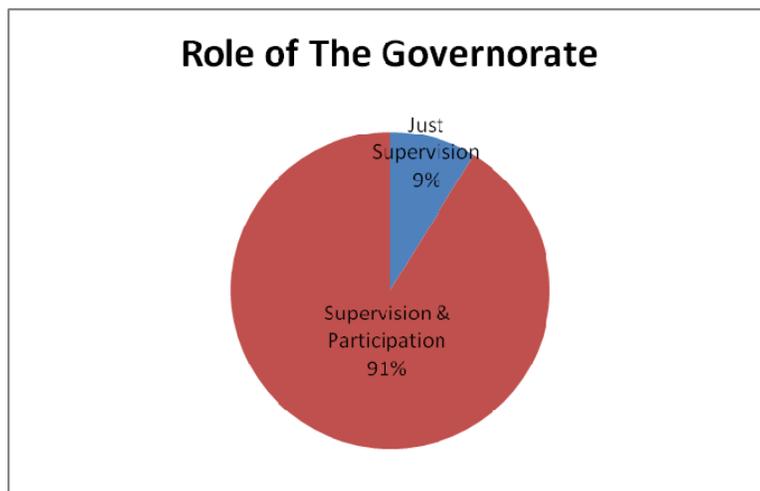


Chart (5): Percentage of the Role of Governorate

Chart (5) shows that role of the governorate is concentrated on supervision and participation, while Table (20) reveals that the intervention by the governorate is limited and only reached 20% compared to the role of the MoLG. Thus, in this study's targeted area, the role of the governorate is limited. However, if the governorate were present, then its intervention would be more active than that of the MoLG, since the role of the MoLG conforms to the regulation and rules, which call solely for supervision. The LGUs are units that function under the Ministry, and their work is limited to periodic supervision according to the Ministry's agenda. In contrast, if the governorates were included in the LGUs' planning process, the governorates would be more effective in the participatory process.

- **How can the role of the MoLG or the Governorate be assessed?**

Table (20): Means and Percentages of Assessment of Ministry/ Institution's Role

Ministry/ Institution	Mean	Percentage
Ministry of Local Government	2.39	47.8
The Governorate	2.51	50.2

Table (20) indicates that the MoLG and the governorates have almost the same degree of efficiency. This table confirms the data for Table (20) and Charts (4) and (5). Table (19) once again underlines that the MoLG's role consists of routine supervision, and thus the MoLG's role was assessed to be less than efficient. Furthermore, this table re-confirms that the role of the governorate is insufficient because its role is almost non-existent.

- **Will the municipality adopt the community's priorities as a result of the participatory planning outputs?**

Table (21): Frequencies and Percentages of Participation and the Adoption of Priorities

Perception regarding adoption of priorities	Frequency	Percentage
Yes	249	55.6
No	199	44.4
Total	80	100

Table (21) shows that if the planning process were conducted with the participation approach, then 55.6% of the respondents perceive that the municipality will adopt those priorities. Currently, the participatory approach is typically conducted under the supervision of donors who are taking the lead to include participation in the planning process. The donors insist on the adoption of the participatory planning techniques and inclusion of the community in the decision-making process; however, due to limited donations/funds and time restrictions, donors and municipalities may re-prioritize according to their own needs.

- **For those respondents who stated in Table 21 that the municipalities would not adopt the community's priorities, what were their reasons?**

Table (22): Frequencies and Percentages of Pressure Groups

Pressure Groups	Frequency	Percentage
Yes	182	89.7
No	21	10.3
Total	203	100.0

Table (22) shows that pressure forces are a high, at 89.7%.

Table (23): Frequencies and Percentages of Management Weakness

Management Weakness	Frequency	Percentage
Yes	169	83.3
No	34	16.7
Total	203	100.0

Table (23) shows that the management weakness is extremely high at 83.3%.

Table (24): Frequencies and Percentages of Lack of Resources

Lack of Resources	Frequency	Percentage
Yes	175	86.2
No	28	13.8
Total	203	100

Table (24) shows that the lack of resources is extremely high at 86.2%.

The previous three tables reveal that pressure groups, lack of resources, and management weakness are the main reasons for the municipalities' failure to adopt participatory planning as a priority. The pressure groups in this case consist of political parties, tribal groups, and common interest groups and the followers; thus, for a successful participatory approach to be implemented, a capable facilitator must be present to avoid the formation of such groups.

With regard to the lack of resources, this factor stands out as a challenge on which to focus. As previously mentioned, when resources are bound to priority requirements, which exceed the available resources, the priority will be dropped. However, for the participatory approach to be successful, the prioritization resulting from the participatory process must

remain intact. The analysis from Table 24 again confirms the results of Table (18), namely that lack of resources is a major impediment for planning with community participation.

Management weakness is also another reason for the municipalities' failure to adopt PP as a priority. The municipality should cultivate good management and planning, which will support the priorities resulting from the participatory process.

- **Which requirements do you think are currently unavailable and are necessary for the participatory planning process? (This was given to the respondents as an open question.)**

At 49%, the lack of resources is viewed as the major obstacle hindering the participatory approach, followed by lack of consideration of the citizens' priorities at 40%. The respondents indicated other impediments such as inefficient communication tools and media, a low level of interest from both the municipalities and the community, and a lack of regulation to support the implementation of the participatory planning process. In addition, respondents indicated an insufficient capacity building process for PP, and finally an inefficient system of resource utilization to benefit the participatory planning process.

The results from this most recent question reveal that these obstacles are approximately the same impediments as those suggested in **Tables 10, 12, 17, 22, 23 and 24**. The cohesive results of these seven study questions signify that there is a high level of validity in the sample responses.

- **What are your suggestions to catalyze the participation process in municipal planning? (This question was also an open question for the respondents.)**

At 51%, the majority replied stating the need for capacity building, workshops, and training for both the municipality and the community. At 37%, the respondents asked that the municipality should use effective communication tools to include the community in the planning process.

- **The respondents were asked if they had any other comments. (This was presented as an open question to the respondents):**

The respondents were asked to add any other comments regarding the issue of participatory planning. Various opinions were drawn out from the respondents; those comments reaffirmed the previous recommendations, those being to inform the community about the future plans, involve all stakeholders in the planning process regardless of their positions, age, gender, and/or political affiliation, and ensure professionalism in inviting the relevant stakeholders.

The following are some more notable highlights that support the previous analysis:

- ❖ In NGOs activities the percentage of females who consistently participate in open meetings is greater than the percentage of male participants; the proportion of females was 23.7%, while it reached only 17.8% for males. These results are due to the fact that NGOs account for the gender issue and highly encourage females to participate.

- ❖ The female sector perceives political partisanship to be a consistent impediment to the participatory planning process. This perspective stands in contrast to the percentage of males who viewed political partisanship as a considerable obstacle. The female proportion, in this regard, stands at 37.2%, while the proportion of males reached only 27.7%. In Palestinian villages, the women sector tend not to be greatly included in politics; due to this exclusion, the women sector view political partisanship to be a greater obstacle than the males perceive it to be.
- ❖ Only 9% of young men believe that the municipality provides information regarding their involvement, while 22% of the elderly believes that the municipality informs the community. The youth sector in general exhibits greater interest in obtaining information than the elderly.
- ❖ 33% of the youth sector believes that tribalism is the greatest obstruction to the planning process, while 32% of the elderly believe that political partisanship is the major impediment. These results reflect the idea that the younger generation does not value tribalism and consider it to be a major impediment, as opposed to the elders who still value historical tribalism.
- ❖ Only 4% of youth would participate in strategic planning if they had the opportunity to participate, while 25% of the elderly would participate in strategic planning if they were allowed to participate with the municipality. This result reflects those previously mentioned, which

show that the youth continue to feel hindered as a result of internalizing their past and current marginalization

- ❖ 23% of the youth believe that the elderly are consistently involved in planning, while only 8% of the elderly believe that their own sector participates in planning. This result again reaffirms the unsatisfactory level of participation from both sectors.
- ❖ 13% of respondents with less than a high school degree believe that the municipality provides sufficient information about their projects, while 30% of those with higher education find that the municipality does provide sufficient information. This result derives from the fact that the uneducated population is unaware of how to gain access to the information.
- ❖ 15% of respondents with less than a high school degree believe that the municipality publishes reports on its own performance, while 35% of those with higher education find that the municipality does publish regarding its performance. This result, again derives from the fact that the uneducated population is unaware of how to gain access to the information.

