BIRZEIT UNIVERSITY

LOCAL PLANNING IN THE WEST BANK

AN ANALYTICAL STUDY TOWARDS AN ACCEPTABLE

LOCAL PLANNING APPROACH

*A study Submitted in Partial Fulfillment of the
Requirements for the Degree of Master in Urban
Planning and Design, Faculty of Engineering,
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التخطيط المحلي في الضفة الغربية

دراسة تحليلية للخروج بنموذج تخطيط واعد على المستوى المحلي

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DISCUSSED IN AUG.3rd .2009

الإهداء

إلى روح عاشت خلف الزمان والمكان ...
وحلّقت لترسم خلف حدود أقلامنا ... أفقها البعيد...
بيتاً قديما ومفتاح ... وقصة كفاح ...

إليك جدي ... أيّها الرجل العنيد
وإلى كل شاهد ميت حي...
أروي هذه القصة ..
... ...
أتمنى أن نكبر يوما..
ولنا مكان ...نروي به حكاية لأحفادنا...

أماني كرنز

Dedication

To the soul that transcended time and space…
And soared beyond words into the horizon…
To an old house…The antique key… The struggle…

To the iron willed…to you… GRAND FATHER…
To every witness… dead or alive…
I have a dream to tell, that one day…
We will grow and have a place of our own…
Where we laugh and tell our grand children…
The Story…

                                                    Amani Krunz

Acknowledgments

Abstract

Since the advent of the Palestinian National Authority (PNA), local outline plans for the Palestinian towns, villages and cities in the West Bank and Gaza Strip have been prepared hastily in an accelerating manner. Scientific and impartial study of these prepared plans shows that the traditional master planning approach (that focuses on physical planning issues only such as zoning and land- use classifications without considering other socio-economic and environmental aspects) was inefficient and lack the most basic planning principles, which that should focuses on the policies of comprehensive and sustainable development. As a result planning at the local level exacerbated and became an impediment against Palestinian local development, not a solution to its important physical, socio-economic and environmental issues.

This study is an initiative to address the issue of local planning practice in the Palestinian territories (mainly in the West Bank "WB")to date, and to diagnose its strengths, weaknesses, and shortcomings on scientific basis, and to develop recommendations and strategies to enhance the strengths and minimize weaknesses.

The study and assessment of 47 local Outline Plans indicated that local plans were considered merely as a tool to classify residential areas, facilitate issuing building permits and serve road networks. Nothing was proposed to enhance the local economy with only limited industrial and commercial areas proposed in the outline plans. Moreover, villages and small towns were assumed "sleeping quarters" outside the economic center(s) similar to colonial planning before the advent of (PNA). The social aspects and implications of the outline plans ignored the needs and services that prerequisites for healthy and sustainable communities. Other planning aspects were ignored as well, which include environmental and the contraction of agricultural land at the expense of urban expansion.

Planning practices prior, during and after the advent of (PNA) reflects serious lack of depth in the planning process, and use of "quick solutions", that do not respect local communities' special needs, and largely overlooked the special characteristics of Palestinian Urban and rural towns and villages.
This problem raise a serious question about the existing planning approach, and highlight the urgent need to develop a more practical, efficient, promising approach that is inspired by Palestinian context. This study Propose a Comprehensive Community Based Planning Approach "CCBPP" as an ambitious and responsive approach for the Palestinian local planning practices.

ملخص الدراسة:

منذ قدوم السلطة الفلسطينية تجري وفي وتيرة متسارعة عملية إنجاز مخططات هيكلية وإقليمية للبلدات والقرى والمدن الفلسطينية في الضفة الغربية وقطاع غزة. وبنظرة علمية متجردة يتبين ان هذه المخططات يغلب عليها الطابع التقليدي السطحي، بل وتفتقر إلى أبسط نظريات التخطيط السليم والذي يركز على سياسات التنمية الشاملة والمستدامة، وكنتيجة طبيعية فقد تفاقمت المشاكل حول هذه المخططات لا سيما وأن دور السكان كان مغيباً تماماً أثناء عملية التخطيط، لتصبح فيها المخططات الهيكلية المنجزة عائقاً وليس حلاً لقضايا المجتمع الهامة.

تأتي هذه الدراسة كمبادرة لتناول قضية التخطيط على المستوى المحلي والمخططات الهيكلية من أجل تقييم التجربة الفلسطينية إلى اليوم خاصة في الضفة الغربية، وتشخيص المشاكل ونقاط القوة والقصور فيها على أسس علمية، ووضع توصيات واستراتيجيات لتعزيز نقاط القوة وتفادي نقاط الضعف ، بناءً على دراسة 47 مخططاً مصادق عليها وقيد التنفيذ في الهيئات المحلية في الضفة الغربية.

تخلص الدراسة إلى أن المخططات التي تمت دراستها ، تم اعدادها لتصنيف مناطق سكنية جديدة ومد شبكات طرق اليها لتسهيل اصدار رخص البناء فيها على حساب المناطق الطبيعية والزراعية في أغلب الأحيان، في حين أهملت أهمية تطوير الجوانب الاقتصادية والاجتماعية والبيئية. نتيجة لذلك بقيت معظم القرى والبلدات الفلسطينية كما كانت في عهد سلطات الاحتلال المتلاحقة "مهاجع للنوم" فقط، حيث تركزت جميع الأنشطة الاقتصادية ومناطق العمل في المدن الرئيسة.

كذلك تخلص الدراسة إلى أن جهود التخطيط على المستوى المحلي قبل وخلال وبعد قدوم السلطة الوطنية الفلسطينية، كانت سطحية تفتقر إلى العمق، وتعتمد على الحلول السريعة دون أخذ الاحتياجات الخاصة وطبيعة وهوية كل منطقة يتم التخطيط لها ، خاصة فيما يتعلق بالتفريق بالحل التخطيطي بين المناطق الريفية والمدن.

هذه الاستنتاجات تضع علامة استفهام كبيرة حول عملية التخطيط على المستوى المحلي في المناطق الفلسطينية، وتسلط الضوء على أهمية تطوير نموذج أكثر فاعلية وواقعية لعملية للتخطيط على المستوى المحلي بما يتناسب والوضع الفلسطيني. تقترح الدراسة نموذج "التخطيط الشامل مع المجتمع" كنموذج واعد يمكن أن يستجيب لمتطلبات المجتمعات المحلية ويساهم بتطوير عملية التخطيط على المستوى المحلي في المناطق الفلسطينية.

Content

Lists of Tables

Lists of Figures

Abbreviations

CBD	Central Planning Department
CBP	Community Based Planning
CBPP	Community Based Planning Process
CCBP	Comprehensive Community Based Planning
CCBPP	Comprehensive Community Based Planning Process
CP	Comprehensive Planning
CPP	Comprehensive Planning Process
DPC	District Planning Commissions
GS	Gaza Strip
HPC	Higher Planning Council
LPC	Local Planning Commissions
MOLG	Ministry of Local Governments
MOPIC	Ministry of Planning and International Cooperation
PASSIA	Palestinian Academic Society for the Study of International Affairs.
PCBS	Palestinian Central Bureau of Statistics
PLO	Palestinian Liberation Organization
PNA	Palestinian National Authority
WB	West Bank

1.0 Preface

Planning is "a means to preparing for action. This action is called for because a certain situation no longer fulfills its requirements, and therefore need to be changed" (*Ruiter & Sanders, 1998, p.1*). Thus, we plan within a particular context, which validates the methods we use (*Fagin, 1965 cited by Daoud, 2009*), also, validates the planning approach, theory, and process we adopt to achieve planning goals and objectives.

Modern history of planning since the late 19th century shows how planning theory and practice approaches were developed all over the world, and how traditional approaches to urban planning that focuses on physical and land use issues only have changed, and new participatory, comprehensive, and sustainable approaches evolved .

Planning in Palestine was far away from these debates and different planning approaches: as successive political administrations and occupations ruled the area, their planning policies was to serve their colonial interests and thus neglected development and sustainability needs of the community, affected the planning practice and imposed new geo-political facts on the ground which affected the Palestinian communities and limited their expansion and development. At present planning efforts by the Palestinian National Authority "PNA" at the local level are still affected by the previous administrations policies, rules and regulations while trying to solve the Palestinian community's problems and fulfilling their needs.

Till now, it is still not clear what is the suitable, efficient, effective, and feasible [according to time, money, efforts and qualifications] planning approach, that can be adopted to enhance and develop planning at the local level. This study Propose a Comprehensive

Community Based Planning Approach "CCBPP" as an ambitious and responsive approach for the Palestinian local planning practices.

1.1 Problem Definition & Study Significance

The Palestinian Territory experienced successive occupations and authorities since the Ottomans, British, Jordanian/ Egyptian and Israeli occupation till now, that used the local planning as an instrument to control Palestinian urban development and to serve their colonial interests. During the British mandate, "Master planning" approach was part of their colonial policy and practice to control and restrict Palestinians development at the local level by issuing orders and laws that facilitate land confiscation and restrict Palestinian communities expansion and growth (*Coon.A 1992, Khamaisi.R 1994*). This situation continued during the Jordanian administration in the "WB" and the Egyptian administration in "GS", master planning continued to be used as a basis for urban planning. After 1967, the Israelis have continued to use the same planning laws and regulations after modifying them to meet their own interests of land confiscation and control over Palestinian growth (*Coon.A 1992; Abed Alhadi.R 1990; Khamaisi.R 1994; MOLG, 2005*). During all these periods, planning considered as a tool to taking control of the lands remaining in Palestinian hands, to restrict development and as a prelude to further expropriations.

After the PNA, the evolving planning system has been greatly influenced by the previous Israeli military orders and regulations, as most of them remain applicable in the Palestinian territories (*MOLG, 2005; Daoud,R. 2009*), planning approach and process remained

centralized, not participatory, physical oriented only, without considering community's developmental aspects, thus planning efforts remained inefficient, time consuming and rigid, and a problem rather than a solution for most of the Palestinian towns and villages.

The existing planning practice in the Palestinian territories needs to be analyzed as the following:

- ✍ First, Define the Problem: assess and document scientifically the planning experience at the local level during the PNA, since most literature reviews and studies cover the planning experience in Palestine till early 1990s only, such as [Abed Alhadi.R 1990; Coon.A 1992; and Khamaisi.R 1994].

- ✍ Second, Find a solution: the need to find and adapt a more flexible, and responsive planning approach that suit the Palestinian context and overcome all the weaknesses of the previous planning efforts and experiences at the local level.

Achieving these two new issues can be considered the core and the academic addition of this study.

1.2 Study Objectives

The main objective of this study is to find out and adapt a suitable planning approach for the Palestinian context, which can overcome the weaknesses of the existing used approaches to planning process and practice, and make use of its strengths and opportunities. Other specific objective is to asses and document scientifically the existing planning practice and the prepared outline plans in the West Bank at the local level. This study can be considered a complete archive for the studied outline plans, considering that

mostly outline plans are not archived scientifically and systematically in the institutions involved in planning and local bodies, which led to the loss of a large portion of the information about them.

1.3 Study Hypothesis & Questions

The study is based on the argument that the obstacles and challenges that are facing the planning process under the PNA are not only a result of external factors due to the successive occupations and administrations in the Palestinian territories, but also, unfortunately due to inefficient, inadequate performance and internal factors created by the Palestinians themselves, during the preparation of local outline plans. If these internal factors were examined and resolved, local planning efforts can be developed and enhanced and new approaches can be adopted. The study aims to answer the following questions:

1) What is the characteristic of the used planning approach and the conditions of the prepared outline plans that was prepared by the Palestinian institutions since 1993?

2) How is the Palestinian planning approach and prepared outline plans since 1993, differ from the used approaches and prepared plans in the previous colonial administrations?

3) Are the Palestinian planning efforts and approaches at the local level efficient and responsive?

4) What is the most suitable planning approach at the local level, which can overcome the existing Palestinian planning efforts shortcomings and weaknesses, and enhance its strengths and opportunities?

1.4 Methodology

In order to answer the study main questions, and to achieve its objectives, an analytical approach is used as the following:

1) Review of the academic and professional literature has been accomplished. The review concentrated on the worldwide debates about different approaches to urban planning process, and the differences between these approaches.

2) Assessment of the existing planning in the Palestinian territories at the local level, this assessment was conducted using the following assessment techniques:

   A. Anecdotal technique: by conducting informal discussions and phone calls with engineers who are working in the governmental planning institutions such as the Ministry of Local Governorates "MOLG", and in local authorities and municipalities.

   B. Qualitative technique: Using the interviews tool, an interview was conducted with Arch. Ohood Inaya and Dr. Tawfeeq Albudairi from the planning department in the MOLG, at January, 4th 2009, about the MOLG planning performance and future visions to develop planning efforts at the local level.

   C. Quantitative technique: It is the most scientific technique and has the greatest creditability (*Steiner & Butter, 2007*). A questionnaire was designed to assess and survey 47 prepared and approved local outline plans by the MOLG, this sample represents about 43.5% from the total approved plans since 1993 in the "W.B" and "G.S", and 100% from the total existing plans in the planning department archive in the MOLG till july-2008. The questionnaire consists of three main parts, the first

part deals with the content of these plans, date of preparation and approval, studies conducted before the preparation of the plans and the proposed land uses areas. The second part deals with the official responsible staff for preparing the plans and the qualifications of the committee which prepared them. The third and final part deals with community involvement in the preparation and implementation phases of the plans and the received objections on them, and the influence of these objections on changing the content of these plans. Basic Data were obtained from the Ministry of Local Government and its various departments in the governorates and local authorities. SPSS analytical program was used in the analysis phase, and results were analyzed using a scientific, mathematical comparative method with planning standards that is adopted and used by the MOLG. Saturation studies and analysis were conducted also, to find out the real capacity of the proposed land uses in the approved outline plans.

3) A comparative analysis between the existing planning situation at the local level since the PNA, and the previous planning practice during the colonial administrations was conducted.

4) SWOT analysis as an Analytical framework was used to find out a suitable planning approach to the local planning process for the Palestinian context.

1.5 Obstacles of the study

1) The difficulty of accessing the preliminary information and data [outline plans sample] from the MOLG was one of the major obstacles of the study that took a

long time of negotiation with the administrative body in the MOLG, to allow the researcher to brief and evaluate the approved plans in the ministry planning department. Thus, the survey and evaluation phase consumed a large proportion from the time allotted for the study- nearly three months to reach and assess the information.

2) The systems of archiving and documenting data [in the Ministry of Local Government and its departments in different governorates], are not systematic and scientific, this cause a loss of some of the required information, and a difficulty to access and finding the rest.

3) The difficulty to call, interview, and contact the Palestinian planners and engineers who worked on the preparation of some of the studied outline plans in some municipalities and MOLG governorate departments, and if happened, data achieved from them was not enough or significant, as their work on the plans was not systematic, scientific and not documented.

4) Lack of previous studies and literature reviews about local planning in Palestine during the PNA, especially studies that assess the MOLG and local authorities planning performance to date.

5) The difficulty to obtain or adopt worldwide planning standards if available, it was impossible to find suitable Global planning standards that can be implemented in the Palestinian context. In order to overcome this problem, comparisons and analysis of the content of the studied plans was based on the used planning standards by the MOLG.

1.6 Study Structure

The study is organized in five chapters, **Chapter One** provide an introduction about the study including the study Problem definition, objectives and significance, hypothesis and questions, methodology , obstacles and structure.

Chapter Two presents the world wide debates about different urban planning approaches and process including the urban design paradigm, the rational or procedural model, disjointed incrementalism model, middle- range models, and managerial or strategic approach. The second half of the chapter discuss the Comprehensive Planning "CP" as a practical implementation for the rational or procedural model, and the Community Based Planning "CBP" as a practical implementation for the managerial or strategic approach. Finally, a comparison between the two planning approaches was conducted.

Chapter Three discusses in the first part, the planning dilemma in Palestine since the Ottomans, British mandate, Jordanian or Egyptian rule, Israeli Occupation, and the PNA rule till now. Discussion concentrates on the planning practice at the local level, and the resulted obstacles and challenges facing the Palestinian institutions. The second part discusses, assess, and analyze the existing local planning situation in the W.B, by analyzing and discussing the questionnaire results.

Chapter Four discuss planning practice at the local level since the PNA in the West Bank, and compare it with the previous colonial administrations planning practice. SWOT

analysis is conducted to examine the existing local planning approach and to find the main concentration areas towards an acceptable new local planning approach, a new approach that integrate between the Comprehensive planning "CP" and Community Based planning "CBP". The last section of the chapter discusses the new proposed planning approach "Comprehensive Community Based Planning "CCBP", define it, clarify its process, different actors in each step, assumed output and duration, and then discuss the main prerequisites before starting the "CCBPP" in the Palestinian communities.

Chapter Five summarize and conclude what has been learned in the study, and propose recommendations to enhance and develop local planning performance in the Palestinian territories. The proposed recommendations is divided into two main scenarios: the first, assumes that the existing used master planning approach in the Palestinian territories will continue to be used at the local level, proposed recommendations will try to develop and enhance this used approach, and solve its problems and weaknesses, and enhance local planning institutions performance. The second scenario, assumes adopting a new planning approach "CCBP" in the Palestinian territories, and how to apply this proposed approach, and the prerequisites, input, process, actors, and assumed output of this approach. The chapter ends with suggestions for next step researches.

2.0 Literature Review

Planning is "a means to preparing for action. This action is called for because a certain situation no longer fulfills its requirements, and therefore need to be changed" (*Ruiter & Sanders, 1998, p.1*). Thus, we plan within a particular context, which validates the methods we use (*Fagin, 1965 cited by Daoud, 2009*), also, validates the planning approach, theory, and process we adopt to achieve planning goals and objectives. According to (*Ruiter & Sanders, 1998*, p.2) there are six general questions should be answered before starting planning:

1) What steps should be taken during the planning process?
2) What is the scale, and what are the area boundaries?
3) What is the planning paradigm?
4) What is the specific plan, the output to be desired?
5) Who are the actors during the various steps of the planning process?
6) How long does the planning process take place?

All these questions were tackled in the planning theories and debates during the long history of modern urban planning, these debates came up with different point of views and answers to these questions and therefore, different models and approaches to urban planning.

Modern history of planning since the late 19th century shows how planning theory and practice approaches were developed all over the world, and how traditional approaches to urban planning have changed and new approaches evolved. In this chapter an overview of different approaches to urban planning will be discussed, discussion aims at providing a modest context for apprehending their adoption and adaptation. Approaches to the process

of planning such as the rational model, disjointed incrementalism, the middle-range model, and other approaches to urban planning such as the urban design model, the procedural or master planning model, and the strategic or managerial model will be discussed.

In Chapter 2, the Comprehensive Planning process "CPP" will be discussed deeply as a practical approach of both the rational model and the procedural or master planning approach, also, Community Based Planning Process "CBPP" or structure planning as a practical application of the managerial or strategic approach and the middle- range models. Then, a comparison between the Comprehensive Planning "CP" and the Community Based Planning "CBP" will be conducted, by answering the six questions mentioned above, with an emphasis on the planning process , planner role, actors, during the different planning process steps and finally, the assumed and desired output.

2.1 Background

In the late 19th century and early 20th centuries, zoning was the main tool of planning and implementing the master and land use plans (*Patterson .T, 1979*). During this period, mainly from 1850s to 1940s, urban design paradigm and architecture concepts and principles guided the planning practice (*Halla .F, 2007*), planning was conducted by planning consultants who see the plan as a rigid document, "as something to be laid down once and followed, like the architects drawing for a designed building" (*Friedman. J, 1971; Levy. J, 2003*).

For the following 50 years, between late 1940s to early 1990s, planning practice was rational, comprehensive, and procedural "Master planning paradigm" (*Halla .F, 2007*),

issues such as urban renewal, environmental planning, growth control and growth management, economic development, and social issues were tackled and integrated in the planning process, and planning procedures became more and more comprehensive, complex, rigid, and technocratic (*Levy. J, 2003; Halla. F, 2007).*

Since 1990s, the political- economy or urban management paradigm guided the planning practice, nowadays, changes from autocratic, rational, to consensus, participatory, transparency, and flexibility and strategic policies are main titles for planning practice as urban management has continued to replace the comprehensive plan (*Halla .F, 2007*).

2.2 The Process of Planning

Procedural theory is a theory about the act of planning, about the process of planning and the different approaches to the act of planning (*Levy. J, 2003*). In this section, five approaches to the process of planning will be addressed:

  I- Urban Design approach
  II- The Rational model or [Master planning or Procedural approach]
  III- Disjointed Incrementalism
  IV- Middle- range models
  V- The Managerial or Strategic approach.

2.2.1 Urban Design Paradigm

This approach was practiced in England and in Europe since the 19th century as a response to the industrial revolution and its critical development issues (*Halla .F, 2007*). Urban design generally occupies a middle position between planning and architecture, it deals

with the large- scale organization of the city, with the massing and organization of buildings and spaces between them, but not with the design of these buildings (*Levy. J, 2003*). The process of urban design consists of four main steps: 1- analysis 2- synthesis 3- evaluation and 4- implementation. The main purpose of urban design is to produce neighborhoods that look good and functions well, urban deign is not purely physical, it include financial, political, psychological, and sociological considerations. On the other hand according to (*Halla. F, 2007*), this approach is not a useful planning approach as it depends on urban design concepts of architecture and municipal engineering which leads to "Uncoordinated city form and pattern in terms of packaging spontaneously a series of detailed planning schemes of various and diverse environmental neighborhoods such as residential, commercial, industrial, …etc" (*p. 132*). This approach is useful when it is used as part of the master planning [comprehensive] approach or the managerial [strategic] approach.

2.2.2 The Rational Model [Master planning or Procedural approach]

The rational model prescribes a comprehensive approach, and aims as its name suggests making the planning process as rational and systematic as possible (*Levy. J, 2003*). This rational comprehensive model consider the planner as the "knower", whose professional expertise and objectivity are enough to do what is the best "for the public" by following a systematic planning procedure and steps (*Daoud. R, 2009*). A planning procedure which begins with problem definition and proceeds through value clarification to selection of goals, formulation of alternative possible actions, forecasting the consequences of these

actions, selection of a course of action, detailed plan formulation and finally evaluation and monitoring (*Levy. J, 2003*). The model process designed to obtain an optimum choice of actions, and according to (*Levy. J, 2003*), due to this "orthodox view" it has been subjected to a wide variety of criticism as it is unrealistic approach in a real world full of various competing interests and parties.

This approach was practiced in the United States of America since early 20th century, zoning regulations and land use controls were tools for implementing this model. After the Second World War, it was practiced in Britain and Europe, and planning ordinances were tools to implement its ideas (*Halla. F, 2007*).

According to (*Cohen, 1969; Hamdi & Geothert cited by Daoud, 2009*), the methodology and process of the rational or master planning approach made it inefficient; its cyclist process can take years to be completed.

"The production of a master plan would require two or three years of uninterrupted staff efforts, and several years of hearings, consultation, and revision before a second or third draft would be ready"

(*Cohen. H, 1969, p.186*)

The model was also criticized for its "manifesting, ineffectiveness, inefficiencies, rigidity, dictatorship, robotism, and developer unfriendliness" (*Halla. F, 2007, p. 133*).

"During these decades, there has also developed a sense that the master plan as a concept is too static, that more dynamic planning conceptions are needed, …, further more, the scale of the city is so great and the variables are too many, that to produce at any one time a master plan with any pretense of official or legal sanction is more than the staff of the department of city planning can do"

(*Cohen. H, 1969, p.186*)

In addition, it was criticized for its failure to engage with political processes and its assumption that planners can make decisions for people [Top-down approach] (*GHK, 2001 cited by Daoud. R, 2009*).

According to these criticisms, the framework of urban planning has changed, and new ideas and models such as the Alternative approach to planning developed by (Koenigsberg, 1964), Advocacy planning by (Davidoff, 1965), the Participatory planning philosophy, community planning, structure planning, and other models and approaches were developed to enlarge the scope of planning beyond the physical environment issues to the basic social and economic problems of the community, and beyond the general planning to a concern of development (*Cohen. H, 1969*). Also, to change a planning process into a mutual learning and transactive process which bring government and citizens together, by focusing on dialogue, human worth, and reciprocity (*Friedman. J, 1971*).

It is obvious through the previously mentioned debates about the rational planning model that the model was changing due to facts and trends affected planners and thinkers of urban planning. In this chapter, comprehensive planning as a practical translation of the rational model will be discussed and criticized.

