



FACULTY OF ENGINEERING AND TECHNOLOGY

**ENHANCEMENT AND EMPOWERING COMMUNITY
PARTICIPATION IN PLANNING PROCESS IN PALESTINE**

تعزيز وتمكين المشاركة المجتمعية في عملية التخطيط في فلسطين

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2014



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Abstract

This research is aiming to develop the policies needed to enhance community participation in planning in Palestine, the researcher believes that community participation is a way to accept inhabitant's presence and their ethical values in addition to the benefits of community participation in the socio-economic level. The analytical part of the research draws upon the theoretical and case analysis; the theoretical analysis focused on the terms of community, development, community participation and planning to find its definitions, processes, and inter-relations. While the case analysis discussed the practices of community participation in planning in Brazil to understand the meaning of its implementation and to find the learned lessons under the topics of The Administrative Structure, Community Description, Planning Process, and Community Participation. The analysis led to three different genre of proposed policies which are the joint benefits of community participation, the real and active role and the controlled relation between all stakeholders as a three main doors must be opened to provide new opportunities for all community members to be effective in the planning process in equal conditions in order to achieve the community development.

مستخلص

يهدف البحث الى تطوير السياسات اللازمة لتقوية مشاركة المجتمع المحلي في التخطيط في فلسطين، حيث يؤمن الباحث بان المشاركة المجتمعية هي طريق لقبول افراد المجتمع ومختلف قيمهم الاخلاقية، بالاضافة الى فوائد المشاركة المجتمعية على المستوى الاجتماعي والاقتصادي. اعتمد البحث على البحث النظري وتحليل الحالات في جمع المعلومات، حيث تم دراسة وتحليل مفاهيم المجتمع والتنمية والمشاركة المجتمعية والتخطيط لتعريفهم وفهم اليات عملهم وعلاقاتهم الداخلية، في حين تم دراسة التجربة البرازيلية وفقا لمحاور الهيكل الاداري ووصف المجتمع وعملية التخطيط والمشاركة المجتمعية في البرازيل وذلك من اجل فهم معاني تطبيق المشاركة المجتمعية في التخطيط والتعرف على الدروس المستفادة منها. حيث اشارت نتائج الدراسات والتحليلات الى ثلاث اطر عامة من السياسات المقترحة وهي الفائدة المتبادلة ما بين مختلف الشركاء والدور الحقيقي والفعال لكل شريك من الشركاء بالاضافة الى ضبط العلاقة ما بين مختلف الشركاء حيث تعتبر تلك الاطر الثلاث بمثابة الابواب الرئيسية الالهة التي يجب فتحها امام افراد المجتمع لزيادة الفرص المتكافئة لمشاركتهم الفعالة في تخطيط وتنمية المجتمع.

Abbreviation

AICP	: The American Planning Association
BCB	: Central Bank of Brazil - Brazil
BNDE	: National Bank for Economic Development - Brazil
CAIXA	: Brazilian Federal Saving Bank
CEC	: Central Elections Commission – Palestine
CFIP	: Civic Forum Institute
CIDADES	: Ministry of Cities - Brazil
ECLA	: Economic Commission for Latin America
FAICP	: Fellow of the American Institute of Certified Planners
FATEH	: Palestine National Liberation Movement
FDS	: Social Development Fund - Brazil
FGHab	: Fund of Guarantee to Popular Housing - Brazil
FGTS	: Government Severance Indemnity Fund - Brazil
FNHIS	: The National Social Housing Fund - Brazil
FNRU	: the National Forum for Urban Reform - Brazil
FSI	: Real Estate Financing System
GUPS	: General Union of Palestinian Students
GUPW	: General Union of Palestinian Woman
HCCI	: Hebron Chamber of Commerce and Industry
IADB	: Inter-American Development Bank
IBGE	: The Brazilian Institute of Geography and Statistics
IDF	: Israeli Defense Forces
IPS	: Institute for Palestine Studies
LGU	: Local Government Unit
MADAR	: The Palestinian Forum for Israeli Studies
MDLF	: Municipal Development & Lending Fund
MG	: Management Group

MOPAD	: Ministry of Planning and Administrative Development
MOLG	: Ministry of Local Government
MNRU	: National Movement for Urban Reform - Brazil
MPOG	: The Brazilian Ministry of Planning, Budgeting and Management
NGO	: None Governmental Organization
OCHA	: UN Office for the Coordination of Humanitarian Affairs
PCBS	: The Palestinian Central Bureau of Statistics
PICCR	: The Palestinian Independent Commission for Citizens Rights
PLHIS	: Local Plans for Social Interest Housing - Brazil
PLC	: Palestinian legislative council
PLO	: Palestinian Liberation Organization
PMP	: Participative Master Plans
PNA	: Palestinian National Authority
PNH	: The National Housing Policy
PND	: National Development Plans
POICA	: Monitoring Israeli Colonizing activities in the Palestinian Territories
PPA	: Pluri Annual Development Plans - Brazil
SFH	: the Housing Financial System - Brazil
UN	: United Nations
UN-DESA	: United Nations – Department of Economic and Social Affairs
UN-ESCWA	: United Nations – The Economic and Social Commission for Western Asia
UN-HABITAT	: United Nations Human Settlements Program
UNESCO	: United Nations Educational, Scientific and Cultural Organization

UNDP : United Nations Development Program

UNCED : United Nations Conference on Environment and
Development

USA : United States of America

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CHAPTER ONE
INTRODUCTION

1 Introduction

This chapter will provide readers a general view of the research by explaining the reasons, aims and the research questions. In addition to the applied methodology, thesis organization and related works.

1.1 Reasons and Aims of the Research

Human values are the most valuable thing we have in our life. These values are the mirror of the inhabitant's knowledge, traditions, believes and behaviors. As planners, our duty is to protect these values, and to provide all of the requirements of better conditions and respectful life for people. Therefore, accepting their presence, respecting their views within the decision making process, and understanding their needs are some of their basic rights that must be protected by engaging them in the responsibilities of drawing future plans in the participatory planning process.

Even though that ethical reason is the most important, it is not the only reason for community participation. There are many socio-economic and technical reasons too; Community participation is essential for community development. It is the only way for people to define their own life, and own their future by taking their responsibilities to remove the obstacles facing the development approach by using their powers and abilities.

Community participation as a joint process will improve the sense of community for people living in the same area, since living and working

together for common benefits will support the understanding of community membership. It also gives those people many rights, and imposes many responsibilities, such as accepting the common and public benefits as a part of a whole, and sharing their experiences and knowledge to improve the practices of planning and development.

Planners aim is to achieve community development and to provide the inhabitants with their needs in a systematic process, but planners cannot prepare and implement their plans without enough knowledge about the community they are planning for. Planners also need the support of that community, which is the most important and difficult part of the planning process, that needs strong networking and communications to cover all sectors and all community components. Otherwise, many problems will face planners in the implementation of those plans. Some groups may face ignorance, lack of information, lack of alternatives, and lack of public acceptance, and sometimes a delay or a non-effective implementation will be the result of community participation weakness in the planning process.

In Palestine, by reviewing the planning process at all its levels we can find that community participation is very limited. At the local level where I have the opportunity to be part of planning process, people are receiving the plans and decisions suddenly without any knowledge about its process or justifications. They have to accept or use the only right they have which is submitting an objection during the 45 days after announcing the plan

decisions. The planning decisions are receiving many objections from locals which strongly affecting its implementation and mostly not responding their needs or ambitions. The conflict in this relation between decision makers and locals is existed also in the inter-relation between the planning authorities in the local, regional and national levels. Municipalities are receiving the planning decisions from higher planning authority without involving them in the planning process, while local authorities can provide more options and play with other local stakeholders the role of representing locals in planning process.

This situation is strongly affecting the planning process and the implementation of plans. Thus, many projects didn't achieve their goals, and many master plans were re-prepared when planners understood that their plans are not accepted or not suitable for the local community.

Generally, this situation is formed by many factors. On one hand, the distribution of powers in the community includes capital, political, religious and social powers, which take their places in influencing decision makers and planners according to their interests. In this case, it is important to notice the role of donors and the lack of fund in the Palestinian authorities.

On the other hand, the administrative structure and the planning process in Palestine is a top-down process; this process is segregating "experts" from "ordinary citizens", considering them representatives of their community. At the same time, the planning structure in Palestine is

dividing the responsibilities of planning into many different authorities, which makes it difficult to work on one comprehensive planning process or in one vision.

These factors, and many others, will be reviewed in this study. Those factors are preventing inhabitants from join decision makers in producing plans, while inhabitants are the best who know what their community needs. This study will propose new policies to enhance community participation in planning in Palestine, and improve the planning process.

1.2 Scope of Research

This research aims to analyze the community participation in planning in Palestine by defining the obstacles facing participatory planning and answering the question of **“what are the policies needed to enhance community participation in planning in Palestine?”**

The analytical part of the study draws upon two kinds of data collection processes. The first one focuses on the theoretical background of related terms, such as: **community, development, community participation** and **planning**. This part is based on the readings about each term and concept to find its definition, process and inter-relations. This part will support the understanding of each term, and create the parameters which are needed for the next stages in the evaluation of community participation in planning.

The second part is analyzing the practices of community participation in planning in Brazil to understand the meaning of implementing community participation in planning, and to find the lessons learned from their experiences. Meetings with decision makers, technicians and citizens were done, and site visits were organized, in addition to the documentary researches about different participatory planning practices. The results of those analyses will be useful to understand the level of community participation in Brazil, and to review the practice of community participation on the ground in parallel to the documentary evidence.

This analytical part will create the criteria and the characteristics for evaluating the case of Palestine at the national, regional and local levels, the local level will be evaluated by reviewing the practices in the city of Hebron, as steps forward to find the recommendations for enhancing community participation in planning in Palestine.

1.3 Questions of the Research

The main question of the research is:

“What are the policies needed to enhance community participation in planning in Palestine?”

This is the main question of the research. The answer defines the needs for enhancing community participation, and the weaknesses and the strengths of community participation. While the main question is seeking

policies to enhance community participation in planning process in Palestine, many secondary questions are requesting answers about the mechanisms of choosing and applying these policies, and how these policies will provide sustainable, active and developmental community participation in Palestine.

Many questions are going to make spots on the critical points of the research. Those points can either be advantageous, like active social profile of the community, or disadvantageous, like unbalanced map of powers in the community. It could also be both, like legislative situation of the planning process where legislations are giving the community the opportunity to participate, while this opportunity is limited in known stages of the decision making process.

The main question of the thesis is leading us to discuss many related fields, and it needs an answer to some secondary questions, which are:

- **How to develop mutual benefits of community participation for all stakeholders?**

Community participation is one of the concepts debated widely in the last decades after the Second World War. The role of community in the planning process is accepted by many international organizations as an essential part of successful plans and implementation of development. This importance mentioned in many reports such as agenda 21 or the final reports of UN General Assemblies.

Each community has a special context and different characters. The benefits of community participation may change from community to other, and from a stakeholder to another within the community, according to their ambitions, visions and roles. This creates a very important question about enhancing community participation in Palestine; if it is worth being done, and whether it supports the development process or not? It is very important to discuss the benefits of community participation and define how it will support the development process.

- **How to create a real role of community in the planning process, implementation and maintenance?**

Community participation is one of the factors to achieve community development and successful planning process, it must be systemized according to the planning process to ensure the effective participation in each stage, and to provide the planners with new resources at the best time and best place. The effective participation in planning depends on the settings of community and its readiness to carry the responsibilities of development. Therefore, planners and decision makers have to work on using all of the local powers of the community efficiently.

- **How to control the relation between decision makers and community powers and members?**

The mission of planners is to develop communities and to provide them with their needs. However, communities have different groups with

different interests, each group has a different level of power and presence in the map of power. Planners and decision makers aim to make their plans successful and implementable. At the same time, decision makers and planners always have a doubt about the ability of protecting the decision making rights if they go through a none-controlled dialogue with community groups.

This issue needs definition, limitation, and sometimes regulation to set basics of the relation. It is essential to protect planners, while, at the same time, protecting the right of participation for the community.

1.4 Methodology of the Research

This section is exploring the research structure and the methodological approach to find the answers to research questions, the types of data needed, the collection methods, and the analyzing techniques. The research approach has many different stages to achieve its goals with cumulative system of qualitative data.

1.4.1 Research Structure

Research questions are related to many terms, concepts and theories, because community participation in planning is very wide, and because it interacts with many social, economic and cultural aspects. Moreover, the practice of those concepts and approaches has a specialty for each cultural,

social and economic aspect. Therefore, the analytical phases will use theoretical and practical data collected by different methods and techniques.

The theoretical data focus on four main concepts to analyze, which are community, planning, community development and community participation. These concepts are strongly inter-related to each other, the documentary evidence will create a theoretical background for each concept in order to understand its definition, approaches, processes, and the meaning of its implementation.

The practical side of those concepts may change from one country to another, or even from a city to another, because the specialty of each community creates disparity in the opportunities and the limits of planning, community development and community participation. Therefore, it is essential to analyze different cases with different community settings according to the theoretical background created during the phase of theoretical analysis.

Brazil is the chosen case to be analyzed in this research. Brazil is one of the few countries which successfully applied community participation in planning in many sectors and fields. It is one of the countries known with its community based development using community participation as a strong tool to achieve development plans for the whole country, by grassroots mobilizations.

It is essential to make the links between theory, practice and the existed situation in Palestine. Arguing the status of community participation in planning in Palestine needs to analyze the existing situation in two steps, the first one is comparing the situation in Palestine with the outputs of the analyzed case study of Brazil, but it is important to analyze the practice of planning and community participation in Palestine in the local level, therefore; the analysis will include the case of Hebron City to understand the relations and processes with details. The second one is evaluating the results according to the criteria and measurements derived from the theoretical background.

The analysis of the case of Brazil and the evaluation of the situation in Palestine will be under the following topics;

- The Administrative Structure

Description of the state, governmental, and planning administrative systems, as well as responsibilities' distribution in each country, and the hierarchy of the system with explanation of planning structures development.

- Community Description

This section includes a description of the community setting, powers ruling the communal components, short historical review to focus on the main change periods in addition to a review of the civil society

organization. This part will find the indicators of the sense of community and the dimensions of the community system.

- Planning Process

Description of the planning organizations with its historical growth and changes, levels and process in planning in each country, this part will include a focus on the main development project and the planning stages that created a turning point in planning, development and community participation. At the same time, this part will review the organizations of planning and its creation in order to define the level of centralization.

- Community Participation

Description of the practice of community participation in each country, by reviewing the implementation of community participation in planning and projects implementation, In order to define the level of participation and the organizational structure in participatory planning.

The analysis starts with the existed system ruling the community, and then goes through the community description. When the administrative structure and community description are analyzed, it will be easy to review the planning process and the practices of community participation.

Generally the results of the pervious evaluations and discussions are important indicators, because they are detailed descriptions of the existing situation, systems, structures and laws. These results will determine the

advantages and disadvantages of community participation in planning, and why they are considered as such. Also the opportunities and threats in community participation will be defined which explain what to do for enhancing community participation and what to do not to avoid obstacles and problems. It is the key words for the answers of thesis questions.

The evaluation of community participation in planning investigates the outputs of the comparison of the case study of Brazil and the situation in Palestine. This investigation will be according to the measurements derived from the theoretical background under the following topics;

- Administrative Structure and Planning

This section investigates the outputs of administrative structure and planning process. This investigation will be according to the measurements derived from the planning part of theoretical background. This section will discuss the level of centralization, the systematic relation between planning process and community in addition to the experience of participation.

- Community and Community Development

This section investigates the outputs of community description. This investigation will be according to the measurements derived from the community and community development parts of theoretical background. The discussion will focus on the map of powers and who is the leader, the relation between community groups and decision maker, the role of

community organizations in community development and the readiness of community organizations for community participation.

- **Community Participation**

This section investigates the outputs of community participation. This investigation will be according to the measurements derived from the community participation part of theoretical background. The discussion will focus on the Level of participation and the Level of initiatives.

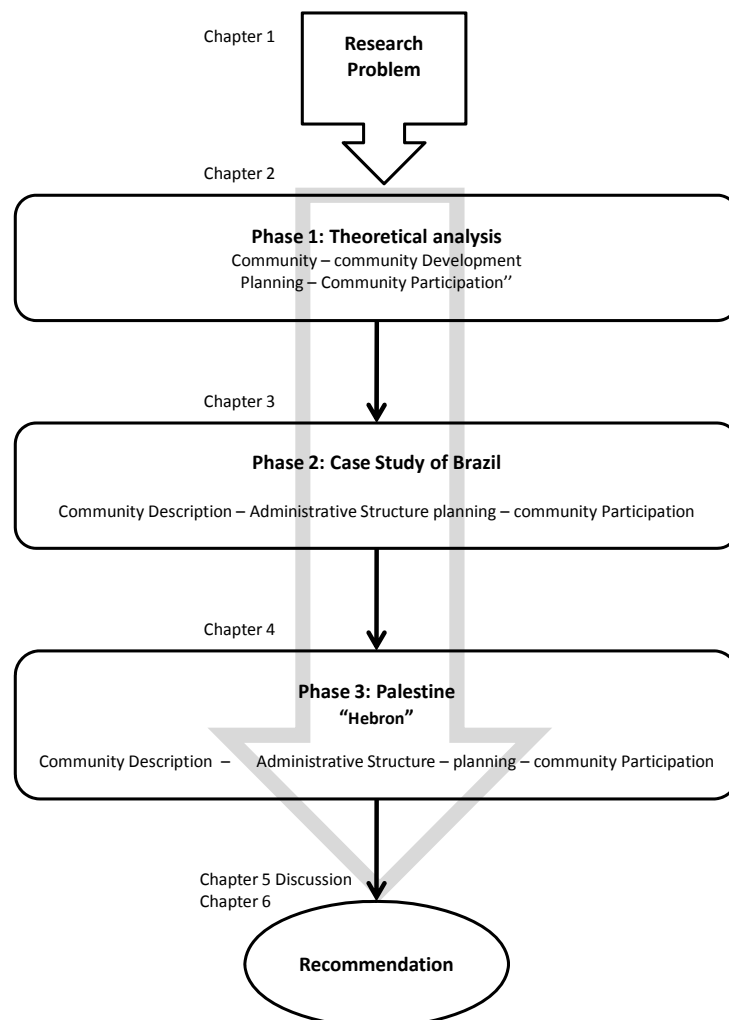


Figure 1-1 Thesis Structure, by Author, 2014.

1.4.2 Methods

The thesis request qualitative data to discuss the values related to development, planning and participation. It is an argument of approaches and processes with cultural and social aspects. Some of the needed data depends on the level of understanding about the related concepts. Therefore it is very important to select the methods which able to collect the needed data.

The selected methods (interviews, observation, case studies, and documentary) chosen on the criteria's supporting open discussion, direct connection with decision maker or community member or even the process of planning. At the same time, one of the chosen methods is documentary method to argue the related documents, laws, reports and articles, in order to create the theoretical background. The methods used in the data collection can be summarized as follows;

- Interviews

This method is used to determine the problems and enable understanding the situation better by making direct interviews with related people from different sides and different levels. It will be used in the works related to the case studies in Brazil and Palestine.