4.2 Study Hypotheses

4.2.1 First Hypothesis:

The analysis shows that there are no significant differences at ($\alpha=0.05$) in the planning with community participation, as perceived by the sample, due to gender.

To test the hypothesis, the researcher uses T-Test. Table (25) shows the results.

Table (25): T-Test Results to Examine the Differences in the Planning with Community Participation Due to Gender

Gender	Frequency	Mean	S.D	D.F	T-value	Sig.
Male	182	3.30	1.04	255	1.990	0.048*
Female	75	3.06	0.88			

* Sig at $\alpha = 0.05$

Table (25) shows that there are significant differences at ($\alpha= 0.05$) in planning with community participation, as perceived by sample, due to gender. Ultimately this data reveals that males are more involved in planning with community participation. This result is validated due to the fact that this study was held in the villages where women are in most cases marginalized. In contrast, the Qadomi study (see Previous Studies section) shows that there is no significant difference due to gender; however her study was conducted in Nablus where males and females equally participate in community affairs.

4.2.2 Second Hypothesis:

There are no significant differences at ($\alpha= 0.05$) in planning with community participation, as perceived by sample, due to age.

To test this hypothesis, the researcher uses One Way ANOVA. Table (26) shows the results.

Table (26): One Way ANOVA Results to Examine the Differences in Planning with Community Participation Due to Age

Source of Variation	Sum of squares	D.F	Mean of Squares	F – value	Sig.
Between Group	4.613	4	1.153	1.151	0.333
Within Groups	252.560	252	1.002		
Total	257.173	256			

* Sig at $\alpha = 0.05$

Table (26) shows that there are no significant differences at ($\alpha=0.05$) in planning with community participation, as perceived by sample, due to age.

4.2.3 Third Hypothesis

There are no significant differences at ($\alpha=0.05$) in planning with community participation, as perceived by sample, due to qualification.

To test the hypothesis, the researcher uses One Way ANOVA. Table (26) shows the results.

Table (27): One Way ANOVA Results to Examine the Differences in Planning with Community Participation Due to Scientific Qualification

Source of Variation	Sum of squares	D.F	Mean of Squares	F – value	Sig.
Between Groups	9.328	6	1.555	1.568	0.157
Within Groups	247.845	250	0.991		
Total	257.173	256			

* Sig at $\alpha = 0.05$

Table (27) shows that there are no significant differences at ($\alpha=0.05$) in planning with community participation, as perceived by sample, due to qualification.

4.2.4 Fourth Hypothesis

There are no significant differences at ($\alpha= 0.05$) in planning with community participation, as perceived by the sample, due to experience.

To test this hypothesis, the researcher uses One Way ANOVA. Table (28) shows the results.

Table (28): One Way ANOVA Results to Examine the Differences in Planning with Community Participation Due to Experience in the Present Career

Source of Variation	Sum of squares	D.F	Mean of Squares	F – value	Sig.
Between Groups	2.084	2	1.042	1.037	0.356
Within Groups	255.090	254	1.004		
Total	257.173	256			

* Sig at $\alpha = 0.05$

Table (28) shows that there are no significant differences at ($\alpha= 0.05$) in planning with community participation, as perceived by the sample, due to experience.

Table (29): Means and Percentages of Participation of Different Sectors with the Municipality in the Planning Process

Sectors Participating in Planning	Means	Percentage
Political Leaders	3.39	67.8
Tribal Chiefs	3.33	66.6
Members of Institutions & Societies	3.41	68.2
Elders	2.74	54.8
University Employees	2.84	56.8
Teachers	2.89	57.8
Artisans	2.85	57.0
Educated People	2.93	58.6
Women	2.73	54.6
Youth	2.71	54.2
Disabled Persons	2.18	43.6
Farmers	2.69	53.8
Private Sector	2.77	55.4
Diaspora	2.27	45.4

Table (29) indicates that political leaders, tribal chiefs, and members of institutions and societies are the sectors that participate in planning with the municipality, while other sectors seem to be less participatory in the planning process.

Chapter Five
Public Participation Model

Chapter Five

Public Participation Model

Besides the efforts in this study, the researcher reviewed the various models and studies in Palestine and worldwide, consequently he has proposed a model suits Palestine situation. It is described below:

5.1 Model Justification:

Based on the study's results, the contents of the literature review, theories, and the national, regional, and global trends toward community participation in planning, this research's proposed model is built to illustrate the dimensions and stages of community participation in planning. The meaning and relevance of this model are highlighted through the following:

- ❖ The need to unify the efforts of various sectors involved in community participation in the planning process, and to configure participatory planning in one generic frame, so that the roles of these sectors become integrative and cooperative.
- ❖ Highlighting basic and secondary components of all stages and processes that are related to community participation in planning, which empower and facilitate the role(s) of LGUs or non-governmental bodies.
- ❖ Organizing community participation in planning according to scientific and realistic bases, and eliminating any chaos that might occur in the implementation.

5.2 Model Description:

The model consists of four main circular components. Each component expresses procedures, processes, and frameworks related to activating the participation process. The following figure shows the model and its components:

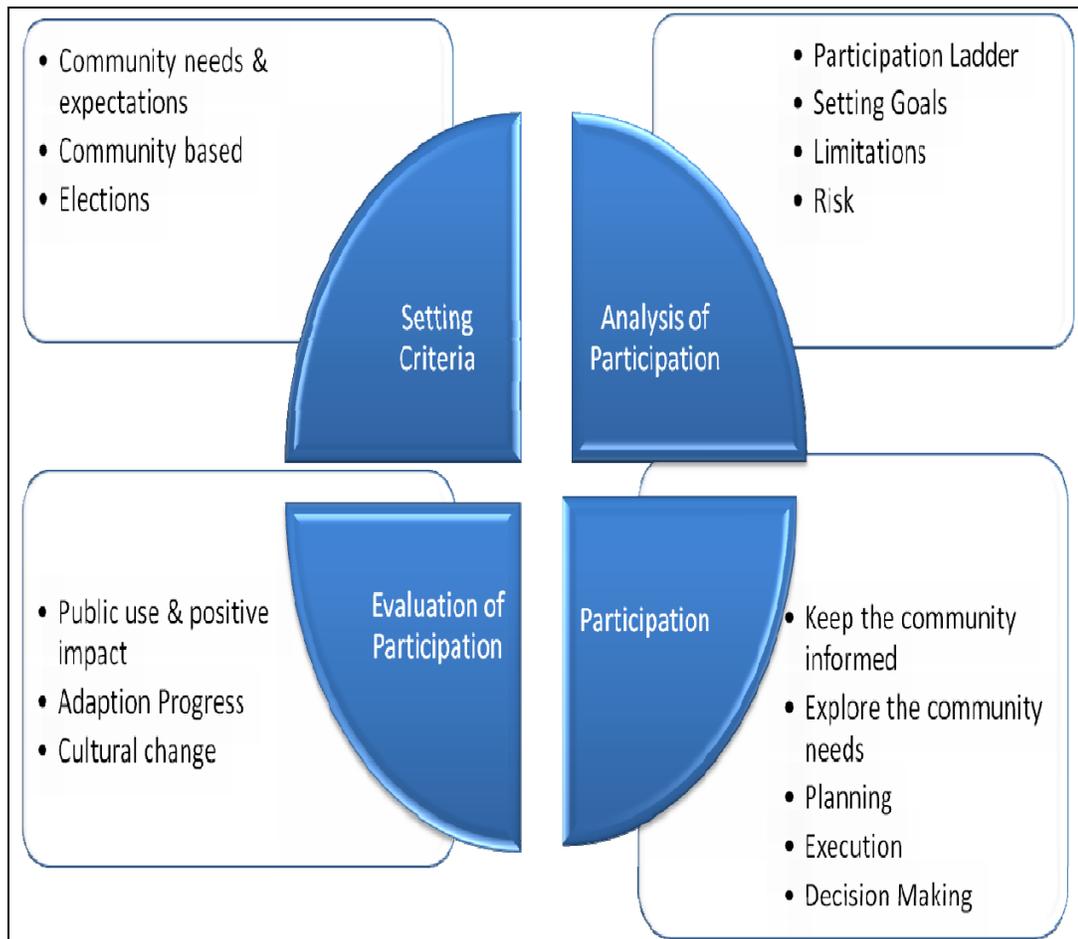


Fig. (1): Proposed Model

1. Setting Criteria: This is the first stage of the model where all bases for the criteria should be defined and must involve the following:

1.1 Strategic Partners: Strategic partners are individuals and groups that can affect the success or failure of the projects and activities in the community. These partners include, for example, the public, LGU staff/council, members of institutions and societies, youth and women sectors, developers, politicians, and community and business leaders.

1.2 Key Players: These are the planners for the participatory planning process, which involves decision makers, mayors, MoLG representatives, the Governorate, and NGOs.

1.3 Describe the Input: The first step in community participation is to provide an activity description and background to set the foundation for a successful and achievable community participation process. This description will be used to explain the activity to those persons subsequently engaged in the participation activities of the plan. The description also helps to communicate the boundaries of public participation in planning, execution, or decision processes. Input description should clarify the different goals for the participants as they often come to the participatory process with a variety of ideas. Clarity is achieved when inputs are fully identified. All stakeholders in the process arrive to the overall participatory process without a clear understanding of other participants' views, intentions, and aims. Thus, input description and identification is an essential component in this model.

1.4 Participation Schedule: Any community participation process should include a detailed timeline of the planning, execution, or decision making

processes as well as the community participation activities within that process. Community input must be timed early enough to provide the adequate opportunity to influence the decision. Adequate time must be available for participation to be effective (PDC, 2007, p11).

1.5 Resources: Adequate financial, human, and technical resources are needed if community participation is to be effective. Key players or officials must have access to proper skills (such as a skilled facilitator), guidance, and training as well as an organizational culture that supports their efforts.

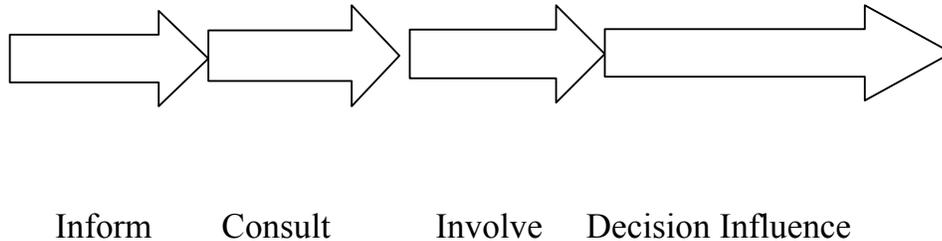
1.6 Motivation: A key factor to encourage the community to participate is motivation, the municipalities and the key players should motivate the community to participate, and this can be done through several ways such as: medals for good participation, certificates of citizenship for those who did good participation and so on.

2. Analysis of Participation: This stage is the most important and critical one, as it analyzes the levels of participation and risks to the participatory process. This stage requires identified goals to include the community in the participatory process. At this stage the limitations for the participation level are also defined.

2.1 Participation Ladder: Participation may function optimally for all concerned parties when each of the stakeholders is satisfied with the level of participation at which they are involved. The level to which each

stakeholder is involved should be determined according to the benefit of the overall project or activity planned, rather than for the benefit of a particular party. To determine the appropriate level of public participation it is important to assess the degree to which the public considers the issue significant. The public will become involved according to its perception of the importance and relevance of the issue. Therefore, it is important to anticipate the public's level of interest or concern regarding a project or activity. Depending on the circumstances and the goal of the overall project, planners should include the community at varying levels to benefit the project as a whole.

Public Participation Goal (Participation Ladder)



(IAP2 Spectrum, 2007)

2.1.1 Inform: Informing the community of their rights, responsibilities, and options can be the most important first step toward legitimate community participation. However, too frequently the emphasis is placed on a one-way flow of information - from officials to citizens - with no channel provided for feedback and no power for negotiation. Under these one-way conditions, particularly when information is provided at a late stage in planning, people have little opportunity to influence the program that is

nominally designed "for their benefit". The most frequent tools used for such one-way communication are the news media, pamphlets, posters, and responses to inquiries. Meetings can also be turned into vehicles for one-way communication by the simple act of providing superficial information, discouraging questions, or giving irrelevant answers.

2.1.2 Consult: Inviting community opinion, by informing them, can be a legitimate step toward their full participation. However, if consulting the community is not combined with other modes of participation, this rung of the ladder serves as no more than an ineffective front, since consulting offers no assurance that citizen concerns and ideas will be taken into account. The most frequent methods used for consulting people are attitude surveys, neighborhood meetings, and public hearings.

When key players limit the input of citizens' ideas solely to the level of consulting, participation remains just a window-dressing ritual. Community is primarily perceived as a statistical abstraction, and participation is measured by how many persons come to meetings, take brochures home, or answer a questionnaire. What the community achieves in this activity is only that they have "participated in participation", while key players obtain evidence that they have gone through the required motions of "involving those communities."

2.1.3 Involve: At this level of the ladder, decisions are in fact redistributed through negotiation between citizens and key players. The two parties agree to share planning and decision-making responsibilities. Involvement

can work most effectively when citizens have some genuine bargaining influence over the outcome of the plan. Involvement can be achieved when people see the results of their consultations. Media can be a significant means to convince people to become involved.

2.1.4 Decision Influence: This occurs when the community initiates projects and activities. Decision-making is shared between officials and participants. These projects empower participants while at the same time enabling them to access and learn from the life experience and expertise of participants. The decision influence stage can be reached when participants are experts or skilled persons.

2.2 Setting Goals: After determining the appropriate level of public participation, the next step is to define the goals for inviting the public to participate. Accordingly, different levels of participation (Inform, Consult, Involve, and Decision Influence) may be combined to include the public; thus, these goals could be an opportunity to:

(Sherry R.2006)

- ❖ Ensure better planning with community participation.
- ❖ Create a better environment of good governance and democracy.
- ❖ Create a sense of "ownership" in community members over public planning projects.
- ❖ Benefit from public input, involvement, or inclusion in the project/activity.

- ❖ Ensure the community's support.
- ❖ Strengthen or repair public trust.
- ❖ Use Media as a public relations tool.

2.3 Limitations: At this point, it should be clear that some factors could restrict the scope of the participation activity or its fulfillment; the implementation of participation may fall under legal and official constraints, time restriction, or circumstances and scarcity of resources.

In some case, participants are reluctant to take part, because they are afraid of being marginalized due to their previous experience with the participation processes,,or the participants believe that they can achieve their aims better in other ways (for example, through political parties). In addition, decision-makers do not support such participatory processes, possibly due to officials' and/or administrators' concern over a decrease in their decision power. Moreover, under certain conditions such as in urgent cases, the participation process may be inapplicable as no time will exist to include community participation.

As for other limitations, the study analysis shows that most of the respondents state that the scarcity of resources serves as the major impediment for the participation process.