2.2.3 Disjointed Incrementalism

Planners and thinkers who criticized the rational model, suggested alternative views to the planning process, Lindblom was one of those who used a behavioral approach to propose a strategy of "Disjointed incrementalism" as an alternative approach to the rational model (*Friedman. J, 1971; Levy. J, 2003*). He argues that the comprehensiveness of the planning

process suggested by the rational model is not practical, and that planners should quickly

come down to short list of serious possibilities and focus their efforts on them. He suggests

taking advantages from previous planning experiences by adjusting its policies to achieve

marginal or incremental changes and thus, solving problems with the minimum knowledge,

theory, time and cost.

"The rational approach can be constructed only through a great collection of facts, …, In
contrast, the comparative (incremental) method both economizes on the need for facts and
directs the analyst's attention to just those facts which are relevant to the fine choices faced
by the decision maker"

<div align="right">(Levy. J, 2003, p.350)</div>

According to (Levy. J, 2003), incrementalism is more practical than the rational model

when planners decisions are needed to tackle old and repeated issues within a community,

but when the situation change to move in a new direction or to tackle new problems, the

incremental approach can't work because there will be no existing planning experience or

policies that could be incrementally adjusted to deal with the new problem. Other critics

against the incrementalism suggests that depending on the incremental approach for a long

time can make planners excessively dependent on past experiences and not searching new

ideas.

"The heavy reliance on incrementalism can lead one into excessive caution and missed
opportunities"

<div align="right">(Levy. J, 2003, p.351)</div>

Planning process theory debates were about choices between rationality

[comprehensiveness] and incrementalism, between willingness to spend more time, cost,

theory, thinking and efforts and thus more risk or not, between big gains and big loses,

between opposite poles of approaches. Within this context, various intermediate

approaches were proposed, the following section will discuss the most important and known intermediate approach the "Mixed Scanning" by sociologist Amitai Etzioni. (*Levy. J, 2003*).

2.2.4 Middle – Range Models

As discussed previously, the rational model and disjointed incrementalism represent opposite poles and opposite ideas and approaches to the planning process, many intermediate approached also have been proposd by planners and thinkers, such as the "Mixed scanning" by Amitai Etzioni (*Levy. J, 2003*).

The idea the "Mixed scanning model" is simple and need to follow two steps, the first, is making a general scanning to understand the whole issues and second, decide the most important and serious elements that need detailed examination.

Etzioni argues that the rational model yield to exhaustive surveys, and mass of details, that is costly to analyze, and devastate action capabilities, so his idea was to find a mid point between the rational model and incrementalism.

"A mixed scanning strategy would include elements of both approaches… a broad angel camera that would cover all parts of the sky but not in great details and a second one which would zero in on those areas revealed by the first camera to require more examination. While mixed scanning might miss areas in which a detailed camera could reveal trouble, it is less likely than incrementalism to miss obvious trouble spots in unfamiliar areas".
(*Levy. J, 2003, p.352*)

So, in the mixed scanning model we can scan first, to find those areas that need more detailed analysis, and then a systematic approach like the rational model can be adopted, in this way we avoid excessive commitment to precedent and past experiences, and at the same time, achieve a more feasible approach [according to time, efforts, and cost] than the rational model approach. For the general scanning Etzioni suggested the SWOT analysis

[Strengths, Weaknesses, Opportunities, and Threats], used by strategic planners, to make sure that nothing major has been missed (*Levy. J, 2003*).

This model is the most practical and reflects the strengths of both rational and incremental models and minimizes its weaknesses. Also, it describes what planners need to do? To spend little time looking around very broadly, narrow options quickly and focus intensely on small range of possibilities. These ideas were reflected and adopted in the managerial or strategic planning approach which will be discussed in the following section.

2.2.5 Managerial or Strategic approach

Urban changes all over the world, and the complexity of the urban planning issues, forces professionals, planners and thinkers to search for new methods, models and approaches to handle urban planning. According to (*Fagin, 1965 cited by Daoud, R, 2009, P.21*) "The pre-existing methods for handling urban planning have been strained to the breaking point". From the previous sections debate, we notice that thinkers, planners and professionals are trying to find a more flexible, efficient, effective, realistic, consensus and feasible approaches to urban planning.

According to (*Zimmermann, 2008*), the managerial or strategic approach is a more appropriate and dynamic approach for developing countries, as it highlights the critical issues and provide a broad framework for local decision-making and involves public participation. (*Halla. F, 2007*) agrees with Zimmermann, as she said:

"This approach to preparing and implementing an urban general planning scheme leads to a coordinated but – flexible framework for city form and pattern, in terms of mixed land - use pattern comprising a series of general planning schemes of various – but diverse

environmental neighborhoods … this approach is effective, flexible, stakeholder inclusive, realistic or organic and developer friendly".

(Halla .F, 2007, P.133)

This shift of thinking toward the strategic approach started in early 1990s, when donors, planners, and local authorities started a shift from a technical focus on infrastructure and services towards capacity building and holistic strategies (*Sanderson, 1999 cited by Daoud. F, 2009*).

The concept of the strategic or managerial approach emphasis on partnership in the planning process, that people should be subjects rather than objects of development (*Daoud.F,2009*), and that the planning process must be flexible, inclusive, comprehensive, but at the same time specific enough and detailed (*Pomilio, F, N.A*).

In addition, this approach consider the planning process as a continuous, dynamic, interactive decision-making process (*Bristow. 1978 cited by Pomilio, F, N.A*), also, a process of progressive learning, understanding, reformulation of problems and solutions.

"The planning process loses the traditional character of comprehensiveness and generalization, and becomes the incremental, contingent, with progressive arrangement in the complex-multi-actorial and multi decisional reality"

(*Bruton, Nicholson, 1985 cited by Pomilio, F, N.A, P.4*)

According to (*Pomilio, F, N.A*), debates around the managerial or strategic approach, were about the issues of rigidity versus flexibility of the plan, its shape, the time-span (long/short term), the comprehensiveness versus the selectivity of the contents, social / institutional dimension, the planner's role, and the language used. All these points will be discussed in chapter 2, when discussing the community-based planning as a practical application of the managerial or strategic approach.

2.3 Rational [Comprehensive] Planning Vs. Strategic [Community-Based] Planning

As discussed before, debates about urban planning process and approach were a choice between the issues of rational (Comprehensiveness) versus strategic (Community-Based) approach, a choice between long-term general plans versus short-term focused plans, in this section both comprehensive planning and community based planning are discussed.

2.3.1 Comprehensive Planning [1]

The idea of comprehensiveness in planning goes back to early 1920's, "When the grand old men of city planning, Frederic law Olmstead, Jr., and Alfred Bittman first gave it a coherent formulation [a city plan is a master design] "(*Friedman .J, 1971, P.315*). Since that time, the process of comprehensive planning changed considerably (*Levy. J, 2003*).

Early plans were considered as a blue print, must be followed as the construction of a building has to follow a master plan drawn up by architect drawing (*Friedman.J, 1971; Levy.J, 2003*).

"Early plans considered as a public documents adopted by the legislature and carried out by the administrative branch of local government".

(*Friedman.J, 1971, P.315*)

Until the early 1960's, comprehensiveness has reference exclusively to physical and land use planning, but after that the comprehensive urban plan exploded to include social and economic purposes, and the process has become much more participatory, and thus, the role of the planner changed from simply prepare the plan for community acceptance to

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[1] In the planning literature, one sees the terms comprehensive plan, general plan, and master plan used synonymously. At present, the comprehensive plan is the most common used, and will be used here for all three.

become a facilitator who provide technical expertise for the community wide planning process (*Friedman.J, 1971; Levy.J, 2003*)

2.3.1.1 Definition of a Comprehensive Plan

The Comprehensive plan is the most basic adopted official statement of a local government's legislative body for community future development and conservation (*Levy.J, 2003; Steiner & Butter, 2007*). It is a long- term plan typically have time horizon in the range of 20 years, and physically covers the entire community. The main goals of the Comprehensive plan are to achieve a healthy and safe land use pattern, achieve economic goals and enhance environmental protection (*Levy. J, 2003*).

2.3.1.2 The Comprehensive Planning Elements & Process

Figure (2.1) shows the most common required and optional elements of the comprehensive plan. Optional elements may include public safety, urban design issues, cultural and heritage resources, and other issues.

According to (*Steiner & Butter, 2007*), the comprehensive planning process should start with issues and opportunities, to articulate the values and needs of citizens and other affected interests about what the community should become, and to specify and set the basic and optional elements during plan process program, and end with an implementation program that proposes measures, assigns estimated costs and assigns responsibilities for carrying out the proposed measures of the plan.

They proposed that issues and opportunities element should contain seven items (*Steiner & Butter, 2007,* p.6):

- A vision or goals and objectives statement.
- A description of existing conditions and characteristics.
- Analysis of internal and external trends and forces.
- A description of opportunities, problems, advantages and disadvantages.
- A narrative describing of the public participation process.
- The legal authority for the plan.
- A description of the connection to all other plan elements.
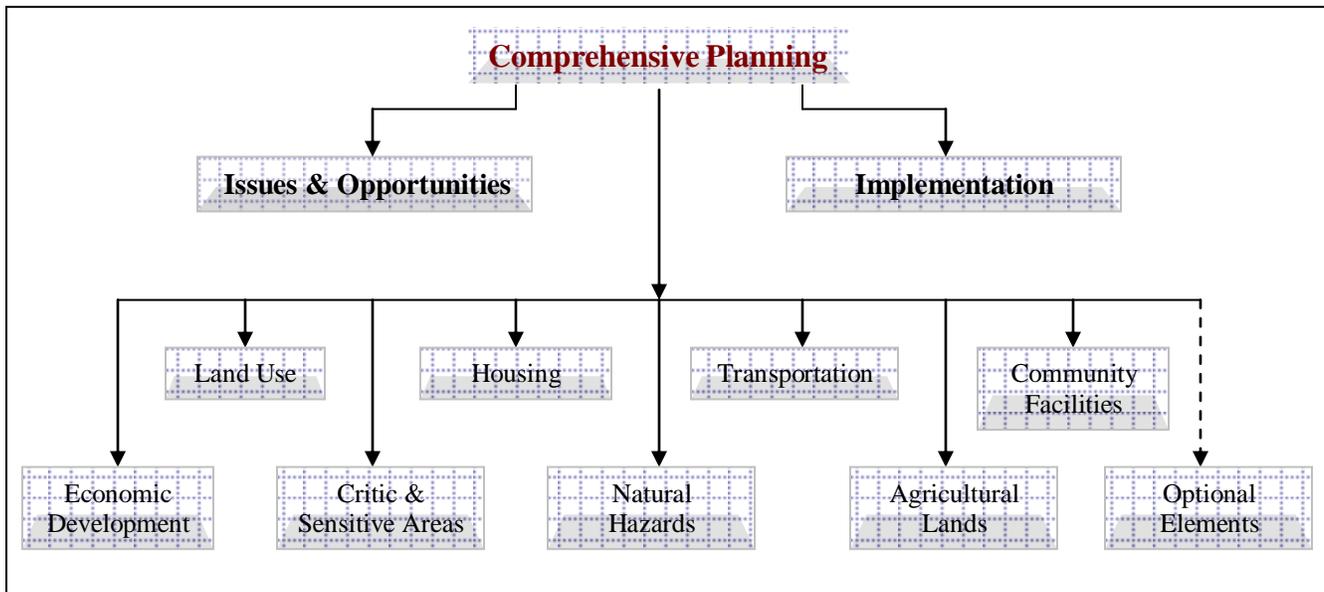
Figure 2.1: Comprehensive plan elements
Source: American Planning Association cited by (Steiner & Butter, 2007, p.7).

Figure (2.2) reflects the comprehensive cyclist planning process, which start with the research phase and then setting goals and objectives, and continue till the implementation and revision and monitoring phase, as the following:

1) <u>Research phase:</u> to have a sense of the present state and existing conditions and their probable future direction, by starting data gathering and forecasting phase, this include [population forecasts, land use inventory, economic studies, transportation, infrastructure, services and facilities, critical and sensitive areas, natural areas, fiscal health, and housing studies]. Studies must include the clarification of the major opportunities, problems, advantages and disadvantages of each studies aspect; this is often referred to as a SWOT analysis.

2) <u>Clarification of community goals and objectives</u>: to have some agreement about what the plan is intended to achieve, and what the community wants to become (*Levy. J, 2003*). The output of this step may consist only of broad community wide goals, enhanced by the addition of measurable objectives for each of the goals, and maybe accompanied by illustration that sets a vision of the community at the end of the plan period.

3) <u>Plan formulation:</u> were a variety of options and alternatives can be proposed, and just reasonable options are considered for "Impact Analysis", evaluation and discussion with affected parties of the community, to select the best suitable option.

4) <u>Plan Implementation:</u> the most powerful tools for implementing the physical aspects of the comprehensive plan are capital investments such as [roads, public facilities, and utilities], and land use and zoning (*Levy. J, 2003*).

5) <u>Review and Revision</u>: this phase is usually neglected, but it is important and essential to review and update the plan database at regular intervals, if this can't be done, the plan become rigid, static, lose its reality and its relevance will be questionable, and soon will lose its political force. Thus, the act of updating it keeps it first, relevant, and second, institutionalize planning as a

Figure 2-2: Planning Process Diagram
Source: Ruiter & Sanders, 1998, p.4

continuous activity within the community (*Levy. J, 2003; Steiner & Butter, 2007)*.
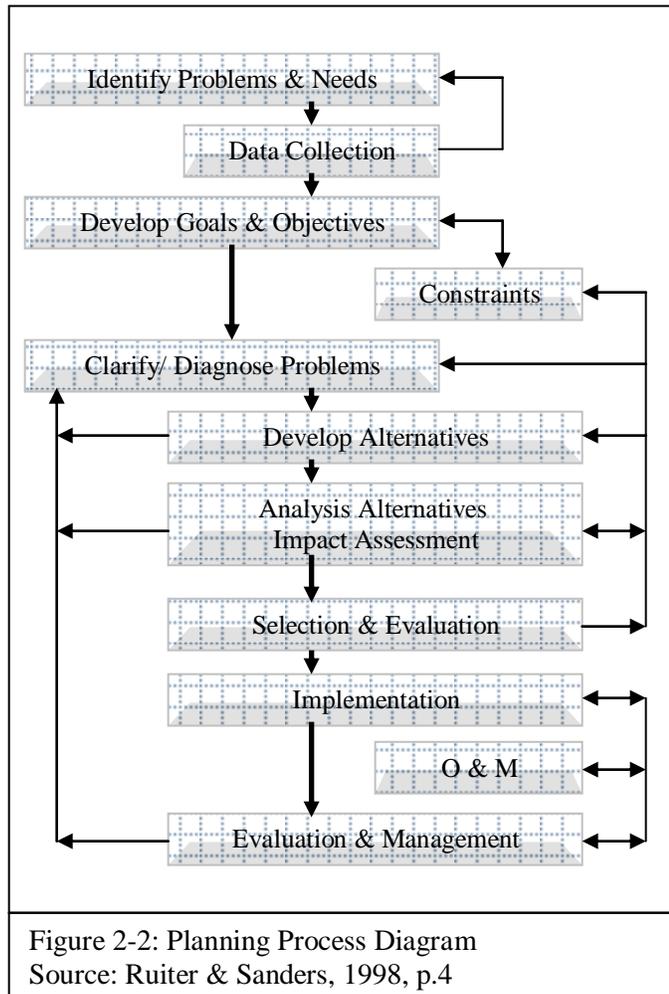
2.3.1.3 Actors during the Planning Process

During the planning process, knowledge and concerns of different interest groups and residents must be taken into account. This can be achieved by a successful public involvement within the planning process, especially the steps of formulating goals and objectives and impact assessment and alternative choosing. Participation is essential because different interest groups and residents can make useful contributions and because

"no plan can be implemented without political consent, and politics is "the art of compromise"" (*Levy. J, 2003, p.110).* Also, participation is needed to promote a sense of community by bringing together people with shared goals, visions and objectives.

Different actors can be identified while defining stakeholders during the planning process, each one who have a "stake" or "interest" in the issues addressed within the planning process can participate. This includes according to (*Steiner & Butter, 2007)*:

- Different sectors of society [residents, landowners, users ...Etc].
- Interest groups [such as civic, social, religious, and other groups].
- Agencies [such as planning commission members, local government and council].
- And Elected officials [such as mayors, ministries representatives, school board members and others].

Participation should be active and directed, and should cover all steps of the planning process and not end by the end of the plan preparation as usually happens, traditional planning procedures have to change "to make sure that participation achieves more than simply affirmation of the designer's or planner's intentions" (*Steiner & Butter, 2007, p.32*).

2.3.1.4 Output of the Planning Process

The output of the comprehensive planning process is usually a plan map and a study report. The plan map shows different existing and proposed land uses and zones with its related regulations and laws. Also, includes the transportation systems, circulation networks, infrastructure networks and public services and facilities.

The document or study report include a statement of authority to prepare and adopt the plan, the name of the plan, it's area and boundaries, time frame, different actors during the planning process, documentation of stakeholders and different interest groups involvement,

documentation of sectoral studies and data gathering and analysis results, a statement of local objectives and visions, a description of the plan elements and proposed alternatives, identification of the proposals and their impact analysis, description of the selected alternative, and finally, recommendations for the implementation and follow up of the plan.

2.3.2 Community Based Planning "CBP" [2]

With the changing characters of the world wide urban context, searching for a more appropriate and dynamic planning approach and tool for developing countries continued. In England in late 1960s, the introduction of Community Based or Structure Planning has been the means of shaping a wide range of environmental and social policies, strategic policies started to replace the traditional land use plans which depend on zoning and regulations (*Pomilio.F, N.A*).

After 1960s, changing from autocratic planning to consensus participatory planning started, focus on participation increased, and processes involving governments, neighborhoods, and business stakeholders involved in private- public consensus processes increased and became more and more (*Martinez, et al, 2002; Halla. F,2002; Halla. F,2005, Halla. F,2007*). Recent thoughts ask for holistic, flexible, integrated, strategic, participatory, and capacity building urban planning approach (*Daoud.R, 2009*). In this section, the definition of the Community Based Planning "CBP", its main characteristics, its process, different actors, and assumed output will be discussed.

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[2] In the planning literature, one sees the terms community based planning, community strategic planning, structural planning, participatory planning, co-ordinating approach to planning, strategic planning, urban management and governance used interchangeably and synonymously. Structural planning and community based planning will be used here for all of them.

2.3.2.1 Community Based Planning "CBP ": Definition & Characteristics

According to Pomilio. F, review article, the definition of the "CB Plan" can be divided into two groups, first, as a product and its contents, and second, definition of its planning process as the following:

First, the "CB" plan is an informal non- statuary flexible document, without local spatial implications, and works as a supplementary planning guide for local plans. It is a plan with a comprehensive overview and holistic strategic orientation and in the same time have enough specific details. Thus, "CB" plan is more flexible than the traditional blueprint plans, and integrated to take all social, economic, environmental, legal changes into account.

"Structure plan policies are seen to involve making decisions on a wide range of social, economic and political issues, as they affect the physical environment of an area".
                                         (*Bruton, Fisher, 1980, p.145 cited by Bomilio, N.A*)

Moreover, "CB" plans have a comprehensive integrated overview, for development policies and allocation resources, but it defers from purely spatial solutions (*Bomilio, N.A*).

"The generalization of maps and the emphasis on policies rather than on precise proposals have fairly successfully prevented structure plans from getting bogged down in questions of property rights and expectations".
                                         (*Solesburg, 1975, p.252 cited by Bomilio, N.A*)

Second, the cities alliance3 defined the Community Based Planning Process "CBPP" as a process by which local stakeholders define their vision for their city, and its economic growth, environmental and poverty reduction objectives, with clear priorities for actions and investments. It is a public or civic process in which the local government plays an important enabling role.

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3 http://www.citiesalliance.org/about-ca/about-ca.html

(*Mertinez, et al, 2002*) defined the "CB" plan as an "action plan designed to make the community more effective, efficient, and able to design action steps because it better understands it situation. He adds that the "CBPP" is:

"A well thought out process that collectively involves all sectors of the community to deal with all the significant or strategic issues facing the community, and generates a consensus on how those issues will be addressed"

(*Mertinez, et al, 2002, p.3-4*)

The World Bank defined it as:

"A process devised and owned by local stakeholders to formulate a holistic vision for their city. The process involves analysis of the city's prospects for economic and social development assistance and implementation of this vision through partnership based actions".

(*Daoud.R, 2009, p.50*)

(*Pomilio, N.A*) Defined the "CBPP" as a result of broad interaction between various groups and interests involved, and a continuous adaptive process, and not only concerned with the preparation of "final- statements" document.

From the previous definitions, we conclude that the concept of "CBP" is not only technical and end-state product, but a continuous, interactive, dynamic decision-making process (*Bristow, 1978 cited by Pomilio, N.A*). The planning process loses the traditional characters of comprehensiveness and generalization and became more incremental and progressive.

2.3.2.2   Community Based planning process "CBPP"

The methodological activities adopted in preparing a Community Based Plan have been reported by (*Halla .F, 2007, Halla .F, 2002*) as the following, figure 2.3 illustrates the process flowchart.

1) Decision to engage in community based planning process, and starting consensus building, participatory and coordinating process, to embark on stakeholder's awareness and sensitization with a view to agreeing to engage in the process.

2) Participatory rapid appraisal of the city's development and environmental profiles by collecting information and focus group interviews and workshops for stakeholders.

3) Plenary session to identify and prioritize the town's critical issues, stakeholders have to agree on analysis of critical issues and decide its nature, extent, indicators, its causes and effects, its locational analysis and pattern of occurrence, their initiatives to address the issues, and workable strategies and bankable projects for addressing them.

4) Working in issue-specific task forces to develop strategies and projects where stakeholders have to work in taskforces to develop strategies and propose projects that are essential to address the critical issues.

5) Plenary session to agree on strategies and projects required to address the critical issues.

6) Implementations of agreed strategies and projects, and stakeholders have the major role of facilitating the implementation of workable strategies and bankable projects.

7) Repetition, since the planning process is continuous, it has to continue until all critical issues have been addressed and resolved.

STEP (1): CONSENSUS BUILDING ✎ Establish CBPP Committee ✎ Identify Stakeholders ✎ Getting the " by in" of Stakeholders to start the process	**STEP (2): RAPID APPRAISAL** ✎ Participatory rapid appraisal of city's profile through information collection from stakeholders.
STEP (5): AGREEMENT In a plenary session, stakeholders agree: ✎ On critical & priority issues ✎ Agree to implement the strategies	**STEP (3): ISSUE ANALYSIS** Elaboration of issues parameters in a plenary session: ✎ Nature, extent, & indicators ✎ Causes and effects ✎ Locational analysis and patter of occurrence ✎ Stakeholder initiatives in addressing the issue
STEP (6): FACILITATION ✎ Stakeholders agree on responsibilities to facilitate the implementation	**STEP (4): STRATEGIES** Establish task force for each issue to develop: ✎ Objectives and targets ✎ Workable strategies and bankable projects
STEP (7): REPETITION ✎ City-wide planning of the SUDPF has to continue until addressing all critical issues	

Figure 2-3: Community Based Planning Process
Source: Daoud. R, 2009, p.62

2.3.2.3 Actors during the Planning Process

The key resource needed to complete a Community Based plan is its resident's, supplemented by assistance from a strategic planning / facilitator consultant (*Martinez, et al, 2002*). Stakeholders involved in the planning process represent the whole community sectors, interests, groups, official representatives and agencies (*Halla.F, 2002; Halla.F, 2005; Hala.F, 2007; Martinez, et al, 2002*).

Local governments have a large responsibility during the planning process, good leadership facilitate it and enhance stakeholder involvement.

The planner / facilitator role, besides that of overall planning and meeting facilitation, would vary depending on the availability of local and regional assistance. The planner/facilitator could identify and collect information needed to clarify and describe the status quo, and help to monitor the plan's progress and long-term impact.

According to (*Martinez ,et al, 2002*), stakeholders participation in all the "CBPP" will lead to improved governance, and make the life of elected official easier because the plan is developed by community consensus who agrees resources allocation and priorities ranking.

2.3.2.4 Output of the "CBPP"

According to (*Halla .F, 2002; Halla.F, 2007*), the assumed output of "CBPP" is a general planning scheme generated in a participatory process by the city stakeholders. It consists of a flexible framework for urban expansion, and efficient land-uses regarding development conditions and development areas, action planning for workable strategies and bankable projects.

The framework is dynamic and can be reviewed and modified if conditions necessitate that, and according to the new emerged issues and situations, in order to make sure that the plan is reflecting stakeholders interests and fit the real situation.