This approach is qualitative; Interviews were organized in different levels. The first level was with local government planners or people

working in planning fields. The second level was with the local community, including the inhabitants and civil society organizations, to understand their vision and ambition. The third level was the interviews with decision makers.

The first level questions were mostly asked in an indirect way to evaluate their visions and their ability to work together. In the second level, questions were asked in two different forms, direct and indirect, depending on the openness of the participant. The third level was totally in a direct way. The interviews in both second and third levels aimed to investigate the reasons of the existed situation and if there were any initiatives to change or not, and what were the obstacles faced that initiatives or what are the reasons of not initiating to change this situation.

- Observation

This method is used to understand the implementation of community participation in the case studies, but in separate levels for each field. The level of observation depends on the circumstances in each case. In Brazil, it was during a visit to Brasilia, Rio de Janeiro, and Curitiba. This visit included visiting the related authorities and institutions, such as the ministry of cities, the planning departments and institutions, where many interviews were organized with decision makers and active people in the process of community participation, in addition to field visits to ongoing projects of

participatory planning and implementation, where interviews with locals were organized.

This method was also used in observing planning and community participation in Palestine. Working for many years in municipal fields makes observing planning process very accurate and detailed, being inside the process, and the communication between the community members and municipality is giving the opportunity to understand the common benefits of the views of both sides, and the conflict between both sides' interest.

It was very useful to observe the process in other municipalities and the process of planning in different projects to understand the relation between the related sides and to find the advantages and disadvantages that resulted in from the practice of participatory or non-participatory planning.

- Documentary evidence

The main use of this method was in the theoretical analysis, where documentary evidence is creating the background for understanding theories related to participation, community participation and planning. This theoretical background is very useful to understand the meaning of each concept and the relations between them, and with all of the related systems and processes. At the same time, the documentary evidence used to argue the implementation of community participation in planning in Brazil and Palestine by reviewing related reports, articles and laws.

- Case Studies

This part provides the lessons learned in the case of Brazil to discuss the policies applied to develop the participatory planning process and the practices of community development and participatory planning with understanding the diverse community description and administrative systems.

These methods have been chosen to achieve the best results of qualitative data, but each one has some advantages and disadvantages as shown in the following table;

Table 1-1 advantages and disadvantages of applied methods, Author, 2014.

	Advantages	Disadvantages
Interview	<ul style="list-style-type: none"> • Useful for open discussions • Useful to gain new relevant information • Useful for explaining ideas and confusion 	<ul style="list-style-type: none"> • The ability to Control dialogue • Time limits • Openness of other partners in the interview
Observation	<ul style="list-style-type: none"> • Finding more detailed information related to the implementation • Support the other understandings 	<ul style="list-style-type: none"> • Not suitable for factual questions
Case study	<ul style="list-style-type: none"> • Provides more materials than other methods and techniques • Defines the practical obstacles 	<ul style="list-style-type: none"> • Different situations and different conditions • Different abilities and possibilities
Documentary	<ul style="list-style-type: none"> • Useful for creating good background • Provides additional materials • More comprehensive vision 	<ul style="list-style-type: none"> • Not all evidence may be publicly available • Not all published documents are suitable for the study criteria.

1.4.3 Related Works

Community participation is one of the most debated terms in the world in the last few decades, but in the middle-east, and mainly in the Arab communities, participation is still one of the new concepts which started to take place in the recent arguments, researches, articles and some plans. Generally, the practice of these works is still limited, and needs more and more intensive research and practice on the real needs of local communities in the region to develop the suitable actions (ESCWA, 2009).

The initiatives done in this field, generally in the region, or especially in Palestine, as documentary works or practical applications focused on three main titles which are:

- Explaining the concept of community participation for public.
- Sectorial Community participation practices.
- The social aspects of community participation

1.4.4 Organization of the Research

This research is divided into eight chapters as follows;

The first chapter “Introduction”: The introduction to this thesis, with a summary of its background, the task description, methodology and the thesis organization.

The second chapter “Theoretical Background”: This chapter provides a theoretical background of related concepts in order to create a scientific background of community participation.

The third chapter “Case Study of Brazil”: The case of community participation in Brazil will be argued to find the learned lessons and experiences.

The fourth chapter “Community Participation in Planning in Palestine – Hebron”: This chapter will discuss the community participation in planning in Palestine, to define the current level of participation and the opportunities-threats of its practice in the existing planning system. Hebron will be analyzed as a case from Palestine to understand the practice of planning, development and community participation.

The fifth chapter “Discussion”: This chapter will discuss the results of the pervious chapters which analyze the implementation of community participation in “chapter 4 - Case Studies” according to the theoretical structure defined in “chapter 3- Theoretical Background”, to discuss the situation in Palestine and Hebron city discussed in “chapter 5 - Community Participation in Palestine – Hebron”.

As a result of this chapter a general evaluation will be done to find the positive and negative sides of community participation in the analyzed

cases as an introduction to the next chapter where the recommendations will take place.

The sixth chapter “Conclusion”: This chapter contains the outputs of the seventh chapter “discussion” to produce the recommendations and to answer the thesis questions.

CHAPTER TWO

THEORITICAL BACKGROUND

2 Theoretical Background

The chapter of theoretical background provides the documentary evidences for the related concepts Community, planning, and community development in the light of its relation with community participation, in addition to the documentary evidence of community participation. The results of this theoretical research will be useful for understanding the practices in Brazil and Palestine, at the same time it will provide the researcher with criteria in the parts of discussion and conclusion.

2.1 Introduction

Community participation in planning is a critical way of decision making in planning and plans implementation (UNCED, United Nations Conference on Environment and Development, 2002). As a step forward in community development, community participation in planning is related to many different concepts and processes, community and its settings, planning as a process and levels and community development, all these concepts need a lot of discussion because each one has very highly debated concepts and terms.

After the Second World War, the debates on how to achieve the community development started to become more widely spread. Thinkers, planners and socialists started to debate loudly the concepts of community and community development. They started to call for community

participation and participatory planning as an essential way for sustainable development.

Many theories and trends that appeared during the 60s and the 70s of the past century argue the importance of community participation, how to practice it in the planning process, who the stakeholders are, who the benefactors are. What are the obstacles that confront practicing community participation? How can community participation be a source of power to implement plans and achieve a real development? Many questions are looking for answers, but answering these questions needs explanation of many concepts and theories related to this field.

This chapter will review and discuss these concepts and theories under four main titles, which are community, community development, participation and planning, simply because Community participation in planning is a way of planning a community to respond to the needs of that community and achieve the community development.

2.2 Community

The term "community" is widely used by different people in different fields. Each one uses it in the light of his science field or background; therefore, there are many different definitions for "community".

2.2.1 Definition

In the beginning of the 19th century there was some social science literature concerning 'community' and trying to define it. In 1915 Galpin focused on the rural communities in terms of the commerce and services relations between the central village and its surroundings (Galpin, 1915). Many other definitions of community followed during the next decades, but these definitions had different focus zones depending on the vision of the author and his scientific background.

During the 1950s, there were ninety four definitions for the term "community" (Hillary, 1955), but by reviewing many of them we can find common conceptual bases which are group of people living in geographical location and having a common life.

In 1992, Betz defined the community as “*A way of relating to other persons as brothers and sisters who share a common origin, a common dignity, and a common destiny. Community involves learning to live in terms of an interconnected ‘we’ more than an isolated ‘I’. It involves making choices which reinforce the experience of relatedness and foster the sense of belonging and interdependence. Community begins, but does not end, in our face to face relationships with the persons who are closest to us*” (Betz, 1992). In this definition, Betz focused on the common life of the group of people who, regardless of the diversity of their backgrounds and

their differences, are able to communicate effectively and work together for their common future and common well as a group “we” by themselves experiencing the sense of belonging and interdependence.

In 2007, Philip Atkinson named the common factors between the members of the group of people or the members of the community as “communal understandings”. Atkinson explained it as *“that single understanding allowed by the set of values common to each member of a community. For example it is this influence that decided one community to persecute the scientist Galileo and suppress his notions, while another community to honour the scientist Isaac Newton and embrace his notions. It controls the community”* (Atkinson, 2007).

C.B. Flora and J.L. Flora also defined the community as *“a group of people with a shared identity Hence, community development relies on interaction between people and joint action, rather than individual activity”* (Flora & Flora, 1993). This definition is showing the inverse relationship between the community and the individuality where the increase of the individuality feelings means a decrease of the feelings of the sense of community.

2.2.2 Community Components

It is not easy to define the community in one definition or in some words, because the community cannot be seen or touched, but by reviewing

all the definitions of community we can notice common basic components of the community, in 2009 United Nations – The Economic and Social Commission for Western Asia (UN-ESCWA) determined the components of community as following:

- People: the groups or individuals living in the community.
- Place: the physical location where people live and do their activities.
- Organizations, which concern to the community issues such as economy, politics, regulations, education, health, etc.
- Traditions, which mirror the local culture and determines the behaviors for individuals and groups in the community, and their relation to each other and to the external
- Mechanisms
- Social settings: the groups of people, organizations and standards define the social groups and the community's powers.
- Social interaction: the source of the communal development and growth (ESCWA, 2009).

These components show that communities are not just people living in a place, but it is a sociological construct and a socio-cultural system. It is a set of interactions between its members including their behaviors and attitudes, which create a sense of the community.

In small areas, such as villages and rural areas, these components can be found easily, and the boundaries of the community will be fuzzy, but in large urban areas, we can find local communities within larger communities, which carry the identity of ethnic groups (Bartle, 2005).

In 1997, James T. Thomson and Karen Schoonmaker Freudenberger explained the community characters in four genres, which are: Historical, Social, Economic and Cultural factors. They believe in the continuity of communities, and that it is a continuous process of growth and change, so communities in present are products of their past (Thomson & Freudenberger, 1997). It is the historical factors that played an important role in community development. This genre includes the history of population and settlement, which reflects the origin of the community. For example, the community's experience in the past has greatly influence its present degree of social cohesion. The social factors, such as ethnicity, language, family structure, social division and gender relations, affect the kinds of interests of the different groups in the community and affects its cohesion (Bartle, 2005).

In communities, setting the social factor is not isolated from the economic factors, because in this genre, people have to decide how to manage their resources, and how to solve their problems to respond to all of their needs altogether. This will differ depending on how the resources fit into their individual livelihood strategies. But as a result, the economic

factors will provide different incentives to protect, invest and exploit the community resources. The other genre is the cultural factors including traditions, beliefs and religions which play an important role in people's sense of belonging to communities, and in the creation of their behaviors, sense of ownership and many other issues affects on the community's cohesion and ways of life (Bartle, 2005).

2.3 Community Development

Community development is a term that mixes the ideas of “community” with “development”. In 1989 Christenson and Robinsen defined it as “*A group of people in a community reaching a decision to initiate a social action process to change their economic, social, cultural and environmental situation*” (Christenson & Robinson, 1989)

2.3.1 Definition

In 1957, Furze Brain, De lacy Terry and Birckhead Jim defined community development as “*The Process of intervention into existing structures of society, cultural, economic, political and conservation goals*” (Furze, Lacy, & Birckhead, 1996), in 1963 UN defined it as “*A process where people are united with those of governmental authorities to improve the economic, social and cultural conditions of communities and communities are integrated into the life of the nation enabling them to*

contribute fully to national progress” (UN, Community development and National Development, 1963).

That means community development is a process where the key purpose is to intervene into community to recognize its abilities and potentials in order to organize them to respond to the needs of the community, and to improve its different conditions.

2.3.2 Community Development Process

Effective and successful community development process depends on the level of participation of community members. In his book “Technology of Development”, William Lofquist in 1989 says “*When people have an opportunity to participate in decisions and shape strategies that vitally affect them, they will develop a sense of ownership in what they have determined and commitment to seeing that the decisions are sound and that the strategies are useful, effective, and carried out*” (Lofquist, 1989), so when people have an opportunity to join the decision making process and develop strategies related to their communities they will develop a sense of common life and community, for that Lofquist defined participation as the first principle of community development.

The second principle is responsibility. Lofquist says “*When people agree to work together toward mutually desirable goals that promote their mutual well-being, a sense of corporate or community responsibility*

emerges". In addition to this, when people join the process, they feel responsible for protecting it and for any results that may occur.

The third principle is changing conditions; "*When people work together to create conditions that promote their mutual well-being, not only is a clear sense of the common good strengthened and pursued, but the individuals involved are provided opportunities for personal growth and development as well*".

Fred Schmidt (1998), discusses that one major goal of community development is to create an infrastructure that will guarantee that all citizens participate in decision making and share responsibility for decisions. Schmidt also discusses contemporary thinking in the citizen participation area and posits that current citizen participation efforts focus on building relationships, involving local people in the process, and fully using strengths, assets, and capacities of individuals in the community (Schmidt, 1998).

The discussions about development are focusing on important principles which are sustainable development. In 1987, The World Commission on Environment and Development's report defined sustainable development as the "*development that meets the needs of the present without compromising the ability of future generations to meet their own needs*" (UN-WCED, 1987). Sustainable development was mentioned in many international conferences and meetings during last 30 years, such as;

- 1992: United Nations Conference on Environment and Development in Rio de Janeiro, the First Earth Summit
- Rio Declaration on Environment and Development & Agenda 21
- 1996: Habitat Agenda, Istanbul Declaration on Human Settlements
- 2000: United Nations Millennium Development Declaration
- 2002: The World Summit on Sustainable Development Johannesburg (Second Earth Summit in Johannesburg)
- 2002: Johannesburg Declaration on Sustainable Development

All these reports mentioned to the sustainable development and the important role of the community members and components which lead to the fact of the importance of community participation to achieving sustainable development.

2.4 Planning

Planning is one of the oldest concepts started when humans started to organize activities, work, build shelters, create life systems and organize their settlements. This can be seen clearly by reviewing the stories of old cities in old civilizations, such as Babylon, Athena, Sparta, Miletus, Alexandria and many other cities (Haverfield, 1913).

2.4.1 Definition

The concepts of planning communities in urban and rural areas grew in parallel with other concepts and theories in social, economic, cultural and

other fields to be able to answer all questions coming by those new theories, and also to respond the needs of the new social, economic and cultural changes coming with the urban growth. Physically, planners seek to shape urban and rural areas in comprehensive vision to achieve the development in those areas. This comprehensive vision includes how communities will grow and how they will change. Planners have to identify the problems facing the community development to determine how to achieve the goals and encourage communities to grow healthy.

In 1988, Forester defined planning as “*the guidance of future action*” (Forester, 1988). In his definition, Forester is explaining planning as a tool to guide us to achieve our future goals, but Chadwick is explaining this tool as “*an activity that is basically a process: a process of human thought, and action based upon that thought: nothing more or less than this*” (Chadwick, 1971). This definition focused on the actions of humans based on their thoughts, but this definition is missing the methodological and systematic dimension of the process. In 1992, Alexander mentioned to planning in more specific characters. He explained it as “*the deliberate social or organizational activity of developing an optimal strategy of future action to achieve a desired set of goals, for solving novel problems in complex contexts, and attended by the power and intention to commit resources and to act as necessary to implement the chosen strategy*” (Alexander, 1992).

John Forester explained the relation between goals and information as followings; *“they are practical and political problems to formulated, reinterpreted, continually reevaluated and reconstructed”* (Forester, 1988). He is clarifying that planning is not a technical practice only; Forester is accepting the role of planners as raising public awareness, defining problems, setting goals and draw attention to different dimensions of planning. He is trying to differ between planning and solving problems (Forester, 1988).

Planning is a process related to political, social, economic, and many other conditions, for this reason we can find many different practices of planning based on different ideologies or goals. In 1791, L’Enfant prepared a plan of Washington (Figure 2-1) to symbolize the power of capital and government. It was a model of the American cities (Worthington, 2005).

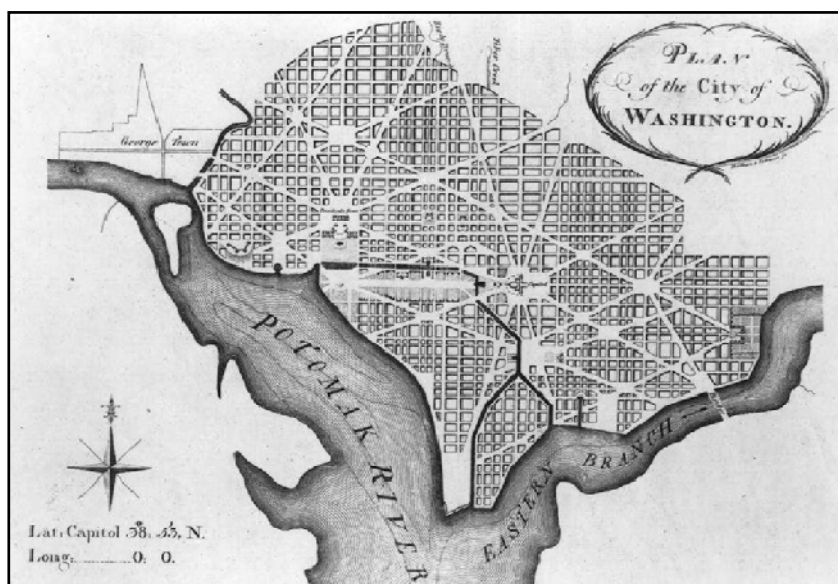


Figure 2-1 Washington Plan, from "The Vision of Pierre L’Enfant: A City to Inspire, A Plan Preserve" by Washington G. Georgetown University, 2005, p48.

In 1853, Baron Haussmann prepared the modernization plan of Paris. His plan was to provide an efficient transportation system for industrial goods, to support the healthy growth of the city (Saalman, 1971).

In 1859, Illedons Cerda created a plan for Barcelona city, the main target of Cerda was supporting the individual freedom of inhabitants by improving the quality of services (Pallares-Barbera, Badia, & Duch, 2011).

These three attempts are different samples of new planning attempts for special conditions with new concepts and dimensions. What can be generalized in these attempts is the different ways of thinking to respond to the needs of different groups and to create the image for those cities.

The first modern concept of planning was the concept of Garden City (Figure 2-2) created by Ebenezer Howard in 1898. Howard proposed finding "Garden Cities" of 30000 population with self-sufficient entity (Howard, 1898).

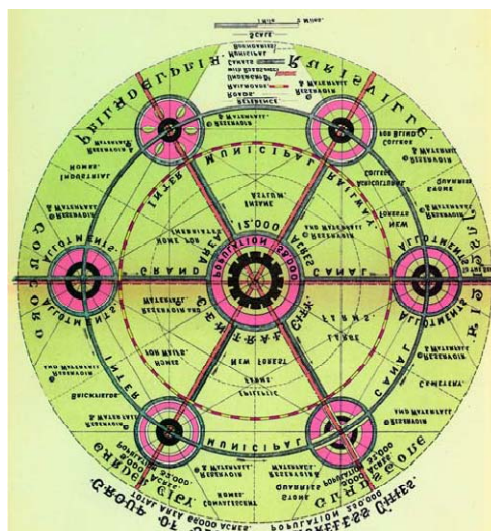


Figure 2-2 Plans of Garden City, from "To-Morrow A Peaceful Path to Social Reform" by Howard E. , Routledge, 2003, p142.