2.4 Risk: In certain cases, involving the public can be risky or present unwanted obstacles. For example, sometimes community involvement takes an inordinate amount of time and delays the project/activity. At other

times, many administrative burdens may arise; expectations of what can be achieved through community involvement may be too high, and bias from common-interest-group may incur risk. However, the benefits of community involvement far outweigh these risks. By following the criteria setting, these risks can be minimized. In addition, setting clear criteria for community participation will help to manage the participants' expectations. Concrete analysis will ensure that the relevant stakeholders are included in a planning process that pertains to their particular needs.

3 Participation: This stage is the action and the implementation of the participation process; during this stage the participants identify the roles and responsibilities for the project planning or decision process. This stage will determine roles and responsibilities for the project/activity, participants, technical staff, and LGU staff. Moreover, this stage sees the emergence of the most concrete input, which will lead to the most effective outcomes.

Participation can be found on different practices, but it should be recognized that the interactive method is the best technique to exchange ideas and to obtain fruitful outcomes and results. According to the PDC Manual, "What I hear I forget, what I see I remember, what I do, I know".

The following are examples of interactive participation forums:
(PDC, 2007, P63)

❖ Focus groups

- ❖ Workshops
- ❖ Open discussion meeting

3.1 Keep the Community Informed: One of the major concerns for LGUs and officials is to keep the community informed, which serves as the primary level on the participation ladder. The community should accept this level of participation alone when the subsequent levels of participation may cause undesired risk or due to the limitations mentioned previously.

3.2 Explore Community Needs: The participation process in this model aims at obtaining accurate results for the community needs and their priorities. Currently, the exploration of community needs has become crucial, since different NGOs and donors urge the LGUs to explore the community's needs and priorities through participation. Examples of organizations that explore community needs through participation are CHF International and MDLF.

3.3 Planning: Another significant aim of the participation circle in this model is setting goals, developing strategies, and outlining tasks and responsibilities to accomplish the goals. Furthermore it invests in the participants' knowledge and inputs to solve problems. Participation conveys initiatives and unique ideas that contribute to the quality of the planning process. Participation itself builds relationships and alliances between key players and the community, which results in the necessary support for the plan.

3.4 Execution: One more component in the participation circle is to achieve community involvement in the execution of the project/activity. This step can be accomplished by establishing a partnership between the community and the LGUs and/or officials, and by providing opportunities to partners to collaborate with outside experts, neighboring community officials, and related strategic partners.

3.5 Decision Influence/Making: This element is the most critical and is positioned at the top level of the participation ladder. The establishment of committees is a tool frequently used to involve representative stakeholders and/or project partners. Generally, if a committee is formed consisting of educated and expert persons from the community, then they can closely investigate or research the pertinent issues and share their findings and recommendations to influence the decision-making.

4. Evaluation of Participation: The final circle in this model signifies the evaluation of the community participation with all procedural inputs and outputs. This evaluation can be measured qualitatively according to the proposed outcomes of the model. The three prospective outcomes include a change in the public's perception regarding the participation process (i.e. impact on the public), the gradual adoption (by both the municipality and the public) of the participatory approach, and the long-term cultural change to adopt the mindset of participation.

4.1 Impact on the Public: The change in the public's perception resulting from their inclusion in the planning process is an essential indicator of

success. Did participants perceive that their input was fairly considered during the process? Did participants feel that their hopes and concerns were heard?

4.2 Adoption of the Approach: One of the desired objectives of the proposed model is that the LGUs and other governmental and non-governmental bodies will adopt this model, based on the concept that community participation will not produce conflict of interests nor it will diminish the officials' roles and rights.

4.3 Cultural Change: The most important desired outcome from this study and this model is to facilitate cultural change toward the concept of community participation. Effective community participation is more concerned with the process and the accompanying mindset, rather than the technique. This cultural change must occur over time through the practice and positive perception of the participatory approach.

5.3 Case Study

The category of women is one of the most marginalized groups as indicated by the results of the study questionnaire; therefore, it is necessary to enhance women's involvement in the planning process. Thus, women's participation serves as a good case to be applied through the proposed model according to the model's following steps:

1. **Criteria Setting:** This step involves a description of participants and an initial input; Criteria setting represent the content of the planning process with the participation of the women's sector.

1.1 Strategic Partners: In this case, these partners include individual women regardless of their profession and social involvement, in addition to women's associations that prioritize the improvement of women in society.

1.2 Key Players: These are the official and non-official entities, consisting of the municipalities, governorates, and decision/policy-makers, which represent the planning body.

1.3 Input Description: The focus here is on the standardization of language and ensuring that the participants understand the planning process. Members of Palestinian society often have varied visions and ideas regarding the role of women and women's associations in the participatory process. Therefore, in this case, the relevant community members (consisting of women and women's associations) and the officials must agree on determining the general framework for women's participation, according to the specific capabilities of each woman and individual associations.

1.4 Participation Schedule: This is to ensure an organized planning process, based on actions rather than slogans. To have constructive, organized women's participation, a timetable must be developed; the

schedule should contain the participation details and the sequence to transition between the model's steps.

1.5 Sources and Resources: These consist of financial support and funding. The female participants and planners should consider themselves as the human resources, and together with the officials should allocate the required material resources. To achieve positive engagement in the planning process, planners must be aware of every detail; if the women are engaged in the process, they will gain a sense of ownership over the lifespan of the planning process.

1.6 Motivation: The planners should put the proper motivation in order to encourage the females to participate.

2. Participation Analysis: This step includes a preliminary determination of women's involvement on the participation ladder, women's planning priorities, and the risks that threaten the participatory process. This step involves the following:

2.1 Participation Ladder: Participation must start step-by-step, from the lowest rung to the highest, Methodical progression through the steps serves as a form of experiential training for participation. The capacities of the women's sector vary; each woman finds in herself the ability to participate to a specific level. As a result, it is both logical and essential to refer to the participation ladder, so that the range of women's participation in planning can be taken into account.

The steps of the model applied to the case of women's participation are as follows:

2.1.1 Inform: Informing women of the projects to be planned will achieve numerous goals; first, making women aware of the plans will expand the circle of participation, both for participants already involved in the planning or as a secondary goal to reach out to those who are not yet involved. Furthermore, by informing the women's sector, officials can gauge this sector's reaction to the projected plans.

2.1.2 Consult: Consulting the women's sector can deepen participation in the planning process. Consultation gives women a sense of their greater role, pushes them to improve their participatory practices, and improves the quality of relationships between the different parties in the planning process. In this phase of participation, the participants prepare and train for the subsequent round, which is the stage of actual participation.

2.1.3 Involve: At this stage, participation is self-conducted by the women themselves. At this stage, various women's sectors participate in discussions and dialogues among each other, with the planners, and with the officials responsible for planning or decision-making.

2.1.4 Decision Influence: At this level, the officials must agree to include the specific women who are relevant to the project and who are capable to participate at the decision-making level. If the officials incorporate these women into this highest level of the participation process, (the level of

decision influence), then the planners can easily accept the decisions made by this segment of the women's sector.

2.2 Goals Setting: After examining the nature and level of participation, the planners and officials determine the objectives for successful women's participation. These objectives include:'

- ❖ To clarify the priorities of the women's sector in the various fields, (social, cultural, and political).
- ❖ To define the participation mechanisms, the role of the women's sector in each stage, the extent of their participation.

2.3 Limitations and Risk: The identification of limitations and risks helps planners and the women's sector improve the planning process and make it more realistic. Lack of resources can stand as one such limitation to applying the participatory approach. The followings are some other potential risks:

- ❖ The comprehension of the women's sector and decision-makers: Lack of understanding the participatory approach stands as a limitation for both the women's sector and the officials. If the officials do not comprehend the process, participation will not occur through democratic methods. On the other hand, if all relevant parties mutually understand the participation process, then this process can be easily facilitated.
- ❖ Achievability of implementation: the gap between officials and the public resulting from the traditional top-down approach to planning is

considered a major limitation to the achievement of implementation. Therefore, all parties should work to overcome this limitation.