Another assumed output is capacity building related to human resources as stakeholders are involved in the plan making and implementation, and sharing information. Moreover, the most important output is the formation of a follow up committee from the city's stakeholders; this committee is responsible for plan implementation follow up, resolving conflicts and solving problems, revision and monitoring. One major weakness of the

"CBPP" output is the difficulty to translate the planning process output of development areas into an appropriate, acceptable, tangible and physical future land-use map.

2.3.2.5 Challenges to integrate "CBPP" into Local Planning efforts

Community Based or strategic planning is still comprehensive and integrative approach in its nature, according to (*Streib.J, 1992*) it is impossible to have a partial strategic decision-making process, "You either have the whole, unified process, or you have nothing" (*Streib.J, 1992, p.342*).

Bryson and Roering (1988) cited by (*Streib, 1992*) claimed that "effective strategic planning is like a quilt. You need all the pieces before you can stitch together an interesting pattern" (*Streib.J, 1992, p.342*).

In order to have a successful "CBPP", the following four management functions are needed:

1) Leadership: the first essential step in "CBPP" is identification and training of potential community leaders (Martinez, 2002), to ensure the ability of key actors to initiate, organize, and direct the "CBPP" (*Streib, 1992; Wheeland, 1993*).

2) Human resources: the existing of supportive individuals who have the initiative to participate, learn, discuss, share, make important decisions and implement the agreed policies, actions, and projects (*Streib, 1992; weeland, 1993; Martinez, et al, 2002; Halla, 2002, 2005, 2007; Daoud, 2009*)

3) Managerial skills: the ability to control and manage the whole process, and to provide the essential technical and analytical support. This point is related to the previous two

points, because as we have successful and efficient leadership and efficient human capacity building, we will obtain the needed managerial skills.

4) <u>External support:</u> from the government, local authorities, external and internal stakeholders and donors to support the planning process output implementation technically, legally, and financially.

Figure 2.4 show that if these four management functions are well integrated during the CBPP, we will have a total strategic potential
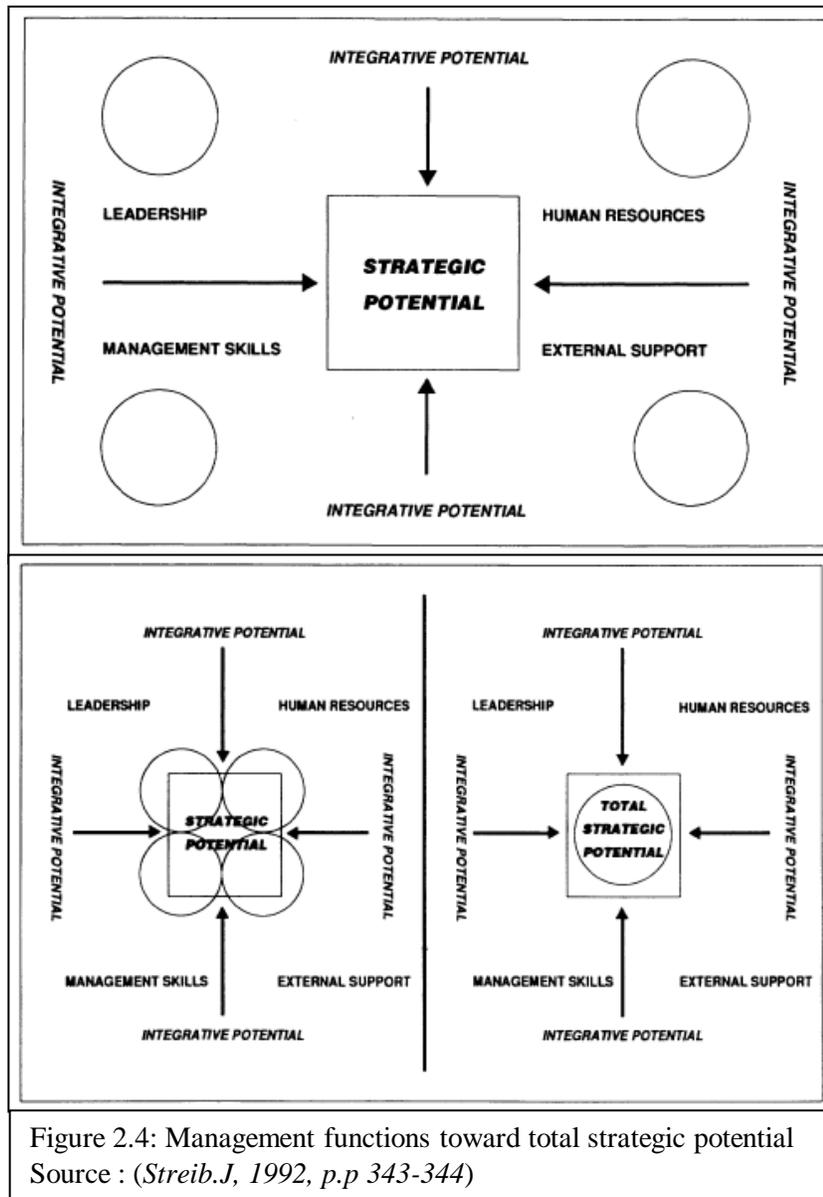
Figure 2.4: Management functions toward total strategic potential
Source : (*Streib.J, 1992, p.p 343-344*)

2.3.2.6 Strengths and weaknesses of the CBPP

The main strength of the CBPP is the involvement of community and stakeholders in all the activities of the plan preparation and implementation. This involvement results with a human capacity building that enable stakeholders to control development and follow up the plan implementation, and also repeat the planning process by their own when needed. The process is flexible and transparent and has the potential to be implemented by local authorities in villages, towns and cities.

The main weakness is the difficulty of showing the planning process output into an acceptable future land-use map (*Halla. F, 2002*), the output to an informal document without spatial implications, it is a supplementary planning guide for local plans (*Pomilio,??,)*

The main threat to the CBPP is the risk that stakeholders who work on implementing strategies and projects end up being unable to continue because of limited financial resources (*Halla . F, 2002; Daoud .R2009*).

2.3.3 Comprehensive vs. Community Based Planning

"Are all topics covered or just those important to the chosen strategy? Do we need general comprehensive plans or more focused detailed strategic plans? Do we have enough time and resources to start a comprehensive planning approach? What about the involvement of different community groups, interests and views? What do you mean we need to plan? What we need is to act".

Discussion like this doubtless occurs in towns municipalities and villages councils meeting all over the world. A situation that is significant and need immediate attention and there is no consensus of how to start, and what is the most suitable planning approach. In this section, a comparison between comprehensive planning and community based planning will be conducted. The strength and weaknesses of each approach will be emphasized.

2.3.3.1 How does a Community Based Plan differ from a Comprehensive Plan?

As mentioned before the "CBPP" is a well thought out process, that involves all sectors of the community to deal with the significant issues facing them. It is based on generating consensus on how these issues will be addressed. The involved community's groups and organizations will have the chance to consider many significant issues, and to rank and prioritize them, and propose actions to solve and address these high-ranking issues.

Comprehensive plans, on the other hand, is usually prepared and undertaken by municipalities. The municipality authority is limited only within its boundary, and since some services needed and provided do not fall within the municipality authority [such as transportation, sanitary, sewer, water, electrical and communication networks, open spaces and parks, social elements such as health, education and other elements] comprehensive plans do not address all issues impacting the community (*Martinez, et al, 2002*), thus, the comprehensive plan is not comprehensive due to municipalities authority limitations.

According to (*Martinez et al, 2002*), no community can successfully plan to satisfy the needs of all its citizens without considering all the community needs. He claims that comprehensiveness is essential and municipalities should plan their development with the

use of municipal comprehensive plans, but he added that, communities need in addition, a community strategic plan for the community.

"My belief as a professional planner is that a community needs more than comprehensive plan. Needed too is a community-broad plan, often called a strategic plan, for the entire community and not just for the municipality".

<div align="right">(Martinez et al, 2002, p.5).</div>

It is clear from Martinez opinion that both the Community Based Plan and comprehensive plan are essential for the community. The following table (2.1) summarizes the differences between the comprehensive plan and community based plan as discussed in the previous sections, in the world wide debates and literature.

Table 2.1: Summary table for Comprehensive vs. Community Based Planning

	Comprehensive plan "CP"	**Community Base plan "CBP"**
Boundaries & Limitations	Municipal plan is limited with the municipality authority within its boundaries	Community plan include all the communities issues and elements and services within and out the municipalities authority boundaries (more inclusive)
Prepared by	Typically by the municipality	Based on the stakeholder and community wide participation and involvement.
Legal status	Municipalities adopt comprehensive plans by ordinance	CB plan is policy plan adopted by community and not adopted by ordinance, because it tackles issues beyond local authorities' boundaries.
Role of planner	Usually he plan and design for the community [planner existence is essential in the whole planning process]	He works as a facilitator who facilitates, supervise, educate community leaders and work with them during the plan making. [Planner/ facilitator should be available if needed]

	Comprehensive plan "CP"	Community Base plan "CBP"
Public participation	Public involvement is an important issue during the planning process, but not a core issue. Residents and community stakeholders are involved typically during the planning process, and their role ends by the end of plan making and the start of the implementation phase.	Community involvement is the core of the CBPP, without local community input, initiative and participation, the planning process will not continue. Community involvement is the whole planning process continues after the implementation and review and monitoring phase. The human capacity building during the planning process enable the community to repeat the planning process on its own as community have the needed skills.
Staff, time, and cost	Comprehensive plans are technical, requiring the involvement of technically trained municipal staff and consultants, they take longer to complete and are relatively expensive because of these cost and time factors.	CB/plan can be completed in much shorter time frames, and required less resources funds, time, and staff. Residents are the key resource needed supplemented by a strategic planner/ facilitator assistance. CBP is relatively inexpensive and not too time consuming. Time depends on the readiness of community to accept and undertake the CBPP.
Process characteristics	Comprehensive planning process is: - Technical - Static - End state product (plan) - Comprehensive and general - Rigid	CBPP is: - Continuous (living plan) - Dynamic, flexible, and transparent. - Interactive. - Progressive learning. - Comprehensive to tackle all community issues beyond the municipal boundary. - Incremental and focused. - Inclusive.

	Comprehensive plan "CP"	**Community Base plan "CBP"**
Output	A comprehensive plan contains the existing and future land use, transportation networks, infrastructure network, public services and facilities, supplemented by a report study and laws and regulations. It is a tangible, formal, approved document.	The output is a policy plan containing a framework for urban expansion, a statement for the community future vision, action plans for workable strategies and bankable projects. It is an informal document, without spatial implications, and considered as a supplementary planning guide for local plans, and this is the main weakness of the community based planning process the difficulty to present the output in an acceptable future land-use map.
Follow-up	The municipality or local authority is responsible for the follow up, monitoring and revision of the plan, but unfortunately, usually the comprehensive planning process ends by the end of the plan making and implementation. Moreover, if updating the existing plan or a new plan is needed, the municipality or local authority is assumed to start its work.	Community stakeholders are supposed to follow-up and monitor the implementation of the projects and solve the problems, and the community will have the skills required to repeat the planning process on its own. [Human capacity building]

What is the proper and suitable planning approach for the Palestinian context, in order to answer this question, the existing planning situation and used planning approach in Palestine must be examined? The following chapter will tackle the planning dilemma in the Palestinian areas.

3.0 Planning Dilemma in Palestine

Palestine lies on the western part of Asia at the Mediterranean Sea, and surrounded by Lebanon and Syria from the North and Jordan from the east, Egypt and Alaqaba gulf from the south and the Mediterranean Sea from the West, with a total land area is 26323 km², was affected by the successive occupations and rules since the Ottomans till now, and geopolitical facts on ground were imposed.

Nowadays, and after the Israeli occupation and the Palestinian – Israeli agreement, Palestinian Territory consists only of the West Bank "WB" and Gaza

Figure (3.1): Palestinian Territories
Source: PASSIA, 2008. Online Web site:
http://www.passia.org/palestine_facts/pdf/pdf2008/Geography.pdf
- last visited 20/3/2009

Strip "GS", with a total area of 6020 km², the West Bank 5655 km² and Gaza Strip 365 km².(*PASSIA,2008*)

Planning dilemma in Palestine through the successive rules since the Ottoman period till the Palestinian National Authority "PNA" is discussed in this chapter, especially planning at the local level. Discussion focuses on the planning efforts through these periods and

concentrates in the last section on the PNA planning institutions experience since 1994 till now by conducting an assessment for 47 prepared local outline plans.

3.1 Historical Background

Urban and physical planning in Palestine was affected by the successive political regimes in Palestine. In this section, planning in Palestine since the Ottoman period till now is discussed; concentration will be on the planning efforts at the local level especially in the West Bank "WB" region.

3.1.1 Planning in Palestine during the Ottoman Rule:

Local Authorities (municipalities) were established in the second half of the nineteenth century as a result of the Ottoman empire laws after 1839, particularly the regions administration law in 1871, which states the formation of municipal and villages councils, and the municipalities law in 1877, which is considered the legal basis for the administrative structure in the municipal councils at the Ottoman Period. This law considered that the municipal councils are representative bodies for local people and the only link between them and the central authority. Moreover, this law restricted municipalities' tasks in providing limited services and collecting taxes on behalf of the central government only, thus hindered them from playing a major role in communities' development. Under Ottoman rule, a system of building permits was instituted in urban areas, regarding the percentages of land expropriation for road construction or redevelopment and others. These Ottoman rules survive in the West Bank till now, though in practice they had never been properly applied, and considered as a revenue producing

measure only (*Coon, 1992*). The number of municipalities reached 22 in Palestine by the end of the Ottoman rule (*Ishtayeh 2004, Abed Alhameed.A 2005*).

3.1.2 Planning in Palestine during the British Mandate (1917-1948):

During the Mandate period, the British kept the Ottoman municipal law as it is till 1926 in which they issued a decree that allowed Palestinian residents who pay taxes to vote in municipal elections (*Daoud,R. 2009*). During the mandate town planning was regulated by the town planning ordinances of 1921 and 1936 which were not different than the Ottoman's ones in terms of local government authorities and functions (*Coon.A, 1992*). Under the 1921 ordinance plans "Skeleton Plans" were prepared for the whole Jerusalem, also for Nablus, Tulkarm, Hebron , Gaza, and most cities in Palestine, but villages were neglected and did not receive such plans, the major concern of these plans was to conserve the special character of Jerusalem and other Palestinian cities (*Coon.A 1992, Khamaisi.R 1994*).

City planning Ordinance (No. 28) for the year 1936 introduced "District Commissions" between the central and local tiers of authority and its related legislations and was the foundation for the emerged development plans (regional, outline, detailed, and land parcellation plans) that existed prior the era of the Palestinian National Authority (*Coon.A, 1992*). Under this Ordinance development plans for the whole area of historical Palestine (which was divided to six regions: Jerusalem, Nablus, Hebron, Haifa, Lod, and Gaza) prepared. This law is still in force in Gaza Strip today, while the Jordanian law of cities , villages and buildings No. 79 of 1966 (which was modified by the Israeli government using

military orders) is the basic legal framework for planning and construction in the West Bank "WB" (*Azem.F, 2006*).

The Planning Foundation under 1936 ordinance was divided into three levels: local committees in cities, regional commissions responsible for planning and approval of regional plans, and the central level consist of the city planning consultant and the High Representative as the supreme authority (*Abed Alhameed.A, 2005*). This strengthen of authority Centralization granted the central authority represented by the High Representative the major power and full control over all municipal councils organizational and operational tasks, and limited its authority and tasks to provide a limited number of basic services. The number of municipalities during the British Mandate reached 24, and there were 38 local councils (*Ishtayeh 2004, Abed Alhameed.A 2005*).

A. **<u>At the regional level</u>**, two plans of fundamental significance were approved in the West Bank. The Samaria regional plan (S15) which covers the northern part of the WB, and the Jerusalem regional plan (RJ5) which covers most of the rest of the WB. While (R1) was the only regional plan In Gaza Strip (*Azem.F, 2006*), Similar plans were prepared under the mandate for the rest of historic Palestine. These plans (consists of a map and a set of regulations for each to define the type of development which is permissible in each of the zones shown on the map), and were prepared to meet needs and conditions of that time, and have never been replaced or updated till the Israeli occupation rule, who used these plans as a pretext to justify its policies of restriction the development of Palestinian communities especially outside the borders of towns and villages (*Coon.A, 1992*).

B. <u>**At the local level**</u>, outline plans (or Master plans) where approved under the mandate for 8 villages and all municipalities in the WB (9 municipalities during the British Mandate) (*Coon.A 1992, Khamaisi.R 1994)*, the prepared outline plans covered 25 villages only from 900 villages in the historic Palestine (*Budeiri.T, 2006*).

These plans (consisted of regulations for permitted development in different zones of the plan map) and reflected the need to reduce densities of the existing built up area by discouraging further additions, also the need to improve living conditions by separating housing from other activities, and the need for suitable road networks(*Coon.A, 1992*).

3.1.3 Planning in Palestine between 1948- 1967:

At the end of the British Mandate in 1948, Palestine was divided into three Political areas (1948 territory what is now known as Israel, the West Bank "WB" and Gaza Strip "GS"), these areas were ruled by different political departments and organization and construction laws. The 1948 area constitute about 76% of the historic Palestine is ruled by the Israeli government that has sovereignty to issue laws and to prepare development plans. The area of the WB became under the Jordanian administration, which issued the city planning law in 1955, followed by the city planning and buildings (79) law in 1966, and Gaza Strip GS became under the Egyptian administration, which kept the British city planning law of 1936 after partial modifications and they didn't do much reform (*Ishtayeh 2004, Abed Alhameed.A 2005, Azem.F, 2006*).

In the WB including Jerusalem, the Jordanian authority increased the number of local governments to reach 25, these municipalities were operated under the new Jordanian

Municipal laws 1951, 1954, and the law of 1955, which continued to strengthen the role of the central government by giving full control over the activities of the municipalities, while minimizing and limiting municipalities tasks, role and powers to provide basic services to the population (*Ishtayeh 2004, Abed Alhameed.A 2005*).

The law No. 79 of 1966 divided the planning institution into three levels of planning and authority: the national level, the regional level and the local level.

A. **<u>At the regional level</u>** during the Jordanian rule no plans were prepared for the WB (*Azem.F, 2006*), moreover, the Jordanian government relied on the mandatory regional plans RJ5 and S15 without any modifications when issuing licenses for building, thus controlling localities growth, expansion and development (*Khamaisi.R 1994, Abed Alhameed.A 2005*).

B. **<u>At the local level</u>**, outline plans were prepared and approved for 15 of the 25 municipalities and for the villages that have become cities during this period such as Bani Zeid, Ya'bad and Kabatiya (*Khamaisi.R 1994*), In addition only one village plan was approved during this period- for AL-Tayiba in Ramallah region in 1956 (*Coon.A 1992, Khamaisi.R 1994*), while the remaining villages continued to develop spontaneously. Regulations in the new plans were identical to the mandate plans, with new areas zoned for development (including areas in which sporadic unauthorized development had already taken place and where refugee camps had been established after 1948). These new plans did not take into account the demographic, and socio-economic needs and requirements of

the population in the future, little regard was taken to topography in designing road lines and areas for development (*Coon.A 1992, Abed Alhameed.A 2005*), and the proposed lands for public buildings and road networks were not enough.

The Jordanian administration period has not accompanied by a marked development in the field of planning and construction, due to the limited size of development in the Palestinian society after the war in 1948 and the great migration of Palestinians abroad, in addition, the priority of the Jordanian authority was to develop the East Bank of the Jordan River at the expense of the West Bank development (*Abed Alhameed.A, 2005*).

In Gaza Strip, the Egyptian administration law in 1955 accepted and used the existing laws before 1948, and this means the use of the municipalities' law of 1934 and the villages Management law of 1944. Local councils in this period were only Gaza and Khan Younis municipalities in addition to three village councils (*Ishtayeh 2004, Abed Alhameed.A , 2005*).

From the previous description it is clear that there is similarity between the Ottomans, British and Jordanian laws for the municipalities and local government institutions, the same laws are nearly used with some modifications and updating. (*Al-Jarbawi, 1992 cited by Ishtayeh, 2004*).

3.1.4   Planning in Palestine under the Israeli Occupation 1967 – Till now:

In 1967, the whole of Palestine became under the Israeli occupation, which established a military government and a civil administration to rule the WB and GS. Israel has kept in

force the previous laws and regulations after some adjustments, in addition to the issuance

of a number of military orders related to the subject of planning .

At the regional level,   the
blueprints RJ5 and S15 were used
basically for granting or refusing to
grant building permits in areas that
exist outside the local outline plans
boundaries. In 1982 Israel Central
Organization Department prepared
the Partial regional master plan No.
1/82 which   is   considered   an
updating for the regional plan RJ5,
this plan included the urban towns
of Jerusalem, Ramallah, AlBireh,
Bethlehem, Bait Jala and Bait
Sahour, in addition to 14 Arab

Figure (3.2): Partial Regional Master Plan No. 1/82
Source: Coon.A, 1992.
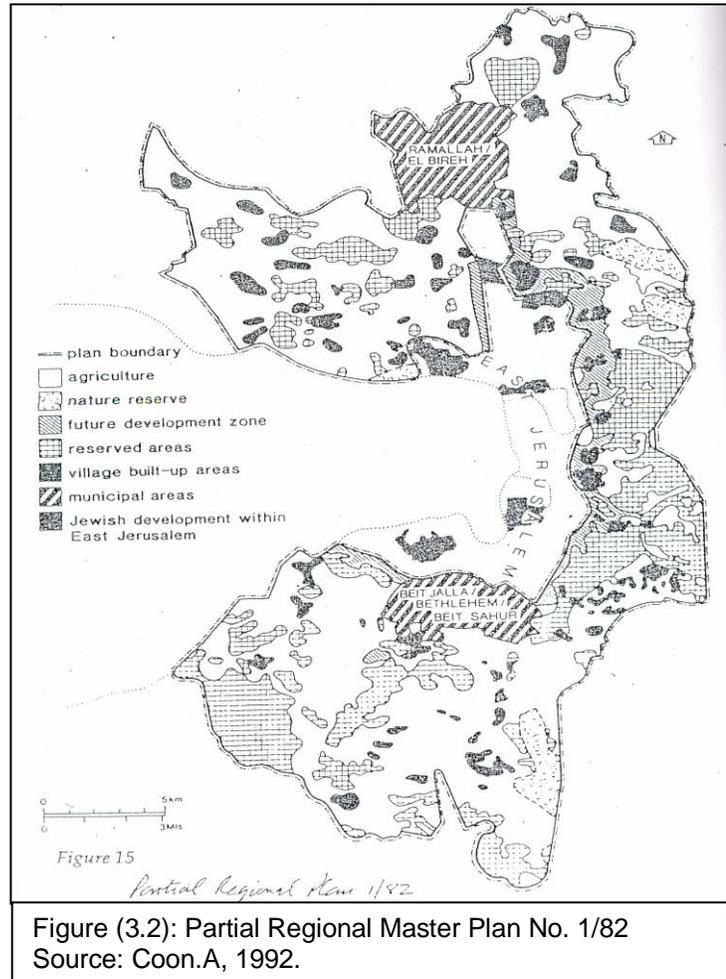
villages and 7 refugee camps, and aimed to limit the development of Arab construction,

especially around Jerusalem, and to allocate land for the establishment of Jewish

settlements (*Coon.A 1992, Abed Alhadi.R, 1990*). The Partial regional plan No. 1/82

classified only 13% for the development and expansion of Palestinian communities and

about 17% for the expansion of Israeli settlements, these ratios are not commensurate with

the population in both sides by allocating the least amount of land to the largest number of

Palestinians, while the least number of settlers took a larger percentage of land. The 1/82 regional plan aimed to isolate the northern part of the WB from its south, to surround Jerusalem with an Israeli settlement belt, to reduce the possibility of development of the Palestinian areas and to limit their expansion both beyond or within their borders by imposing unduly burdensome requirements for the issuance of building permits (*Abed Alhadi.R, 1990, MLG, 2005*).