It is a new theory of planning focusing on new different dimensions that were not highlighted strongly before. This theory was the start of new planning mobilization and concepts. Planners started to focus on sanitation, buildings design, civic spirit, and aesthetics. At that time many urban problems appeared in USA, especially in the working and the immigrant classes.

Daniel Burnham and Edward Bennett were the most important names in the new planning movement. They tried to solve the problems of Chicago by reclaiming the lakefront for the public, increasing the public parks and playgrounds, and creating arteries between different sections of the city, to create better living conditions for Chicago inhabitants (Ford & Warner, 1917). It is important to recognize that the European cities were a source of knowledge for American planners who visited Europe and were influenced by its plans, gardens and landscape (Beatley, 2012).

Planning is a process that is run by professionals, but it is not isolated from people, companies, associations, markets or other community components, so it is a collaborative field. Planners spend most of their time with community members to collect data, understand the vision of locals, test their considerations and solutions, or to mediate between different views and issues. In 1988, John Forester explained how planners can provide the needs of their communities and solve their problems in two main ways. *“The first one is technical, by providing the technical solutions*

for the existed problems and needs, and the second is dealing with the concepts and reality to find the optimum level between them by negotiations, politics and social relations to achieve his target, which is developing the community and solving its problems” (Forester, 1988).

All these different theories and experiences added new dimensions to the concept of planning. They made it more complex to be defined in some sentences. Various sub-titles appeared and needed to be explained to make the general concept of planning more clear and real. This needs a full understanding of the legislative, institutional and procedural framework for each planning step and at each planning level.

2.4.2 Planning Framework

Planning is a process which needs to be defined as a methodological process with clear steps to lead to the wanted results. The process must be done comprehensively to take into consideration all options and impacts.

After the Second World War, new mobilizations started to review the theories and concepts in the social, cultural, economic and other science fields. One of those mobilizations was the program of Chicago University for planning, this program was very influential in setting new vision and disciplines in planning. Tugwell, Harvey Perloff, Edward Banfield and Julius Margolis were the main characters in these programs (Stiftel, 2000). They worked on developing the disciplines of planning in the light of the

ideas from various social scientific disciplines, including economics and political science. Banfield designed the first planning framework in 1955, which includes the following five steps:

1. End reduction and elaboration;
2. Design of courses of action;
3. Comparative evaluation of consequences;
4. Choice among alternatives;
5. Implementation of the chosen alternative (Stiftel, 2000).

The planning framework within the legal and administrative system defines the level of centralization in the planning system. It is in an opposite relation with participation; whenever the planning is highly centralized, the participation would be limited.

Planning process can vary from community to community, technically the plan consists of a study of existing conditions and a discussion of future trends, goals, and objectives. Land use patterns, housing conditions, population, roadways, and other infrastructure issues are usually the principle elements that are studied. In most cases, a plan should consist of the following elements; land use (both existing and future), demographics (existing and projected), housing, infrastructure, education, recreation, and thoroughfares. (University of Illinois - Local Community Resources, 2014). But planning is not only a technical process, plans should be a vision of community to define the interests of all groups,

the citizens of the community should have a say regarding the future of their community.

University of Illinois - Local Community Resources defined a number of ways to obtain citizen input:

- Hold a series of open forums or public meetings to obtain public comment.
- Distribute news releases explaining what is being worked on and inviting written comments.
- Include a citizen survey as part of the comprehensive planning process and incorporate the results into the body of the plan. (University of Illinois - Local Community Resources, 2014).

2.4.3 Planning Levels

After the huge growth of human settlements, and the appearing of the complex networks between countries, regions, cities and villages, planning had to respond to the needs and control the growth of each of those settlements with a comprehensive vision covering all the relations and interactions between the plan area and its surrounding environments.

Nowadays, the levels of planning depend on the administrative and the institutional system in each country, it is important indicator to the level of centralization. Decentralization is essential transferring the locus of power and decision making, either downwards (sometimes referred to as

vertical decentralization) or to other units or organizations (sometimes referred to as horizontal decentralization). These powers can be political, administrative or fiscal (Goldman, 1998).

The term city planning was first used by Benjamin Marsh and Olmsted in the 1908 in the first National Conference on City Planning, which was organized to lead the profession of city planning forward (Meck & Rezlaff, 2009). In 1928, the Standard City Planning Enabling Act granted planning powers to cities and decreed, in Note 31, that a city master plan must cover streets, other types of public grounds, public buildings, public utilities, and development of private property (zoning) (Akimoto, 2009).

At the beginning of the last century, many practices of regional planning added the zones which are economically and socially tributary to the target city or settlement. Patrick Abercrombie prepared the regional plan of Yorkshire District in England. Also, R. Schmidt prepared the regional plan of Ruhr District in Germany (Ford G. B., 1925). The Standard City Planning Enabling Act of 1928 defined the elements of a regional plan as follows:

(1) 'The general location, extent and character of streets, parks, grounds and open spaces, public buildings and properties and public utilities

(2) The general location of forests, agricultural and open development areas for purposes of conservation, food and water supply, sanitary and drainage facilities or the protection of future urban development

(3) A zoning plan for the control of the height and area, or bulk, location and use of buildings and premises and of the density of population'. (Akimoto, 2009)

Nowadays, the land use of elements of the Regional Plan is establishing a guide for local authorities to create the zoning ordinances. In 1893, Carlos Contreras suggested the national planning project of Mexico, it was the first attempt to a national level plan, (Ford G. B., 1925). Its target was preparing a national development plan and creating an administrative system to manage the local and regional plans.

2.5 Community Participation

Community participation as other related terms and concepts became one of the most debated topics in the fields of community development and planning. After the Second World War, this period was the start of new visions and thoughts leading to improve the quality of life for inhabitants by methodological ways based on the power of communities. Many socialists and authors who wrote in this field believed in the power of community members, they accepted community members as a source of knowledge, energy and commitment for their communities.

2.5.1 Definition

The debates of community participation during the 1960s created a strong mobilization and social trends for community participation. The understanding of the meaning of community participation and its importance became wider and wider.

In 1971, the final report of the 26th session of the UN general assembly mentioned to the importance of popular participation in the development process (UN, 1971). It was a start of rapid changes in believes and mobilizations related to community participation all over the world in all levels.

In 1981, the UN defined community participation as: *“The creation of opportunities to enable all members of a community to actively contribute to and influence the development process and to share equitably in the fruits of development”* (UN, 1981). This definition is talking about enabling all community members to be active part of the development process. This new definition is reflecting the big changes of understanding community participation and accepting it as a key of success for development.

In 1987, community participation defined as *“a means of educate citizens and to increase their competence”*, and in 1988 defined as *“a process by which citizens act in response to public concerns, voice their opinions about decisions that affect them, and take responsibility for*

changes to their community” (Mathbor, 2008). New dimensions added to community participation such as the culture of participation which is necessary for citizens to be able to participate and know how to participate, and to know their responsibilities in the development process to improve their life conditions.

On the global level, in 1992, “Rio Earth Summit” was the propagation of Local Agenda 21, which recognizes the stake local authorities have in community development (UNCED, The Earth Summit, 1992). In 1996, Habitat II agenda formulated in Istanbul addressed the primacy of transparency, accountability and participation (UN-Habitat, 1996). In the light of this global mobilization, the UN-Department of Economic and Social Affairs designed an agreement focused on finding global solutions to the problems of poverty, unemployment and social disintegration. It was agreed upon by representatives from 186 countries – including 117 Heads of State or Government – and the Palestinian National Authority was one of the members who joined and signed this agreement (UN-DESA, 1995).

2.5.2 The Level of Community Participation

In 1969, Arnstein developed “A Ladder of Citizen Participation” which included 8 levels of participation. These eight levels (Figure 2-3) go up according to the degree of citizen power, and go down according to the degree of tokenism (Arnstein, 1969).

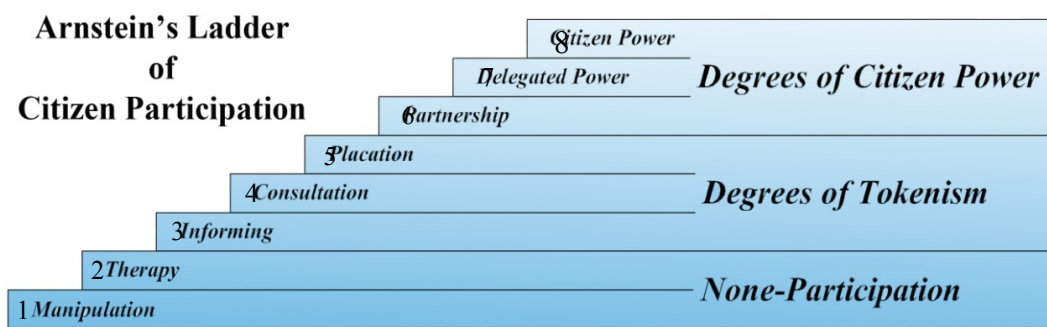


Figure 2-3 Arnstein's Ladder of Citizen Participation, Adapted from "A Ladder of Citizen Participation", Journal of American Institute of Planners, 1969.

These different levels of the ladder can be generalized in three main categories which are: none-participation (levels 1 and 2), degrees of tokenism (levels 3, 4 and 5) and degrees of citizen power (Levels 6, 7 and 8).

The first group has no participation, but in two different ways "Manipulating" and "Therapy". In the first one, people are manipulated by creating controlled committees to represent people. The members of these committees are already supporting the vision of decision makers, they are not adding any new dimension to the decision making process. The second one is more dramatic because the administrators are changing the focus area from the real reason of the problem to hypothetical reasons assumed by them and dealing with locals as people who need therapy. The dramatic side of this level is that administrators are hiding their mistakes from people to justify their failure mentalities.

In the second group, we have three levels of tokenism. The informing level where decision makers are accepting the role of informing people

about their rights and responsibilities. It could be the start of going toward participation and legitimization, but the relation is still in one way, from administrators to people. Generally, at this level, the feedback from people to administrators is very rare and weak. The second level is “consultation”; decision makers are consulting people about the proposed plans or decisions, but the activity of participation in this level depends on the level of the administrator’s serious intentions to share their ideas, plans, vision, and decisions with people, and to accept those people’s ideas, visions, and solutions. The third level is “Placation”; people begin to join the decision making process, but in a limited level, because people are represented in the decision making delegations with no power.

The third group, “the degrees of citizen power”, is the highest group in the ladder, this group has three levels: “Partnership”, “Delegated power” and “Citizen Control”. In the partnership, level administrators and people become partners through joint committees, mechanisms, and process to plan, decide and implement the solutions of communities’ problems, but while the relation is based on a form of give-and-take that means the principle of interest and benefits is stronger than the principle of participation. In this case, the level of participation depends on the capacity of the representatives and their negotiating skills. The next level is delegated power; this level achieves community participation strongly in a particular plan or program. At this level, citizens have the right to initiate

for resolving differences, negotiating and joining the process rather than respond to pressure from the others, because they are a part of decision makers' committees. The final level is citizen control. In this level, people start to control the process of planning, implementation and management. They are a main part of decision making without any intermediaries between them and other decision makers and funders.

2.6 Conclusion

This chapter discusses very wide concepts with complicated inter relations, these concepts are strongly related to one another. It is necessary to have knowledge about all of those concepts before discussing any particular one, especially when the person who is concerning these concepts is a planner or a decision maker.

The target of any planner is helping people to improve the life by easier ways and most efficient solutions. Those solutions must solve the problem in different fields and sectors. They have to create an economic development, improve the cultural life, respect the traditions, and try to change their social systems. In other words, planners have to achieve a community development.

Community development is not a process that can be done by individuals, even if they are decision makers or planners. It is a process that needs a mobilization inside the community. For that, planners have to know

very well what community means; they have to understand the community they are planning very well because they have to define the opportunities and the threats; opportunities and threats could be social or economic or sometimes cultural or physical, but it is a part of that community which planners have to understand and plan. It is a long term process concerning all parts of life of all groups in that community, involving their skills, abilities, needs, and aspirations. On the other hand, the networks, socio-economic profile, services and all other characters of the community must be understood very well.

At the same time planners have to work in a methodological process to understand the community and to collect all data they need to analyze it and understand it very well. It is necessary to be able to develop solutions within the planning process and its procedure, levels and techniques.

So, to achieve community development, planners have to understand their communities very well, and they have to work methodologically, but that is not enough to success. Planners may understand the systems and networks of the community, but they may not understand the needs of people if they are not close enough to the different groups in the community. The success of planners is related to the level of participation from the community members who take the responsibility of joining the decision making process and share their skills and abilities with authorities to work together, because the developed solutions must be implementable

by government or local authorities and, at the same time, they have to prepare solutions which community can go along with. For that, planners must be close to the community to understand what they want, and how they want to live.

As a result, understanding community participation in any community needs to investigate the administrative structure, community description, planning process and the practices of community participation. These four topics are the keywords for analyzing the conditions of community participation in Brazil and Palestine.

- The administrative structure:

To define the government structure, the level of centralization and the structure of planning with explanation of planning agencies and its permissions and duties with the inter-relations.

- The community description:

To describe the community component and define to communal groups and trends, the level of sense of community is one of the concepts will be discussed by analyzing the social and cultural map of community, In addition to the community, organizations and the level of its power.

- Planning :

Description the planning structure with related agencies and levels, analyzing the framework of planning and procedure will be explained, in addition to the general planning policies and important plans and programs.

- Community participation :

After the pervious parts and its outputs about administrative structure, planning process, and the community description, this part will focus on the practice of community participation focusing the implemented policies, initiatives with related regulations and administration settings.

The results of analyzing the case of Brazil and the investigation of conditions in Palestine will be evaluated according to three criteria and measurements groups. These groups are “Community and Community Development”, “Planning and Administrative Structure” and “Community Participation”.

CHAPTER THREE

CASE STUDY – BRAZIL

3 Case Study – Brazil

3.1 Introduction

Theoretically, community participation and related concepts can be defined or explained, but the theoretical outputs may not fit on the practices of those concepts because the practices work in political, social, cultural and economic systems that differ from community to another.

Many international organizations are showing Brazil as one of most important samples in the world in participatory planning (Center of Urban Development Studies of the Harvard Design School, 2005), where community participation is applied in different levels and different methods to be discussed in the next parts of this chapter.

Brazil community has different concepts and beliefs. These differences created different backgrounds for the members of these communities to define how to live, and how to create relations and networks. This cultural map influenced the administrative systems and the settings of community with other factors, such as political and economic conditions.

3.2 Administrative Structure

Brazil is the largest country in Latin America, and occupies a total area of 8,515,767.049 km² (IBGE - Population Census , 2010). The old Republic of Brazil was established in 1889; in that time, the country

oscillated between centralized and decentralized regimes, but now Brazil is a presidential and federative republic, with twenty seven Federal district in five regions (Map3.1.) ruled by a decentralized federal system.



Figure 3-1 Map of Brazil Regions and Federal Districts – Source: CAIXA – 2012.

The political structure of Brazil has three main authorities: executive, judicial, and legislative (Fazzano & Weiss, 2004). The executive

authority is headed by the president of the republic who has advisors cabinet and who is the head of government council. The president of the Brazil comes by direct election. The legislative authority is the national congress which has two types of membership. The first one is the federal senate (81 seat), while the second is the deputies (513 seat). The Federal Senate of Brazil is the higher house of the National Congress of Brazil includes three Senators from each of the 27 states, and three Senators from the Federal District, (Florisbelo & Guijt, 2004).

The third authority is judiciary, which includes the Supreme Federal Court, the Superior Court of Justice and other Superior Courts, and The National Justice Council and the regional federal courts (Fazzano & Weiss, 2004).

According to this system, the role of national level is making the national strategies and policies in all sectors and determining the national budgeting. The federal level has a strong power to control budget and keep the balance between the different areas inside the boundaries of the state. In the local level, municipalities are taking place with the responsibilities of development planning and implementing plans and services. The mayor is the local political head, and he exercises the legislative power with the municipal council (Florisbelo & Guijt, 2004).

The following chart shows the levels of administrative structure in Brazil, with a keyword of its role;

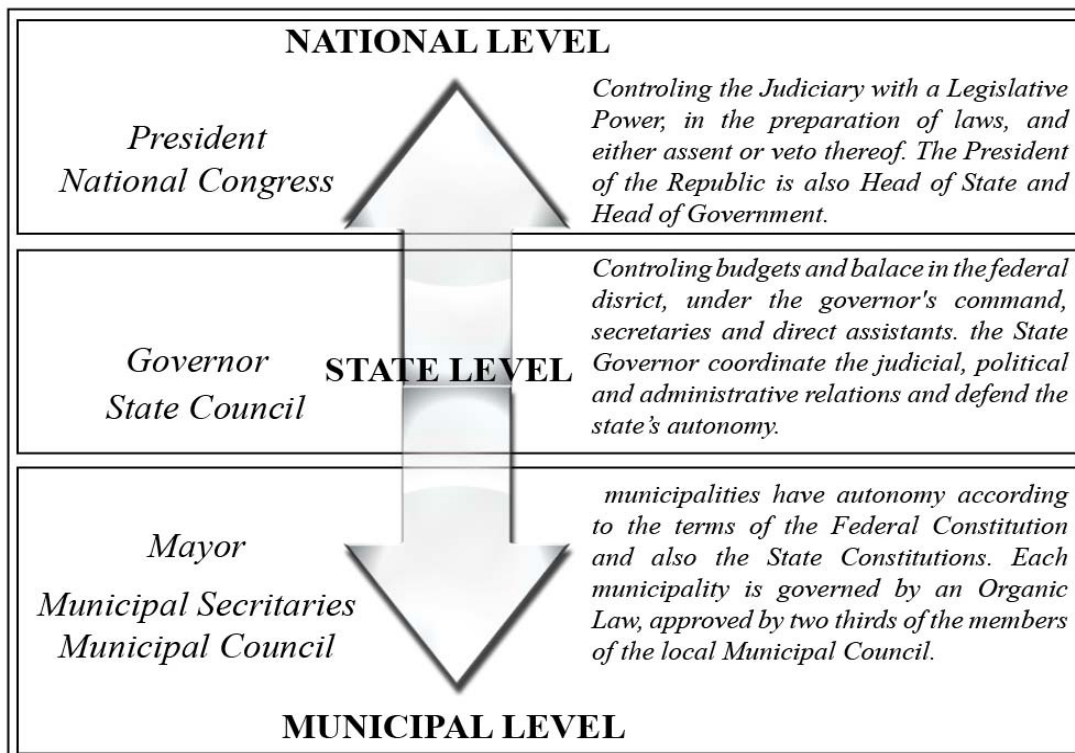


Figure 3-2 The levels of administrative structure in Brazil, Author 2014.

3.3 Community Description

Brazil is a large country, with different types of nature. According to the first definitive results of the 2010, Population Census (IBGE) consisted of a meticulous survey of all the households in Brazil; 67.6 million housing units surveyed in the 5,565 municipalities, the total Brazilian population was 190,732,694 people (IBGE - Population Census , 2010).