- ❖ Lack of resources: The various stakeholders should be aware that every participation process requires resources, and this need must be given attention. The women's sector runs their own projects, as do the officials; consequently, both the women's sector and the officials should contribute resources towards implementation of the participation process.
 - ❖ Intransigent culture: It is very difficult to change ideologies and cultural concepts ingrained in the participants, such as religion, political affiliation, and the perception of the women's sector as a partner. The intransigence of culture has been and continues to hamper efforts to change. This is an expected difficulty in group work, as participants often arrive with a prior cultural understanding of the role women should play in a planning process. Such preconceptions negatively affect the partnership between official bodies / decision makers and the women's sector, thus harming the participatory planning process.
3. Participation: Implementation of the participatory process itself begins at the moment when decision-makers and the women's sector announce their desire for a true partnership for participation. The implementation is made possible through the two group's united efforts, through the dissemination of the participation principles in focused workshops,

through the media, and through open meetings for discussion and for building awareness of community participation.

- ❖ Inform the women's sector: Participants (officials and women's sector representatives) should keep the larger women's sector informed of developments in the area of participation. This step is not formalized through documented reports, but rather is founded on the previously mentioned community-based methods (i.e. focus group, workshops, and media).
- ❖ Explore the needs of the women's sector and concerns of women: This can be considered as actual implementation of participatory planning, or the beginning stages of fieldwork. The needs-discovery phase begins the actual production of participation. The indicator for a successful participatory planning process is exhibited in this stage through the participants' sincerity, in terms of behavior and actions. The extent to which each party accepts the other's ideas emerges in the needs-discovery phase. All tools and methods of communication are used to reach out to women and to ascertain their needs. For example, the partners use questionnaires and hold workshops, interviews, and public meetings, in different regions; the goal is to reach a broad audience of women. Assuming that the participants have explored and agreed on the following needs, then the priorities can be applied through the model as follows:
 - Increase women's role in improving the education sector.

- Activate the role of women in environmental awareness.
- Improve the image of women in the community culture.
- Engage in policy-making concerning women.
- Increase the right of children to have access to better education.
- Institutionalize women's participation through the associations in locations with different cultures.

Various segments of the women's sector will apply themselves to each need according to the capability of the segment and the requirements of the specific need. For example, female teachers will participate in the issues of the education sector, while women in government will participate in the policy issues.

The participatory planning model will now be applied more specifically to the case of women in the education sector:

Step 1: Criteria Setting:

- Partners: partners differ according to their needs; each sector wants to be represented those who empathize with the sector's needs. For example, given the issue of women's education, female teachers and mothers would be instrumental as participants. Also participating would be the Ministry of Education, the UN, the principals of private schools, mothers' association, and the municipality, but these various partners

should agree on how women would contribute to improving the overall education sector.

- Key Players: The key players are represented by the leading educational institutions (universities), Ministry of Education, the educational department in the municipality (if any), donors, teachers' union, and women's associations geared towards education.
- Input Description: This is constituted by objectives for improving education. In addition, planners and officials take into account the objectives for women's participation to improve education. To set the criteria for the input, the officials must ask the following questions: What is each partner's role in the process to improve education? In which phase does each partner participate in the process of improving education? Is there an agreement between all participants as to the goals and roles (the degree of participation)? Is there a definitive goal? For example, through involving the women's sector in improving the education sector, is there a definitive goal to improve the capabilities of the women's sector?
- Participation Schedule: After the agreement on general objectives, a time schedule must be constructed and each segment of the women's sector must be defined according to the specific tasks and levels of required participation. Furthermore, these tasks should be prioritized within the schedule. In this proposed example the time schedule would be represented by the following tasks:

- ❖ Diagnose the education status.
 - ❖ Diagnose the women's role in the education sector.
 - ❖ Agree on the role of women in process improvement.
 - ❖ Assign segments of the women's sector to their participation levels.
- Resources: What resources are available for planning? What are the women's roles in obtaining resources? Are women's educational institutions capable of providing sources? What for the available human resources required for women's involvement in improving education?
 - Motivation: The sons "students" are the key motivator in this case, since the women sector is worried about their sons and daughters, they believe that their work or participation will affect their education; therefore this will act as an active motivator toward the female participation.

Step 2: Participation Analysis:

2.1 Participation Ladder: If the goal is to improve the education process, then what is the relation between the available capacity and the participation level in this improvement process? How does participation move from one level to another during the process of improving education? The women's sector gradual progression through the levels of the participation process is a milestone in building their capacity, and to start planning for their own projects and other needs. For example, if the female teachers find in themselves the ability to implement or micro-plan to

improve education through the participatory process, then this particular case serves as a platform for them to engage in the complete planning stages for any project. Furthermore, through involving the women's segment consisting of mothers in the informing stage, this segment has the possibility for increased participation in the future.

This participation ladder consists of the following steps:

1. Inform: The partners announce the need to improve education through the women's sector's participation and contribution. This announcement appears as the question: How can women improve education? The question is broad which complies with the large number of women who are informed. This step towards participation aims to raise interest in the participatory process in the largest number of women. This step begins to encourage the women to understand the importance of their role and take on greater responsibility.
2. Consult: The reaction expected from the women's sector during the consultation level is a positive view of the participation process due to their inclusion. A positive reaction to the consultation level would lead the women to ask the following questions: We actually want to participate, and change the status of education, but how? We have become more aware of our role in improving education, so when do we begin to participate in the improvement of education?

It is important in this stage to receive partners' perceptions of the consultation stage, to invest in the available capacities of the women's sector, and not to neglect any response.

3. **Involve:** The relevant women's sectors are expected to be involved in the implementation of the plans at this stage. The involvement step can be addressed by the following questions: Why is it necessary to participate in the improvement of education, and how does one participate? Where does one participate? When does one participate?

Success requires planning, timetables and training to participate, with motivation and willingness to improve the status of education. Partners discuss with participants and various education sectors to answer the previous questions.

4. **Decision influence:** Answering the previous questions demonstrates that women have influence in improving the education. The aim at this stage is not to influence education policy-making nor is it to give partial/simple solutions, but rather the aim is to affect the degree of women's contribution in bringing about positive change in the mechanisms, procedures, and plans to improve education.

2.2 **Setting goals:** The objective here is building the women's role in improving education. This goal can be defined addressed through the following steps:

- A. Diagnose the current role of women in improving different aspects of education.
- B. Design educational plans based on women's role in improving education.
- C. Clarify operational plans for women to improve various aspects of education.
- D. Design evaluation mechanisms to assess the role of women in improving education.
- E. Monitor the evolution of the role of women as they advance from one level of participation to another.

2.3 Limitation and Risk: Limitations and risks can be highlighted through the following questions and statements:

- ❖ How will all related stakeholders accept the principle of women's participation in improving education?
- ❖ How will the stakeholders ensure action-based planning?
- ❖ Women must be actively engaged in the participatory process, rather than exhibited as a false presentation of inclusiveness.
- ❖ Lack of resources is a major concern with regard to limitations and risks. There should be capable human resources for planning and

implementation, in addition to the adequate material needed to fund a project to improve women's role in developing education.

- ❖ Operational plans must be developed for the role of women in improving the education field.

Step 3: Participation:

This step is the start point of women's participation in improving education. During this step society and institutions are informed about the role of women in education and in the improvement process. This step is achieved through women's involvement in the improvement of education according to the women's needs and priorities that have emerged through surveys, studies, meetings and interviews.

3.1 Planning: Plans and strategies are developed in such way that that build the women's role in improving education. Furthermore, the plans define the goals, tasks, and responsibilities to be undertaken by women at all levels of participation. Examples of goals include: improving student learning in basic reading and mathematical skills, through local committees of women in the villages, in refugee camps, and in cities. This improvement can also be implemented by establishing women's committees constituted by mothers and teachers in every region. Another goal is to implement a large number of educational events to improve education. Finally, another goal is to plan for summer learning opportunities and after-school education activities.