The second regional plan prepared by the Israeli occupation authorities was the Partial regional road plan No. 50 in the year 1983, and approved in 1991. This plan consists of a road network based on east-west axes linking the existing and proposed Israeli settlements together and with the major metropolitan areas in Israel. The plan aimed at promoting Israeli settlement in the WB and facilitating its integration with the Israeli system circumventing the Palestinian communities, isolating and fragmenting them and restricting their development and growth. And also, confiscating more
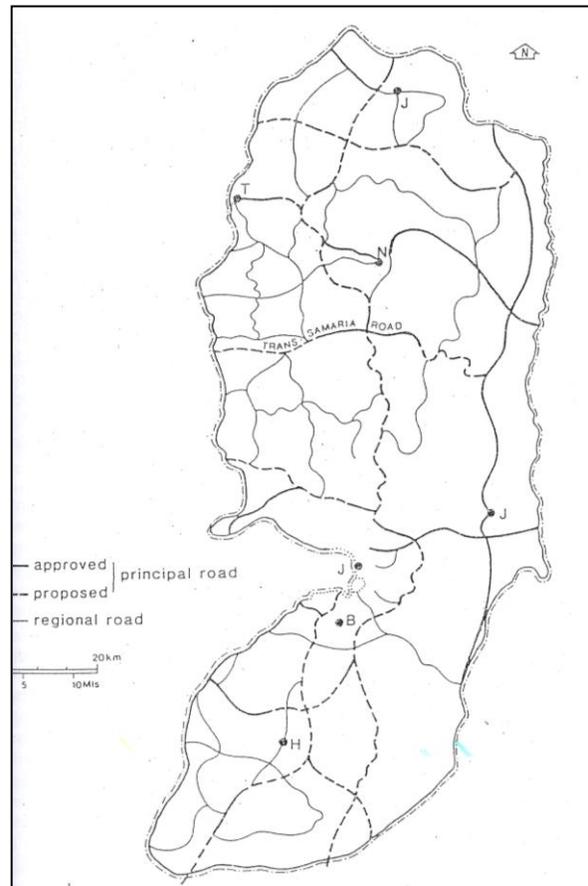
Figure (3.3): Partial regional road plan No. 50
Source: Coon.A, 1992.

Palestinian land directly for the construction of the planned roads and indirectly, through the proposed large setbacks on both sides of the roads where Palestinian construction is

prevented totally (*Abed Alhadi.R 1990, Coon.A 1992, and khamaisi.R 1994*). In Gaza Strip two major modifications has been introduced to the regional plan R1, the latest was approved in 1994 (*Azem.F, 2006*).

A. <u>At the local level,</u> till the seventies the planning system in the WB remained linked to the Jordanian planning system and the Israeli military government that controlled the WB and GS since 1967 showed little interest in the development and planning of the Palestinian towns and villages, in this period nothing was prepared at the local level except Salfit outline plan in 1974 (*Coon.A 1992, khamaisi.R 1994*). After the issuance of the military orders planning efforts started, and the Higher Planning and organization Council was issued, and the local commissions were renewed to issue licenses and permits for Building in the villages depending on the regional plans and local outline plans for cities.

In 1981, the central planning department commissioned the Israeli consultant "Shamshoni" to prepare outline plans for 183 villages within Jerusalem district and a further 100 village plans in the northern part of the WB (*Abed Alhadi.R 1990 , Coon.A 1992 *).

The considerable features of Shamshoni plans was there total ignoring of the existing situation and facts on the ground, no consultations with the elected village councils or members of the community, there were no surveys or studies conducted prior the formulating of the plan, and zoning was basically drawn on a rough photocopy of an aerial photographs (*Abed Alhadi.R 1990, Coon.A 1992)*. The plan boundary was just drawn to include most of the existing built up areas and to exclude nearly all significant empty lands and to zone the area within which all development is to be restrained. The planned area within the boundaries show limited area for future population growth of three housing

zones with different densities, public areas, light industry, cemeteries, and open spaces zones, moreover, no distinction was made between the existing and proposed uses, and the proposed public areas, industry, cemeteries, & open spaces zones were already existing (*Coon.A 1992*).

It is clear that the purpose of these plans is not to provide for development but to limit and severely restrict any potential for Palestinian population expansion and development. These plans faced a widespread objections and protests from the Palestinian communities, and none of the "Shamshoni plans" has been approved and acquired legal status. (*Abed Alhadi.R 1990, Coon.A 1992*).

As a result of the rejection of the Israeli consultant plans "Shamshoni plans", the Israeli occupation authorities allowed the village councils to prepare alternative plans. A large number of villages asked Palestinian consulting firms to prepare plans, and between 1985 and 1987 over 55 plans were proposed to the Israeli planning authorities for discussion. However, none of these plans has been approved because they lack the technical context - there was no approved regional plan on which these plans could related to - . In late 1986 the civil administration suspended the funds for plans preparation, and most councils suspended their contracts with the consultants (*Coon.A 1992*).

In 1989, the Central Planning Council "CPD" approved "local partial outline plans" for 11 villages; these plans are in fact only the facade since it seems that such plans have been prepared for the great majority of the 400 villages in the WB (in the beginning of 1990s, 170 plan for the villages was approved and another 170 were under preparation) (*Coon.A 1992, Khamaisi.R 1994*). These plans are very similar to Shamshoni plans both in format,

policy suggestions and plan boundary, and of course these plans were prepared as usual without any input from the local inhabitants, and aimed mainly at fixing a strict line around the built up areas beyond which no building or other development is allowed (*Abed Alhadi.R 1990*). Most of the prepared local partial outline plans in this period are still used until now despite they are not suitable for the existing conditions and needs of these communities, as they are the only outline plans for the most of Palestinian villages and towns,.

Careful studying of the prepared plans during the Israeli occupation results that Israeli planning efforts purpose is to restrict the expansion and construction in the villages and towns. Israeli planning institutions maintained the interests of the Israeli military governance and maintained free lands around the existing or planned settlements and roads, to prevent the expansion of the Palestinian villages and towns. In addition, Palestinian planners freedom was limited, and local participation of citizens was ignored in the planning process. The proposed plans for the Palestinian territories did not depend on physical, social and economic studies and surveys or on a study of the local residents needs and problems, this fact limited land-use planning efforts in local plans to propose three areas of housing, with different densities and setbacks and making use of the existing public lands Only .

Prepared plans during the Israeli occupation reinforced the isolation between villages and towns, nothing was proposed at the regional level or for enhancing the economic situation, only limited industrial, commercial and transportation centers have been proposed in some cities outline plans, but was lacking deep studying. In additions, Villages and small towns

were assumed to be "sleeping quarters" as the economic activities of their populations are provided outside the town (*Khamaisi.R 1994*).

The phenomenon of copying and transferring the proposed planning solutions to a number of villages has emerged (identifying three types of housing areas , developing a network of major roads only, and using the existing public lands with out proposing new ones). Even regulation lists were copied and only the name of the town and the table of land areas were changed, while the rest planning is unified. This phenomenon indicates the lack of depth in the planning process and the use of quick solutions that does not take into account the needs and investing the special characteristics of the towns and villages (*Khamaisi.R 1994*). Planning laws, approach and process during the Israeli occupation served the occupier interests, ignored and restricted Palestinians need to develop and grow, this approach need to be modified, and used laws need to be updated and changed, in order to change local planning from a control tool to a development tool, and this have to be achieved during the "PNA" administration.

3.1.5 Planning in Palestine during the "PNA" after 1993:

During the Israeli occupation Palestinians were not allowed to participate in any form of planning, as development was entirely controlled by the Israeli civil administration. After the signing of the 1995 Oslo interim agreement between the "PLO" and the Israeli government, the civil administration moved to the Palestinian National Authority "PNA", and a new frame work for Palestinian control over the planning process and the development of the built up environment started.

Under this agreement responsibilities of full organization and control was transferred to the Palestinian side and within an area of approximately 40 %only of the West Bank in the classified "A and B" areas4, where they have only the authority to plan and built, the remaining 60% lands fall within area "C" where Israelis have full civil and security administration, this fact limits the Palestinian planning authority and responsibility in separated and non continuous areas, and Impose a reality on the ground that abort any attempt to plan at regional and national levels. After the start of Al-Aqsa Intifada in 2000 and the reoccupation of Palestinian towns and villages, new facts imposed themselves on the ground, the continuing building and expansion of Israeli settlements and the building the separate wall, has changed the meaning and the concept of sovereignty on the Palestinian areas "A and B " and now there is a need to Find new understandings and agreements (*Ishtayeh 2004, Abed Alhameed.A, 2005*). It must be noted that the city of Jerusalem has been completely excluded from this agreement and left to the so-called final status negotiations.

Figure (3.4): Oslo Agreement 1995.
Source:
http://www.passia.org/palestine_facts/MAPS/newpdf/Oslo-II.pdf
Last visited: 6-2-2009 at 11: 28 PM

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4 Areas "A": Palestinians have full civil and security administration.
   Areas "B": Palestinians have full civil administration while the security control is under the Israeli side.
   Areas "C": Israelis have full civil and security administration.

A. **At the level of institutions, laws and regulations**: the Palestinian Authority divided the Palestinian territories into 16 governorates in the West Bank and Gaza Strip, and adopted the three planning levels of the Jordanian planning law "79" (the Higher planning Council , the regional commissions in the governorates, and the local committees in cities and villages). More responsibilities and authorities have been given to local governments to meet the PNA expectations to build a viable democratic state (*Daoud,R. 2009*). The PNA issued a number of legislation and laws related to planning and Management adopted on the basis of the existing laws prior the Palestinian Authority, such as the law of buildings of local authorities in 1996 for the areas within the approved boundaries of the cities and villages, as well as the law of building and management of lands outside the approved organization borders in 1996, in addition to the formal approval of the law of common services councils and the law of the regional planning committees (*MOLG, 2003*).

B. **At the national level:** the Ministry of Planning and International Cooperation "MOPIC" was responsible for developing strategies for national planning, but so far there is no clear national plan and strategy .

C. **At the regional level:** the MOPIC has prepared in 1998 two regional plans, one for the West Bank and the other for Gaza Strip ,the main goals for these two plans were to provide sufficient lands for urban and rural uses that don't incompatible with the protection of important natural resources, to ensure sustainable development, in addition to the economic development goals (the creation of jobs and fighting poverty and unemployment) and providing modern and effective transport networks (*MOPIC, 1998*). However, those plans were adopted on geopolitical and economic assumptions that are difficult and not

achievable during the transitional period (*Abed Alhameed.A, 2005*). The proposed urban development policies do not meet the actual needs of planning at the local level, as they ignore the existing geopolitical situation on ground, and draw general and superficial guidelines to ensure the importance of preparing plans for the local authorities that maintain the significance of the historical and cultural heritage areas, the sustainable development of rural areas and urban centers, towns and road networks (*Azem.F, 2006*). Since the study aims to examine the planning at the local level in the Palestinian territories, the criticism of the content of these regional plans is outside the scope of this study.

D. **At the local level:** the number of local authorities has increased from (139) local authority (between Municipalities and villages Councils) before the PNA in the year 1994 (*Al-Qarout.M, 2006*) to (495) local authority in 2005 according to the Ministry of Local Governorates "MOLG" statistics (*MOLG, 2005*), to include all local communities in the West Bank and Gaza Strip divided between municipalities, village councils and project committees (in small groups). Also, municipalities were classified into four categories A, B, C, D considering the number of population, municipal capacities and activities and available services (*Ishtayeh, 2004*).

The Ministry of Local Governments "MOLG" is mainly responsible for preparing outline and physical plans for towns and villages (at the local level), municipalities were given the authority to plan, manage and give building permits in coordination with the Central Committee of organization and construction, and the Higher planning and organization Council. The Central Committee of organization and construction started to prepare outline plans for the villages which have no plans or to those with old outline plans prepared

during the occupation period, that doesn't respond to the recent needs and problems of towns or villages. Other efforts of local planning cannot be forgotten such as the modest role of the institutions (universities, research and studies centers) or the private sector (offices and engineering companies) .

It is clear that the large number of new local authorities during the PNA is a problem; most of these local communities are unable to rely on themselves and continue their operations. so, In order to raise the level and quality of services to citizens and reduce the expenses on the local councils of small number of population, and to enhance the collective action between them, the MOLG adopted about 49 common services councils, each of these councils contains a number of communities that share one or more services (such as solid waste collection and disposal, drinking water supply, electricity, waste water systems, etc.). It is clear here that this joint of councils is the result of the unclear perception from the central authority for the local system that must be built in the West Bank and Gaza Strip, and the lack of clarity of the mechanisms to do so (*Samha.O, 2006*). According to "Isa Al - Ja'bari", the former minister of the MLG, these councils are part and not a complete solution, the local integration of these small bodies in larger entities is the solution (*MOLG, 2006*).

Meanwhile, in order to upgrade services in rural areas and to enhance the capacity building of Palestinian local bodies, the MOLG worked in cooperation with the United Nations Development Program UNDP on the implementation of Local Rural development program, which aims to enhance community participation in the planning, implementation, identifying needs and setting priorities for development projects specially in the most

disadvantaged and marginalized areas. Villages have been grouped in clusters called the regional planning areas, and 14 regional planning committee was established (*MOLG, 2003*).

Despite all the previous mentioned efforts of the PNA to develop governance at the local level, the governance system is still centralized. The law kept essential responsibilities such as the financial and administrative responsibilities in the hands of the central government which is the "MOLG".

3.1.6 Summary:

As highlighted previously, the Palestinian Territory experienced successive occupations and authorities that used the local planning as an instrument to control Palestinian urban development and to serve their colonial interests.

During the British mandate, "Master planning" approach was part of their colonial policy and practice to control Palestinians development at the local level (*Daoud,R. 2008*). This situation continued during the Jordanian administration in the "WB" and the Egyptian administration in "GS", master planning continued to be used as a basis for urban planning, and after 1967, the Israelis have continued to use the same planning laws and regulations after modifying them to meet their own interests of land confiscation and control over Palestinian growth (*MOLG, 2005*).

After the PNA, the evolving planning system has been greatly influenced by the previous Israeli military orders and regulations, as most of them remain applicable in the Palestinian territories (*Coon, 1990, Abed Alhadi.R 1990, Daoud,R. 2009*).

This Situation put many challenges and obstacles in the face of the Palestinian planning institutions, which must be tackled in order to enhance planning efforts in the Palestinian territories, the following section will discuss these challenges and obstacles.

3.2 Challenges & Obstacles facing the Palestinian planning institutions

Challenges facing the planning institutions in Palestine can be divided into two categories :

First: Inherited challenges and obstacles: inherited from the successive governments and administrations in Palestine since the nineteenth century, as explained in section 3.1. The most important period is the Israeli occupation in 1967, which is still in existence until 2009. The main challenges within this category are :

A. Regulations and laws that imposed a reality on ground and must be dealt with, such as the Ottoman lands law, building codes and laws during the British Mandate, as well as the Israeli military orders and laws, and its resulting reality on the ground (*MOLG, 2006*).

B. The fact that the Palestinian authority doesn't have sovereignty on land due to the reoccupation of Palestinian territories by Israelis, and the division of land into administrative and security areas A, B and C.

C. The absence of land registration for about 70% of the WB undermines the ability to control the land, due to the lack of necessary information on its ownership and therefore the inability to provide the basic information and maps for the preparation of outline and physical plans. Israeli authorities have used this problem as a pretext for the confiscation of land for the building of Israeli settlements, the

construction of bypass roads to connect these settlements on one hand and to cause property disputes and to block the process of planning and development, on the other (*Abed Alhameed.A, 2005*).

D. The inherited regional and local plans, which still operates today, such as the local partial outline plans at the local level prepared by the Israeli occupation authorities at the beginning of the nineties, the regional plans S15, RJ5, plan 1/82 and the Road plan 50, which all aimed to restrict the expansion and development of the Palestinian areas.

E. The expansion of Israeli settlements and building the separation wall.

 Second: challenges and obstacles during the Palestinian Authority, such as :

A. The political division of the land into administrative and security areas A, B and C, which resulted in the lack of territorial continuity between the West Bank and Gaza Strip on one hand and between the West Bank governorates, villages and towns on the other .

B. Geographic challenges and obstacles linked to the occupation continuous procedures on the ground in the West Bank and Gaza Strip such as the re-occupation of Palestinian towns and villages , the establishment of military checkpoints , isolation of Palestinian areas from each other , the construction and expansion of settlements and bypass roads , the construction of the separation Wall which approximately isolates %45 of the West Bank lands, damages natural and

agricultural areas,   and isolates dozens of Palestinian villages, and also, isolates Jerusalem from the remaining W.B areas.

C. Organizational and institutional Challenges and constraints,   that led to the creation of many problems in the process of planning such as the absence of national plan and policies, the weakness of the prepared regional plans that don't deal with the real geopolitical challenges on the ground such as the regional plan for the W.B and the regional plan for Gaza Strip in 1998. As well as poor coordination between the planning institutions, the absence of laws and regulations that govern the process of preparing plans and their implementation and follow-up, the weakness of the cadres in the area of planning, the problem of land ownership, the absence of public participation during the preparation and implementation of the plans, the lack of funding for the preparation and implementation of the local plans and the absence of effective role from the private sector (*MOLG, 2006*) .

It is clear from the above that the obstacles and challenges facing the planning process in Palestine under the Palestinian National Authority can be divided also into external and internal factors according to the former Minister of Local Government Engineer Issa Jabari, external factors mainly related to the successive occupations and administrations on Palestine and its practices, and internal factors,   unfortunately, created by the Palestinian planning institutions themselves, , including problems At the administrative level, an imbalance in the structure of ministries, unclear and overlapping in responsibilities between planning departments and ministries, the inefficiency of the staff, and the absence of evaluation and follow-up of what has been accomplished to date. After nearly 15 years of

the PNA institutions in planning, unfortunately, the picture is not very bright, as they don't have a holistic national vision. Even at the local level, local authorities either don't have approved outline plans or depend on the outdated old plans. Until 2005, 379 local authorities do not have full time administration staff, and the total approved, prepared, declared for objection and under preparation outline plans are about 143 plan only (*Al-Qarout.M, 2006*), add to them 23 plan prepared after 2005 in a project with the Norwegian (*Inaya.O, 2006*) the total is nearly 166 outline plan only at most, According to the MLG statistics in 2008 the approved outline plans are about 108 plans only, which means that about 385 local communities don't have till now appropriate outline plan . From table 3.1, we note that there are inconsistencies in the statistics from the Department of Planning in the MOLG between 2005 and 2008 especially for Gaza and Jericho governorates, making it difficult to obtain accurate statistics about the total number of approved outline plans from the beginning of the Palestinian Authority until today, also we note an imbalance distribution of planning efforts between the Palestinian regions , most of these plan is

concentrated in some governorates such as Ramallah and Al-Beireh and Jerusalem and, figure 3.5 also shows that the number of approved plans was the highest in 1998 and 1999 and decreased after that because

Figure (3.5): Number of Approved outline plans between 1996-2008 -Source: Researcher based on MOLG statistics, 2008
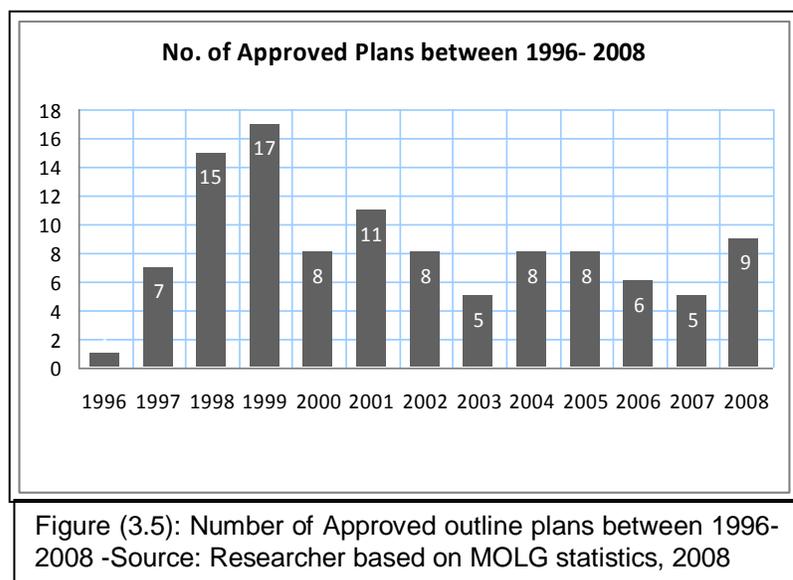
of the second Intifada and the new political situation and reoccupation of Palestinian villages and towns. The average no. of plans approved yearly is about 8.3 plan/ year this means that we need about 46.4 years to prepare outline plans for the remaining local authorities.

Table (3.1): Number of approved outline plans in each governorate in 2005 and 2008.

Governorate	2005	2008	Governorate Total Localities No.
	No. of Approved Plans	No. of Approved Plans	
Jenin	4	9	78
Tulkarm	7	14	35
Qalqylia	1	2	34
Tubas	1	3	15
Nablus	2	3	59
Salfit	1	2	19
Ramallah and Al-Biereh	13	19	70
Jerusalem	17	17	28
Jericho	4	3	9
Bethlehem	1	6	39
Hebron	6	14	92
Gaza	19	16	25
Total	**76**	**108**	**503**

Source: Researcher based on the Ministry of Local Government "MOLG", Department of planning statistics 2005 and 2008– Ramallah- Palestine

Moreover, about 147 local communities don't have water systems, and other 61 with out electricity networks, and 229 local communities do not have headquarters for their local authorities, in addition to other problems related to road networks and solid waste collection and disposal and the lack of public facilities and services (*Al-Qarout. M, 2006*). The question that presents itself here, that the local authority which has no outline plan to meet its needs and to address its problems, and do not have sufficient financial income and has no full-time administration staff how will evolve and develop ? I'm not going to answer

this question, but it was cited here to raise another important question about the effectiveness and the role of the planning institutions at the local level, the fact that these problems are not the result of the occupation only, but also the inadequate Palestinian efforts. If this is so for the local authorities that don't have outline plans, what about the local authorities that have outline plans prepared by the Palestinian Planning institutions since 15 years ? This issue will be considered in the following section, which will address the prepared developmental outline plans carried out at the local level in the era of the PNA.

3.3 Existing local planning situation

This section intends to give real statistics and indicators on the status of the prepared plans since the advent of the Palestinian National Authority "PNA" to date.

In order to do so, a questionnaire was designed to assess 47 outline plans for local authorities from all governorates in the West Bank including East Jerusalem; (Table 3.2) these plans were approved and validated by the Higher Organization Council and currently under implementation.

Table (3.2): Number of Studied outline plans in each governorate.

Governorate	Number	Percentage %
Jenin	5	10.6
Tulkarm	6	12.8
Tubas	2	4.3
Qalqelia	1	2.1
Nablus	2	4.3
Salfit	1	2.1
Ramallah & Albeirh	9	19.1
Jerusalem	10	21.3
Jericho	2	4.3
Bethlehem	2	4.3
Hebron	7	14.9
Total	**47**	**100.0**

3.3.1 Urban Planning Standards

Since the planning process aims at achieving a better life for people, meeting there socio-economic, political and cultural needs at present and future, achieving sustainable development and better future for the next generations ,and protecting natural resources, planners must depend on planning standards to meet the minimum of these objectives.

The Ministry of Local Government MOLG studied the planning experiments in Arab countries mainly (Jordan, Egypt, and Syria), and came up with a set of criteria and planning standards that is currently used while preparing plans at the local level, tables (3.3, 3.4, 3.5) shows these standards and laws with the basic land uses categories, which must be available in any urban or rural area, regardless of the future vision of the planner for the

area or the proposed role it must play within its surroundings, and also the minimum required area per person. In this section, Although these planning standards are not adopted systematically , and there validity and relevance to the Palestinian situation and special context falls within a big question mark, these standards will be adopted during the analysis of the studied plans sample, to determine the extent of commitment from the MOLG to its minimum planning standards. Moreover, it was difficult to obtain or adopt worldwide planning standards if available, it was impossible to find suitable Global planning standards that can be implemented in the Palestinian context.