This magnitude creates great socio-economic, cultural and environmental diversities. According to the pervious censuses, 74% of the population was living in the urban areas in 1998; however, in 2000, the percent changed to 82%, and in 2010, it became 87% (IBGE - Population Census , 2010). The rapid urbanization in this large country with its rich

diversity created different levels of income, and different economic powers were created in the local communities. According to the statistics, high percentage of the population is living under the poverty line of the country.

Brazil is symbolizing a unique sample of the unity of multiple cultures. In general, Brazilians origins come from four sources; Amerindians, Europeans, Africans and Asians (Klich & Lesser, 1966). Different traditions and values exist in Brazil, in addition to the modernization and recent Western values influenced the country, such as equality, democracy, efficiency, and individual rights. Brazilians successfully formed these diversities in Brazilian shape. Brazilians, in a pragmatic way, could optimize their lives between their traditional values, and their modern values. For example, Brazilians could understand machismo or paternalism of their traditions, as favor women and equality in the modern values (Hudson, 1997).

This mosaic can be found in many of the large cities in Brazil, especially in Rio de Janeiro, São Paulo, and Porto Alegre, but it cannot be seen as diversity between social groups in the city. The immigrant groups still retain some of their original ethnic identity, but they are not closed communities and rapidly integrating into mainstream Brazilian society.

After 1986, many national actions done in many different fields regarding creating national systems and policies, such as: The Real Plan achieved monetary stability in 1994, a new housing programs created for

lower income in 1995, Real Estate Financing System (FSI) established in 1997, The Ministry of Cities created in 2003 and The National Housing Policy (PNH) approved in 2004, with many other housing legislation, funds and programs reformulated (Santos A. , 2012).

The creation of these actions came after long social mobilization all over Brazil. Social movements, constitution-making and legal change in Brazil open the doors for this new instrument for more participatory process in the country, and specially in the urban reform, National Movement for Urban Reform (MNRU), the National Forum for Urban Reform (FNRU) which succeeded in bringing together a series of social movements (housing, transport, sanitation), professional associations (architects, lawyers, public health specialists, social workers, engineers, etc.), trade union bodies, academic research entities, NGOs, members of the Catholic Church (emerging from the religious movement known as Liberation Theology), civil servants, progressive town mayors and parliamentarians (Avritzer, 2009). The level of democratization in Brazil changed as a result of social mobilization, the increase in the propensity to create voluntary and independent association is indicator to that social mobilization (Souza & Sinder, 2007), and The Brazilian democratization produced a marked increase in the propensity to create voluntary and independent forms of association (Avritzer, 2007).

These cultural and social settings supported the community organizations which strongly developed its power since the social mobilization during the dictator's period. These powers were very effective in enhancing the role of community by increasing the sense of responsibility and the belonging to the country which created a strong citizenship with one identity and one language, these powers delimit the community participation now.

3.4 Planning

Planning in Brazil started its first institutional status in 1930. It was a revolution in the socio-economic and political systems in Brazil. Planning became a development tool with different ideologies, resulting in different approaches and techniques to the economic, spatial and social systems of Brazil. A revolution in political power systems developed, starting a progressive implementation of planning techniques, as tools of federal economic planning (Netto, Planning for Economic Development, 1966).

Many attempts organized to develop the planning system in Brazil, such as the formulation of the Plano Especial de Obras Públicas e de Aparelhamento da Defesa Nacional – 1939/1946, “Special Plan for Public Works and Enforcement of the National Defense”. After that, in 1948, the Plano Salte, centered on the development of the health, food, transportation, and energy sectors, was formulated within the context of the Cold War by

the Joint Brazil-USA Technical Commission. The creation of the National Bank for Economic Development (BNDE), the BNDE-ECLA/UN Joint Commission, and, as part of the latter, the Plano de Metas 1955–1960 (“Target Plan”) were created and implemented (Netto, *Planning for Economic Development*, 1966).

After the military coup in 1964, the ideology of planning focused on a model of dependent development. Many regional development agencies were created in order to cover the entire territory, with jurisdiction based on the macro-regions (Katzman, 1977). The planning approach was focusing on the main sectors such as housing, sanitation and public transportation, but after 1964, the concept of planning the urban spatial structure of the whole country became the strategic choice of planners (Farret, 2001). When the military regime’s geopolitical strategy started in the 70’s, the federal government began the formulation of the four-year National Development Plans (Farret, 2001).

The 1988, Constitution defined the responsibilities of the three levels of government. The federal government is responsible for the formulation and implementation of spatial organization of the territory and for the definition of general guidelines for housing, sanitation and urban transportation. It must promote housing and sanitation programs in conjunction with the state and the municipal authorities (Farret, 2001).

At the same time, the 1988 Constitution created a new ground for democracy, decentralization of policymaking and new mechanisms for community participation (Coelho, Pozzoni, & Cifuentes, 2005).

In the 1990s, a new model of planning developed to support the global competitive productive sectors, in parallel to developing the others, globalization and competition can be accepted and the innovation recognized as an important source of wealth (Neto, 2000). In 1998, Pacheco explained this new context as "creating "dynamic islands" all over the country". In 1995, the Brazilian Ministry of Planning, Budget and Management described its new strategy as follows: *"It is urgent to conceive new strategies, review objectives and policies, reorganize institutions, and renew instruments and methods of action in order that peripheral regions may have conditions to participate in the new world development cycle"* (MPOG, 2012).

It was a snow ball moved in the planning sector; many attempts were done to achieve the national strategies and targets. The PPA – Planos Plurianuais de Desenvolvimento ("Pluri annual Development Plans") which was prepared in 1996 and 2000, is a new operational concept created to define public and private investments in the "macro axis of development" to correct distortions in the Brazilian development process. By decreasing the imbalances in the Brazilian regions, decreasing the migration flows from poor areas to the large metropolitans, and removing the obstacles

preventing the Brazilian products from becoming more competitive in the international markets, such as the cost of transportation or taxes (Farret, 2001). Since 1989, 250 of the 5,507 Brazilian municipalities have started to apply the participatory budgeting process, which support the rights of people to participate and join the planning and setting priorities (Coelho, Pozzoni, & Cifuentes, 2005), more than 28,000 management councils have been established at all levels of government. These councils are overseeing their policies and implementations open forums where people can join and participate (Santos B. D., 1998). It is a large responsibility given to the local level of administration some of which attempted to carry these responsibilities, but most of which remain immobilized, waiting for fund transfers and management directives from the federal government (Vallicelli, 2010). In 1995, the federal government launched three programs; Brazil em Ação “Brazil in Action”, Habitar Brasil and Modernização da Administração Tributária “Modernization of the Municipal Fiscal Management”. These programs worked on capacity building for municipalities and supported the developmental actions of public and private sectors (Farret, 2001).

In the workshop “Housing in Brazil”, organized by The Palestinian Ministry of Local Government in 2011, the Brazilian spokesman Ana Santos mentioned the rise and fall periods in Brazilian modern history which influenced the national policies and national systems in the housing

sector as well as other sectors. It is a development in different fields affected the structure of planning and mentality of managing the country in all administrative levels. Now local governments and municipalities are representing the policies of Federal and State Governments in actions and programs and responsible of preparing the development as preconditions for receiving certain resources from national or State-level agencies (Santos A. , 2012). The following figure is showing the levels of planning in Brazil and the role of each authority in each level.

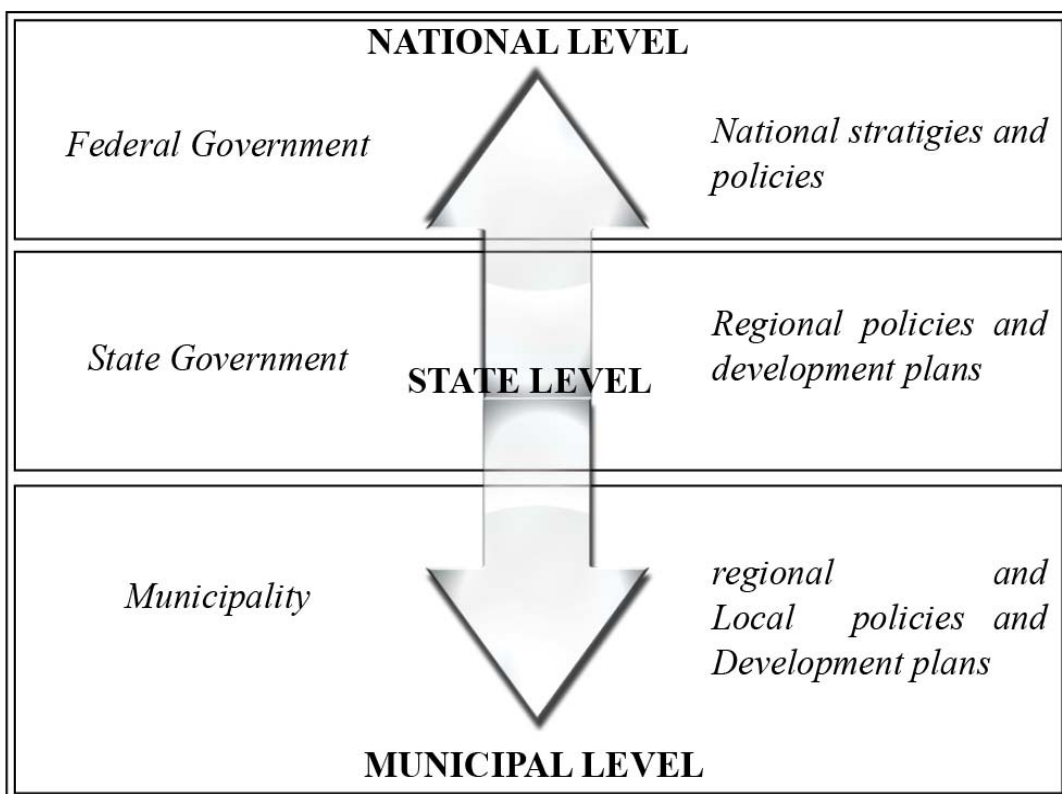


Figure 3-3 The levels of planning in Brazil, by Author, 2014.

In general, Brazil faced many political, economic and social actions, many problems appeared like inflation rates or rapid urbanization. It was a

big challenge to solve the economic problems and its influences on the social and cultural profiles, such as poverty, housing, unemployment and others. Brazilians used planning as tool to develop the country not to solve its problems only, they also accepted community participation as a key for successful planning.

3.5 Community Participation

The community participation in planning is one of the old and basic concepts developed in parallel to the general development approaches in Brazil. This concept came after long social mobilizations to activate the role of communal groups in planning and in the development process. It was a mobilization for better conditions in life, but the results established new notions in streets, organizations and groups for realizing the role of the community's components in making changes in their lives (Jacobs, 2002).

Nowadays, community participation is a strong instrument for solving the problems in Brazil. Community participation is now a tool for successful planning and sustainable development. Decision makers believe that community participation is now a source of power that must be protected and supported by the government to apply its policies and plans. The last 20 years have brought many changes to the Brazilian political system and to the interaction between the state and the civil society (Jacobs, 2002). Community participation as one of the main used tools is one of the

most important power sources (Montandon, 2010). Area Based Community Organization was one of most important models of participation used in Brazil (L., et al., 2012).

By reviewing the historical background of social movements in Brazil, we notice the strong organization of community. It has strongly brought up and developed its own system, where decision makers cannot ignore or move alone away from the social trends (Netto, 1981). Community participation has to be understood as a social and political process, which has a bearing on the relationship between people and institutions in the society, that was one of the most important keys for successful participatory planning in Brazil, Brazil has the Constituents of successful community participation, It is very important that decision makers and planners believe in community participation. (Vallicelli, 2010). The readiness of community components to actively join the participatory planning is a guarantee for successful process (Montandon, 2010).

It is not easy to describe the practices of community participation in few pages. Therefore, this part will include the description of known practices as samples of the different ideology, methods, and tools of community participation in Brazil. The discussion will include the following titles of community participation practices:

3.5.1 Management Groups – Creating Master Plans

One of the most important planning fields is the preparation of master plans, which is in a direct relation with the community in all of the steps, from data collection to implementation.

In 2005, the Federal Government started a national campaign promoting the development of Participative Master Plans (PMP) (Rigitano & Barbassa, 2010). It was not the first step in this regard; in 1988, the new Federal Constitution added new requirements to participatory planning. *“The master plan, approved by the City Council, which is compulsory for cities of over twenty thousand inhabitants, is the basic tool of the urban development and expansion policy”* (article 182 paragraph 1) and mentioned the participatory process in many other articles (Virtual-Brazil, 2013). In 2001, the Federal Law number 10.257, called the "Statute of the City", provided advanced planning instruments supporting the institutional system of participatory planning (Brazil Ministry of Cities; National Secretariat for Urban Programmes; Cities Alliance, 2010).

In 2005, the second Bauru Conference added a new tool for PMP, the Management Group (MG), which was officially recognized by a municipal act and was given the responsibility to coordinate the development of the PMP. MG has three types of membership; the first one is social movements; the second one includes unions, class-based groups,

researchers, institutions; and the third one is public agencies. The percentage of representation was 60% for social movements, and 20% for each of the second and the third classes. The representation rate is 1 representative for every 3000 inhabitant in urban areas, and 3 representatives for each sector in rural area. MG is currying the responsibilities of awareness, community and technical evaluation and preparing proposals and electing delegates for preparing the final presentation of proposals. The elected final delegate will play the role of consultation for implementation (Rigitano & Barbassa, 2010).

One of the MG practice cases in Brazil is The PMP of Bauru; the process started with training for all participants organized by the Ministry of Cities in managing participatory planning, regulations, or other related topics. The process has main steps summarized by Rigitano and Barbassa as follows;

- The awareness; 77 meetings joined by 3026 inhabitants from various backgrounds and groups discussed the problems and proposed the solutions.
- The community and technical evaluation; started with site visits to study the problems that the local community faces, and then to technically evaluate those problems with technical agencies or other municipalities; this step included 29 meetings joined by 1082 inhabitants.

- The proposal presentation and delegate elections; during this step, the final proposals prepared and delegates elected and selected for the final conference. The delegates include 130 elected delegates from sector of mobility, environment, infrastructure, development, social function of property and housing. 43 delegates were elected from the open plenary session, and 43 were selected by the mayor from the technicians who joined the program. This step was joined by 538 inhabitants in 16 meetings.
- The Final Conference; in this step delegate vote for the final proposals are held in open discussion session including technicians, interested people and invited persons.

As a result, the final memorandum was sent to the City Council which approved it in 2008 as law no. 5.631/2008 (Rigitano & Barbassa, 2010).

The practice of PMP was a guarantee for early community involvement from the beginning of the process. Thousands of inhabitants joined the process with the ability to propose, discuss, evaluate or vote, in addition to the ability to monitor the process of planning with its all administrative process.

3.5.2 The Housing Sector – Strategic Sector Planning

Housing is one of the sectors that reflect the real problems of people in Brazil, with its economic and social aspects. At the same time, it is related to the sources of many urban conflicts facing planners in the country, mainly in the metropolitan areas, such as slums, transportation and many others (Montandon, 2010).

Ana Santos from the Brazilian Federal Saving Bank mentioned that the housing sector is one of the highest priorities for the governments in all levels. Also, housing was the theme chosen to start a new approach of planning and development after finishing the master plans by the authorized organizations for all cities in the country (CAIXA, 2012).

Santos defined the governmental calculations of projected demand for new housing units between 2007 and 2023 as in the following table:

Year	Units
2007-2011	8.743.874
2012-2015	5.205.857
2016-2019	5.858.258
2020-2023	7.180.364
2007-2023	26.988.353

Table 3-1 Projected demand for new housing units between 2007 and 2023, From The Presentation of CAIXA in the Workshop of National Housing Policy, 2012

This table shows the size of the problem, 16.6 million new urban dwellings were added between 1960 and 1985, 27% of which were added

by the National Housing Bank (BNH), and 4.4 million units were financed by the the Housing Finance System (SFH) between 1964 and 1986. However, the economic crises between 1970–1986 terminated the BNH, the functions of the BNH reallocated to CAIXA to operate the Government Severance Indemnity Fund FGTS and manage SFH, and The Central Bank of Brazil (BCB) for the regulation of the investment in saving accounts and overseeing SFH (CAIXA, 2012).

CAIXA's defines the sources of funds for housing sector as follows:

- Social Development Fund – FDS
- Fund of Guarantee to Popular Housing – FGHab
- National Social Housing Fund – FNHIS
- Government Severance Indemnity Fund – FGTS

One of the main practices of national housing policy is The Local Housing Plan (PLHIS). It is part of the national urban planning and housing funding strategies. PLHIS is an institutional framework and political administrative instrument carries out the housing planning for low income groups in local level (UN-HABITAT, 2013). PLHIS is coming in parallel with the governmental sectorial plan for states and municipalities according to their comprehensive vision and master plans (Montandon, 2010). The main fund sources for this policy was the FNHIS (the National Social Housing Fund), which offers the municipalities none-repayable funds to cover the private consultants for design, data collection and research, the

wages of the technicians, the costs of mobilization and personnel transportation, daily expenditure, communication and support actions for community participation, in accordance with a Proposal Submittal Manual issued by the National Housing Secretary. To receive these funds, municipalities have to be ready by doing known steps which are:

- Creating its City Housing Council
- Creating City Housing Fund
- Preparing the plans and designs

Municipalities also have to prepare the plans in a participatory planning approach to receive the fund, but when the Federal Government consider that the municipalities are not able to create the plans for a lack of technical or financial needs, the government will support and fund a joint work between the municipalities and the universities to prepare the master plans. In this case, the role of the governments in the federal and state levels will be monitoring this work in a more detailed level than it is in case those municipalities are preparing the master plans (CAIXA, 2012).

The PLHIS always requires more diverse teams in planning process, as much as possible. They are willing to create joint teams from public, private and academic bodies, in a kind of creating a participatory decision making and planning process. At the same time, the process of the PLHIS starts with community reading, this is essential in the planning process in

two aspects; the first is reading the map of the community to define the stakeholders and the applicable techniques in planning and implementation. The second is reading the inputs from the community, as their opinions, collecting needed data, defining their needs, etc. This process has different stages, but in each stage, PLHIS managers have to promote participatory events and activities to decrease the distances between the vision of planners and designers and the vision of the general public or the interest groups in the community (CAIXA, 2012).

During the field visit to Rio De Janeiro on December 2010, (Figure 3.5.- Figure 3.6.), the site's engineer of one of the housing and slums regeneration projects explained the stages of the project; It is one of slums upgrading projects in the city, This project was approved by the Federal Government to solve one of the most important problems in Brazil and especially in Rio De Janeiro, which is a slums area, but the plan aims to solve many of existed problems, for instance, unemployment, transportation, income level and capacities of the target group.

This project is designed to regenerate an urban area that includes train station and water reservoirs. The start of the problem was when workers created their shelters near the train station; by time, the area became a large slum zone inside the centre of Rio de Janeiro. Like all slum areas, poverty, social problems, unemployment, and transportation are the main characteristics of the area (Montandon, 2010).



Figure 3-4 The Author in field visit in Rio De Janeiro, Author, 2010.



Figure 3-5 General View of slums in Rio De Janeiro, Author, 2010.