3.2 Implementation: This stage includes translating the conceptual planning into procedural operational plans. This transition calls for the forming of committees in each region or in each school and consulting experts and academics to help these women's committees improve the education in their regions. In this stage, the committees are responsible for diagnosing the strengths and weaknesses in different academic subjects, analyzing the school environment, and building contingency plans. These participatory practices help develop the women's capacities in implementation.

3.3 Decision-making: By this stage, the officials' have implemented their efforts towards enhancing women's participation in improving education. By this stage, all relevant parties have effectively coordinated with one another. By this stage, women have built the capacity to participate effectively in the planning process. Thus, in this stage, it becomes necessary for the officials to recognize the role of women in educational policy decision-making.

Step 4: Evaluation of Participation:

Evaluation of the success of participatory planning can be made apparent through three key elements:

4.1: Use and Effectiveness: Evaluation can be conducted through answering the following questions:

- ❖ Are women currently given an adequate role in improving education?

- ❖ What was the impact of women's participation in improving education?
- ❖ Have women's participatory capabilities improved in developing education?
- ❖ Do women's expectations about their participation in the planning for education and its implementation reflect the output of the planning process?

4.2: Gradual Adoption of the Participatory Approach: evaluation can be conducted through answering the following questions:

- ❖ Is the improvement of education a planning priority for the women's sector?
- ❖ How does the performance of women improve during the various stages of planning?
- ❖ How do partners perceive women's participation in planning to improve education with regard to women capacities, women's assessment of themselves, and women's assessment of participation elements, objectives, and outcomes, and relationship between inputs and outputs?
- ❖ Have women succeeded in understanding their participatory role in improving education? From this particular case, are there any indications of women's participation in other areas?

4.3: Cultural Change: One of the greatest challenges during the participatory process is the change in cultural beliefs.

Answering following set of questions may measure the extent of cultural change:

- ❖ What is the reaction of the community to women's participation in improving education? Is the women's participation socially acceptable as a general responsibility of women? What are the community responses to the women's participation?
- ❖ Does the success of the participation process change society's view towards women's role in improving education?
- ❖ Do partners change their view towards women's role in improving education?
- ❖ Does a 'culture of change' form? Or cultural change?

Chapter Six
Study Conclusion And
Recommendations

Chapter Six

Study Conclusion and Recommendations

6.1 Study Conclusion:

Departing from the traditional definition of “community participation” used by LGUs, the proposed model gives a new definition, enabling citizens and community-based organizations to participate in LGUs and in the decision-making process. The kind of community participation presented in this research also allows for citizens and organizations to contribute towards the development of their local communities. The study shows that community participation is an essential component of good governance and local sustainable development. Effective participation promotes mutual trust between LGUs and citizens, ensuring that LGU services and community initiatives are effective and responsive to citizens’ needs. Moreover, community participation enhances concepts of citizenship and ownership among citizens, whereby citizens contribute to and sustain community projects.

The study analysis shows that the various participants have different views of the participatory planning approach; however, there is still no systematic or organized way to involve the community in planning processes. In the past, the MoLG did not promote this approach; however, this approach aligns with the Ministry’s more recent vision, as exhibited by the MoLG’s March 2011 Policy Paper “Promoting and Institutionalizing Public Participation in Local Government Units’ Affairs”. Thus, this thesis’ research is complementary to the current methodology of the MoLG, and the model can be adopted by the MoLG and the LGUs.

Currently, there exists a gap of understanding between the community and the municipalities regarding this issue, since the participatory approach is new and both the municipality and the community are entrenched in the old paradigm. Each party blames the other, as the municipality is concerned that participation will diminish its role, while the community thinks of participation as waste of time. The community's perception is based on their historical exclusion from decision-making or planning. Thus, efforts should be made to work on changing both parties' behavior towards and perception of this approach. The officials must work on building the capacity of their staff by presenting real successful cases resulting from this approach. The community must increase public awareness so as to encourage holistic participation.

6.2 Study Recommendations:

Recommendations resulting from this study are as follow:

- ❖ It is recommended to apply the model in real cases for any planning issues.
- ❖ It is necessary to build a system that ensures the sustainability of the participatory approach.
- ❖ Efforts should be concentrated on capacity building and public awareness campaigns at the community level, as these steps develop the skills and the knowledge of citizens.

- ❖ Workshops should be implemented for the various sectors of citizens to define their needs and priorities accordingly.
- ❖ It is recommended to utilize the available expertise and experiences.
- ❖ There should be cooperation in research and trainings between LGUs and academic Institutions.
- ❖ It is essential to ensure that technical and financial resources needed for this process are in place.
- ❖ Each LGU should work on building, establishing or investing in their existing human resources to have the qualified facilitators needed for the participation process.
- ❖ Each LGU should establish a website through which they can interact, inform, consult, and fill-up forms, questionnaires, and applications.
- ❖ Increase the weight of decision-making privileges as an outcome of participation.
- ❖ Building a system to ensure cooperation between all participants.
- ❖ Evolving a constructive interaction environment.
- ❖ Implement strong support structures and effective involvement from NGOs, who are major contributors to the success of participatory planning.

- ❖ The role of the MoLG should be advanced since public participation lies at the center of its interest; the role of the MoLG in this field is developing since the Ministry's vision emphasizes "effective community participation" (MoLG Policy Paper March, 2011, P2). Thus, it is recommended that the Ministry continue its efforts as a leading institution to promote the application of public participation in LGUs at all levels.
- ❖ Establishing a specialized "Participatory Planning Unit" that can facilitate the public participation process and the capacity building process, in order to guide LGUs and provide them with knowledge on how to promote public participation.
- ❖ Introduce public education about local governance and its functions, in addition to the rights and obligations of citizens towards LGUs and their role in local sustainable development in the formal education curricula of the Palestinian Territories.
- ❖ The role of the governorate should be advanced in the planning process in general and in participatory planning in specific.
- ❖ Promote mechanisms and tools of public participation among LGUs and local communities alike.
- ❖ Develop and enhance LGU voluntary public participation practices by creating the culture of voluntarism in the minds of the participants.

- ❖ Use of media to inform, analyze, and monitor the participatory planning process.
- ❖ The Palestinian National Authority should constitute LGUs practices committee.

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Appendices

Appendix (1)

بسم الله الرحمن الرحيم

السيدة/المحترم/ة،

تحية وبعد

الموضوع بحث علمي

بين يديك استبانة هي أحد أدوات جمع المعلومات لبحث علمي بعنوان "نموذج للتخطيط بالمشاركة المجتمعية في البلديات الفلسطينية المستحدثة".

تهدف هذه الدراسة الى تشخيص واقع التخطيط بالمشاركة المجتمعية في البلديات المستحدثة في شمال و وسط الضفة الغربية لصياغة نموذج أكثر فاعلية للتخطيط بالمشاركة ليتم تبنيه في البلديات الفلسطينية عامة، و يتم اجراء هذه الدراسة كجزء من متطلبات الحصول على درجة الماجستير في الادارة الهندسية من جامعة النجاح الوطنية باشراف د. عبد الفتاح الشملة و د. نبيل الضميدي.

أرجو مشكورا اعطاء الوقت اللازم لتعبئة هذه الاستبانة بما يعكس حقيقة وجهة نظركم لما لذلك من أهمية في صدقية النتائج و الفائدة المرجوة من النموذج الذي يسعى الى تصميمه و تعميمه للعمل بموجبه، وذلك من أجل الارتقاء بفاعلية أداء هذه البلديات و قدرتها على التعامل مع المتطلبات الحقيقية للجمهور.