Table (3.3): Planning standards used by the MOLG

	Land Use		Area (m²/capita)	Notes
1	Residential Areas		250	
2	Schools		3.9	16 %of the population considered to be in elementary school, each student 10 square meters, and 7% in the middle school 15 square meters per student, and 7% in secondary schools about 18 square meters for each student.
	- Elementary	1.6		
	- Middle	1.1		
	- Secondary	1.2		
3	Parks and Playgrounds		1.0	
4	Cemeteries		0.4	Based on existing population
5	Sport and Cultural Centers		0.5	
6	Hospitals and Health Centers		0.1	Assuming 3 beds for each 1000 citizen, or 17% from the total area needed for 1000 citizens.
7	Industrial area		24.1	17% of the space needed by all those working in the industrial area about 90 square meters per worker.
	Total		**280**	

Source: Ministry of Local Government "MOLG", 2008– Ramallah- Palestine

Table (3.4): Detailed Planning standards used by the MOLG/ Person

Land Use	Area (m²)
Residential Areas	28 m²/capita
Garden	5 m²/capita
Playgrounds	1 m²/capita
Parking	2 m²/capita
Health center	0.5 m²/capita
Commercial center	2 m²/capita
Administration center	0.6 m²/capita
Cultural center	0.6 m²/capita
Child care center	15 m²/child after counting 3% from the total population
Police center	0.2 m²/capita
Clubs	50 chair / 1000 capita, with 1.5 m²/chair
Post office	0.2 m²/capita
Social center	0.5 m²/capita
Custody of Children	30 m²/child after counting 2% from the total population
Kindergarten	35 m²/child after counting 6% from the total population
Hospital	150 m²/bed , an avg. of 3 beds/ 1000 capita
Mosque	1 m²/capita
Cemeteries	0.4 m²/capita based on the existing no. of population
Elementary Schools	10 m²/student after counting 16% from the total population
Middle and Secondary School	15 and18 m²/student after counting 7% from the total population

Source: Ministry of Local Government "MOLG", 2008– Ramallah- Palestine

Table (3.5): Residential areas Planning regulations used by the MOLG/ Person[5]

Residential type	Allowed Percentage of built up area	Minimum plot area (sq.m)
Residential A	36%	1000
Residential B	42%	750
Residential C	48%	500
Residential D	52%	300
Agricultural Residence	15% at maximum 600 sq.m	5000
Rural Residence	10% at maximum 300 sq.m	2500

Source: law of Construction and management of local bodies 1996, MOLG, 2008– Ramallah- Palestine

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5 Residential A, B, C, and D classification differ in densities, minimum plot area, percentage of built up area, set backs …etc.

Depending on the tables (3.3, 3.4 and 3.5) the following equations will be adopted:

- An area of <u>280 square meters / person</u>, at a minimum must be provided to all residents of the planned area, depending on the total population of the target year for the prepared plan.

- 0.4 square meters / person will be adopted for the classification of <u>cemeteries</u> based on the existing population number.

- The classification of public facilities will include the schools, health centers and maternity and child care centers, kindergartens, child custody , police stations, clubs, post offices , mosques , public parks and playgrounds, and will be calculated as follows[6]:

- ✍ Schools minimum area = 10 (population * 16%) + 15 (population * 7%) + 18 (population 7%)… *Equation (1)*

- ✍ The minimum area of each of the police station ,post office , health centers, social and cultural center, mosque , public park and playground = nearly 3.9 square meters / person.

- ✍ The minimum area of the club = (50 * (population/ 1000) * 1.5)… *Equation (2)*

- ✍ The minimum area of the nursery and kindergarten = 30 (population * 2%) + 35 (population * 6%)… *Equation (3)*

- ✍ For other categories of land uses, such as residential and industrial, its analysis will depend on the previous tables 3.3, 3.4, 3.5 because there is no clear equation to calculate them, or it's classification in the outline plans is not clear, particularly the classification of a residential area could include more than one classification of housing (A, B, C, D, and others), analysis will calculate only the proportion of

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[6] The used Population number in all equations is the population of the target year (20 years), on which the plan is designed; the resulting spaces are in square meters.

housing area to the total planned area, and the real capacity of these proposed residential areas based on table 3.5 as the following:

✍ The real capacity of each residential plot= [number of flats in the plot * average number of family members] (the average of family members number is 5.5, and the avg. area of a flat in the Palestinian territories equal about 140 sq.m according to the PCBS,2007) … *Equation (4)*

✍ The number of flats on each plot depends on the allowed percentage of built up area and the allowed number of floors as shown in table 5.

✍ The real capacity of the residential area = total residential area * capacity of each plot taken from equation 4 * 70%… *Equation (5),*   70% is the occupancy rate.

Through the following sections, the previous mentioned standards and equations will be used to conduct zoning saturation studies and calculations for the sample plans. Saturation studies will show that if a locality was developed to the full extent that the laws and zoning regulations allowed, its population would be several times the present level and some types beyond what most people would regard as to be acceptable (*Levy, J. 2003*).

3.3.2 Questionnaire Design

To examine the current status of planning at the local level, a questionnaire was designed (Annex 1) to survey and archive 47 prepared and approved outline plans in the West Bank, and now under implementation since the beginning of the PNA after 1994.The questionnaire was designed in three main parts: Part I deals with the content of these plans, date of preparation and approval, studies conducted before the preparation of the plans and the proposed land uses areas. The second part deals with the official responsible staff for

preparing the plans and the qualifications of the committee which prepared them. The third and final part deals with community involvement in the preparation and implementation phases of the plans and the received objections on them, and the influence of these objections on changing the content of these plans. Basic Data were obtained from the Ministry of Local Government and its various departments in the governorates and local authorities. SPSS was used in the analysis phase, and results were compared with the standards of planning mentioned in section 3.3.1.

3.3.3 Questionnaire Results Analysis[7]

3.3.3.1   First Part: Data about the outline plan

A. Age of Plans

- 47 outline plans from all governorates in the West Bank were studied and evaluated, Jerusalem governorate has the largest share of these plans about 21.3%, followed by Ramallah and Al-Bireh by 19.2%. The ages of these plans ranges between less than a year to 11 years, at an average age of 5.7 year/ plan in the sample, and approximately 51.1% of the years studied plans age more than 6 years.

Figure (3.6): Percentage of studied plans in each governorate

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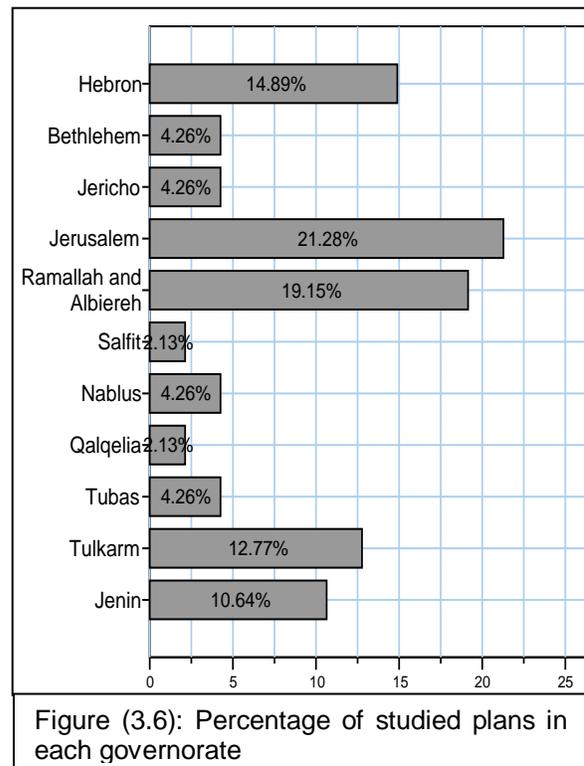
[7] The detailed results of the questionnaire can be found in Appendix 2 of this study.

▪ Note that these plans are not officially designed for a specific target year , as well as the absence of any law or decision or recommendation from the Regional Committee for the identification of a target year or duration for the outline plan, after that the old plan expires and must be replaced by a new one. During interviews carried out with engineers who prepared some of these plans [Arwa Alkhawaja, Ohood Enaya, Ibrahim Alhmooz, and others] , they said that they usually decide informally the plan target year of a duration period of 15-20 years, and in almost any modern plan eliminates the previous one.

B. **Difference between date of preparation & date of issuing the outline plans**

▪ When comparing the date of issue (ratification) and the date of preparation of the outlines plans in the sample (Figure 3.7), it became clear that there is a difference ranges between one year or less to 6 years, a period needed for the ratification of the plan by the local committee, and then by the Regional department in the governorate. After ratification, the plan is advertised in newspapers and in the local

Figure (3.7): Difference between the year of issuing and the year of preparing the outline plan

committee for objections during a period of 60 days. After this period,   these
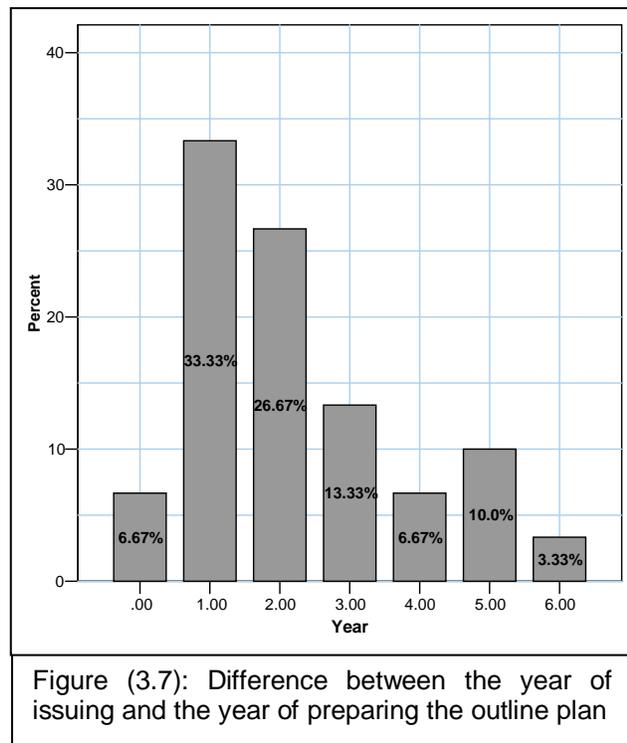
objections are examined and revised and the recommendations of the local and regional committees are raised to the higher planning and organization council in the Ministry of Local Government MLG, where the final decisions about objections are taken and the plan is modified and finally approved for implementation. It is clear from the previous results, that the outline plans need an average period of 2.2 year between preparation and implementation, and about 30% of the sample needed a period between 3-5 years, these results raise a question about the effectiveness of the local and regional committees work and efforts, and about the feasibility of approving an outline plan after more than five years of preparation! It should be noted here that a large number of plans were not included in the sample because they are stuck in this period between preparation and approval, some plans like Maythalon outline plan is delayed for nearly 10 years , due to many reasons related to the specific situation of each plan, such as the change of the municipal council or village members , the objections of the population or the local committee, the laziness of the local and regional committees staff to modify the plan on the basis of the objections, raising it to the higher planning and organization council for approval .... and other obstacles.

C. **Difference between date of approving & date of the base Ariel photo**

▪ When comparing the date of the plans approval and the date of the base aerial photos (Figure 3.8), it was clear that the planners rely on unknown origin and old aerial photos, an average of 3.5 years older (approximately 29.8% of the prepared outline plans in the sample relied on 3 -5 years old), and about 38.3% of these aerial

photos are unknown the date and origin, because they are cheaper than any other known sources. It is clear that the Palestinian planning commissions depend on old and not updated base maps while preparing the outline plans, these maps don't show the real situation and what is happening on ground in the
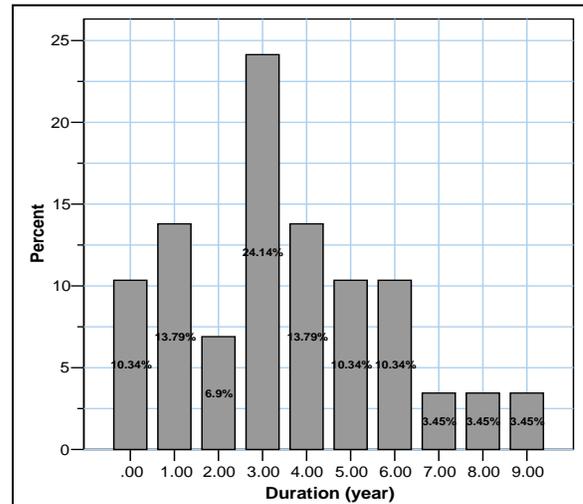
Figure (3.8): Difference between the year of issuing the plan & the year of Ariel photo.

Palestinian villages, towns and cities in terms of urban expansion, depletion of natural resources and agricultural lands, relationships with the surroundings, and other aspects. Thus, it can be concluded that the basis on which the outline plans depend on (basic map or Ariel photo), is weak, not accurate and lacks the basic updated information about the existing situation, thus doubling the misstatement of the situation and the mistakes in the resulting proposed plans, for example, when a plan preparation consume 3-5 years, the Ariel map and collected data from field need updating, and if not a planner may propose a road in an empty area on the map, but on ground is inhabited , and therefore the proposed street if approved will destroy a group of these buildings, and if not, new adjustments are needed ,Which contribute to wasting more time , efforts and money.

D. Ratio of the proposed plan area to the total local authority area

When comparing the proposed plan area to the total local authority area , we note that 77.1% of the local plans in the sample consumed less than 30% of it's locality total

area, while 20% consumed between 30% -60% , such as Ateel 47%,Surda 49% and Birzeit 55% . The local plans which consumed more than 60% from its locality area are only 2.9%, such as, Abu Qash, a town in Ramallah and Al-Bireh governorate which consumed 92% from its total locality area. These statistics highlight the importance of paying attention to the percentage of the planned area to the total locality area, and also, the importance of the proposed strategies from the planning commission to reach the greatest possible use of these lands, taking into consideration its nature and characteristics so as not to be fully depreciated for housing only, without addressing the needs of individuals for entertainment ,services ,agricultural and natural areas, and without protecting and conserving natural resources, and enhancing sustainability for the future generations. Moreover, these statistics highlight the importance of planning integration between the neighboring localities within its regional context, so as to activate and integrate the benefit of the planned areas to its maximum capacity.

E. Capacity Calculations

E.1 Plans that were not designed according to the target year population

- To find out the percentage of plans that were not designed according to the target year population needs (plan duration about 20 years), the following equations used:
  - ✍ Expected Population number at the target year was calculated using the following equation:

$$X = X1 * (1 + D)^n \quad \dots \quad \textit{Equation (6)}$$

Where X = the expected population in the target year

X 1 = present population number   D = rate of population growth (3.5%)

n = Proposed duration of the plan in (years)

- ✍ The assumed area for the proposed plans in the target year in donums [8] must be more or equal the [(population in target year * 280) / 1000] … *Equation (7)*

- ✍ The difference between the proposed and the assumed planned area in the sample = the proposed area of the plan - the calculated assumed area for the plan in the target year (equation 6).

- ✍ All negative values reflect the plans which were not planned according to the target year population needs.

- ▪ From the results, about 48.8% from the total plans in the sample were not designed according to the target year population needs, and will suffer from land shortage in the target year; (Table 3.6) shows a summary list of these plans.

Table 3.6: Summary list of the plans, which were not planned according to the target year population needs, with the needed areas in the target year.

Target Year			Target Year		
Name of locality	Shortage of Land (Donum)	Percentage to the plan area	Name of locality	Shortage of Land (Donum)	Percentage to the plan area
Kufor Qaddom	-895.84	64.78%	Beit Haneena	-147.82	27.03%
Bala'a	-1159.04	32.65%	Deir Alkhson	-1441.34	43.38%
Sa'eer	-1855.04	26.80%	Beit Anan	-798.8	64.37%
Tubas	-2341.18	32.20%	Rafat	-587.12	136.86%
Aqraba	-1159.7	34.19%	A'teel	-1580	46.19%
Beit Ijza	-29.54	11.13%	A'nata	-3430.96	352.76%
Kharas	-1564.36	67.56%	Qabatya	-3141.89	53.09%
Quffein	-2343.78	126.06%	Anabta	-168.34	5.48%
Al Zababdeh	-399.5	23.17%	A'nza	-186	26.51%
Za'tara	-363.18	14.06%	Biddo	-1604.48	147.21%

Source: Researcher based on the results of questionnaire analysis.

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8 Donum = 1000 square meters

- We note from Table 3.6 that Jerusalem governorate has a substantial portion about 30% of these plans, we note also that the percentage of land shortage to the total locality plan area constitute a significant proportion from the plans especially in Jerusalem governorate , to reach nearly 1.25 times the existing plan area in Quffein, 1.4 times the existing plan area in Rafat, 1.5 times the existing plan area in Biddo, and 3.5 times A'nata prepared plan area, these percentages reflect a critical geo-political situation in these areas, the share of land per capita decreased significantly, which increase population density and cause more pressure on the lands , road networks ,public utilities, services and agricultural and natural lands..

- Thinking of the real situation, whether the plans were designed for the target year population or not, they are now approved and under implementation, thus, it is necessary to find out the plans that are expired in 2008 and need on the spot updating and the plans that its proposed lands are enough now but will expire in the coming years. Calculations were done only for years 2008, 2010 and 2013.

E.2 Plans that reached its maximum land capacity and expired in 2008

- To count the percentage of the plans that reached its maximum capacity and expired in 2008 and need new plans on the spot, the calculations were as follows:

  - ✍ Population number at 2008 and 2010 were taken from the estimates of the Palestinian Central Bureau of Statistics (*PCBS, 1999*).

  - ✍ The assumed area for the proposed plans in 2008 in donums can be found using equation 6.

? The difference between the proposed and the assumed planned area in the sample = the proposed area of the plan - the calculated assumed area for the plan in the year 2008. All negative values reflect the expired plans which reached its maximum absorptive capacity and need now new plans

E.3 Plans that will reach its maximum land capacity in 2010 and 2013

? Also, the same calculations were done to find the plans that will reach its maximum land capacity in 2010, as well as in 2013 after taking into account the expected population number in 2013 based on equation 4.

▪ 17.1% of the plans reached its maximum capacity in 2008 and about (22%) will expire in 2010 and (24.4%) in the year 2013, (Table 3.7) shows a summary list of these plans, which will reach its maximum capacity according to the planning standards and consume its lands in the years 2008, 2010 and 2013.

Table 3.7: Summary list of the plans, which will reach its maximum capacity and consume its lands in the years 2008, 2010 and 2013, with the needed areas in each year.

2008		2010		2013		Outline plan Target year*
Name of locality	Shortage of Land (Donum)	Name of locality	Shortage of Land (Donum)	Name of locality	Shortage of Land (Donum)	
Kharas	20.44	Kharas	225.68	Kharas	458.92	2024
Qufin	977.38	Qufin	1195.22	Qufin	1509.66	2021
Beit Anan	146.40	Beit Anan	254.76	Beit Anan	406.80	2021
Rafat	262.04	Rafat	316.08	Rafat	391.68	2021
Anata	2157.52	Anata	2402.24	Anata	2744.96	2020
Qabatya	480.49	Qabatya	974.97	Qabatya	1681.41	2020
Biddo	981.76	Biddo	1143.88	Biddo	1370.68	2018
		A'nza	0.64	A'nza	72.60	2019
		A'teel	213.32	A'teel	587.40	2021
				Deir Alkhson	323.58	2022

Source: Researcher based on the results of questionnaire analysis.
* Outline plan target year assumed to = year of issuing the plan + 20 years

▪ We note from Table 3.7 that Jerusalem governorate has a substantial portion of these expired plans, about 57% from the mentioned plans in table 5 in 2008 and 40% in the year 2013.

▪ When calculating the percentage of the <u>expired outline plans</u> that reached its maximum capacity and need updating, from those under preparation in 2008, we find that the rate is only 14.3%, while 85.7% of these expired plans are still under implementation with out any updating or working on new plans, this fact will contribute to reduce the per capita share of land to less than 280 square meters, and increase pressure on public facilities and services, and increase urban expansion beyond the borders of the outline plan in non organized or classified areas that lack the basic infrastructure services regardless its natural or agricultural value. Considering that the procedures for preparing and approving new plans needs at least an average of three years, it is concluded that even if planning commissions started immediately preparing new outline plans for those which will expire in 2008 and 2010, these prepared plans will not be completed before 2011, maximizing the problem in these localities. In order to overcome these obstacles the MOLG usually prepare border expansion plans, these plans include only the previous and the proposed legal borders of the locality with out proposing any land use classifications for the new added areas to the locality existing outline plan, from the previous discussion, it is clear that preparing new outline plans is the only effective solution.

F. <u>**limitations for selecting and determining the local authority organizational boundaries**</u>

- The limitations for selecting and determining the local authority organizational boundaries differ and vary depending on the specific situation of each plan and the fact that these limitations and causes are multiple and overlapping so percentages and numbers will not be mentioned .The absence of power and authority over C areas, and the boundaries of the neighboring communities are major forces and limitations while determining the locality outline plan boundaries, other factors such as the territorial boundaries of the local authority itself, and the natural, geographical and topographic borders , as well as the current trends in urban expansion which force the engineers and planners to annex most of the areas that contain intensity of urban population within the borders of the proposed outline plans, also, the nature of land in terms of their productivity , the spread of urbanization and finally, the local authorities visions and their physical ability to cover the costs of extending services and basic infrastructure to the areas to be annexed within the borders of the proposed plan.

G. <u>**Total number of entrances for the localities**</u>

- According to the total number of entrances for the localities, it ranges from only one entrance to seven entrances, and about 61.7% of the localities depend on one to two entrances. The number of locality entries mainly depends on the locality relation with its surrounding localities and with the main roads network. To find out

the total number of entrances of localities, a base map for the main and secondary roads network prepared by the ministry of transportation used, The main objective from this point is to determine the percentage of communities that depend on one entrance or on an entrance and exit, so as to alert the need to plan from a security standpoint , particularly because of the status of occupation, closures and curfews, the little number of entrances easy the occupier control over localities by closing the main entrances and the roads leading to them. More over, and from the planning point of view, localities that depend on one or two entrances usually depend on one main road passing by its center, on which all transportation, services and commercial activities cluster on both sides, creating a dense and problematic area for the communities, so planners and engineers have to be aware to the number of entrances of localities during the preparation of the new outline plans.

H. **Preparing Report for the conducted studies**

▪ The percentage of outline plans that have a report for its surveys and studies reached only 25.5%, while 57.4% their studies and surveys were conducted, but its not known if collected in a report or not, and about 19% of the outline plans their studies and surveys were not analyzed or grouped in a report, "in spite of the Article 19 section 1 of the Law of cities , villages and buildings organization in 1966 that says each outline plan must have a report that include all instructions and survey and any other information about the land-use classifications, economic situation in the area, the development of society and the various stages of the urban and

construction development ".[9] The conducted Studies concentrate mostly on climatic conditions, environmental, socio-economic aspects, based on field surveys and questionnaires for the populations and families, building, land use and ownership, in addition to an Ariel photo for the topography, boundaries of the area , built-up areas ,existing roads and infrastructure and the existing land uses. Unfortunately, 20% of this data only benefit the planning committee (*Ohood, 2008*), also the preparation of these studies is not scientific, systematic, and mostly not taken seriously by the planning commissions if obtained or analyzed, this problem cause the differences between the proposals in the plan and reality on the ground, which lead to difficulty in the implementation of the proposed plans.

I. **Proposed and assumed areas for different uses**

I.1 Public lands and Cemeteries

▪ According to the proposed and assumed areas for different uses in the studied plans, calculations of areas were assumed for the target year (After 20 years from preparing the plan) for public buildings

Figure (3.9): Percentage of Sufficient & insufficient public lands in the sample plans.

and facilities and cemeteries on the basis of planning standards mentioned in section 3.3.1, to find out the plans which have shortage in there proposed public land uses in the target year [about 63.4% from the sample, with an average deficit

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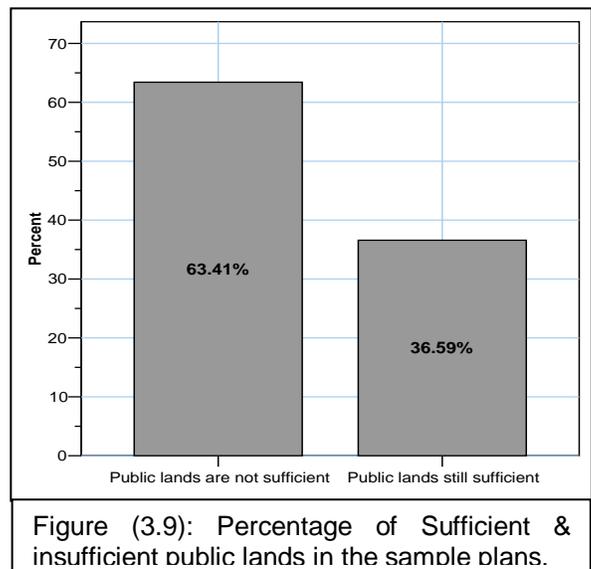
9 The law of cities, villages and buildings in the year 1966.

of 13.4 donums for the total sample plans] also to calculate the amount of deficit

in these areas ,as the following:

Table 3.8: Shortage in proposed public lands and facilities.