The community participation in these projects was an essential element from the beginning of the project. Many meetings and workshops

were held in order to explain the project's aims for community, and to define the problems with locals, to analyze their visions, ambitions, abilities, and to evaluate their readiness to join the project actively. The residents who are living in the slum area are the same who will live in the new housing project. The government is giving them the ability to have the new house for a long term fund, in addition to giving them the opportunity to work on the project each one in his work field. They also have to share their ideas in planning and designing the work. In parallel with the project, many social programs were designed to improve the level of people's participation. It is a unique strategy to solve the housing problems taking care of other aspects such as unemployment, environment, social and cultural levels.

3.5.3 Participatory Budgeting

According to the 1988 constitution, municipalities are federal entities that have a share in the national tax receipts (Virtual-Brazil, 2013). This new regulative design opened the doors for the mayors to create new reforms in participatory planning and partnership with the private sector. The Law on Fiscal Responsibility focuses on transparency in the public finance at all levels of government, through control of excessive and recurrent deficits, sound management of public debts, stable tax policies and public access to fiscal and budget information. According to the

Brazilian Fiscal Responsibility Law (Supplementary Law 101), “*The instruments of fiscal management transparency, which must be widely disclosed, even in electronic public media, include: plans, budgets, and Budgetary Directives Laws; rendering of accounts and respective prior statement of opinion; Summary Budget Execution Report and Fiscal Management Report; and the simplified versions of these documents*” (World Bank, 2000).

Historically, the concept of participatory budgeting was a request of The Union Neighborhood Associations of Porto Alegre the capital of Brazil’s southernmost state. This union was established in 1980, when community organizations in Porto Alegre came together to demand community participation in the discussions on the city’s local budget and decision making process (Avritzer, 2002). Therefore, the first practice of participatory budgeting after the constitution of 1988 was in the municipality of Porto Alegre in 1989, when the workers party won the municipal election (Goldsmith, 1999). Porto Alegre is one of the best practices of Participatory Budgeting in Brazil and good practice for other cities in the world (Kernot, 2011).

The

Table 3-2 The Participatory Budget Cycle, From “Assessment of Participatory Budgeting in Brazil” by Inter-American Development Bank, 2005, Washington, p26. explains the participatory budgeting cycle through the fiscal year, which was provided by The Municipality of Porto Alegre as a template followed by all other municipalities.

PORTO ALEGRE Participatory Budget Cycle					
March - April	April - June	June	July	June - December	
<p>Preparatory Meetings</p> <ul style="list-style-type: none"> • Review implementation of previous year's budget. • Review implementation of previous year's Investment and Services Plan. • Review and discuss OP guidelines and regulations. • Review technical and general criteria for assessment of needs. • Presentation of State Budget. • Discussion of thematic priorities. 	<p>Regional and Thematic Plenaries</p> <ul style="list-style-type: none"> • Presentation of State Budget. • Vote on thematic priorities. • Define number of delegates. • Elect representatives for the City OP Council. • Elect delegates for Forum of Delegates. 	<p>Forum of Delegates</p> <ul style="list-style-type: none"> • Review City administration projections for revenues and expenditures. • Delegates visit sites to assess needs. • Review and prioritize Works and Services requests under each theme. 	<p>Municipal Assembly</p> <ul style="list-style-type: none"> • Newly elected City OP Council takes over. • Submit Works and Services priorities to the City. • Discuss the <i>Congresso da Cidade</i>. 	<p>City Participatory Budget Council (COP)</p> <ul style="list-style-type: none"> • Work with City administration to harmonize priorities and demands voted by participants in regional thematic plenaries and infrastructure deficiency needs and institutional demands requested by the City. • Work with City administration to prepare Budget Plan and Investment and Services Plan. • Vote and submit Budget Plan and Investment and Services Plan to Mayor and City Council. • Discuss and vote changes to improve the OP process. 	
CITIZENS		DELEGATES		COUNCILORS	

Table 3-2 The Participatory Budget Cycle, From “Assessment of Participatory Budgeting in Brazil” by Inter-American Development Bank, 2005, Washington, p26.

The process of participatory budgeting has three main phases can be explained in the following phases and steps;

First Phase: Preparatory Assemblies

This phase starts between March and April of each year, with the preparatory popular assemblies in each micro region in the local government jurisdiction. At the beginning of this phase, the City Hall organizes public preparatory meetings in each region. The main targets of these meetings are reviewing the “Presentation of Accounts” prepared by “The City Council” and the current year’s investment (decided in the previous year) in public places, in addition to discussing the related regulations, techniques, allocations and priorities (Menegat, 2002).

Two types of meetings are organized; the first is Thematic Assemblies where the discussion goes under the main topics of (1) Urban planning and development, subdivided into environment and sanitation, and city planning and housing (2) traffic management and public transportation (3) education, culture and recreation (4) economic development and taxation. The second type of meetings is Popular Assemblies, where citizens are divided into four discussion groups; (1) economic development

(2) urban regeneration and development (3) traffic management and public transportation (4) the city financing (Menegat, 2002). These main topics are flexible for any change according to the specialties of each case. The Thematic and Popular assemblies held in each region to discuss their first three priorities and to elect their delegates for the next phases. The criteria of determining the number of delegates depends on the total number of participants as a citizens or associations to encourage people to participate.

The representation criteria are as in following; for “... up to 100 people attending – 1 delegate for every 10 people, from 101 to 250 – 1 for every 20, from 251 to 400, 1 for 30, from 401 on 1 for 40” (Poa,1999 a:6). For instance, the first round regional assemblies in the center of Porto Alegre was attended in 1999 by 520 people. This means that the regional will have 26 delegates (10 for the first 100, 08 for another 150 people, 05 for the other 150, and 03 for the remaining 126 people who attended the meeting). The second criterion is the number of people registered by each of the regional groups. Thus, still in the center regional of Porto Alegre the associação dos moradores do centro registered 47 participants totaling 9,03% of the participants. It was entitled to two delegates (Avritzer, 2012).

The second criteria are the number of participants representing community associations according to the size of its membership. The number of delegates ranges between 2 delegates for associations with less than 100 families to 9 for associations with more than 4,000 (Center of

Urban Development Studies of the Harvard Design School, 2005). As a sample, in 1999, the participants in the first assembly in the centre of Porto Alegre were 520, which means that 26 delegates will represent this region (10 for the first 100, 8 for another 150 people, 5 for the other 150, and 3 for the remaining 126 people who attended the meeting), in addition to 2 delegates who represents the 47 association's members. The following tables show some results and indicators of participatory budgeting in Porto Alegre. Table 3.3 shows the participants according to their ethnic groups, which reflect the level of participation among them, while the table 3.4 shows the voted priorities between 1992 and 2002 (Center of Urban Development Studies of the Harvard Design School, 2005).

Porto Alegre - Distribution of Participants in Plenaries and OP Council by Race (2000)		
Ethnic Group	Participants in Plenaries	Elected Delegates or Councilors
White	965	137
Black	324	46
Asian	7	0
Native	56	13
Other	68	13
No Answer	128	16
Total	1,548	225

Table 3-3 Distribution of Participants in Plenaries and OP Council in 2000, From "Assessment of Participatory Budgeting in Brazil" by Inter-American Development Bank, 2005, Washington, p18.

Porto Alegre: Participatory Budgets: Thematic Priorities			
Year	1 st Priority	2 nd Priority	3 rd Priority
2002	Housing	Education	Paving
2001	Paving	Housing	Basic Sanitation

2000	Housing Policy	Paving	Health
1999	Basic Sanitation	Paving	Housing Policy
1998	Paving	Housing Policy	Basic Sanitation
1997	Housing Policy	Paving	Basic Sanitation
1996	Paving	Basic Sanitation	Land Use Regulation
1995	Paving	Land Use Regulation	Basic Sanitation
1994	Land Use Regulation	Paving	Basic Sanitation
1993	Basic Sanitation	Paving	Land Use Regulation
1992	Basic Sanitation	Education	Paving

Table 3-4 Distribution The Thematic Priorities in Porto Alegre in 2000, From “Assessment of Participatory Budgeting in Brazil” by Inter-American Development Bank, 2005, Washington, p20.

Second Phase: The Regional and Thematic Delegate Forum and the Municipal Council of Government Plan and Budget

This phase starts on June by forming The Regional and Thematic Delegate Forum and the Municipal Council of Government Plan and Budget to draw up the budget proposals and expenditures plan (Menegat, 2002).

The Municipal Council of Government Plan and Budget is formed to coordinate and organize the process, prepare the final draft of investment plan, and create the connections between the City Council and local community (Vallicelli, 2010). In the case of Porto Alegre, the members of The Municipal Council of the Government Plan and Budget are:

- 2 main counselors and 2 elected substitutes in each of the 16 regions
- 2 main counselors and 2 elected substitutes in each of the 5 thematic structures (1) city organization and urban development (2) transport and circulation (3) health and social care (4) education, culture, leisure and financial development and (5) tax planning.
- 1 representative and 1 substitute of the Municipal Employee Union
- 1 representative and 1 substitute the Union of Inhabitant Associations
- 2 government representatives (no right to vote) (Menegat, 2002)

The Regional and Thematic Delegate Forum members are the delegates elected to review the funding requests jointly with representatives of related municipal departments, such as planning, budget and finance, in light of the thematic priorities voted by the popular assemblies. The main responsibility of delegates is ranking the funding requests for each theme. The process of this stage is usually done by small working groups for each theme. The assessment of need is based on quantitative indicators and mathematical formulas, while the delegates have the right analyzes the requests and organize site visits. In the next stage, the city administration is responsible for preparing and presenting the budget envelope according to

the number of votes in each theme, and to prepare the estimated cost for all the requests (Menegat, 2002).

Third Phase: Participatory Budgeting Council

In this phase, the council prepares the final draft of budget to the mayor for submission to The Ministry of Finance. The council has the right of arguing the ranks regarding the regional importance and national vision and change in the priority lists (Menegat, 2002).

3.6 Conclusion

The discussed three types of participation in planning reflect the mentality of decision makers and the wide culture of participation in local communities. It is results of long cumulative efforts started as a small snow ball, but now it is an essential tool in the planning process in all different fields. Decision makers are accepting citizens as a source of power and capable pursuing their rights. Citizens are able to be part of decision making and all stages of the planning process.

The practices of participation proved that participatory planning improves the level of democracy and transparency, and avoids corruption and mishandling of public fund. Participatory planning is a tool for eradicating cliental practices, through removing the barriers between the state and the local communities, and building new bridges based on respect and confidence. The practices also proved that increasing the level of

participation means increasing the efficiency and effectiveness of the implemented plans and projects.

These results were clearly noticed during the site visits in Brazil. All indicators show that increasing community participation and the permissions gave to municipalities and the capacity of community participation under the national policies toward grassroots development process were the keys for success in Brazil. They could touch the real problems of all groups in the local communities through constantly evolving the learning process in a systematic approach.

CHAPTER FOUR

COMMUNITY PARTICIPATION

IN PLANNING IN PALESTINE

4 Community Participation in Planning in Palestine

Palestine, where the grassroots mobilizations developed strong community organizations carried the responsibilities of state. These community organizations played the role of government in different field to respond the needs of people under until the creation of Palestinian National authority.

4.1 Introduction

The same research theme designed for the theoretical background and the case analysis. This background includes the main topics of the administrative structure, community description, planning and community participation. This analysis will be useful to understand the level of community participation in planning in Palestine in general, and in Hebron city as a special case, with its special local characteristics.

4.2 Administrative Structure in Palestine

Palestine passed through different administrative systems, during the last century. Five administrative systems existed in Palestine, Ottomans, British Mandate, Jordanian in West Bank and Egyptian in Gazza Strip, the Israeli occupation, and the Palestinian National Authority.

During the 18th century, many laws and regulations were approved by the Ottomans and applied in Palestine as all other parts of the empire; for instance (Cin & Akgündüz, 1989). The first laws of districts and

municipalities took the permission of local issues from the governor (Vali) and gave it to municipal councils. It also defined the administrations in districts, regions, villages, etc. and the election rules (Ortayli, 1995). The Ottomans administration structure starts with The Sultan in Istanbul and ends with The Mukhtar in the villages including the municipal councils in the cities. This centralized system gave the municipalities the responsibilities of public services such as monitoring the properties, collecting municipal fees, and cleaning the city. The central administration still had the authority of all main decisions, even choosing the mayor from the municipal council members who were elected by people paying the Werko tax (Urban Property Tax) (Samha, 2011). The municipal councils were not so active; there were limited authorities and limited achievements. The reason was the centralization of system, where the councils work as a tool to implement the Ottoman's decisions more than a tool to respond the needs of their community.

During the British Mandate, The High Commissioner was the representative of the British Government and the head of the administrative structure (Nakhleh, 1991). The British Mandate policies were clearly supporting the expansion of the Zionist settlements in Palestine, while the high commissioner was working on slowing down the development in Palestinian settlements (Bashir, 2008). In 1926, the election act came in place of the ottoman election law giving The High Commissioner the right

of choosing the mayor and his deputy from the elected council members. During the British Mandate, two elections were done; the first was in 1927, and the second in 1934, after the new law of municipalities (Samha, 2011). The Palestinians were not part of the decision making process; they were working on stopping the British practices which aim to change the balance of powers between Palestinians and Zionists.

In 1930, the British Mandate for Palestine applied the law of municipal councils which was modified and approved again in 1934 to apply the centralized system in Palestine as other British Settlements. These laws defined the planning levels as three main levels, which are: central (state), regional and local planning level (Abdilhamid, 2005).

After the war of 1948, the West Bank was ruled by the Jordanian administration, while Gaza Strip was ruled by The Egyptian administration (Nakhleh, 1991). Both of the administrations, for many reasons, applied a centralized system to rule these regions, The desire of controlling the regions in a very complicated political period, the desire of leading the conflict, and many different factors created the centralized administration systems in the West Bank and Gaza Strip during this period until the War of Six Days in 1967)Jarbawi ‘The Palestinian Municipalities From the Beginning to 1967(1991 ‘.

After 1967, the Israeli occupation expanded to include the West Bank and Gaza Strip. The existing laws were still valid, but the occupation

used the military decisions to apply their policies. The most important military decision was the decision number 194, which gave all of the permissions to the Israeli district commanders (Samha, 2011). The first municipal election during the occupation was in 1972. This election didn't support the local communities with new powers or tool for development. The second and the last election were in 1976, when the electoral list of Palestinian Liberation Organization (PLO) won most of the municipal councils. These elections added a new dimension of municipal roles in Palestine as Palestinian local powers started to express the people's ambitions against the occupation (Samha, 2011). In 1981, the occupation established the "councils of Villages" as a new power against the municipal councils, but people resisted it and didn't accept its legitimacy until the idea of the "councils of villages" became an unlivable alternative of the local government (Al-Jafari, 1979).

The Palestinian National Authority (PNA) was established according to Oslo Agreement between the PLO and the Israeli occupation authority in 1993. As an interim self government, Oslo Agreement divided the Palestinian territories into A, B and C Areas (Figure 4-2), except for Gaza which is totally under the Palestinian control, PNA have full control in "Area A" while "Area B" the Palestinians have full control over civil society except that Israel continues to have overriding responsibility for

security, and “Area C” is under Israeli control as temporary boundaries to be modified in the final status of the Palestine State (LRC, 2014).

The structure of PNA has three main arms; executive, juridical, and legislative arms as shown in the following chart:



Figure 4-1 The Administrative Structure of PNA, adapted by author, 2014.

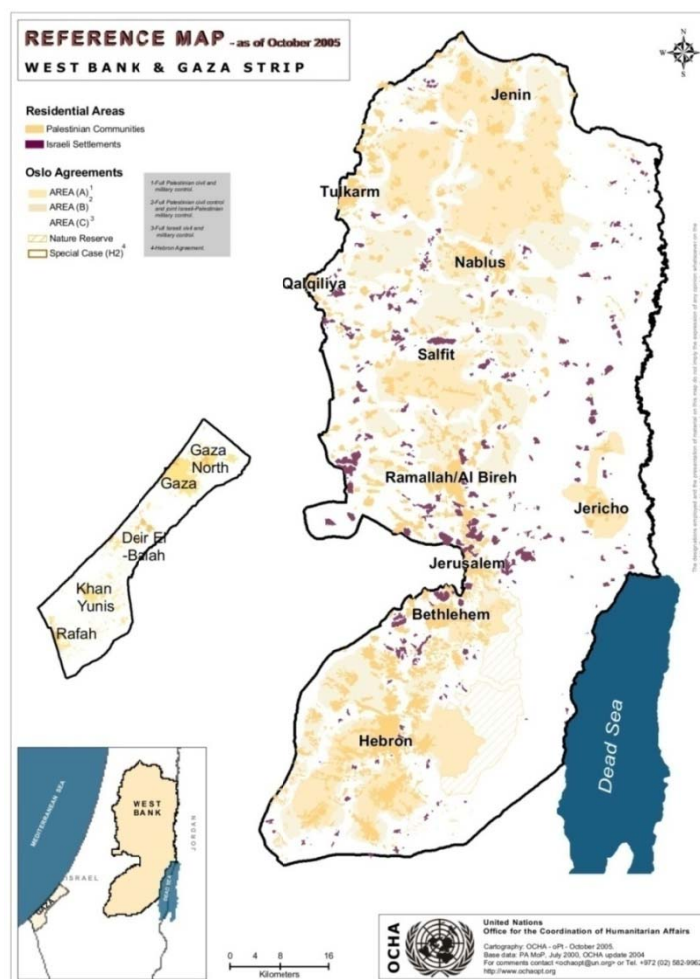


Figure 4-2 Reference Map of West Bank and Gaza Strip, (OCHA, 2005).

The President of the PNA is the head of the executive component coming by direct election from Palestinians inside the PNA area. The president appoints a prime-minister, who is the chief of the national security services. The prime-minister is the head of the ministers' cabinet which was appointed by the prime-minister to be approved by the president and the legislative council (Tuqan, 2001).

The Palestinian Legislative Council (PLC) is the legislative arm of PNA. The PLC members come by direct election for five years. Candidates can join the elections through two election types. The first is electing the representatives of the 16 districts (50% of seats), and the second is electing the political parties through the Proportional Representation System (50% of seats). PLC is responsible for confirming the nominated prime-minister and approving the positions of the government cabinet (CEC, 2014).

The judiciary is the third sector of PNA structure. The Palestinian judicial system differs from other systems prevailing in the various countries of the world. Many governments ruled the West Bank and Gaza Strip within the last century. There still exists a patchwork of Ottoman, British, Jordanian and Egyptian laws in operation. The Constitutional Court is currying the responsibility of controlling the constitutionality of laws, regulations and the interpretation of the Basic Law provisions and other laws in the event of conflict on the rights, duties, and functions of the three authorities (legislative, executive, and judicial) (Barghouthi, 2005).

According to The Law of Local Governments 1/1997, the Ministry of Local Government is able to create new municipalities, and to follow its administrative and financial works, but the presidential decree no. 22\2003 is giving the governor the responsibilities of working on the economic, urban and social development in the governorate (Article5). The governor is also the head of the planning committee with some mayors in the governorate (article8), and the one in charge for following and monitoring the local services in the health, education, culture, social, urban, developmental and other fields (Article9).