علما بأنه سيتم التعامل مع البيانات التي ستدلون بها بسرية تامة و لن يطلع عليها أحد غير الباحث، هذا مع الإشارة الى أنه لا ضرورة لذكر اسمك أو ما يدل عليه.

و تفضلوا بقبول التقدير و الاحترام

الباحث

سامي خليفة

الجزء الاول : بيانات عامة

الجنس:

ذكر انثى

الفئة العمرية:

أقل من 25 25 - أقل من 30 30 - أقل من 40

40 - أقل من 50 50 فما فوق

المؤهل العلمي:

دون الثانوية العامة ثانوية عامة دبلوم متوسط
 بكالوريوس دبلوم عالي ماجستير دكتوراه

المهنة:

مهندس/ة رئيس/ة بلدية عضو مجلس بلدي
 ناشط سياسي مدرس/ة مدير/ة مدرسة
 سكرتير/ة مدرسة عضو ادارة نادي أو جمعية طبيب/ة
 ممرض/ة وجه عشائري اخر, حدده.....

سنوات الخبرة في الوظيفة الحالية:

..... سنة

الجزء الثاني : أرجو الإجابة بوضع إشارة x في المكان المناسب بما يمثل رأيكم:

*ما الآليات التي تستخدمها البلدية في التواصل مع المجتمع و فاعلياته؟

إعلانات عبر المساجد نشرات زيارة الأحياء السكنية إذاعات محلية
 إعلانات في الجرائد موقع الكتروني لقاءات جماهيرية عامة ورش عمل
 صندوق اقتراحات لقاءات و حوارات تلفزيونات محلية سياسة الباب المفتوح
 المكاتب الاستشارية و المتخصصين

ما مدى قيام البلدية باطلاعكم على المعلومات التالية؟

معلومات عن البلدية	دائما	غالبا	أحيانا	قلما	أبدا
1 الميزانية السنوية					
2 الخطط التطويرية					
3 مستندات اللوائح و القوانين					
4 الخطط السنوية					
5 المشاريع التي ينوى تنفيذها					
6 تقارير عن أداء البلدية					
7 الصعوبات التي تواجهها البلدية					
8 التجاوب مع الشكاوي					
9 المعايير المعتمدة للعمل					

* ما المعلومات الأخرى التي تودون معرفتها عن البلدية؟

- 1
- 2
-

* ما مدى مشاركتكم في لقاءات للتخطيط لمستقبل البلدية:

دائما غالبا أحيانا قلما أبدا

* هل لديك رغبة في زيادة مشاركتك في لقاءات التخطيط؟

نعم لا غير معني بالأمر

* ما تقييمك لفاعلية التخطيط بالمشاركة في المجالات التالية:

مجال التخطيط	فاعلة جدا	فاعلة	وسط	قليلة الفاعلية	غير فاعلة
1 جدوى المشروع					
2 مساهمة الجمهور فكريا					
3 التوصل لأفكار و ابداعات من الجمهور					

					رضا الجمهور	4
					التزام الجمهور	5
					مساهمة الجمهور ماديا	6
					الاستفادة من تجارب الاخرين	7
					تقاسم الخبرات	8
					قدرتها على خلق معايير تحكم الأولوية	9

* ما أبرز معوقات عملية التخطيط بالمشاركة؟

	المعيق	دائما	غالبا	أحيانا	قلما	أبدا
1	العشائرية					
2	التعصب السياسي					
3	سلطوية ادارة البلدية					
4	سوء التنظيم					
5	إهمال البلدية لمخرجات عملية التخطيط بالمشاركة					
6	عملية التخطيط بالمشاركة تحتاج جهد، وقت و مال					
7	عدم فهم الجمهور و ادراكه للكثير من الأمور في عملية التخطيط					

* هل سبق أن وجه اليك دعوة للمشاركة في حدث معين من قبل البلدية في ال3 سنوات

الأخيرة؟

لا

نعم

* إذا كان اجابة السؤال السابق نعم, ما مدى مشاركتك في النشاطات التالية:

نوع المشاركة	دائما	غالبا	أحيانا	قلما	أبدا
1. التخطيط لمشاريع تطويرية					
2. تخطيط استراتيجي للبلدية					
3. تخطيط سنوي للبلدية					
4. مناقشة ميزانية البلدية					
5. مناقشة المشاريع الجارية					
6. تبادل المعلومات					
7. لقاء جماهيري مفتوح مع البلدية					
8. اجتماعات مفتوحة تنظمها المؤسسات غير الحكومية					
9. اجتماع مفتوح مع البلدية					
10. أي شئ آخر, الرجاء ذكره.....					

* إذا كان اطلاعك على النشاطات المذكورة أعلاه أحيانا أو أقل ما السبب؟

عدم اهتمامي عدم اهتمام البلدية عدم اتاحة البلدية الفرص

* برأيك ما مدى مشاركة الجهات التالية للبلدية في عملية التخطيط؟

الأطراف المشاركة في التخطيط	دائما	غالبا	أحيانا	قلما	أبدا
1. القادة السياسيين					
2. رؤساء العشائر					
3. أعضاء المؤسسات و الجمعيات					
4. كبار السن					
5. موظفو الجامعات					
6. المدرسين					
7. المهنيين					
8. المتقنين					
9. النساء					

					الشباب	10
					المعاقين	11
					المزارعين	12
					القطاع الخاص	13
					المغتربين	14
					أية فئة أخرى - حدد	15

*متى تلجأ البلدية لمشاركة الجمهور في اتخاذ القرارات؟

- هذا نهجها عندما تلزم بذلك عندما تبحث عن مخرج
 للشكليات (امام الوفود و الزوار)

*كيف تقيم ردة فعل البلدية تجاه الاقتراحات و الملاحظات على أدائها و خدماتها؟

- تتبنى الاقتراحات و الملاحظات تتابع و تناقش الأمر مع المعنيين
 لا تولي ذلك اهتماما ترفضها

*كيف تقيم أداء البلدية في المواضيع التالية؟

	فاعلة جدا	فاعلة	وسط	قليلة الفاعلية	غير فاعلة
1.					
2.					
3.					
4.					
5.					
6.					
7.					
8.					
9.					
10.					
11.					

12.	العمل وفقا لأولويات المجتمع				
13.	العمل وفقا لأولويات البلدية				

*برأيك, في حال ضعف أداء البلدية في أي مما سبق ما السبب الرئيس وراء ذلك؟

	المعيق	دائما	غالبا	أحيانا	قلما	أبدا
1	قلة الموارد					
2	عدم الدراية و الخبرة					
3	عدم اهتمام الجمهور					
4	عدم اهتمام البلدية					
5	خوف البلدية من النتائج					
6	تدني كفاءة و قدرة الجمهور					

*ما شكل مشاركتك في التخطيط لأعمال البلدية؟

	مستوى المشاركة	دائما	غالبا	أحيانا	قلما	أبدا
1	فقط استماع دون أن يكون لذلك أثر					
2	تقرر البلدية الأولويات و تطلب من المشاركين ارائهم و اقتراحاتهم					
3	المشاركون يتخذون القرارات					
4	استماع و اعادة تنظيم الأفكار					
5	يبيد الحضور رأيه و يترك القرار للبلدية					
6	مراقبة التنفيذ					
7	لجان متخصصة					
8	اجتماعات عامة					

*هل هناك دور للوزارة / للمؤسسة التالية في عملية التخطيط بالمشاركة المجتمعية؟

	الوزارة/المؤسسة	نعم	لا
1	وزارة الحكم المحلي		
2	مؤسسة المحافظة		

*إذا كانت الإجابة نعم فما هي طبيعة هذا الدور؟

	الوزارة/المؤسسة	إشراف فقط	إشراف ومشاركة	مراقبة ومتابعة	استشاري
1	وزارة الحكم المحلي				
2	مؤسسة المحافظة				

*إذا كان هذا الدور موجود/ فما هو تقييمك لهذا الدور؟

	الوزارة/المؤسسة	فاعلة جدا	فاعلة	وسط	قليلة الفاعلية	غير فاعلة
1.	وزارة الحكم المحلي					
2.	مؤسسة المحافظة					

*هل تكون إحدى المخرجات لعملية التخطيط بالمشاركة تبني للأولويات؟

نعم لا

*إذا كانت الإجابة لا, فما هي الأسباب؟

	الأسباب	نعم	لا
1	قوى الضغط		
2	تدني مستوى الإدارة		
3	قلة الموارد		

*برأيك ما المتطلبات غير المتوفرة والتي تعيق عملية التخطيط بالمشاركة؟

1.
2.
3.
4.