Name of Locality	Shortage Area (Donum)	Name of Locality	Shortage Area (Donum)
	Public lands		Public lands
Kufor Qadum	-32.2	Beit Hanina	-2.62
Bala'a	-68.03	Deir Alkhsoon	-48.03
Sa'eer	-149.33	Beit Anan	-21.7
Almazra'a Alsharqya	-45.86	Rafat	-5.97
Aqraba	-70.86	Sabastya	-22.59
Kharas	-59.72	A'teel	-80
Kufor Ra'i	-58.75	A'nata	-97.14
Qufein	-80.31	Qabatya	-102.5
Rammon	-5.78	Anabta	-42.57
Al Zababdeh	-20.54	Birzeit	-10.18
Za'tara	-17.69	Al qbaiba	-6.86
Beit Ola	-11.55	Biddo	-23.83
Al Obaydeya	-36.59	Surda	-2.87

Source: Researcher based on the questionnaire results, and the studied outlines from the MOLG – Ramallah

Table 3.9: Shortage in proposed Cemeteries lands.

Name of Locality	Shortage Area (Donum)	Name of Locality	Shortage Area (Donum)
	Cemeteries		Cemeteries
Beit Marsam	-0.34	Altaram	-0.29
Sa'eer	-12.75	Beit Ijza	-0.53
Beit Ola	-7.13	A'nata	-2.79
Aljaroshieh	-0.97	Bala'a	-0.73
Al Shyoukh	-1.47	Kharas	-1.33

Source: Researcher based on the questionnaire results, and the studied outlines from the MOLG – Ramallah

I.2 Proposed Housing Areas [Saturation Calculations]

- The proportion of housing area (Total of all categories of housing, A, B, C, D, Agricultural and Rural) was the largest in the studied outline plans, an average of 73% from the total outline plan area. The least percentage was 43% in Alnwye'meh and Addyouk Alfoqa plan in Jericho, and the highest percentage was 86% in A'ttel plan and 85% in Jifna plan. About 63.4% from the

Figure (3.10): Proportion of Residential areas to the total outline area
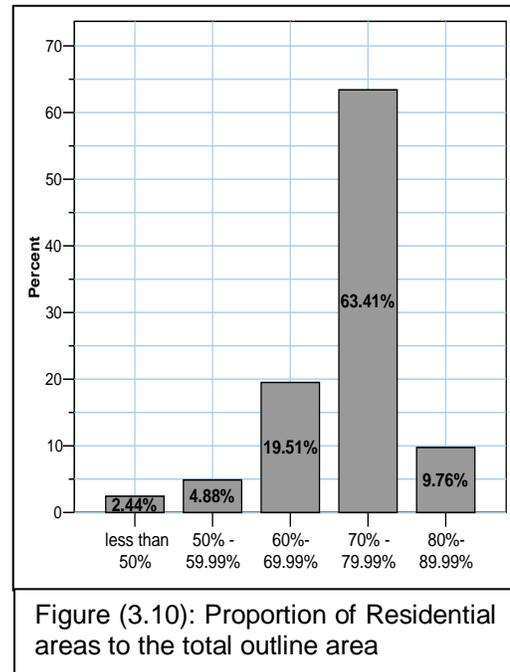
examined plans in the sample has residential areas percentage between 70-80% of the total area of the plan. And this percentage is very high, where it appears that most of these plans were for the classification of residential areas only, without considering the need for Public facilities, open areas, natural and agricultural lands, industrial and craft zones, roads and others.

- When calculating the real capacity of the proposed residential areas in the sample plans, depending on table 3.5 and equations 4 and 5, table 3.10 resulted which shows the minimum area per capita for different residential area classifications and the population real capacity of each classified plot. From table 3.10 it is clear that the per capita share of residential areas in reality is minimum than the proposed planning standards <28 sq. m /capita, which raise a question about the real amount of land

share per capita for the other land uses, and the reliability of the proposed planning standards from the MOLG and other ministries.

▪ After calculating the real capacity of all types of residential lands in each outline plan we found that the proposed residential areas if built up to the full extent that the law allowed, the proposed residential zones will accommodate approximately 7.5 times the expected population in the target year, and if it is assumed that every 20 years the population doubled once, it means that we do not need to expand the boundaries of the existing outline plans for the next 150 years, without neglecting that these lands must accommodate also the needed services, public spaces, gardens, and other facilities. Moreover, the planning and zoning regulations don't differentiate between urban and rural areas, the special character of rural areas typology, open spaces and agricultural lands was totally ignored, the same regulations and types of residence can be applied both in urban and rural areas, this fact leads to raise a big question about the validity of the existing used planning laws and zoning regulations.

Table 3.10: Real capacity of different type of residential areas.

Residential type	Number of people in one plot	Assumed no. of flats on one plot	Area (sq.m) / Capita
Residential A	45/ donum	2 flats / floor 4 floors in one buildings+ Roof	22.22
Residential B	45/ donum	2 flats / floor 4 floors in one buildings+ Roof	16.7
Residential C	45/ donum	2 flats / floor 4 floors in one buildings+ Roof	11.11
Residential D	25/ donum	1 flats / floor 4 floors in one buildings+ Roof	12
Agricultural Residence	30/ donum	3 flats / floor 2 floors in one buildings	——
Rural Residence	20/ donum	2 flats / floor 2 floors in one buildings	——
Source: Researcher based on the PCBS statistics , and the law of Construction and management of local bodies 1996, MLG, 2008– Ramallah- Palestine			

J. **Two successive plans comparison**

- Two successive outline plans for Birzeit and Rammon towns in Ramallah and Albiereh governorate are compared; Birzeit is a Palestinian town located about twenty-five kilometers to the north of the city of Jerusalem, with a total population of 7,764 capita in 2008 (*PCBS,1999*) ,   its outline plan was first prepared in 1998 with a total area of 6658.36 donums, and then updated in 2004 to reach a total area of 6717.23 donums, and Rammon is located 15 km to the north-east of the city of Ramallah, with a total population of 3,763 capita in 2008 (*PCBS,1999*) , also its outline plan was first prepared in 1998 with a total area of 2985.25 donums, then was updated in 2004 to reach an area of 3561.86 donums.

- When comparing the different land use areas in Birzeit and Rammon successive outline plans in 1998 and 2004, it became clear that there is a significant problem in the engineers and planners level of awareness about the importance of increasing the size of public facilities and services and other uses to achieve a decent life for individuals and cope with the rate of population growth in both areas (see table 3.11), but on the contrary some areas of public facilities and parks in the latest plans have been reduced , however, these plans were prepared only to increase the residential future expansion areas and commercial areas without increasing the areas of public buildings and facilities (such as schools, kindergartens, clinics , maternity and childhood centers, mosques, police stations, post offices, parks and playgrounds .... etc). Moreover, planners ignored the importance of natural areas and agricultural lands, by classifying all agricultural lands or agricultural residential

areas in the previous plans as residential areas "A" or " B " in the latest, and thus the new outline plans were transformed from being a tool to achieve the needs of population to a mere classification of different housing areas and extending road networks no more.

Rammon plan in 2004 reflects the new awareness about the importance of the archeological site, commercial areas, rural residence and adequate road networks, but basically aimed to increase residential areas and road networks.

Table 3.11: A comparison between land use areas between two successive outline plans in Rammon and Birzeit.[10]

Land use	Rammon Outline plan		Birzeit Outline plan	
	1998	Updated 2004	1998	Updated 2004
Residential "A"	949.5	979.46	1226.67	1220.2
Residential "B"	516.5	924.54	1143.23	2061.05
Residential "C"	71	0	856.4	1230.9
Agriculture Residence	791	0	744.43	0
Rural Residence	0	519.97	0	0
Linear Commercial	0	8.31	102	108.2
Central Commercial	3	12.57	66	48.8
Light industry and crafts	16.25	47.34	302.84	207.2
Gardens	9	3.23	6.3	6.3
Agricultural Areas	340	0	0	0
Archeological Area	0	37.39	0	0
Public buildings	34.5	35.9	71.68	71.68
Cemeteries	9.25	13.69	18.31	16.56
Roads	245.3	979.5	933	852.9
Green Areas	0	0	0	0
Others	0	0	1246.35	834.55

Source: Researcher based on the questionnaire results, and the studied outlines from the MOLG – Ramallah

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10 All colored cells show the basic difference and reduction in land use areas between the previous and existing outline plans.

3.3.3.2 Second Part: Data about the planning commissions that prepare the outline plans

According to the laws and legislations the local committees (of the cities or villages) have to be responsible to plan for their communities, but in reality most of these bodies do not have qualified engineers , technical staff , and financial ability, thus, the responsibility for the preparation of

Figure (3.11): Who was responsible about preparing the plans
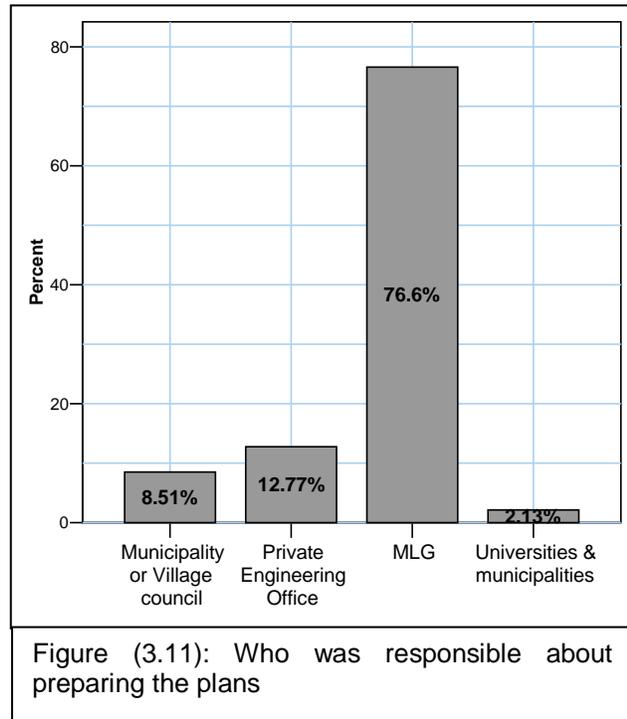
the outline plans in the previous years was mainly from the General Administration of organization and planning in the MOLG and to some extent from the private sector (universities, and private offices) under supervision and follow-up from the MLG. Currently the MOLG is trying to change its policies from centralization to decentralization and to reduce its role to policy-making and supervision, and to give a greater role for the private sector and local bodies for planning at the local level.

A. Who was responsible for preparing the outline plans?

▪ The results of Questionnaire analysis show that the contribution of the Ministry of Local Government MOLG and its various departments in the governorates in preparing outline plans for the Palestinian villages and towns was the largest about 76.6% from the total sample, while the contribution of the private sector was a

modest contribution by 12.8%, which is also a weak contribution to what is required for the development of the Palestinian areas. From a rough study of the plans prepared by the private sector, it was found that preparing outline plans is considered as a business, the staff who prepared them is mostly non-qualified and lack experience, and that the prepared plans lack many of the primary and basic information that should be included in any outline plan such as the land use areas table.

B. **Planning Committee staff members**

- About the planning committees, the results show that the average number of the responsible planning committee members is only two members, without taking into account the technical staff, the percentage of the plans that were prepared by one person reached 19.15%, and by two persons 44.7%, which mean that about 66% of the studied plans were prepared by a team of one to two members only.

Figure (3.12): Number of planning committee members except technical members.
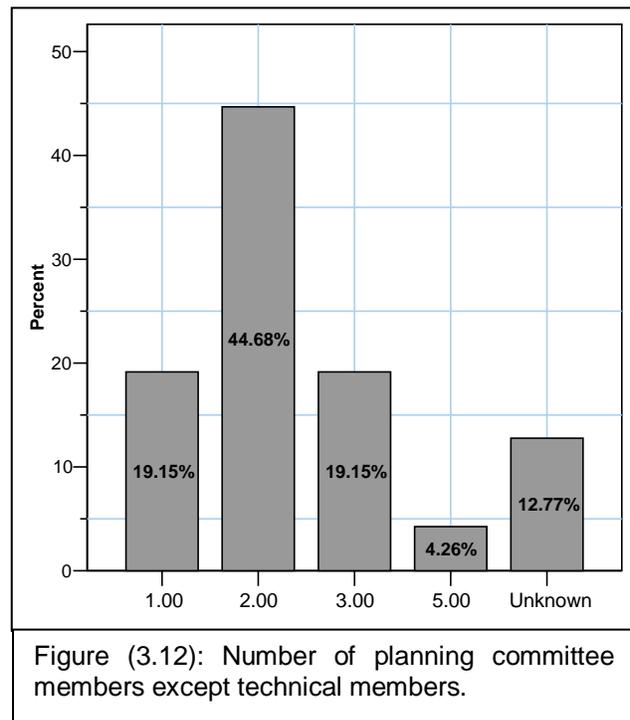
Scrutinizing in the qualifications of the staff in charge of the preparation of these plans shows that about 53.7% of the plans were prepared with out a participation or supervision of a planner, as well as 46.3% of the plans were prepared with out the

involvement of an infrastructure engineer (civil engineer), and 53.7% of the plans with out the participation of an architect in the planning staff members. From the previous statistics it is clear that the lack of qualified planning staff is the biggest weakness and deficiency in the planning process at the local level. We can not overlook that the role of the Palestinians was totally ignored in the planning processes before the Palestinian National Authority which has weakened the Palestinians qualifications and experience and cause lack in the qualified staff in the field of planning, but still the planning process is a multidisciplinary process of an integrated group work and includes different sectors of life, such as social, economic, political, environmental... Etc, for this there must be at least one representative person in charge of each sector, in addition to a planner, an infrastructure engineer (Transportation and water engineers), and an architect, therefore the team should consist of 6 members at least, in addition to a qualified technical staff for the surveys, field work and office work using CAD, GIS, remote sensing and other programs and techniques. In my opinion, the role of the MLG must be concentrated in human capacity building efforts, through conducting intensive training courses, workshops for the municipality staff and engineers and also for the private sector planners and engineers to enhance the qualifications of the planning committees and thus the quality of the prepared outline plans.

3.3.3.3   Third Part: Public participation and involvement in the planning process

- Public participation is an integral part of the planning process, in order to know people problems and needs, in addition to the formation of a vision and a common

goal for the area, thus ensuring community pre knowledge and support for the proposed plans and their contribution to its success. Here in Palestine (the West Bank and Gaza Strip), there is no effective community participation in the preparation stages of the local outline plans, where the stage of collecting information and conducting field surveys, in addition to the stage after presenting the prepared outline for objections, are the only stages in which society groups are partially involved, in addition to some entries from the local authorities councils and representatives of local inhabitants. The reason behind this failure to actively involve the community in the different stages of plan preparation is the lack of public and government understanding of the concept of community participation, which caused significant problems during the preparation of outline plans in the previous years (for example, some people behaviors in hurrying to build in their empty plots as soon as they knew that there is a proposed street in the new plan and will pass from their lands, the rapid increase of land prices even before the approval of the new outline plan and rejecting the use of private lands for public services and facilities). It seems that these problems were not exactly because of the local community's misunderstanding about the concept of public participation, but in the mechanisms that the plan staff used to convince those people with the feasibility and viability of the different proposals in the new plans , and despite the fact that the Ministry of Local Government MOLG decided to take concrete steps to involve all sectors of society and   various groups in the planning process since the beginning of the year 2008, this issue must be studied carefully in all its aspects to

find the best mechanisms and approaches that can engage the community in a real and effective participation without being exposed to the same problems that they faced in the previous experiences.

- The stage of presenting the prepared outline plans for objection is an important stage in the planning process, and form a link between the planning committees and all people in the community, and could play an important role in the development of the prepared plan or make it worse than previous, depend on the quality of objections and the response of the various planning committees at the local, regional, and the higher planning and organization council. Given the difficulty of counting the number of objections (submitted , accepted and rejected partially or at a whole) in the 47 plans in the examined sample , 10 outline plans were selected to study there objections list (Table 3.12) The results were as follows:

Table 3.12: The outline plans that were selected to study their objections list.

Number	Outline plan Name	Date of Issue	Governorate
1	Kufor Qaddom	2008	Qalqylia
2	Bala'a	2008	Tulkarm
3	Rammon	2004	Ramallah & Albireh
4	Atara	2004	Ramallah & Albireh
5	Birzeit	2003	Ramallah & Albireh
6	Jifna	2003	Ramallah & Albireh
7	Surda	2004	Ramallah & Albireh
8	Almazra'a Alsharqya	2005	Ramallah & Albireh
9	Jebia	2005	Ramallah & Albireh
10	Abu Qash	1999	Ramallah & Albireh

Source: Researcher based on the outlines in the MOLG and its regional department in Ramallah – 2008.

- The percentage of objections that have been approved (in whole or in part) by the higher planning and organization council and plans were modified according to them was 60% from the total sample, the highest percentage reached 80% in Jebia and the lowest was 44 % in Almazra'a Alsharqya. The majority of objections were about using the private land ownership to expand a street (objection about the width of the street), or the deduction of the private property for public use, as well as changing a street line or canceling it. Here the problem of private land ownership strongly appears, especially when using private land for public use or designing roads, the fact that local councils do not have sufficient budgets to compensate land owners if they took more than 30% from the total land area, we find that the Public buildings and facilities areas are shrinking after modifying outline plans according to the objections, and also the width of streets is reduced, which will affect the development of the regions and cause overcrowding in the streets and pressure on the public services and facilities, in the future. It is clear that the stage of presentation the outline for objections does not reflect a healthy community participation in the planning process as most objections reflect the personal and selfish individuals interventions, that affect negatively the quality of the prepared plans, so what is required is an efficient and effective participation in all planning process stages from the beginning through all stages to enhance community pre knowledge and positive interventions and support from individuals.

4.0 Planning In the West Bank "WB" After the PNA [assessment and visions]

What are the conditions of the prepared outline plans that were prepared by the Palestinian institutions since 1993? How is the Palestinian planning practice and prepared outline plans since 1993 differ from the prepared plans in the previous colonial administrations? Is the Palestinian planning practice and approach at the local level efficient and responsive? If not, what is the most suitable planning approach that can overcome the existing planning practice shortcomings and weaknesses, and enhance its strengths and opportunities, and can be implemented within the Palestinian context? All these questions arise when I started thinking about my thesis, this chapter will try to answer all these questions.

4.1 Local Planning in Palestine since the PNA [An Assessment]

The previous chapter discussed planning dilemma in Palestine since the Ottomans, and focused on planning experience during the PNA administration at the local level. The following table (4.1) summarizes the main and important questionnaire results and the existing local planning situation.

Table 4.1: Summary of main results about the existing local planning situation.

	Questionnaire Results Analysis	**Comments**
Sample size	The survey covered 47 approved outline plan in the W.B, this sample size represents about 43.5% of the total approved plans in the W.B and G.S, since 1993, and 100% of the total existing plans in the planning department archive in the MOLG till July-2008	Taking into consideration the difficulty that faced the researcher to obtain and reach the approved outline plans in the MOLG, during the phase of plans assessment. Also, the MOLG archiving of the W.B localities outline plans only, without Gaza Strip, the size of the sample is representative.
Part One : Data about the outline plan		
Plan Duration	- Plans were informally designed for a period between (15-20) years, there is no law or regulations that identify a target year or a duration for the outline plans. - 48% of the total plans were not designed according to the target year population land user area needs, and will suffer from land shortage in the target year.	- Legally, you can't judge a plan prepared in the year 2005 (for example) and say the plan area in the year 2025 is not sufficient, because the plan is not prepared officially for a target year, but for the purposes of the study, and according to interviews with engineers who prepared some of these plans, the plan duration is about 20 years. - An old plan expires only when a new plan for the area is prepared, if not, the plan remains under implementation for years and years and years, even if the plan is not relevant. The share of land per capita decrease, densities increase, pressure on public facilities service increase, and become insufficient, expansion towards agricultural and natural areas increases and environmental situation deteriorate in a situation of absence of a new outline plan with enough area that determines the places of future expansion and covers population existing and future needs for public areas and facilities, open spaces and recreation land uses, sufficient transportation network, …etc.

	Questionnaire Results Analysis	**Comments**
Difference between date of preparation and date of issuing the outline plans	- There is a difference ranges between one year to six years, with an average of 2.2 years. - Many outline plans were not included in the survey sample because they are stuck in this phase between preparation and approval, such as Maythalon outline plan (about 10 years delay).	The process of approving the plan seems to be time consuming and inefficient. This fact rise a question about the feasibility and relevance of approving a plan after five or more years from its preparation [Plans relevance is questionable?]
Basic data for the preparation of the plan	- There is a difference between date of approving the plan and date of base aerial photo (an average of 3.5 years). About 29.8% of the sample plans relied on 3-5 years old aerial photos are unknown date and source. - The phase of date collection and studies is weak. Gathered data mostly is not analyzed or used efficiently in the design phase, 25% only from the sample plans, there studies and collected data were organized and gathered in a report study. According to (Ohood, 2008) 20% only of this data benefit the planning committee.	- Old aerial photos are not accurate, lacks the basic updated information about the existing situation, thus, doubling the misstatement of the situation and mistakes in the resulting proposed plans. - The phase of studies and data collection is superficial, not comprehensive to cover all sectors of the community, and can't be considered more than indicators for the plan design phase, and in most cases not used or analyzed. - This phase is time consuming and costs money [for staff and field surveyors] and is not used efficiently, some collected data is not so important for a planning purpose, other data can be obtained from different sources such as the population studies from the Central Bureau of statistics (PCBS). But unfortunately, the most important data [such as land quality and suitability for different uses, vacant lands characteristics... etc], and can be obtained only from site surveys is not collected on site. [Again, the relevance of the prepared plans is questionable?]

	Questionnaire Results Analysis	Comments
Proposed and assumed areas for different uses	- 63.4% of the sample plans have shortage in their proposed public land uses. - Proposed housing areas consume an average of 73% of the total plan area. 63.4% of the examined plans have residential areas percentage between 70-80% of the total area of the plan. - Minimum area / capita in the different classified residential types < planning standard (28sq.m). - The proposed housing areas [according to saturation calculations] accommodate approximately 7.5 times the expected population number in the target year.	- It is clear that local planning was transformed from being a tool to achieve the needs of population, as it happens all over the world, to a mere classification of different housing areas and extending roads networks no more. - This raise a question of what is the difference between plans prepared during the PNA and during the previous colonial administrations? According to the Questionnaire results I can say that there is no difference, as planners ignore the basic needs of community (for sufficient public services and facilities and open spaces) and ignore the importance of agricultural lands and natural areas, and concentrate only on the residential classifications. The situation is the same with previous plans before the PNA, with an extra freedom to give building permits and expand borders, and nowadays, the Palestinians are the planners. This issue will be discussed in details in the following section. Also, results show the importance of considering the regional planning level while planning locally, and the importance of the protection plan that was introduced by the MOBIC in 1998.
Part two : Committee That was responsible to prepare Outline plans		
Responsibility for preparing the outline plans	- 76.6% contribution from the MOLG and its departments in the governorates. - 12.8% contribution of the private sector.	It is clear that the private sector contribution in local planning is weak and modest and must be activated to encourage a shift from centralized to decentralized planning approaches.

	Questionnaire Results Analysis	Comments
Planning committee staff members	- 66% of the plans were prepared by a team of one to two members only. - 53.7% of the plans were prepared without a participation or supervision of a planner. - 46.3% of the plans were prepared without the involvement of an infrastructure engineer or civil engineer. - 53.7% of the plans were prepared without the participation of an architect.	- Lack of qualified and sufficient planning staff is one of the major deficiencies in the planning process, at the local level. Nowadays, we have in Palestine qualified engineers and planners especially in the last ten years, when planning master programs started in the Palestinian universities. Thus, local authorities, municipalities, and the MOLG have no excuse for this problem. - At least, each local authority should have a planner or an architect, and an infrastructure engineer or civil engineer. Also, each planning team should consist of six members at least, an economic, politician, sociologist, planner, architect, and infrastructure engineer (transportation and water engineers), in addition to the technical staff and surveyors. [Quality of designed plans is questionable?]
Part three : Public Involvement In the Planning Process		
Public participation during the planning process	- Real and effective public participation is absent in all planning process phases. - The period of presenting the designed plan for two months for objectives can be considered the only period that community can participate during the planning process.	- Objections period can't be considered as a healthy community participation for the following reasons: 1) Lack of community pre-knowledge about the planning process and the plan goals and objectives. 2) As a result, most contributions reflect the selfish, unconscious, individual interventions. 3) All interventions affect negatively the quality of the proposed plan as the problem of private ownership arise, width of streets and public lands is reduced.