This regulative conflict creates duplication between the presidential and ministerial roles in planning responsibilities in the regional and local levels, while the national level is under the responsibility of the Ministry of Planning and Administrative Development, which mentions the lack of regulations and clear responsibility distributions between the related sides.

4.3 Community Description

Palestine has many factors created its specialty and its rich community settings; it is part of the Arab communities in the region, one of holiest sites in the world, the cradle of monotheistic religions, a pilgrimage site for people from different countries, cultures, and religions, in addition to its location which developed its economic opportunities in the region. Palestine is also the place of birth for different civilizations during the

ancient times. All of these factors developed the Palestinian economic, social and cultural settings. A mosaic of cultural settings has been created in the Palestinians local communities, and Palestine's history confirms that diversity was never a source of distinction, but a source of cultural exchange and unity under the umbrella of one identity in one community.

In the modern history of Palestine, many important phenomena influenced its socio-economic profile and affected its community settings after the Ottoman rules, British Mandate, Al-Nakba in 1948, Al-Naksa in 1967, the Palestinian Revolution in 1964, the First Intifada in 1987, the creation of the PNA in 1993, the Second Intifada in 2000 and many other political, Social, economic and cultural phenomena. Generally, the reason was politics, but the result was always social, economic and cultural.

The political phenomena created many disasters and tragedies for the Palestinian people, resulting in millions of refugees. Dramatic results influenced the setting of the community, and the only positive effect of those results was supporting the sense of community for Palestinians inside and outside Palestine, and empowering the feeling of belonging to Palestine because it was a matter of identity not just political conflict.

The period after the war of 1948 has created different social, cultural and political mobilizations. The creation of the PLO and FATEH in the middle of 60's of last century enabled the individuals to join the social networks in the Palestinian community to achieve the real development in

different fields, and express their political visions. Those mobilizations could create networks and relations that protected the Palestinian identity and supported the social networks. The corner stone in this active mobilization was the civil society organizations which carried out the duties of resisting the occupation and developing the community (Abrash, 2004). The civil society organizations played an important role in the resistance of Palestinians through managing and organizing the community, in addition to being one of the main the channels of funds for the Palestinian people. These facts were clear during the last decades, especially in the First Intifada.

After the establishment of the PNA in 1993, the new political atmosphere created many differentiations in the Palestinian community and in the role of the civil society organizations. It was a mobilization supporting the Palestinian existence and its resistance against the occupation, but now the role of civil society organizations has changed. The new political atmosphere created a new balance in organizations roles. In 2011, Abrash defined the categories of civil society organizations after 1993 in three main categories; the first one is the organizations belong to the political opposition groups; the second one is the organizations accepting the legality of the PNA, and the third is the organizations and unions with known belonging and relations which had a role before the establishment of the PNA and stopped its activities after establishment of

the PNA, or became a civil organization rejecting the political views of the PNA (Abrash, 2004).

The new PNA organizations, economic activities and role of civil society organizations increased the middle class of the community, with diversity in its components. The amount of these groups is increasing, but the quality of their social and political role is decreasing (Hilal, 2005).

In general, the Palestinian community is accepting the family as the first social atmosphere proposing its members to the general cultural setting of the community. Although many changing factors occurred in the Palestinian community, the Palestinian family preserved its traditional, cultural and social values, by the efforts of PLO, to start its developmental policies and establishment of the cooperative organizations and universities (Hourani, 2011).

The creation of the PNA in 1993, the increase of NGO's numbers, and the growth in new economic fields are the main reasons for the creation of new middle social groups in the Palestinian community. The manpower in the Palestinian community between 1961 and 1967 was 9%. In 1993, it increased to 10-12%, and at the end of 1997, it became 20%, in 1999 – 27%, in 2003 –26%, and 28% in 2004 (Hilal, 2005). The same study of Hilal also shows the middle social groups in the large Palestinian cities as follows: Ramallah 46%, Nablus 30%, Tulkarem 28%, Gaza 22% and Hebron 17%.

According to the Palestinian Central Bureau of Statistics (BCPS), the estimated population of Palestine in 2011 is 4.17 million inhabitants, 2.58 million in West Bank and 1.31 Million in Gaza. 73.8% are living in urban area, 16.9% in rural area and 9.3% in refugee camps. The age group rates are showing a very high rate of young population; 40.8% are less than 14 years old (PCBS, 2011). This is a very important indicator for planners and decision makers to find strategies to respond the future needs and invest this human power in the future.

4.4 Planning

Throughout history, Palestine received many regimes with different systems and planning visions. All of the external powers that ruled Palestine used the laws of municipalities and local government as a tool to go through the community and control it by defining the connections and links between community and administration, in addition to applying their planning visions.

Palestine was a part of the Ottoman Empire. Ottomans generally had a centralized administrative system. There were no development plans or known strategies' focusing on Palestine, but Palestine was a part of the general vision for the empire. Palestine took a place in many imperial projects, such as the Hejaz Railway and the telegraph network (Mansour, 2006).

After 1917, The British rule worked on preparing the master plans in the regional and local levels, such as the S15 - Samaria-Plan of 1942 and the RJ5 - Jerusalem Regional Plan of 1942 in the regional level, and many master plans in the local level, but in general, by reviewing the prepared plans and their aims, we can see that plans were used as tools to limit the urban growth of Arabic areas (Khamaisi, 1997). At the end of the British Mandate, 24 municipalities existed in Palestine; 22 Palestinian municipalities were established during the ottomans period, and 2 Zionist settlements which are Tel-Aviv and Bitah Tekva (Abdilhamid, 2005).

After the war of 1948, the West Bank was ruled by Jordan and Gaza by Egypt, and both followed the regulative changes in both countries. In 1955, the law of municipalities (Law 29) was approved in Jordan, and it was applied in the West Bank, while Gaza was still managed according to the British Mandate law of 1932, until 1957 when the Egyptian administration approved the decision no 509 related to the municipalities (Jarbawi, 1996). Both administrations were centralized systems giving most of permissions to the Jordanian minister of interior or the Egyptian governor.

During the Israeli occupation, the same laws continued their validity, but the authorities were not able to create plans under the conditions of occupation, The practices of occupation focused on applying their plans and stopping the mechanism of planning in the Palestinian cities by freezing

municipal councils, confiscation of land, cancelling the administrations of regional planning level and carrying all of the permissions to the central level, Controlling the transportation systems, building new Israeli settlements, and many other practices aimed to apply their plans (Isaac & Waltz, 2010).

All the previous periods were mentioned to differentiate the systems that belonged to different countries. The similarities among all of them are the centralized system, and the role of Palestinians as community representatives or technicians was out of the table of decision makers.

After Oslo agreement, the Palestinians, for the first time, gained the right of managing and planning Area A of the Palestinian territories, which was divided into 16 province areas, 11 in the West Bank and 5 in Gaza. On the national level, the PNA Ministry of Planning and Administrative Development (MOPAD) became responsible for preparing strategies, development plans and sectorial plans, as main lines of the development in the country. The MOPAD has developed many national and regional plans as med-term plans, such as the regional plan of the governorates in the West Bank and in Gaza Strip in 1998, Development and Reform Plan 2008-2010, and The National Development Plan 2011-2013 (MOPAD, 2013).

The plans aimed to define the strategies of the development, but the results of the practical side of these plans has had a very low value for many reasons, mainly for the political situation of Palestine and the separations

between Palestinian cities, such as Area C, and the apartheid wall which makes it difficult to plan separated islands without stable continuity and connections, in addition to many other reasons, such as the feasibility of those plans, or the efficiency of the preparation process, or many other reasons related to the management of the planning process.

At the same time, The PNA Ministry of Local Government is responsible for urban and rural planning. During the last years, MOLG succeed in managing, funding and preparing more than a master plan in the West Bank.

The relation between the local governments and the MOLG was defined in the law 79/1966 as three levels of the administrative structure (MOLG, 2013), which are:

- The National Level – The Higher Council of Tanzim
- Regional Level – The Regional Committee for Buildings and planning
- Local Level – The Local Government in cities and villages

The Higher Council for Tanzim is headed by the minister of local government with the membership of deputy ministers of the following ministries: Tourism and Antiquities, Planning and Administrative Development, Public Works and Housing, Transportation, Health, Agriculture, National Economy, Works, Culture, and the representatives of

Engineers Association, Authority of Environment, Authority of Land, the governor of Al-Quds, the attorney-general and the director of the Planning Department in the Ministry of Local Government (MOLG, 2013).

These three levels are working on preparing, evaluating and monitoring the planning process. The local government has the permission for preparing master plans and licensing building inside their boundaries. Their prepared plans have to be approved by the higher committees (MOLG, 2013).

One of the policies developed by the ministry of local government to support planning in rural areas is the “Joint Councils”. The main objective of these councils is to create an administrative tool for joint works between small local settlements or large cities in one sector to work together in order to plan, implement and develop those zones. These councils are also improving the capacities during the process of the Joint Councils in the administrative and technical levels (Hamid, 2008).

At the same time, the PNA worked on increasing the local administrations in the Palestinian cities and villages. The following (Table 4-1 The numbers of local government units in Palestine, From “Management of Physical Planning in the Occupied Palestinian Territories: Existing Challenges & Future Prospects” by Hamid, 2008, p15. shows the growth of the local governments since the ottomans until now (Hmaid, 2013):

	Ottoman period	British Mandate	Jordanian Regime	Israeli occupation	PNA 1994-1997	PNA 2008
Municipality	22	24	25	28	86	132
Village council			87	87	197	273
Project council					98	79
Joint council					17	86
Total	22	62	112	115	398	570

Table 4-1 The numbers of local government units in Palestine, From “Management of Physical Planning in the Occupied Palestinian Territories: Existing Challenges & Future Prospects” by Hamid, 2008, p15.

4.5 Community Participation

Palestine, as well as all other Arab countries, were ruled and influenced by the highly centralized administration system of Ottomans. This centralization decreased the local powers of communities and limited the organizational mobilizations and administrations. During the last decade of the Ottoman period, new unions, society organizations and political associations were established as a result of the new Ottomans’ regulations and the raise of Arab National trends (Salem, 2011).

The British Mandate developed many policies and regulations to limit the power of Palestinian community. Generally, the civil society organizations supported the mobilizations against the British Mandate and the Zionist migration to Palestine. The religious and family aspects played an important role in forming these organizations (Abrash, 2004).

The war of 1948 created a new coercive situation and refugee camps outside Palestine, cut the connections between the Palestinian cities and

destroyed the structures of the civil society organizations. During the 50's and 60's, new mobilizations re-established the structure of communal trends and organizations. This stage had a new vitality and dynamic mobilization in the Palestinian community. New political trends were created, such as the creation of FATEH and the start of the Palestinian Revolution, new organizations, unions, movements; they were created under the umbrella of PLO to support the Palestinian identity and the rights of Palestinians inside and outside Palestine, such as The General Union of Palestinian Students (GUPS) in 1959, General Union of Palestinian Workers in 1963, the creation of the PLO in 1964 and General Union of Palestinian Woman in 1965, and many other mobilizations supported the Palestinian identity (Abrash, 2004).

It is important to mention that the civil society organizations played a very important role as a hidden state carrying the responsibilities of state arms in different fields. The mobilization was started after establishing PLO which supported the initiatives to build the new structures for active community organizations inside and outside Palestine (Abrash, 2004).

For example, during the 70's and 80's, The League of Palestinian Clubs played the role of the ministry of youth and sports, organization leagues, activities, and other related issues in known administrative structure and classifications for the Palestinian clubs. This organization had the respect of all community members, and worked through local

representative and committees in all Palestinian cities in West Bank and Gaza Strip. It is a sample of organizations established at national level to achieve a community development by participatory efforts of many local powers in the youth and sports fields, and in each field there was an organization working on managing the related issues and refilling the place of the missing state (Shahin R. , 2013).

The same story is applicable in the field of health, The Palestinian Red Crescent Society, Union of Health Care Committees, Patient's Friends Society and many other civil health organizations played the role of the ministry of health before the creation of PNA, especially during the first Intifada in the 1980s (Al-Akhras, 2014).

The Palestinian community faced many obstacles in its developmental efforts. The Israeli occupation has been trying, for long years, to destroy the social, economic, organizational and cultural structures of the Palestinian community, but the continuity of Palestinian's mobilizations for development reflects the cohesion of the Palestinian community, with all of its diversities and geographical separations.

The presence of PNA created new atmospheres for community mobilizations. The following table shows the fund sources of civil society organizations in 2001 (CFI, 2014);

Source	Percent
Unavailable	1.3
Self-funded	37.3
International Sources	2.7
Local government and self-funded	21.3
Local none-governmental and self-funded	15
Local none-governmental funds	27.7
International and self-funded	11.0
Arabic and local none-governmental fund	2.7
Local governmental, none-governmental and self-funded	3.6
Arabic, local governmental, none-governmental and self-funded	0.5
International, local governmental, none-governmental and self-funded	0.9
International and governmental fund	0.9

Table 4-2 The Fund Sources for Community Organizations, From “The Research of The Needs of Local Organization”, by Civic Forum Institute, 2001, p17.

These numbers are strong indicator to the influence of the fund sources on the organizations activities, aims, policies or relations. Less than 38 percent are categorized as self-fund, while the others are financially not independent. This situation is affecting the power of that civil society organizations and the direction of their visions. But it is not only the civil

society organizations, this situation is valid for the PNA also. The PNA budget draft expected 4.2 milliard American dollars expenses in 2013, 59% from the local income and 41% from donors (AMAN, 2012). In the field of planning, I joined many capacity building programs, trainings, workshops or experience exchange tours organized by related ministries or municipalities in cooperation with donors, in general these activities were missing the comprehensive vision of planning and focusing only on the technical side of planning. The reason is missing the decision makers to the ability of controlling all the activities from different sources of fund in one track. The other reason is following the donor's requests during the project or activity implementation regardless to its added value on developing the planning process or community participation in Palestine.

The initiatives for enhancing community participation, or even for promoting community participation, were very limited. According to the policy paper of the ministry of local government, "Promoting and Institutionalizing Public Participation in Local Government Unit's Affairs - 2011", the practice of community participation in planning in Palestine has four types: informing, consulting, participatory decision making, and in-kind and financial contributions. The report also mentioned the limited practice of these four types in some local government units or projects (MOLG, 2011).

These four types with their limited practice reflect the target level of participation in the planning process. The first one is the informing type, which provides people with information about plans or projects already done. The law gives inhabitants the right of objection on the approved plans during 45 days after announcing them. This is the only case mentioned in the law about the relation between inhabitants and plans. The other two types, consulting and participatory decision making, give the inhabitants the opportunity to experience, and profession associations to join the decision making process and prepare the best plans.

The initiative of the ministry of the local government for creating a policy paper “Promoting and Institutionalizing Public Participation in Local Government Unit’s Affairs” last year is a good indicator of mobilization in this field, but the result depends on the coming practices and efforts to achieve the targets announced in the policy paper.

Another initiative was the National Development Plan of 2011-2013 which was prepared by the ministry council and coordinated by MOPAD. During the preparation process, 240 consulting meetings were organized and joined by more than 2000 participants as follows: 1300 of them were representatives of NGO's, 143 representative of the private sector, 45 representatives of the local governmental units, and 172 representatives of international organizations (MOPAD, 2013).

4.6 Community Participation at the Local Level - Case of “Hebron”

The practice of community participation has different levels and details, this section will investigate the community participation in planning in Palestine in the local level through arguing the case of Hebron City.

4.6.1 The Local Administrative Structure

The administrative structure in Hebron is a part of the national administrative structure in Palestine. The governor is the representative of the central authority in the governorate. The governor is the representative of the president and the head of governorate administration (The Presidential Decree article (22), 2003). According to this presidential decree the governor is responsible of working on the economic and urban progress and social development. At the same time the governor has to establish The Governorate Council and The Excusive Council which would include members from the different administrations, organizations, unions and local powers to share the responsibilities of the governor to achieve his duties (Bushnaq, 2003).

In the legislations and juridical arms of PNA, Hebron has its representatives working according to the national system, while the executive arm of the PNA in the regional level has the administrations of ministries, following up the related works of each one in the governorate

level. The administration of the ministry of the local government embodies the regional level through The Regional Committee for Buildings and planning. In the local level, Hebron municipality carries the duties of the local authority. The mayor and municipal council come by direct elections every 4 years (MOLG, 2013).

When the Palestinian National Authority was created, a special agreement, known as “The Hebron Protocol” of 1996, divided the city into H1 and H2 areas. H1 areas placed under Palestinian sovereignty and control. Both areas remained organically, geographically, socially and economically connected together, and Hebron Municipality still provided its services to the whole city (Ossaily, 2011).

4.6.2 Local Community of Hebron

Hebron is one of the world’s continuously inhabited cities. The history of the city spans over more than six millennia, it was named Al-Khalil, which is a short form of “Khalil Al-Rahman”, after Prophet Ibrahim who was chosen by God as His companion. These spiritual values increased the importance of the city during the different Islamic periods (Shahin & Gheith, 2012).

Historically, Hebron was a place of cultures meeting where its inhabitants came from different origins, some from Iraq, some from Morocco, and some from Hejaz, in addition to the original inhabitants of

the city. This multi-cultural city created a unique style of social and cultural network among all of its components. This network is a source of social and cultural capital that established strong relations in the local community of Hebron. Until these days, the social relations in Hebron are the main source of power in the city (Shahin & Gheith, 2012).

Hebron is located on the main commercial routes connecting the civilizations in Egypt and Iraq. It was one of the main stations that established strong settings for the economic power of the city that continued its presence until these days (Shahin & Gheith, 2012). Hebron has about 33% percent of the national productive economy (HCCI, 2013).

The map of powers inside the community of Hebron has three main powers: social, economic and political powers. The social power comes from the strong social relation between extended family members. They are sub-communities inside the local community of Hebron, playing an important role in the local mobilizations, such as organization elections. The second power is the economic power, which is naturally a source of power in all communities; as a commercial and industrial area, the economic power in Hebron is creating a potential for development, investment, and many opportunities. This situation is creating a special atmosphere for the members of this group to increase their role in the local community, especially after the establishment of the PNA and the creation of new social groups that supported the economic power and decreased the

power of social groups in Hebron local community. The third and final power is the political power, which is the general situation in all of the Palestinian cities, coming from the third level in Hebron. Generally, the sense of community in Hebron is very high, while you are not facing one of those powers in the city.

4.6.3 Planning in Hebron

The planning in Hebron is one of the main responsibilities of the local government unit in the city, which is Hebron Municipality. The first master plan was prepared for Hebron City during the British Mandate by the architect Henry Kendall in 1944 (Figure 4-3). This plan covered about 5 kilometers of the city (Hebron Municipality, 2013). The main purpose of this plan was defining the growth direction and zoning the headquarter of the British troops.



Figure 4-3 The first Hebron Master Plan – Kendall Plan, Hebron Municipality, 2013

The first expansion decision for Hebron municipality was in 1928. The area of the city was 2028 dunums back then. This decision was followed by new expansion decisions in 1936 and 1944, during the British Mandate, to expand the area to 12284 dunums. In 1966, Jordanians decided a new expansion area for Hebron to become 18766 dunums, and during the Israeli occupation, Hebron expanded in 1988 to 25961 dunums (Ossaily, 2011).