*ما اقتراحاتك لتنشيط عملية مشاركة البلدية في التخطيط؟

1.
2.

..... 3

*أية ملاحظات أخرى تود المشاركة بها؟

..... 1

..... 2

..... 3

Appendix (2)

List of Arbitrators:

Dr. Nabil Dmaidi

Dr. Abdelfatah Shamleh

Dr. Ali Abdelhameed

Dr. Sameer Abu Eisheh

Dr. Husain Ahmad.

Mr. Abdelkareem Seder.

Eng. Waleed Abbadi

Mr. Husain Saifi

Mrs. Lana Abu Hijleh

Ms. Majeda Awashreh

Appendix (3)

Meetings & Discussions Attendees:

Meeting 1 Attendees:

Dr. Nabil Dmaid.

Dr. Sameer Abu Eisheh

Dr. Hafez Shaheen

Dr Husam Araman.

Dr. Ahmad Alramahi

Dr. Ayham Ja'roun

Dr. Suliman D'iafi

Meeting 2 Attendees:

Dr. Abdul Fattah Shamleh

Eng. Ibrahim Alhamooz (Nablus MoLG Engineer)

Hewara municipality Mayor

Hewara Municipal Engineer

Asera Alshamaleya Municipality Mayor

Sabastya Municipal Engineer

Baita Municipality Mayor

Baita Municipal Engineer

Illar Municipality Mayor

Kufr Thulth Municipality Mayor

Eng. Bilal Soufan

Aqraba Municipality Mayor

Aqraba Municipal Engineer

جامعة النجاح الوطنية
كلية الدراسات العليا

التخطيط بالمشاركة المجتمعية في البلديات الفلسطينية المستحدثة

إعداد

سامي نايف قاسم خليفه

إشراف

د. عبد الفتاح شمله

د. نبيل الضميري

قدمت هذه الرسالة استكمالاً لمتطلبات الحصول على درجة الماجستير في الإدارة الهندسية بكلية الدراسات العليا في جامعة النجاح الوطنية في نابلس، فلسطين.

2011م

ب

التخطيط بالمشاركة المجتمعية في البلديات الفلسطينية المستحدثة

إعداد

سامي نايف قاسم خليفه

إشراف

د. عبد الفتاح شمله

د. نبيل الضميدي

الملخص

تهدف هذه الدراسة إلى تسليط الضوء على دور مشاركة المجتمع المحلي في عملية التخطيط في البلديات الفلسطينية المستحدثة، بالإضافة إلى ذلك ، تقوم هذه الدراسة بالبحث والتحليل في ممارسات المشاركة المجتمعية الراهنة ومناقشة مدى مشاركة المجتمع المحلي في عملية التخطيط. كما تركز الدراسة على الوسائل والادوات المستخدمة لإشراك المجتمع المحلي في التخطيط وصنع القرار وجميع الظروف والعقبات ، والقضايا التي تتعلق بهذا الموضوع. هذه الدراسة تسعى إلى تقديم الى المسؤولين و المخططين في الحكومة الفلسطينية والبلديات المحلية معلومات دقيقة وشاملة حول التخطيط بالمشاركة المجتمعية. وبالإضافة إلى ذلك ، هذه الرسالة تقترح نموذجاً للمشاركة المجتمعية يلائم البيئة الحالية وعملية التخطيط في البلديات الفلسطينية. لتحقيق هذه الأهداف استخدم الباحث المنهج الوصفي التحليلي. وقد أجريت الدراسة على البلديات المستحدثة في شمال الضفة الغربية ، أخذت أيضاً بعين الاعتبار المقابلات مع أعضاء البلدية والمجتمع المحلي ، والمشاهدات من خلال حلقات ورش العمل والتدريب ، ومجموعات التركيز، وتحليل الوثائق ذات العلاقة.

تشير نتائج الدراسة إلى وجود موقف إيجابي ورغبة بين أفراد عينة الدراسة نحو المشاركة المجتمعية وأهمية دورها في عملية التخطيط، وتكشف الدراسة أيضاً أن هناك عدم اهتمام لموضوع المشاركة بسبب التجارب الماضية السلبية لعملية المشاركة، حيث ان البلديات والمسؤولين لم يكونوا منفتحين لمشاركة الجمهور. وبالإضافة إلى ذلك ، أظهرت النتائج أن الدافع الأساسي وراء هذا النهج الجديد هو المانحين ، حيث يعملوا على تشجيع زيادة المشاركة

المجتمعية ، سواء في عملية التخطيط او تحديد الأولويات في المجتمع. اتضح ذلك عندما قام الباحث بالمسح لانواع التخطيط الذي ينطوي على مشاركة المجتمع المحلي. وعلاوة على ذلك ، تظهر الدراسة أن هناك حاجة ملحة لبناء القدرات للمجتمع والبلديات على حد سواء بحيث يتم ذلك من خلال التوعية العامة و من خلال التدريب اللازم. هذا التدريب هو أساسي في بناء قدرات البلديات لممارسة التخطيط التشاركي بالطريقة القائمة على المعرفة. هناك عوائق واضحة لنهج التخطيط القائم على المشاركة ، ومنها السياسة، العشوائية ، ونقص الموارد. يأخذ الباحث تلك المعوقات بعين الاعتبار حيث يقترح نموذجا لعملية التخطيط القائم على المشاركة المجتمعية الفعالة. يدعو هذا النموذج إلى وضع معايير ، لتحديد من سيشارك في عملية التخطيط و مدى هذه المشاركة و فعاليتها ، على سبيل المثال ، وضع خطة للتعليم يشمل الباحثين الأكاديميين والمعلمين في العملية التشاركية. تم التحقق من فعالية النموذج من خلال تطبيقه على حاجة حقيقية لقطاع المرأة في المشاركة في التخطيط لمجال التعليم ، وتبين هذه الحالة كيفية التنقل من خلال خطوات متعاقبة لنموذج التخطيط التشاركي. وعلاوة على ذلك ، عقد الباحث مجموعة بؤرية حضرها 15 شخصا من رؤساء البلديات والمهندسين في حضور مندوب عن وزارة الحكم المحلي و ذلك لمناقشه مدى فاعلية تطبيق النموذج المقترح، و لقد نال النموذج القبول من جانب مجمل الحضور.

وتوصي الدراسة على تبني و تنفيذ وتطبيق هذا النموذج في البلديات وغيرها من مجالات التخطيط. كما و توصي أيضا أن يشمل دور وزارة الحكم المحلي وضع القواعد واللوائح نحو المشاركة في التخطيط وإنشاء وحدة لتسهيل ومراقبة هذه العملية. وأخيرا ، توصي الدراسة بمأسسة نهج التخطيط التشاركي من خلال إجراء دورات تدريبية دورية لبناء قدرات المسؤولين و الفئات ذات العلاقة في المجتمع . ويمكن تحقيق بناء تلك القدرات من خلال الاستثمار في الخبرات الموجودة داخل المجتمع المحلي والدولي و الذين هم على دراية بالتخطيط القائم على المشاركة، بالإضافة إلى ذلك، الاستثمار في ممارسات الجهات المانحة وتدخلهم في مجتمعاتنا.