Form table (4.1) it is clear that the used planning approach and process at the local level since the PNA is not participatory and responsive, not efficient, and not comprehensive to include and fulfill community needs and visions. The resulting proposed outline plans are only a land use or zoning map for the existing and proposed land uses. Socio-economic and environmental issues are totally neglected, and even the proposed zones and land uses, there areas and locations are not studied deeply, and in most cases not sufficient. These facts changed the outline plans into a rigid formal document that is a problem rather than a solution for community's daily issues, problems and needs.

4.2 Local Planning during the PNA vs. Local Planning in the Previous Colonial Administrations

How is the existing planning situation at the local level since the PNA differ from the previous planning practices during the successive colonial administrations? In order to answer this question comparative analysis is conducted as the following (Table 4.2):

Table 4.2: Local Planning during the PNA vs. Local Planning in the Previous Colonial Administrations

	Local Planning practice before the PNA	**Local planning practice during the PNA**
Administrative levels	- Responsibilities of planning authorities were divided as the following: 1) High planning council "HPC" that has the authority of approving regional, outline, detailed, and parcellation plans. 2) Central planning department "CPD" that have the responsibility to prepare	Responsibilities of planning were divided as the following: 1) Higher planning council "HPC" in the MOLG, its responsibilities is to define localities planning areas, approve regional and local plans, cancel or modify issued licenses, and approve relevant by-laws and regulations. 2) District planning commissions "DPC", its responsibilities is to

	regional, outline and detailed plans. 3) Local Commissions (Municipalities and villages councils) that are responsible to prepare the local outline and detailed plans, and approve parcellation plans, permits and licenses for buildings, monitor construction and building activities.	approve local detailed plans, investigate and process objections related to regional and local plans, and other responsibilities. 3) Local Planning Commissions "LPC"[Municipalities and villages councils] that have the same responsibilities as the previous colonial administrations with extra freedom to issue building permits and facilitate services.
Result	- The same administrative levels and responsibilities used during the PNA, were used in the previous colonial administrations, the only difference is that Palestinians are now responsible to plan for their own. - The process of approving the outline plan from the local planning commissions and then from the district planning commission and finally the HPC is inefficient and time consuming, some times a delay for years before approving a plan.	
Planning area Definition	- Usually the colonial administration decide to plan for an area if define its boundary. For example, during the Israeli occupation, the central planning department "CPD" was responsible to commission consultants to prepare outline plans for Palestinian cities, villages and towns, localities borders were drawn on a rough photocopy of aerial photographs to include most of the existing built up areas, and to exclude nearly all significant empty lands.	- Local planning committee requests the Higher Planning Council "HPC" in the MOLG, to start a process of preparing an outline plan, or the HPC recommends a planning area to be considered for an outline plan preparation. - Localities borders usually defined according to several factors (geographic, demographic and socio-economic conditions, financial and technical capabilities of the locality authority, political situation and the surrounding "C" areas, and the presence (or none) of an outline plan. Areas "C" usually are excluded from the outline plans borders, as the civil and security administration falls in the hands of the Israelis. Areas "C" are mostly the most significant, valuable, natural, agricultural or empty lands. Palestinians are allowed to plan in areas "A and B" in nearly 40% only of the total area of the West Bank.

	Local Planning practice before the PNA	Local planning practice during the PNA
Result	Still, as the situation in the previous colonial administration, Palestinians are not free to define their localities borders and areas according to the existing and future needs, objectives and goals.	
Prepared By	Successive occupations and authorities were responsible to plan in the local level. Palestinians were not allowed to participate in the planning process, even Palestinian planners were forbidden to plan for their Palestinian communities [Centralized planning system]	Typically by the ministry of local government (MOLG), or its departments in the governorates. Some municipalities are responsible to plan for its own, the private sector and civil society institutions such as universities have a modest contribution. Palestinians are now responsible to plan. [Centralized planning system]
Planning approach	Master planning approach	Master planning approach
	Master planning approach is characterized as an inefficient, time consuming, and rigid approach.	
Goals and objectives	Local planning was used as an instrument to control the Palestinian urban development and to serve the occupation colonial interests of land confiscation and control over Palestinian growth. Land-use planning efforts in local plans were limited to propose three areas of housing with different densities of setbacks and making use of existing public lands only. Prepared plans reinforced the isolation between villages and towns, nothing was proposed for enhancing the socio-economic or environmental situation. Villages and small towns were assumed to be "sleeping quarters" as economic activities of their	Main goals are to solve the community problems and fulfill community needs in the future. But on ground, plans are only a tool to classify residential areas, and facilitate issuing building permits and serving road networks. Nothing was proposed to enhance the economic situation of the localities, only limited industrial and commercial areas have been proposed in the outline plans. Moreover, villages and small towns were assumed "sleeping quarters" as –The previous plans before the PNA- as economic activities of their populations are provided outside the town. Also, nothing was proposed to enhance the social situation in the communities; on the contrary, proposed public facilities and services

	population are provided outside the towns in the main cities. The phenomenon of copying and transferring the proposed planning solutions to a number of villages emerged [Three residential areas, network of major roads, and using the existing public lands without proposing new ones].	were not sufficient and not designed according to the target year population needs. The environmental issues were totally ignored, agricultural and natural areas decreased in the proposed out plans and used for residential or other uses classifications. The same as the situation before the PNA, the phenomenon of copying and transferring the proposed planning solutions to a number of villages and towns continue [Expanding residential areas and roads networks, without increasing public services and facilities or enhancing the special characteristics of the planned area]. This solution was the same for both urban and rural areas, without considering the special features and significance of the Palestinian rural areas.
Result	Planning practice before and after the PNA reflects lack of depth in the planning process, and use of quick solutions, that doesn't take into account local communities special needs, and investing the special characteristics of Palestinian towns and villages.	
Data collection and Sectoral studies	The proposed plans didn't depend on physical, social, and economic studies and surveyors, on a study of the local resident's needs and problems. [Studies are not conducted]	Usually studies about the existing situation are done, but unfortunately are done artificially and superficially for the sake of the process and are not analyzed and reflected in the resulting outline plan, and not collected in a study report or a document if collected or analyzed. This phase consume time and resources and not used efficiently. [Studies are conducted data collected, but mostly not used efficiently or analyzed].

	Local Planning practice before the PNA	Local planning practice during the PNA
Community Participation	Palestinian residents and planners were not allowed to participate in the planning process.	Community participation is missing during the planning process.
Laws and regulations	Laws and regulations reflected the colonial interests of land confiscation and control over Palestinian growth.	The same laws and regulations inherited from the previous colonial administrations with some modifications.

Table 4.2 shows that the conditions of the prepared outline plan after the PNA are not much better than the prepared outline plans in the previous colonial administrations.

We can't ignore that Palestinian planning institutions are facing many obstacles and challenges due to the occupation and its inherited and existing procedures on ground. But at the same time, we can't ignore the inefficient performance at the local level of these institutions, and the need to enhance the used planning approach and process in order to develop the Palestinian planning performance at the local level and overcome the arising challenges, obstacles and shortcomings. The following section will try to find a more suitable planning approach at the local level.

4.3 Towards an acceptable local planning approach

What is the most suitable planning approach at the local level, which can overcome the existing Palestinian practice shortcomings and weaknesses, and enhance its strengths and opportunities? In chapter two, world wide debates about different urban planning approaches and processes were discussed. The most known and used approaches all over the world were the comprehensive planning "CP" and the community based planning "CBP", each of these planning approaches has its own strengths, opportunities, and also weaknesses and threats. Which approach is more valid than the other within the Palestinian

context? In order to answer this question, it is important to clarify the main strengths, weaknesses, opportunities, and threats of the existing used planning approach at the local level in the Palestinian territories.

4.3.1 SWOT Analysis for the Existing Local Planning Approach in the West Bank

In order to find out a suitable planning approach at the local level for the Palestinian context, that can overcome the existing Palestinian practice shortcomings and weaknesses, and enhance its strength and opportunities, a SWOT analysis for the existing local planning approach in the "WB" is conducted depending on the questionnaire results analysis as the following:

&? **Strengths**

- ▪ The output of the planning process is a formal, approved document that is supported with the related regulations and laws.

&? **Weaknesses**

- ▪ The process of preparing and approving the plan is time consuming, and complex. According to MOLG statistics, about 8.3 plans/year is approved only, if this pace of planning and approval continues, we need about 46.4 years to prepare outline plans for the remaining local authorities (not taking into consideration the need to revise and update the past prepared plans in due time, which according to law should be done at least once every 10 years). This means that most Palestinian localities will grow and expand randomly without the control of suitable responsive updated outline plans

- Stakeholders and community participation is too limited and sometimes absent in the planning process. The period of objection on the preliminarily plan after its finalization can't be considered as a public participation as it reflects the selfish personal interests of individuals, and affect negatively the prepared plan [Centralized Planning Approach].

- The role of the private sector and academic institutions in planning at the local level is modest and inefficient; however, NGOs and community based organizations have no role in the planning process.

- The output of the planning process is an end state, rigid, general plan that can't deal with day to day needs and issues of communities, and its relevance to what happens on ground is questionable.

- The process of planning preparation is technical, need qualified staff, consume time and costs money. Unfortunately, the planning committees that are responsible to plan at the local level are not qualified enough, and not sufficient.

- The proposed output at the end of the planning process is not comprehensive to fulfill and reflect various community existing and future needs, the reliability and suitability of the used planning standards by the MOLG is questionable, as mentioned before in chapter three, and the plan is not comprehensive to tackle all community issues beyond the municipal or village borders.

- The output of the process is not a comprehensive, neither a land use plan, it is not more than a zoning or land-use map for the existing and proposed residential areas and infrastructure and roads networks, other uses such as public, commercial,

industrial, agricultural, and natural uses are not sufficient and designed according to target year needs. The resulting outline plan is only a formal document that facilitates road networks establishment, and a tool for receiving financial support from international donors [It is not a developmental document for the communities].

✎ **Opportunities**

- The main opportunity for the Palestinians after the PNA that they started to plan for their own. Nowadays, the Palestinian institutions, local authorities, and planners are free enough and responsible to plan their communities, cities, towns, and villages. In addition, since the PNA establishment, planning as a profession and an academic study started in the Palestinian universities, after it was forbidden in the previous colonial administrations, which means, more qualified staff in the field of planning.

- Capacity building within the private sector, the civil and academic institutions, and the NGOs, there supposed active role in the planning process at the local level is an important opportunity that must be developed, enhanced and activated, in order to plan for all Palestinian communities, and move from centralization towards decentralization at the local planning system.

- Also, active stakeholders and community participation during the planning process is one of the most important opportunities for the planning practice at the local level, the availability of supportive individuals, who have the initiative to participate, learn, discuss, share, make important decisions, and support plan implementation is a big opportunity.

✍ **Threats**

- Lack of support and pre-knowledge of individuals about the planning process and its goals and objectives affect the plan approval and implementation negatively as the issues of private ownership arise.

- Lack of financial support for the local authorities, municipalities and villages councils, to start a planning process, or to employ qualified staff.

- Unwillingness of Palestinian individuals, leaders, and community based organizations to support planning practices and efforts, or to adopt new planning approaches.

- Finally, The continuous threat of occupation procedures on ground of land confiscations, closures, control over areas "C", and control over Palestinian borders and movements, that abort any efforts to plan at the regional scale and continue to separate Palestinian villages and towns from each other.

As mentioned in (Daoud, 2009) study, many Palestinian initiatives since 1995 were carried out, aiming at resolving the planning process complexity and weaknesses, and improving approaches to urban planning. Such approaches should be efficient, non bureaucratic, decentralized, participatory, transparent and dynamic. The following section will try to find out a new suitable planning approach at the local level.

4.3.2 Comprehensive planning Vs. Community based planning within the Palestinian context

Returning back to planning definition in the first paragraph in chapter two, that define planning as a means to prepare for action, because a certain situation no longer fulfill its

requirements, and therefore need to be changed (*Ruiter and Sanders, 1998*). Thus, we plan within a particular context, which validate the methods we use, and the planning approaches we adopt to achieve planning goals and objectives. From the definition, planning must be a development tool that is flexible to response to challenges on ground, and achieve development objectives. From the previous sections that assess the Palestinian planning performance since the PNA, it became clear that the ongoing planning practice in the Palestinian territories has failed to be a development tool and provide a better life for the Palestinians. It is clear that change is a necessity to improve local planning practice and adopt new planning approaches.

Such approaches must be efficient, realistic, responsive, integrated, decentralized, consensus, participatory, interactive, transparent, inclusive, dynamic, comprehensive, and supported by efficient governance, leadership and management at the local level. The output must be a formal document supported by laws and regulations in order to be implemented on ground. The proposed approach must also be simple, practical, and doesn't need much time and resources, and enhance learning and capacity building.

What is the planning approach that satisfies these criteria? Comprehensive Planning "CP" or Community Based Planning "CBP"?

According to (*Martinez et al, 2002*), comprehensiveness is essential and municipalities should plan their development with the use of comprehensive plans, but he added that communities need in addition, a community broad plan for the community.

"My belief as a professional planner is that a community needs more than a comprehensive plan. Needed too is a community-broad plan for the entire community, and not just for the municipality"

(*Martinez, et al, 2002, P.5*)

The following table (4.3) tries to answer this question:

Table 4.3: Comprehensive planning Vs. Community based planning within the Palestinian context			
New Planning approach characteristics	**Definition**	**"CP"**	**"CBP"**
Efficient and realistic	In terms of resources, capacity, time horizon, implementation and follow-up		√
Consensus Participatory and interactive	In terms of involving all community sectors and stakeholders in the planning process from the beginning till the implementation and follow-up phases		√
Integrated	To consider all community socio-economic and environmental issues	√	√
	Both planning approaches tackle these issues, but the CBP reflects better the real needs, problems, and visions of the community.		
Responsive	To tackle and reflect community needs and priorities		√
Decentralized	Bottom-up approach		√
Dynamic	In terms of process simplicity, and resulting output that is dynamic and response to day by day public needs, it is a livable document and not end-state rigid document.		√
Output	- A formal document that is supported by laws and regulations. - Tangible output with spatial implications that is presented in a future development land-use plan	√	
			√
Capacity Building	The planning process must be a mutual learning and transactive process that enable community in the future to plan for its own when a new plan is needed		√
Comprehensive	To include and tackle all community issues beyond the municipal borders		√

From table (4.3), Community Based Planning "CBP" seems to be more suitable for the Palestinian context than the Comprehensive Planning "CP", but still the "CBP" is not sufficient as its output is an informal policy plan, not a formal approved document. The output of the "CBP" can be considered as a supplementary planning guide for local plans, and thus, local authorities can't adopt it alone without a formal land-use or development plan because it lacks enforcement.

Thus, as (*Martinez, et al, 2002*) said, we need both a Comprehensive Plan for municipality or village council, and a Community Based plan for community. Is it possible to integrate both approaches in one new approach that have the strengths of the two approaches and eliminate its weaknesses?

4.3.3 A proposed Planning Approach for the Local Level

In this section, the Comprehensive Planning approach "CP", and the Community Based planning "CBP" approach will be integrated together, in order to enhance the strengths of each approach and eliminate its weaknesses. The resulting new planning approach will be the proposed planning approach for the local level, the Comprehensive Community Based Planning "CCBP".

4.3.3.1 Comprehensive Community Based Planning "CCBP" [Definition & Characteristics]

"CCBP" is It is a well thought out, continuous, participatory, interactive, transparent, adaptive and inclusive process, that collectively involves all sectors of community to deal with all the significant issues facing the community, in order to generate consensus on how these issues should be addressed, and how solutions should be presented in an official,

dynamic and responsive statement and document. The community mentioned above is a cluster of homogeneous municipalities or villages councils with similar socio-economic and environmental characteristics, by this definition of a community the regional scale will be taken into consideration while planning at the local level.

4.3.3.2 Comprehensive Community Based Planning Process "CCBPP"

The "CCBPP" is a mix of both the Comprehensive Planning Process "CPP" and the Community Based Planning Process "CBPP" as the following:

Step One: A decision to engage in the "CCBPP", start consensus building, identifying stakeholders, and making sure about their willingness to engage in the process. In this step the local authority (Municipality or village council) must have the initiative to request the High Planning Council "HPC" in the MOLG to start "CCBPP". Good leadership and management from the local planning committee "LPC" is a prerequisite in this phase.

Stakeholder's identification must include all community groups:

- Different sectors of society [residents, landowners, users ...Etc].
- Interest groups [such as civic, social, religious, and other groups].
- Agencies [such as planning commission members, local government and council].
- And Elected officials [such as mayors, ministries representatives, HPC, DPC representatives and others].

This phase may take months to confess community stakeholders to engage and participate in such a process.

✍ **Step Two:** Research phase and data collection, to have sense about the present state and existing situations and their probable future directions.

Within a Palestinian context of small cities, towns and villages, and day by day emerging issues, accompanied by limited resources of local authorities councils, comprehensive type of analysis is not necessary and time consuming, and need extra financial and technical support. Participatory techniques seems to be enough and sufficient. Thus, in this phase, data collection and analysis can be done through comprehensive workshops with stakeholders, and during thematic issues focus groups and SWOT analysis.

This step must be done quickly and simply, because local stakeholders know much better than the planning committee about their real needs and problems.

If some data can't be achieved through these participatory techniques, planning committee must search for other sources and simple processes to access this data.

The assumed output of this step is an identification of the plan duration and target year, prioritizing key issues, analyzing its nature, extent, indicators, its causes and effects, and proposed initiatives and projects to address these issues. The output must also include spatial map for potential development areas, its nature, characteristics, and suitability for different uses.

  ✍ **Step Three:** Visioning and Developing goals and objectives, stakeholders have to work again in focus groups to formulate their community's vision and goals. Vision formulation will be divided into short term development visions (for five years) and long term development visions (for 10 years for example. By the end of this step, stakeholders must have some agreement about what the plan is intended to achieve, and what the community wants to become. The output of this step may consist of broad

community wide goals, enhanced by proposed strategies and projects that are essential to address the goals and objectives, and an illustration of the vision proposed conceptual land-use map.

? **Step Four:** Plan formulation, in this step the planning committee – supported by representative from "HPC" in the MOLG, and "DPC" – must start working in cooperation with stakeholders representative from each focus group, and based on the proposed conceptual land – use map, to translate this conceptual map into a real future land use plan based on the target year areas needs, and the resulted vision and proposed strategies and projects.

? **Step Five:** Successive workshops for all community stakeholders to agree on the proposed land use plan, strategies and projects, any objections will be discussed and deeply studied. (This step can be considered as an objections period).

? **Step six:** preparing and approving of the final land use map and its related report document by the planning committee and representatives from the HPC in the MOLG, and DPC.

? **Step seven:** Implementation of the proposed plan, strategies and projects, the stakeholders must establish a committee from them that is responsible to facilitate the implementation of the plan and solve problems – financial support is an important issue during this phase.

? **Step eight:** follow-up, monitoring, review and revision. Since the planning process is continuous, stakeholders committee role has to continue until all critical issues have been addressed and resolved.

Actors	CCBPP	Output	Duration
-"LPC" -"HPC" representative - DPC representative - Community Stakeholders	**Step 1-** Consensus building - Decision to engage in "CCBPP"	- Stakeholders Identification and agreement to engage in a "CCBPP"	This step may take several months depending on LPC leader's initiative & Stakeholders willingness to engage in "CCBPP"
-"LPC" - Stakeholders	**Step 2-** Research phase & Data collection through Workshops & Focus groups	- Identifying target year of the plan. - Prioritizing community's key issues. - Proposing initiatives & projects to address these issues - A spatial map for potential development areas.	One to Two months depends on the case
-"LPC" - Stakeholders	**Step 3-** Visioning & Developing goals & objectives - Focus groups	- Broad community goals - Long & short term development vision statements - Proposed strategies & projects - Conceptual land use map	One to Two months depends on the case
-"LPC" -"HPC" representative - DPC representative - Stakeholders representative	**Step 4-** Plan Formulation	- Future development land use plan - Documentation study or report for the planning process	One to Two months depends on the case
-"LPC" -"HPC" representative - DPC representative - Community Stakeholders, residents	**Step 5-** Agreement on the finalized outline plan - Workshops	- Objections from individuals about the proposed outline plan. - Final agreement about the plan.	One month
-"LPC" -"HPC" representative - DPC representative	**Step 6-** Approving a future land- use plan	- Future Development land use plan - Related bankable projects - Report that documents the process inputs & outputs	One month
-"LPC" - Stakeholders Committee	**Step 7-** Implementation	Formulation of stakeholders committee that is responsible to implement & follow-up the plan implementation	
-"LPC" - Stakeholders Committee	**Step 8-** Follow-up & Monitoring		

Figure 4.1: Comprehensive Community Based Planning Process "CCBPP"
Source: Researcher

4.3.3.3 Actors during the "CCBPP"

The most important actor during the "CCBPP" is the community stakeholders supported by the LPC staff and planners, DPC and HPC representatives. Stakeholders involved in the planning process represent the whole community sectors, interests, groups and agencies.

The role of the LPC is to provide good leadership and efficient management during the planning process, and to enhance stakeholders' engagement, and encourage their efficient and fruitful participation. The planning team role is a facilitator role, besides planning and workshops and focus groups facilitations, their role would vary depending on the availability of DPC and HPC assistance.

The planning team could identify and collect information needed to clarify and describes the status quo, and help to monitor the plan's progress and long- term impact. The planning team must include at least five members (a planner, an infrastructure engineer (transportation and water engineer)), an architect, sociologist, and an economist. It is preferable that the planning team members are from LPC staff members.

4.3.3.4 out put of the "CCBPP"

The assumed output of the "CCBPP" is a formal future land use plan and study report generated in a participatory process by the community stakeholders. It consists of future proposed development land-uses depending on the target year areas needs, and action planning for workable strategies and projects. This spatial presentation of development strategies and projects is a key component to materialize development on the ground.

The proposed plan must be dynamic and can be reviewed and modified if conditions necessitate that, and according to new emerged issues and situations, in order to make sure that the plan is reflecting stakeholders interests and fit the real situation.

Another assumed output is capacity building related to human resources, as stakeholders and LPC are involved in the planning making and implementation, and sharing information. More over, the most important output is the formation of a stakeholder's follow-up committee that is responsible for plan implementation, follow-up, resolving conflicts, solving problems, revision and monitoring.

4.3.3.5   Prerequisites to start "CCBPP"

In order to apply the CCBPP at the Palestinian local planning level successfully and efficiently, it is important to work for a period of time to achieve the following prerequisites:

- **Efficient leadership**: the first essential step is the identification and training of potential LPC leaders to ensure that the LPC's have the ability to initiate, organize and direct the "CCBPP".

- **Human resources**: the existing of supportive individuals who have the initiative to participate, learn, share and make important decisions to develop their communities. This can be achieved by intensive awareness programs through different media tools, enhancing pre-knowledge of individuals about the importance of their role in the planning process, through education systems in the

schools and universities, concentrating on the role of the private sector, NGOs, civil and academic institutions in planning efforts and practice at the local level.

Achieving the previous two prerequisites will lead to obtain good **managerial skills and sufficient human and financial support** to start a "CCBPP".

4.3.3.6 Summary

"CCBPP" is a mix of the "CCP" and the "CBPP", it take advantage from the strengths of each approach and eliminate its weaknesses. It is a simple participatory, continuous, dynamic, integrative and responsive process that depends on community stakeholder's support and participation.

The process duration is shorter and need less resource than the "CPP", and by the end of the process, the output is a formal spatial document, that is approved from the LPC, DPC, HPC, and also supported from community stakeholders, who are responsible to implement and follow-up the planning process, and repeat it when the situation necessitate that.

The involvement of representatives from the DPC, and the HPC from the MOLG during the planning process accelerate the process of approving the plan, and minimize its duration to few months only. Applying this process once in each local authority will enhance capacity building and enable each locality to repeat the process and plan again for their own in the next times, this means, a more efficient decentralized planning approach, and an accelerating planning performance at the local level, to cover all Palestinian communities.

5.0 Conclusions and Recommendations

In this chapter, main findings of the study are concluded and proper recommendations are proposed. Conclusions are based on the study literature and existing situation assessment. The proposed recommendations will be divided into two main scenarios:

The first scenario, assumes that the existing used master planning approach in the Palestinian territories will continue to be used at the local level, proposed recommendations will try to develop and enhance this used approach, solve the existing problems and weaknesses, and enhance the performance of local planning institutions.

The second scenario, assume that the proposed new planning approach will be adopted by planning institutions in the Palestinian territories. Proposed recommendations will focus on how to apply this proposed approach, its inputs, process, actors, and assumed output.