After the creation of the PNA, Hebron had one expansion decision that increased the total area of the city to 44543 dunums. The area of the municipal boundaries was almost doubled, but the direction of this expansion was not in the natural growth direction. It was a result of the Israeli occupation's limitations by settlements in the east and the Israeli regional roads in the north and south.

The Oslo process continued, and in February 1997, an agreement on the partial redeployment of the IDF in Hebron was signed, and the city was divided in two areas: Area H1, controlled by the PNA, and area H2, which continued to be under Israeli military control (Ossaily, 2011).

For many reasons, the Master Plan of Hebron has not been updated until these days. Whatever the opinions are, and which one is right, the result is a none-planned city growing randomly for 68 years. In this regard, the decision makers in Hebron Municipality are explaining this situation

with two main reasons; the first is the political reason related to the settlements inside and around the city, in addition to H1 – H2 zones of Hebron protocol.

The presence of the settlements and weakness of controlling the whole city are influencing the Palestinian domination on the land. At the same time, this situation will avoid the efficient implementation of any prepared plan. The other reason is technical; it is related to the development vision for the city while the main sources and opportunities are under the Israeli militaries control, such as the industrial zone and the old city. The municipal council made many decisions in order to control the urban growth by determining heights of building or building use in Hebron's neighborhoods. In 2008, Hebron Municipality started to work on planning the city in a sectorial planning approach to define the lack of service and basic needs, but these methods are not able to respond the future needs of the city comprehensively.

Both reasons are very important, but many academicians, technicians, organizations and inhabitants mentioned the negative results of the absence of Hebron Master Plan. The plan is an essential tool to create the standards, limits, and ideas in a comprehensive vision in order to develop the city.

4.6.4 Community Participation in Hebron

Community participation in Hebron is a tool to build the society organizations and to create a mobilization in the community, in order to achieve the development and to face the desires of Israeli occupation, as it was in the other Palestinian cities for long time.

By observing the role of civil society organizations in many public issues, we can find the fact that the locals are working actively in different fields, but separately and with their own tools. Many campaigns or activities were organized for public benefit by the civil society organization, some of which were organized in the name of that civil society organizations, but most of which were organized under the umbrella of large organizations, such as Hebron Municipality or Hebron Governorate. One of these civil society organizations' chairman explained that working under the umbrella of large organizations is to give their activities the official label and to avoid the competition atmosphere between civil society organizations and the large official organizations, especially when the works is related to a political case or organized by organizations that belong to known political trends.

Generally, Hebron Municipality uses different methods of community participation during its decision making and planning processes. These methods have two levels; the administrative level and the technical

level. Both of those levels are in the informing and consulting levels of participation. In the administrative level, the mayor and municipality directors are using the techniques of open doors, and meetings with related groups. The idea of these techniques is creating a communication with related powers in the community to guarantee the acceptance before or after taking the decision. Before taking the decision, communications aim to analyze the level of acceptance of related powers in order to determine the decision's timing, shape, and announcement way by negotiations and open discussion directly with the target groups. After taking the decision, the aim is negotiating the implementation of decisions and plans. In general, these methods focus on the powers more than the benefactors. These powers could be political groups, organizations, social networks, or people with a kind of source of power, but in general these powers are not representing all related groups. Rarely, the municipality organizes meetings or small workshops with technicians for consultation in known technical issues, and the outputs of those activities may not be used for none-technical reasons. This situation is a result of a weakness in the technical organization, the balance of power in the related field, or the opinions of the decision makers, who are administrators and not planners or technicians, who have open permissions in the administration and technical works.

The technical level is coming through the direct dialogue between inhabitant and the municipality. In this level, the municipal technicians and

engineers are the representatives of the municipality to negotiate with inhabitants on their objections. Engineers are able to negotiate in order to find a solution for the existing problems. The recommendations of the engineers to the mayor and the municipal council usually have their acceptance, and they are usually approved as a municipal decision. The kind of negotiations may include proposed roads, proposed projects or proposed activities, but not in the fields of general visions, strategies or policies.

Another important case of participatory planning in Hebron is the initiative of the governor to create new administrative connections with community components, and develop a participatory planning process with local stakeholders. The initiative has two types of representation; the first one is representing the community settings in general arm of the governorate, such as the executive council (reorganized), consultation council, and tribe and family council. These three councils have about 500 representatives of all community groups, organizations, unions, and other community components. The selection of these council members depends on the organizational description of each of them as an official representative of a known group.

The second type is creating sectorial committees in order to design a sectorial development plans. The selection of these committee members starts with a general conference for each sector, and choosing an executive

committee from the active participants and the representatives of powerful organizations, in addition to the geographical distribution and the presence of active technicians in the target sector.

During the interview with the Governor, he mentioned the importance of community participation in planning as a tool for understanding the real needs of inhabitants. The results of the sectorial committees focused on the real problems of each sector because the plans were prepared by the ones who are living those problems in their daily life. He explained that this is the beginning of participatory planning to apply as an essential tool in the planning process. At this point, he was satisfied with the results hoping to increase the level of participation step by step in the future (Hmaid, 2013).

Being a member of one of these committees was useful to observe the process clearly. The result of observing this process can be generalized as follows:

- The selection of representatives combined the representatives of powers of the local communities and the representatives of professionals and technicians.
- The selection of representatives depends on the relation networks of the facilitator. In some committees the selection failed to network with all related stakeholders or representatives.

- The role of community members starts with the beginning of the planning process and continues to the end of drafting the proposals.
- The follow up from the governor was very high.

The level of participation changes from a committee to another depending on the skills of the facilitator and committee members. But in general the success of this story is limited for the limited power of the governor

4.7 Conclusion

The start of the PNA was in very complicated conditions. The Palestinians were divided into supporters and opponents to the peace process. This situation created a lack of trust between the PNA and large groups of people in Palestine. The networking inside the Palestinian community was based on the argument of with or against the peace process. The networking includes the local powers of community; for example, the civil society organizations in Palestine generally have their political vision and background because in general, the creation of those organizations was related to political roots and growth stages, even the organizations in the sports, culture or social fields.

The PNA is still a young authority that grew in very high tense conditions. Sometimes, the PNA loses its control power on its territories, and sometimes it loses the financial power to fund its works and projects.

The PNA, in many times, lost the capacity in the administrative, security or operational issues. These losses are decreasing the ability of planning in general, and in parallel, the chances of developing community participation policies are decreasing.

The lack of experience in planning and in community participation is still one of the main problems facing the development of these concepts in Palestine. The knowledge of community participation and its importance is still limited; however, community participation is one of terms used in each speech of decision makers.

One of the main problems facing the practice of community participation is the low awareness of community participation in the both sides; decision makers and community members are both missing the chance of building connections and networks and establishing joint works in regard to development. In many cases, decision makers practice community participation in some projects, in order to receive the fund for those projects, while many of fund sources are making community participation one of the main conditions to give the funds. These cases have created a new understanding of community participation in Palestine because the apparent practice is deleting all the values related to community participation, and replacing it with using community participation to a tool to receive funds.

The planning process before establishing the PNA was under the control of different powers, and managed the planning process according to their agendas. The Ottomans plans were focusing on how to develop and link Palestine to the empire. The British Mandate had known policies to control and limit the development in the Palestinian settlements while the Zionist settlements were fully supported by them. The Jordanians and Egyptians had no opportunity for planning during the political atmosphere in the region, not only in Palestine. Therefore, the community participation was not applicable because the Palestinians were not a part of the decision making process during all of those periods.

Generally, physical planning in Palestine faced many problems. When we review the administrative process, we can clearly notice the lack of regulations, the Lack of experience and capacity in planning, the weakness in the administrative structure and responsibility distribution and the lack of cooperation among the related authorities, in addition to the political situation which posed many obstacles in front of developing new planning systems and decreased the sources of fund.

The problems mentioned in the previous paragraph created different negative results, such as a weakness in visions for the future, lack of national and regional plans, visions and cooperation, lack of communication to local communities and weakness in the private sector's role, in addition to the low level of community participation in the planning process.

CHAPTER FIVE
DISCUSSION

5 Discussion

This chapter discusses the results of the pervious chapters in a comparative method, comparing the analyzed case in Brazil to the situation in Palestine, according to the understandings of the theoretical background in chapter three. The discussion will be under the following topics;

- The administrative structure and planning
- Community and Community Development
- Community participation

5.1 The Administrative Structure and Planning

The administrative structure is a governmental system which defines the levels, responsibilities and relations. In other words, it is the explanation of who is ruling whom and how.

The administrative structure is a result of the level of centralization, the relation between community participation and the level of centralization is inverse relationship, because community participation is calling for open doors for all stakeholders to join the planning and decision making process, while centralized planning structure in limiting the authority of planning and decision making in small group who are planning the future of others.

The planning structures in the analyzed countries are disparate. All of those structures have three levels of administration, but each one has different level of centralization, the Brazilians developed a flexible

administrative structure to provide the authorities in different levels more tools to initiate and format new models of administration to their needs, this flexible structure is giving local communities also the opportunities of being part of the process. In Palestine; the administrative structure is applying the top-down approach, it is centralized administration system, and many attempts failed to change this status, mostly these attempts face the donor's guidelines which is not suitable to the needs of Palestinian community or Palestinian vision, The political and economic conditions also are main parts of the problem, because these conditions are limiting the PNA to lead its own initiative with its full Palestinian vision, limiting the power of local organizations and increasing the confusion in the local community and administrations at the same time.

In Brazil the administrative structure is giving the right of developing strategies and policies for different authorities in different levels, the local governments have the permissions for preparing plans in the physical and developmental fields, the regional and local authorities can create administrative and financial systems for regional or local plans or projects. In Palestine, the developmental planning is the responsibility of a centralized administration in the national level, in general the local governments have to approve their decisions from the higher authorities, while the large municipalities are having some exceptions because they have the technical, financial and administrative power to manage its works

by itself, but the practice in Palestine still more centralized during the absence of an active regional level and the lack of the initiatives in a local level.

It is important to notice the relations inside the administrative structure between the planning authorities and between each authority and community. In Brazil the structure define the role of each authority with spaces for all to work together, at the same time this structure is providing all regulations and the opportunities to develop new models for participatory processes such as the practices of participatory budgeting or management groups which is flexible for each local authority to format the process according to its needs. In Palestine the structure is rigid and the inter-relations are based on the centralized system.

In general the situation in Brazil is healthier and supporting the growing experience in community participation in planning and other fields, but in Palestine the practice of participation is decreasing for the socio-economic and political changes happened in Palestine since the creation of PNA.

5.2 Community and Community Development

Each community has different community settings with different characters for each community component. People in Brazil and Palestine have mixed origins and cultural groups but in different scales and sources.

In both countries people are living together in one place where diverse groups are united under one national identity and preserving their diversity in their local communities. It can be likened to family members where each member has his own personality and all of them are members of one family.

In Brazil; the community organizations which concern to the community issues such as economy, politics, regulations, education, health, etc. developed its mechanisms after long mobilizations in many transition stages of the history of Brazil. These mechanisms protected the balanced relations between the collective identity and the individual identity and between the state and the civil society. These strong social settings of Brazilian community were strong elements for efficient social interaction.

The revolution and socio-political mobilizations in both countries united the ambitions of people and motivated those to work together, during the time these conditions forced both communities to develop their mechanisms and increase the sense of community in the mentality of individuals and groups.

The Brazilians were able to invest these values and powers through developing a democratic model which supporting the participatory development process after long cumulative stages of socio-political mobilizations. As a result the community organizations in Brazil succeed to be a strong figure on the map of powers in the Brazilian community and effective stakeholder in decision making process.

In Palestine, Oslo agreement and the creation of PNA was very important turning point. At that time the Palestinian community lost its balanced relations between the collective identity and the individual identity and between the state and the civil society. The socio-economic profile, the national priorities and the map of powers changed inside the Palestinian community. The new political rules added new powers in the Palestinian community. The economic powers became the most important partners in developing the State of Palestine, but the old political rules were accepting the community organizations as main partners in the Palestinian revolution.

The creation of PNA was very critical, the decision makers in PNA worked on imposing their vision on the community to control the political status, this was their first priority. But the community organizations were not able to face the fluctuations in the political and economic conditions, because new social groups grew in the community with new ambitions, conditions and behaviors. At the same time, the sources of fund changed in parallel with a change in the goals of funding the civil society organizations. This situation changed the role of community. The civil society was part of Palestinian leadership, but now the civil society became part of vague system.

In general, Brazilians developed their growing experience of participatory development and participatory planning. The civil society was sources of power for the development process and played the role of

partners in decision making and partners in implementation. The Brazilian community had both of community development principles which are participation and responsibility. The Palestinians couldn't develop the model of the state, the external influences were stronger than the mobilizations inside the Palestinian community. Missing the continuity of the grassroots mobilizations after the creation of PNA led to decreasing the level of responsibility and the sense of community. The changes of social settings, organizations and the map of powers miscarried the national vision for civil society's role and the elements of community development.

5.3 Community Participation

Community participation is a result of cumulative processes in the community, mainly the level of participation depends on the power of organizations and social settings, and the efficiency of mechanisms and social interactions level centralization in the administrative structure.

Brazil has both of the two basic needs, strong civil society organizations and social settings developed none-centralized administration model, this model is providing the local communities with all of the regulative, institutional and, as much as they can, the economic powers to achieve the sustainable development in the country.

In Palestine, community participation is a very old concept practiced before the establishment of the PNA in very high and effective levels, at

that time Palestinians has strong social settings and mechanisms, but after the creation of the PNA, new conditions, political situation and regulations decreased the effectiveness of community mechanisms and social interactions. PNA was not the required model, it was not the answer of Palestinian ambitions. The political conditions, the lack of experience, the lack of experts and the new economic rules avoided developing that required model. Community participation in Palestine is still missing awareness in all levels, regulations, and experience.

The irony is that we still need the soul of resistance and the sense of protecting the values of our community, and maybe we need it more than any time before, because we are still in many different meanings under the occupation. We are still on the need of social mobilizations, civil society organizations and community power, to confirm our presence as a community more than as a state.

The level of community participation in Brazil may change from practice to other, the flexible administration system in Brazil is giving the lower authorities the rights to develop their plans according to the main guidelines of higher level of authority, the readiness of some local communities for community participation is different than others, this disparity is influencing the practices of community participation in each local community. According to the ladder of citizen participation all of practices are varying between the sub-levels of third group “the degrees of

citizen power”, which includes the levels of “partnership”, “delegated power” and “citizen control”.

The Management groups, housing sector and participatory budgeting are sample practices of participatory planning in Brazil, these three sample practices can be generalized in the Brazilian cities and organizations, because the practices are part of the Brazilian model and administration structure which applied by law all over Brazil.

In the three sample practices community members become partners through joint committees, mechanisms, and process to plan, decide and implement the solutions of communities’ problems, they took a place in the all stages of the programs or projects. People are part of different planning stages and in the technical and administrative sides. This participation is clear in all stages of three practices, but the level of participation depends on the capacity of the representatives and their negotiating skills in each stage, this level may change from city to another, the structure of the three practices are not giving the government or other powers any chance to control who is the representative and what is his vision, the doors are open for all. This situation is transferring the responsibility of selecting the best representatives to the community members themselves. In general Brazil has strong organizations and social settings which guarantee the effective participation and give people the power of join, actively work and change.

In Palestine community participation in the national level still a vision on papers not a practice on the ground. That vision itself is part of the problem because it is designed in closed rooms not with community members or organizations. People still receiving the decisions from decision makers and they are not adding any new dimension to the decision making process. Community participation in Palestine is ranging between the none-participation levels and the levels of degrees of tokenism, because the administrative system is not supporting the rights of people to participate and the community organizations and social setting are not strong enough to take those rights.

The same situation is applicable in the local level, the practices of community participation in Hebron are showing that the decision makers have the right to decide the level of participation in each practice, during the absence of mechanisms and systems community participation depends on the personal vision of decision makers, they have the power to select the participants and draw the participation process according to the requirements of their scenario.

CHAPTER SIX
CONCLUSION

6 Conclusion

The pervious chapters described the situation of community participation in Palestine by evaluating the situation according to the outputs of the theoretical analysis, and comparing the case of Palestine to the case of Brazil, this chapter focus on finding the policies needed for enhancing community participation in planning in Palestine, in other words this chapter will work on finding the practical solutions for the obstacles facing community participation in Palestine, and how to support the strengths of Palestinian community to enhance community participation.

6.1 Main Findings

The chapter of discussion highlighted many facts regarding to community participation in Palestine, in general community participation in Palestine has poor experience and limited tools. The proposed policies must cover many related fields because community participation is not a direct result of one decision or plan or program. Enhancing community participation needs a good atmosphere in the administrative structure and planning process, needs also high level of readiness in community through its organizations and social setting to empower the social interaction.

Community participation is a relation between community and decision makers, the level of this relation defines the level of participation, both sides are willing to control the relation and focus on his benefits, both

sides are looking to planning as a tool to achieve their vision which is in his opinion the best solution. At the optimum point of this relation the community participation will be at maximum efficiency, which means that both sides are receiving the maximum benefits and the relation is controlled in a system gives all stakeholders the opportunities to have efficient roles.

Enhancing community participation in planning in Palestine needs three main basics, the first one is developing good atmosphere for real and active role of all stakeholders. The second basic is building controlled relation between all stakeholders and developing good communication system to manage the complicated interactions and inter-relations between stakeholders. The third basic is developing mutual benefits to stimulate stakeholders to join the participatory planning process actively.

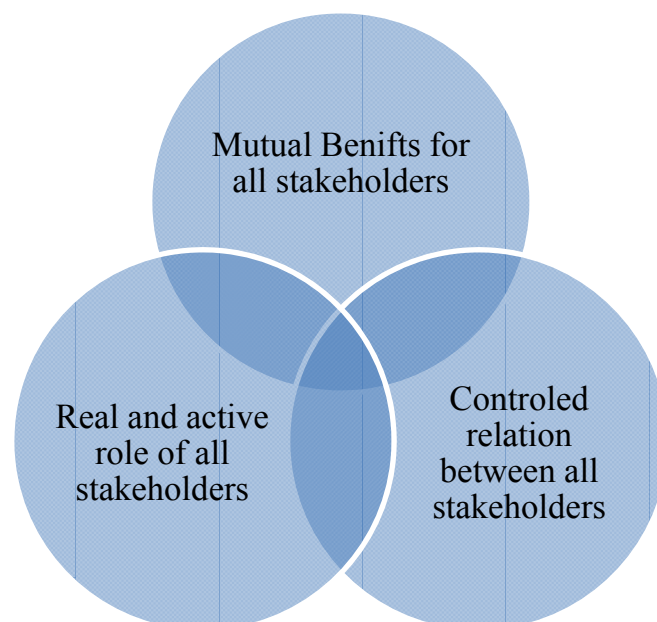


Figure 6-1 the groups of policies needed for enhancing community participation in planning in Palestine, author, 2014.

6.1.1 Group one: Mutual Benefits for All Stakeholders

Engaging stakeholders for mutual benefits implies understanding their visions, views and concerns in the planning process, Stakeholder engagement comprises both the formal and informal ways of staying connected to the community members and taking them into consideration.

One of the main factors for developing mutual benefits for all stakeholders is the level of sense of community. The relation between the sense of community and accepting the public benefits as high priorities for all community members and groups is positive relation. Creating an environment where community members feel like they have a say in what happening around them, and raising their membership and the feeling of belonging will raise their interests to join and influence. Simply community members will start to care about their community as they do about themselves or families. After 1993, the political, social and economic changes in Palestine and the practices of the PNA during the last decades forced people to think as “I” more than “We”. It is essential to increase the acceptance of stakeholders that their individual or group priorities are part of the public priorities but not the first priorities. In other words, the stakeholders have to believe that the investment in Jenin is a step forwards a development in Hebron or any other area in Palestine.

Building a successful and healthy relation between stakeholders is another important factor for developing mutual benefits for all stakeholders. In this critical step, it is necessary to understand the purpose of the relation, identify the right stakeholders to work with and note their capacities. It's also about being accountable to stakeholders, and using their feedback. Successful relation helps to strengthen relationships, increase trust between PNA and other stakeholders, and create mutually beneficial social and economic vision for Palestinian community.

Practically each stakeholder has different economic and social interests. The economic and social values are important stimulants for stakeholders to join the planning process actively. At the same time, they are creating a dynamic atmosphere for developing different models of healthy relation with all stakeholders. This atmosphere is providing the opportunities of sharing the responsibilities with community and creating new models for public private partnership, or developing mutual vision to solve the most important and urgent problems in the Palestinian community such as unemployment, poverty or housing.

Other important factors are the awareness and Investment in human, social and cultural capital. The Palestinian community has very old roots in the participatory works, in addition to the high social and cultural values in the local communities. Each local community has known figures, symbols and popular persons who are important nodes in the communal network and

playing a very important role in the local mobilizations in addition to their experience in the regional and national mobilizations. This kind of figures could be persons or groups or organizations that have the ability of gathering the representatives of community organizations and groups with decision makers around one table and play the role of mediator. These figures are strongly important for optimizing the balance between the different visions and trends in the local communities and they could be the keys of closed doors in the map of community.

This kind of policies will add new advantages for successful community participation in planning process; the first advantage is increasing the trust and decreasing the distances between decision makers and the community members by understanding the conditions of each other. The second advantage is finding optimum point between the public benefits and the private benefits of community powers or groups, because each stakeholder will understand the needs of others and work on finding the mutual benefits to make it a priority for all stakeholders. The third and most important advantage is making all powers work together to solve their mutual problems. And the fourth advantage is creating competitive atmosphere which encouraging community powers to initiate.

It is essential to work in parallel on the awareness programs to increase the acceptance of participation in all stakeholders and mainly decision makers.

6.1.2 Group Two: Real and Active Role of All Stakeholders

Healthy community participation needs a good atmosphere for all stakeholders to play their roles efficiently and actively, the sustainability of community participation also needs a de-centralized system managed by people who really believed in community participation and ready to fight for it.

In Palestine, the stakeholders were working for many decades and following the decision makers without any knowledge about how planning process is working , many stakeholders believe that it is not their job to be involved in planning process or they don't have the ability to be, many of them are not trusting the decision makers. In the other side of this relation, many decision makers believe that most of stakeholders are not available all the time and not in the required capacity to join the planning process, and many of them are not believing that community participation is necessary for healthy planning process. It is a step forward active and efficient participatory planning process by increasing the readiness of community representatives and decision makers for participatory process. It is very important to add the skills of how to work together for the public benefits.

Developing a real and active role for all stakeholders in Palestine needs s desire from decision makers and community members to work together as a team for mutual and public benefits, both of them have to

believe in community participation as a strategic way for community development. These two principles are the basic needs for healthy start for community participation, it is the first step forward healthy atmosphere where both side will encourage and support each other's initiatives and efforts. Therefore, the capacity building for planning and developmental organizations is important to guarantee the continuity of their efforts for community participation and improving their skills in gaining accesses to stakeholders and developing strong network.

Decentralization is another principle for better governance and participatory planning. The role of the local government in a decentralized system will be very important and accurate. Therefore, the local government must be supported with all of its needs to be able to carry those responsibilities, and to manage the participatory planning effectively.

The effectiveness of stakeholder's role depends also on their local powers. Creating good atmosphere and developing the required system is not enough for healthy community participation. The community must be ready also, it is important to work on supporting the local leaderships and the local initiatives, increase the source of power, data, fund or vision. It is a kind of support to the continuity of communal mobilizations.

6.1.3 Group Three: Controlled relation between all stakeholders

Each stakeholder is representing diverse interest groups and powers in very complicated interactions and inter-relations. The participatory planning process must work in a system answering the following five questions; who are the stakeholders? What is the required role from each stakeholder? Where and when shall stakeholders join the process? How shall they act? This systematic relation is necessary to guarantee sustainability and effective practice of participatory planning process.

Community participation needs an institutional structure in a known regulative framework in order to guarantee the continuity of the process and to define the roles of stakeholders. This structure must consider the planning levels and the community components at the same time. For example, in planning a city, selecting representatives of quarters, professional consultation or gathering representatives of organizations in a “cooperation committee” are some of the different techniques that can be used and developed. But these techniques must respect the existing planning system and planning authorities in the local and national levels.

The communication tools are the most important and sensitive part of participatory planning because in this part, the government has to decide the level of participation, partners, relations and communication tools.

The continuity of communication with local communities depends on the tools used to create those connections. The governments have to define the mission, timing and approach. Governments also have to be very sure about the map of power in the community to start its communication process. They have to define the role of each partner, and then to make the communications in the way which achieves those roles.

The relation between decision makers and community representatives is a relation of conflict, interest, and sometimes a relation of competing powers, etc. Therefore, this relation must be defined by law to determine the duties, responsibilities or limits of each stakeholder.

6.2 Recommendations

The recommendations will be categorized according to the three groups of policies defined in previous section which are “Mutual Benefits for All Stakeholders”, “Real and Active Role for All Stakeholders” and “Controlled Relation between All Stakeholders”.

The recommendations include the proposed policies in each group and the applicable actions for each policy as following;

Group One: Mutual Benefits for All Stakeholders

Policy 1

Recreating the sense of community

Objectives	Proposed Actions	Proposed Techniques
1. To regenerate the feeling of belonging to Palestinian group and the need of working together for common goals.	<ul style="list-style-type: none"> Promoting the common social and cultural values such as pertinence, voluntary and unity to impose the national Palestinians identity as mosaic combines all local communities and groups. This action can be applied at the national and local levels. 	<ul style="list-style-type: none"> Advertising Media stories Newspaper inserts Workshops Community fairs and events Information documents such as flyers, posters, fact sheets Competitions Campaigns
	<ul style="list-style-type: none"> Promoting the mutual objectives, ambitions, social and economic benefits, to raise community attention on the common problems such as poverty, housing or unemployment at the national level, or the obstacles facing the local development such as transportation, none-licensed buildings or health. 	
	<ul style="list-style-type: none"> Developing planning initiatives for common values at the national level such as Al-Quds, holy zones or refugee camps and local initiatives such as planning city centers, historical or natural sites level in participatory process with experts, NGOs, social and economic powers and volunteers. 	
2. To regenerating the experience of Palestinian grassroots	<ul style="list-style-type: none"> Promoting the success stories of Palestinian grassroots mobilizations such as The League of Palestinian Clubs, the 	<ul style="list-style-type: none"> Advertising

mobilizations and voluntary efforts	Palestinian Red Crescent Society or other profession unions.	<ul style="list-style-type: none"> • Media stories
	<ul style="list-style-type: none"> • Promoting the success stories of Palestinian community leaders during the last decades. 	<ul style="list-style-type: none"> • Newspaper inserts • Workshops
	<ul style="list-style-type: none"> • Merging the names of respectful community figures (organizations or leaders) in Sectorial planning initiatives in cooperation with the figure's extension. 	<ul style="list-style-type: none"> • Fact sheets • Guest lectures • planning competitions • planning campaigns
3. To generate a feeling of ownership of plan amongst community members	<ul style="list-style-type: none"> • Arrange site visits for locals to project sites and share the ambitions and obstacles with them. 	<ul style="list-style-type: none"> • Fact sheets • Site visits
	<ul style="list-style-type: none"> • Developing sectorial evaluation tools in different phases of planning initiatives with related stakeholders at the national and local level 	<ul style="list-style-type: none"> • Workshops • Negotiation tables • Advisory committees • Community meetings
4. To improve the profile of planning authorities and earn trust and credibility.	<ul style="list-style-type: none"> • Establishing a media network includes national and local media, community representatives, professional groups and community figures to design and lead the promotion and awareness programs. 	<ul style="list-style-type: none"> • Networking • Advertising • Media stories
	<ul style="list-style-type: none"> • Developing new communication channels through respectful community figures, media, or organizations. 	<ul style="list-style-type: none"> • Newspaper inserts

	<ul style="list-style-type: none"> • Establishing planning information unit in each planning authority to share with public all information related to coming or on-going planning projects and receives feedback from community members. 	<ul style="list-style-type: none"> • Workshops • Fact sheets
<ul style="list-style-type: none"> • Promoting success stories of planning and community development. 		
<p>Policy 2</p> <p>Promoting participatory planning process and imposing the role of community members.</p>		
<p>1. To develop a cadre of young people knowledgeable of community participation and planning process.</p>	<ul style="list-style-type: none"> • Developing awareness programs and training programs for youth groups in universities, schools and organizations related to youth and young age groups. 	<ul style="list-style-type: none"> • Advertising • Media stories • Newspaper inserts • Workshops • Fact sheets
<p>2. To raise understandings of planning, participation and development among community members and the understandings of participatory planning and decentralization among decision</p>	<ul style="list-style-type: none"> • Engaging young people in activities related to sports and youth field, such as campaigns, workshops or trainings. 	<ul style="list-style-type: none"> • Guest lectures • Focus group programs • Experience exchange visits
	<ul style="list-style-type: none"> • Promoting success stories of community development and planning from the near region countries such as Jordan, Egypt or Lebanon. 	
	<ul style="list-style-type: none"> • Inform the public of participatory planning methods and requirements. 	
	<ul style="list-style-type: none"> • Sharing administrative, financial and technical documents and 	

makers and the staff of planning authorities.	reports of planning projects for public to raise accountability and transparency.	<ul style="list-style-type: none"> ● Training programs ● Discussion groups ● Open days ● Citizens' juries ● Competitions ● Negotiation tables ● One-on-one interviews
3. To help community members to understand the possible impacts of planning and encourage them to meet challenges and use opportunities for active participation in developing their communities.	<ul style="list-style-type: none"> ● Establishing a media network and information unit 	
	<ul style="list-style-type: none"> ● Organizing external experience exchange visits for community representatives at the national level to review the practice of participatory planning in other countries. 	
	<ul style="list-style-type: none"> ● Engaging local community powers in solving planning obstacle process, such as creating a street committee to solve the problems of proposed street expansion, or creating a committee of active educational organizations to solve the problem of lack of schools in the city. The same practice can be applied at the national level at the macro level of the problem. 	
4. To attract a qualified and motivated community powers to involve in planning process.	<ul style="list-style-type: none"> ● Calling for proposals of planning initiatives or to draw solutions for existed problems to encourage qualified groups to share their vision and join the phases of planning and implementation. Municipalities may call for proposals to improve the aesthetical conditions of the city or to solve the problems of health or hygiene. 	

Group Two: Real and Active Role of All Stakeholders

Policy 1

Capacity building for all stakeholders.

Objectives	Actions	Techniques
1. To Increase the sources of knowledge for community members and staff of planning authorities	<ul style="list-style-type: none"> • Creating central capacity building unit for community participation in MOLG and regional capacity building unit in the large local authorities 	
	<ul style="list-style-type: none"> • Contribute articles and research papers in known and popular magazines and newspapers 	<ul style="list-style-type: none"> • Newspaper inserts
	<ul style="list-style-type: none"> • Organizing induction Program for planning authorities staff specially newly recruited staff 	
	<ul style="list-style-type: none"> • Developing national and local knowledge and experiences exchange dialogues between all stakeholders: <ol style="list-style-type: none"> a. A dialogue between planning authorities staff at national, regional and local level b. A dialogue between community members c. A dialogue between planning authorities staff and community members 	<ul style="list-style-type: none"> • Training programs • Site visits • Workshops • Interactive sessions
	<ul style="list-style-type: none"> • Organizing international knowledge and experience exchange programs. 	

	<p>Organizing visits for Palestinian community representatives, community leaders, initiators, volunteers or active civil society organization members to countries has success stories in participatory planning.</p>	
	<ul style="list-style-type: none"> • Developing experience exchange programs with planning authorities in other countries. <p>Organizing study visits for decision makers and planning authorities staff to countries has success stories in participatory planning.</p>	
2. To Capacity building of planning authorities staff and community members.	<ul style="list-style-type: none"> • Developing capacity building program for planning authorities staff on communication skills, community planning, community participation, participatory planning and other related concepts. • Developing capacity building program for community members as individuals, organizations or target groups on planning, development, participation and communication skills. • Developing earn-and-learn programs for community members in the related fields. 	<ul style="list-style-type: none"> • Training programs • Workshops • Awareness and education programs
<p>Policy 2</p> <p>Creating new resources for community participation.</p>		
1. To support the horizontal	<ul style="list-style-type: none"> • Supporting the initiatives based on civil society Organizations 	<ul style="list-style-type: none"> • networking

community initiatives	cooperation, partnership or local group's initiatives.	
	<ul style="list-style-type: none"> Encouraging the youth groups to join in developmental project activities and initiate to institutionalize their mobilizations. 	<ul style="list-style-type: none"> networking
2. To develop programs that enable participants to access economic and social opportunities.	<ul style="list-style-type: none"> Providing local authorities the legal and technical opportunity to approve and fund the developmental community initiatives. 	<ul style="list-style-type: none"> Advertising networking
	<ul style="list-style-type: none"> Providing local authorities the legal and technical opportunity to design shareholding corporation's proposals for developmental projects participatory planning, implementation and management approach. 	
	<ul style="list-style-type: none"> Developing programs provides job opportunities to participants as health campaign with doctors, historical sites preservation with engineers and historians, etc. 	

Group Three: Controlled relation between all stakeholders

Policy 1

Integrate community participation into the technical phases of planning process.

Objectives	Actions
1. To draw the participatory planning process.	<ul style="list-style-type: none"> Organizing yearly open public meetings to define the priorities for next year plans. <ul style="list-style-type: none"> The local authorities organize the meeting with neighborhood representatives and representatives of universities, civil society organizations and experts The regional authorities organize the meeting with region local authorities

- The national authorities organize the meeting with regional authorities and the representatives of large municipalities in the region.
- legislating the participatory planning process according to the following;

During preparation

- **Creating communication unit**
- **Organizing a promotion meeting for public**
- **Creating evaluation committee**
- **Publishing a monthly evaluation report.**
- **Organizing a start up meeting**
- **Creating a steering committee**

During planning process

- **Publishing monthly evaluation report**
- **Organize med-term evaluation meeting**
- **Organize plan approval meeting**
- **Create monitoring committee**

During implementation

- **Site visits**
- **Publishing monthly monitoring report**
- **Organizing a final meeting**

<p>2. To encourage local planning authorities to draw the local participatory planning process according to their local conditions.</p>	<p>In addition to the previous participatory planning process each local planning authority clarifies the engagement objectives and the desired levels of participation.</p>
	<p>PNA provides more opportunities to municipalities' increases the level of participation such as fund or subsidies.</p>
	<p>Adding community participation to MDLF rules of receiving fund for municipal planning project. In this case, each municipality has to submit the community participation plan in parallel to the project proposals.</p>
<p>3. To clarify who can participate and how.</p>	<p>Legislate the community participation in the planning project as following:</p> <hr/> <p>During preparation</p> <hr/> <ul style="list-style-type: none"> • Open promotion meeting to present the intention to prepare the plan. • Evaluation Committee includes planners, representatives of organized community groups, representatives of target groups, and experts. • Open public start up meeting to present the project details, teams, schedule, and community participation plan. • Steering committee includes Preparation and co-ordination team, decision makers, planners, representatives of organized community groups, representatives of target groups, and experts. <p>During planning process</p>

	<ul style="list-style-type: none"> • Med-term open public evaluation meeting • Approval meeting includes steering committee and evaluation committee. • Monitoring committee includes project team, decision makers, planners, representatives of organized community groups, representatives of target groups, and experts. <p>During implementation</p> <p>Open public final meeting</p>
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Policy 2
Developing new participatory planning models.

Objectives	Actions
1. Engaging Palestinian private sector in developmental planning and implementation projects.	<ul style="list-style-type: none"> • Developing Public Private Partnership (PPP) models such as ownership of capital assets, duration of contract or other models to encourage private sector to contribute in developmental projects.
	<ul style="list-style-type: none"> • Developing national fund programs for the main national obstacles such as unemployment and housing in partnership with private sector and community participatory management.
2. Developing Sectorial planning agencies such as health, sport and youth or infrastructure utilities to	<ul style="list-style-type: none"> • Creating national agencies for main development obstacles such as unemployment, poverty, housing, or transportation in cooperation with national level profession unions, universities, and representatives of target groups.

join the planning process and management.	<ul style="list-style-type: none"> • Creating local committees for main development obstacles such as unemployment, poverty, housing, transportation or any local problem facing city planning and development in cooperation with local level profession unions, universities, representatives of target groups and related local organizations.
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Policy 3
Developing new active communication models.

Objectives	Proposed Actions	Proposed Techniques
1. To improve communication and connections, information sharing and links between planning authorities staff and community members.	<ul style="list-style-type: none"> • Establishing a media network (mentioned before in page 128). 	<ul style="list-style-type: none"> • networking
	<ul style="list-style-type: none"> • At the national level MOTA and MOPAD can arrange regular meeting series with key persons and experts in each sector to discuss the existed situation and develop with them new solutions. Municipalities can apply the same practice at the local level. 	<ul style="list-style-type: none"> • Advertising • Meetings • Workshops
	<ul style="list-style-type: none"> • Arrange activities for public to focus on the common planning themes and main problems through periodical workshop series and share the administrative, financial and technical status of the ongoing project at the end of each stage of the project. 	
<ul style="list-style-type: none"> • Publish a monthly report to explain for public the administrative, financial and technical status of coming and ongoing projects. 		
2. To create new communication methods among preparation,	<ul style="list-style-type: none"> • Creating communication team as a part of each project work team from the beginning of the project. 	<ul style="list-style-type: none"> • networking

planning and implementation.		
3. To hear community needs, aspirations and priorities	<ul style="list-style-type: none"> • Create an official channels to receive the feedback from community. 	<ul style="list-style-type: none"> • Informal club forums • discussion groups
	<ul style="list-style-type: none"> • Creating discussion environment for community members to share their visions and ideas such as informal club forums, discussion groups, workshops or collective learning technique. 	<ul style="list-style-type: none"> • collective learning technique

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