5.1 Conclusions

The following conclusions resulted from the study's literature, assessment and comparative analysis:

5.1.1 Inherited approaches for local planning are not sufficient and inefficient

Inherited master planning approach since the British mandate have proven through the previous successive occupations and colonial administrations that it is an effective tool to control Palestinian urban development and growth, and to serve their colonial interests. Master planning approach was a control tool rather than a development tool for the Palestinian communities.

After the PNA, local planning condition wasn't much better, the evolving planning system has been greatly influenced by the previous planning approach, regulations and laws, therefore, planning practice remained inefficient, time consuming, rigid and a problem rather than a solution for most of the Palestinian cities, towns and villages.

These issues raise a question about the Palestinian planning institutions performance, laws and regulations at the local level since the PNA, and how we can develop and enhance this performance.

5.1.2 Planning Performance at the local level since the PNA is also not sufficient and inefficient

We can't ignore that Palestinian planning institutions are facing many obstacles and challenges due to the successive occupations and its inherited and existing procedures on ground. But at the same time, we can't ignore the inefficient performance of these institutions, and the need to enhance the used planning approach and process, in order to develop the Palestinian planning performance at the local level and overcome the arising challenges, obstacles and shortcomings.

The assessment of the existing local planning practice, procedure and process at the local level shows that the situation after the PNA is not much better than the previous colonial administrations. The used master planning approach is not responsive and inefficient. The process is based on a centralized, rigid, complex, and relatively expensive and time consuming. The used top – down approach is not participatory, not comprehensive to include and fulfill all communities' needs and visions, and solve their problems. It is not based on sufficient updated data and studies or reliable planning standards.

Planning practice during the PNA reflect the lack of depth in local planning process and use of quick solutions, that doesn't take into account the local communities special needs, and investing the special characteristics of the Palestinian cities, towns and villages. The resulting prepared outline plans are only a land- use or zoning map for the existing and proposed land uses, which relevance to the existing situation, and target year requirements and needs is questionable.

The prepared outline plans were transformed from being a development tool, to a mere classification of residential areas and road and infrastructure networks, to facilitate the issue of building permits. However, socio-economic and environmental issues were totally neglected, and even the proposed zones and land uses for [public services and facilities, commercial, industrial, open spaces, agricultural and natural areas], their areas and locations are not based on deep studies, and community needs, and in most cases are not sufficient according to the target year needs forecasting.

 These facts changed the prepared local outline plan into a rigid, formal document that is a problem rather than a solution for Palestinian communities' daily issues.

5.1.3 Change is an urgent need to develop local planning performance in the Palestinian Territories

The existing local planning approach in the Palestinian territories is inefficient and time consuming. According to the MOLG statistics, about 8.3 plans/ year are prepared only, if this pace of planning and approval continues, we need about 46.4 years to prepare outline plans for the remaining Palestinian communities (not taking into consideration the need to revise and update the past prepared plans in due time). Therefore, change seems to be an

urgent need, in order to enhance planning performance in the Palestinian territories. There is a need to adopt a new planning approach that is efficient and realistic in terms of resources, capacities, time horizon, implementation and follow- up, responsive to tackle and reflect community needs and priorities, integrative to consider all community socio- economic and environmental issues, decentralized, consensus, participatory, transparent and interactive to involve all community sectors and stakeholders in the planning process from the beginning till the implementation and follow- up phases, dynamic in terms of process simplicity and resulting livable output, comprehensive to include and tackle all community issues within and beyond the municipal borders, and supported by efficient governance, leadership and management at the local level. The new planning approach must also enhance learning and capacity building and the planning process must result with more than a formal document or outline plan, it must result also with building a community that is able and responsible to plan for its own in the future.

5.2 Recommendations: What is needed?

In the previous section, main conclusions of the study assess the need for change and that the existing local planning performance in the Palestinian territories is not responsive and inefficient. This section discusses what is needed and has to be done in order to develop local planning performance and achieve positive change results. Recommendations will be based on two scenarios: the first assumes that the existing planning approach will continue to be used at the local level, and the second scenario assumes that a new planning approach will be adopted by the Palestinian planning institutions.

5.2.1 First Scenario: Developing the existing used planning approach

Based on chapter three assessment of the existing used planning approach at the local level in the Palestinian territories, and the questionnaire results analysis, the following recommendations are essential to enhance and develop local planning performance:

5.2.1.1 General Recommendations

I-   Local planning practice and initiatives must start from the bottom of the pyramid (Bottom-up approach), from the base [local authorities, municipalities, and villages councils], because they are the closest to citizens, and aware of their needs and problems. In order to achieve that we have to get rid of the inherited planning system and hierarchy of responsibilities, this means updating and improving the existing legislations, regulations and laws, and giving local authorities more responsibilities to govern, plan and manage itself issues. Enhancing local governance require reforms in local planning authorities, decentralized governance system must be enforced and supported by supportive, creative and active leaders, and staff members.

II- MOLG efforts must focus on enhancing capacity building in local authorities during the planning preparation, this means encouraging the involvement of the LPCs, the private sector, NGOs, civic and academic institutions in the planning practice. Also, enhancing and encouraging efficient public participation in all planning process stages. The role of the MOLG, HPC, and DPC must be limited to manage, organize,

and supervise the planning practice at the local level, and to control the quality of prepared outline plans.

III- Transparency and sharing knowledge and data between planning institutions and other governmental, academic, civic or private institutions, and the public, is a necessity to enhance and develop local planning practice, researches and studies. The MOLG must facilitate data sharing by systematic archiving and documenting of data, electronic systems for data sharing such as internet web sites and electronic libraries will be useful. Data sharing and public participation will change the planning process development into a mutual learning and transactive process, which bring government and citizens together, by focusing on dialogue, human worth and reciprocity.

5.2.1.2 Recommendations about Local Planning Process, Input and Output

I- Planning must be considered as a continuous, integrative process, and the resulting outline plans must be livable, dynamic, and not an end-state document. This means that the planning process never ends when an outline plan is approved; the stages of implementation, follow-up, monitoring and revision are of great importance to make the plan relevant to the existing situation and up-to-date. This is the responsibility of the LPC, local stakeholders, and residents.

II- Proposed outline plans have to be designed officially for a time horizon (between 15-20 years). Forecasting studies and proposed areas for different land uses must depend on the proposed target year for the outline plan. This means that planning

regulations need updating to include a new item for the plan duration and proposed target year.

III- The planning committee must decide the needed data to be collected and analyzed. Cooperation with different sources of data such as [ministries, academic institutions, private sector and community stockholders] will benefit the planning committee and save time and resources [human and financial], and accelerate the planning process. Updated studies aerial maps and data that is reliable is also essential, moreover, collected data must be comprehensive to cover all community sectors [socio-economic, environmental, physical …etc] especially the relation and integration between the planned area with its surrounding regional context. Finally, all data and sectoral studies must be analyzed and documented in a study report.

IV- According to the study results, the used planning standards are not valid any more, and need to be modified and revised depending on scientific methods, in order to find out localized planning standards that suit the Palestinian context.

 V- Efficient and effective cooperation between the HPC (control, monitoring, evaluating and judging planning performance), DPC and LPC during the planning process is necessary to enhance local planning performance, and accelerate the stages of revising and approving the prepared outline plans, and minimize its duration to several months only.

VI- Efficient public participation during the planning process [through workshops, meetings, focus groups, public hearings,...etc] can develop the plan, and increase public pre-knowledge about its goals and objectives, and thus, achieve more

satisfaction and support during the planning process, and help to solve conflicts and problems during approving, implementation and follow-up stages, especially when the issue of private ownership arise.

VII- The proposed outline plan must contain all necessary and preliminary data such as [name of locality, date of preparing, date of approving or issuing, date of base aerial map, and its source, the assumed target year for the plan, No. of population in the year of preparing the plan, and the estimated population in the target year, the plan proposed area, and the area of the previous outline plan, legend and table of land uses areas and percentages, the planning committee names, specialization and qualification, and the responsible commission to prepare the plan. The proposed outline plan must be attached with a report that document the whole planning process, and include the following: a statement of authority to prepare and adopt a new plan, the name of the plan, its area, location, and boundaries, time frame, different actors during the planning process, documentation of stakeholders and different interest groups involvement, documentation of sectoral studies and data gathering and analysis results, a statement of local objectives and visions, a description of the plan elements, and proposed alternatives, identification of the proposals and their impact analysis, description of selected alternatives, and finally, recommendations for the implementation and follow-up of the plan.

5.2.1.3 Recommendations about the Planning Commission

Planning is a multidisciplinary specialization, and tackles socio-economic, environmental, and physical issues. Therefore, the planning team must include at least five members

[A planner, Infrastructure engineers (Transportation and water engineers), An Architect, Sociologist, and an Economist], and it is preferable that the team members are from the LPC members.

5.2.2 Second Scenario: Adopting a new Planning Approach

Traditional planning approaches in the Palestinian territories, failed to provide better and decent life for Palestinians, and to develop their communities, therefore, new localized approaches that suit the Palestinian context need to be adopted.

In the last sections of chapter four, a new planning approach for the local level was proposed, the Comprehensive Community Based Planning "CCBP". It is a well thought out, continuous, participatory, interactive, transparent, adaptive and inclusive process, that collectively involves all sectors of community to deal with all the significant issues facing the community, in order to generate consensus on how these issues should be addressed, and how solutions should be presented in an official, dynamic and responsive statement and document. The community mentioned above is a cluster of homogeneous municipalities or villages councils with similar socio-economic and environmental characteristics, by this definition of a community the regional scale will be taken into consideration while planning at the local level.

The "CCBPP" is a mix of the Comprehensive Planning process "CPP" and the Community Based Planning process "CBPP", the proposed "CCBP" approach enhance the strengths and opportunities of each approach, and eliminate their weaknesses, and is localized to fit the Palestinian context. The proposed time horizon of the plan is five years, and includes both short and long term development visions, and must be revised annually at regular

basis. The process duration is shorter and need less resource than the "CPP", and by the end of the process, the output is a formal land-use plan that is approved from the LPC, DPC, HPC, and also supported from community stakeholders. The involvement of representative from the DPC, & the HPC from the MOLG, during the planning process, accelerate the process of approving the plan & minimize it's duration to few months only. The proposed development land-use plan & its report consists of future proposed development land uses, depending on the target year areas requirements, and action planning for workable strategies and projects.

This spatial presentation of development strategies and projects is a key component to materialize development on the ground.

Another assumed output is the human capacity building that enables stakeholders and LPCs, to control development and follow-up the plan implementation, and also repeat the planning process by their own when needed. Thus, applying the "CCBPP" once in each local authority will enable its LPC members and residents to repeat the process and plan again for their own in the next times, this means, a more efficient decentralized planning approach, and an accelerating planning performance at the local level, to cover all Palestinian communities. Moreover, the "CCBP" process promote a sense of community by bringing together people with shared goals and visions, and institutionalize planning as a continuous activity within the Palestinian communities. Figure (5.1) summarize the "CCBP" process, prerequisites, different actors, duration, and assumed output from each step.

Actors	CCBPP	Output	Duration
-"LPC" -"HPC" representative - DPC representative - Community Stakeholders	**Step 1-** Consensus building - Decision to engage in "CCBPP"	- Stakeholders Identification and agreement to engage in a "CCBPP"	This step may take several months depending on LPC leader's initiative & Stakeholders willingness to engage in "CCBPP"
-"LPC" - Stakeholders	**Step 2-** Research phase & Data collection through Workshops & Focus groups	- Identifying target year of the plan. - Prioritizing community's key issues. - Proposing initiatives & projects to address these issues - A spatial map for potential development areas.	One to Two months depends on the case
-"LPC" - Stakeholders	**Step 3-** Visioning & Developing goals & objectives - Focus groups	- Broad community goals - Long & short term development vision statements - Proposed strategies & projects - Conceptual land use map	One to Two months depends on the case
-"LPC" -"HPC" representative - DPC representative - Stakeholders representative	**Step 4-** Plan Formulation	- Future development land use plan - Documentation study or report for the planning process	One to Two months depends on the case
-"LPC" -"HPC" representative - DPC representative - Community Stakeholders, residents	**Step 5-** Agreement on the finalized outline plan - Workshops	- Objections from individuals about the proposed outline plan. - Final agreement about the plan.	One month
-"LPC" -"HPC" representative - DPC representative	**Step 6-** Approving a future land- use plan	- Future Development land use plan - Related bankable projects - Report that documents the process inputs & outputs	One month
-"LPC" - Stakeholders Committee	**Step 7-** Implementation	Formulation of stakeholders committee that is responsible to implement & follow-up the plan implementation	
-"LPC" - Stakeholders Committee	**Step 8-** Follow-up & Monitoring		

Vertical labels (Actors column left side): External Support, Efficient Management, Human Resources, Effective Leadership

Figure 5.1: Comprehensive Community Based Planning Process "CCBPP"
Source: Researcher

5.3 Next Steps

The proposed planning approach in the study is based on analytical and theoretical study; it is never tested or implemented in reality, the following issues are suggested for the next researches:

1) The linkage between the proposed planning approach with the over planning and legislative system in the Palestinian territories have to be detailed and clarified.

2) The proposed planning approach must be tested practically on ground in a pilot project, in order to update, revise, and improve its process as practice require, to introduce by the end of the project an applicable version of the "CCBPP".

The above suggestions could be good subjects for advanced future researches in the field of planning development in the Palestinian territories.

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APPENDIX

Questionnaire Design
& Results

BIRZEIT UNIVERSITY

Engineering Faculty
Urban Planning and Landscape Architecture "UPLA"

Questionnaire No: --------
Region: ------
Date: -------

This Questionnaire aims to asses the existing conditions of the prepared outline plans since the advent of the Palestinian National Authority. I hope to cooperate with the researcher noted that all the information mentioned in this questionnaire are for the purposes of scientific research only.
Researcher: Amani Krunz   Supervisor: DR. Jamal Amro

First Part: Data about the Outline plan
1. Outline Plan:-------
2. Date of Issuing: ------
3. Date of preparation:------
4. Date of Aerial Map:------
5. Date of outline expansion:--------
6. Area of the Outline plan (Donum):-------
7. Area of previous Outline plan (Donum)------
8. Total Area of locality:-----------
9. Existing Population No.:-----------------
10. Population No. in the year of plan preparation:--------
11. Limitations about the local plan boundaries:--------
12. Report for the outline plan prepared: ☐ Yes   ☐ No
13. Areas of different land use classifications:

Land use	Area (Donum)	Percentage %
Residential "A"		
Residential "B"		
Residential "C"		
Old Town		
Linear Commercial		
Central Commercial		
Light industry and crafts		
Green area		
Agricultural Areas		
Archeological Sites		
Public building		
Roads		
Agriculture residence		
Cemeteries		
Rural residence		

14. No. of main entrances to the locality:------
15. A new outline plan is under preparation   ☐ yes   ☐ No

Part Two: Data About the planning Committee

16. The planning committee that prepared the plan
☐ Municipality or village council   ☐ Private engineering office
☐ MOLG   ☐ Academic institutions such as Palestinian universities
17. No. of planning Committee members:---------
18. Qualifications of the planning committee members
First: ☐ Planner   ☐ Architect ☐ Civil   ☐ Surveyor ☐ Others--------------
Second: ☐ Planner   ☐ Architect ☐ Civil   ☐ Surveyor ☐ Others--------------
Third: ☐ Planner   ☐ Architect ☐ Civil   ☐ Surveyor ☐ Others--------------
Fourth: ☐ Planner   ☐ Architect ☐ Civil   ☐ Surveyor ☐ Others--------------
Fifth: ☐ Planner   ☐ Architect ☐ Civil   ☐ Surveyor ☐ Others--------------

---

Part Three: Community Participation during the planning process

19. local residents were involved in the planning visioning and objectives and goals
    formulation:
☐ Yes   ☐ No
20. local residents were involved during the planning preparation:
☐ Yes   ☐ No
21. Objections were received during the objection period:
☐ Yes   ☐ No

22. If the answer is yes, how many objections you received? -----
23. No. of objections that was modified in the outline plans? -----
24. Most objections were about:
☐Change the use of private land   ☐ Classification of a private land for public use
☐ Taking a private land for roads network   ☐ Others-------------------------------
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Thanks for your help

Researcher

Date of issue	Governorate	Outline plan name	Questionnaire #
Table (1): Names of the Studied Outline plans
04.02.08	Qalqilia	هيكلي كفر قدوم	1
04.02.08	Hebron	هيكلي بيت مرسم	2
20.05.08	Tulkarm	هيكلي بلعا	3
20.05.08	Hebron	هيكلي سعير	4
06.11.07	Hebron	هيكلي بيت أولا	5
29.08.07	Bethlehem	هيكلي العبيدية	6
01.04.06	Tubas	هيكلي طوباس	7
03.04.06	Tulkarm	هيكلي الجاروشية	8
02.01.05	Ramallah & Albiereh	هيكلي المزرعة الشرقية	9
26.03.05	Ramallah & Albiereh	هيكلي جيبيا	10
26.03.05	Nablus	هيكلي عقربا	11
07.09.05	Hebron	هيكلي الشيوخ	12
09.02.00	Tubas	هيكلي عين البيضاء	13
10.10.98	Jerusalem	هيكلي العيزرية	14
27.02.97	Jenin	هيكلي الطرم	15
09.04.04	Ramallah & Albiereh	هيكلي عطارة	16
30.01.99	Jerusalem	هيكلي بيت إجزا	17
21.11.98	Jerusalem	هيكلي بيت إكسا	18
08.07.04	Hebron	هيكلي خاراس	19
09.04.04	Jenin	هيكلي كفر راعي	20
07.04.01	Tulkarm	هيكلي قفين	21
18.02.04	Ramallah & Albiereh	هيكلي رمون	22
09.04.04	Ramallah & Albiereh	هيكلي سردا	23
09.04.04	Jenin	هيكلي الزبابدة	24
30.01.99	Jericho	هيكلي العوجا	25
10.02.04	Bethlehem	هيكلي زعترة	26
25.05.03	Ramallah & Albiereh	هيكلي البيرة	27
29.10.03	Ramallah & Albiereh	هيكلي جفنا	28
29.10.03	Hebron	هيكلي دورا	29
27.01.02	Jerusalem	هيكلي بيت حنينا	30
09.12.02	Tulkarm	هيكلي دير الغصون	31
07.07.01	Jerusalem	هيكلي القبيبة	32
07.07.01	Jerusalem	هيكلي بيت عنان	33
07.07.01	Jerusalem	هيكلي رافات	34
20.01.01	Nablus	هيكلي سبسطية	35
10.10.99	Ramallah & Albiereh	هيكلي أبو قش	36
04.07.01	Tulkarm	هيكلي عتيل	37
09.02.00	Jerusalem	هيكلي عناتا	38
26.02.00	Jenin	هيكلي قباطية	39
26.02.00	Salfit	هيكلي سلفيت	40
20.11.99	Tulkarm	هيكلي عنبتا	41
20.11.99	Jericho	هيكلي النويعمة والديوك الفوقا	42
10.10.99	Jenin	هيكلي عزة	43
15.08.98	Jerusalem	هيكلي بدو	44
13.07.03	Ramallah & Albiereh	هيكلي بيرزيت	45
27.12.97	Jerusalem	هيكلي بيرنبالا	46
17.05.97	Hebron	هيكلي الظاهرية	47

Source:Ministry of local Governorates "MOLG", Ramallah- 2008

Region

Cumulative Percent	Valid Percent	Percent	Frequency		
10.6	10.6	10.6	5	Jenin	Valid
23.4	12.8	12.8	6	Tulkarm	
27.7	4.3	4.3	2	Tubas	
29.8	2.1	2.1	1	Qalqelia	
34.0	4.3	4.3	2	Nablus	
36.2	2.1	2.1	1	Salfit	
55.3	19.1	19.1	9	Ramallah and Albiereh	
76.6	21.3	21.3	10	Jerusalem	
80.9	4.3	4.3	2	Jericho	
85.1	4.3	4.3	2	Bethlehem	
100.0	14.9	14.9	7	Hebron	
	100.0	100.0	47	Total	

Year of publishing the Master Plan

Cumulative Percent	Valid Percent	Percent	Frequency		
6.4	6.4	6.4	3	1997	Valid
12.8	6.4	6.4	3	1998	
25.5	12.8	12.8	6	1999	
34.0	8.5	8.5	4	2000	
46.8	12.8	12.8	6	2001	
51.1	4.3	4.3	2	2002	
59.6	8.5	8.5	4	2003	
74.5	14.9	14.9	7	2004	
83.0	8.5	8.5	4	2005	
87.2	4.3	4.3	2	2006	
91.5	4.3	4.3	2	2007	
100.0	8.5	8.5	4	2008	
	100.0	100.0	47	Total	

Difference between the year of publishing & the year of preparing the master plan

Cumulative Percent	Valid Percent	Percent	Frequency		
6.7	6.7	4.3	2	.00	Valid
40.0	33.3	21.3	10	1.00	
66.7	26.7	17.0	8	2.00	
80.0	13.3	8.5	4	3.00	
86.7	6.7	4.3	2	4.00	
96.7	10.0	6.4	3	5.00	
100.0	3.3	2.1	1	6.00	
	100.0	63.8	30	Total	
		36.2	17	System	Missing
		100.0	47	Total	

Difference between the year of publishing & the year of preparing the master plan

Cumulative Percent	Valid Percent	Percent	Frequency		
6.7	6.7	4.3	2	In the same year	Valid
40.0	33.3	21.3	10	1	
66.7	26.7	17.0	8	2	
96.7	30.0	19.1	9	3 - 5	
100.0	3.3	2.1	1	More than 5	
	100.0	63.8	30	Total	
		36.2	17	System	Missing
		100.0	47	Total	

Age of Master plan

Cumulative Percent	Valid Percent	Percent	Frequency		
8.5	8.5	8.5	4	.00	Valid
12.8	4.3	4.3	2	1.00	
17.0	4.3	4.3	2	2.00	
25.5	8.5	8.5	4	3.00	
40.4	14.9	14.9	7	4.00	
48.9	8.5	8.5	4	5.00	
53.2	4.3	4.3	2	6.00	
66.0	12.8	12.8	6	7.00	
74.5	8.5	8.5	4	8.00	
87.2	12.8	12.8	6	9.00	
93.6	6.4	6.4	3	10.00	
100.0	6.4	6.4	3	11.00	
	100.0	100.0	47	Total	

Age of Master plan - grouped -

Cumulative Percent	Valid Percent	Percent	Frequency		
48.9	48.9	48.9	23	0-5	Valid
100.0	51.1	51.1	24	6 and more	
	100.0	100.0	47	Total	

Difference between Year of Master plan preparing and year of Ariel photo - groups -

Cumulative Percent	Valid Percent	Percent	Frequency		
31.0	31.0	19.1	9	0-2	Valid
79.3	48.3	29.8	14	3-5	
100.0	20.7	12.8	6	6 and More	
	100.0	61.7	29	Total	
		38.3	18	System	Missing
		100.0	47	Total	

Difference between Year of Master plan preparing and year of Ariel photo

Cumulative Percent	Valid Percent	Percent	Frequency		
10.3	10.3	6.4	3	.00	Valid
24.1	13.8	8.5	4	1.00	
31.0	6.9	4.3	2	2.00	
55.2	24.1	14.9	7	3.00	
69.0	13.8	8.5	4	4.00	
79.3	10.3	6.4	3	5.00	
89.7	10.3	6.4	3	6.00	
93.1	3.4	2.1	1	7.00	
96.6	3.4	2.1	1	8.00	
100.0	3.4	2.1	1	9.00	
	100.0	61.7	29	Total	
		38.3	18	System	Missing
		100.0	47	Total	

% of Master Plan area to the total locality area Grouped

Cumulative Percent	Valid Percent	Percent	Frequency		
77.1	77.1	57.4	27	Less than 30%	Valid
97.1	20.0	14.9	7	30% - 60%	
100.0	2.9	2.1	1	More than 60%	
	100.0	74.5	35	Total	
		25.5	12	System	Missing
		100.0	47	Total	

Difference between existing plan area and supposed area in 2008

Cumulative Percent	Valid Percent	Percent	Frequency		
17.1	17.1	14.9	7	Plan expired	Valid
100.0	82.9	72.3	34	Plan area still sufficient	
	100.0	87.2	41	Total	
		12.8	6	System	Missing
		100.0	47	Total	

A research prepared with the Master Plan?

Cumulative Percent	Valid Percent	Percent	Frequency		
60.0	60.0	25.5	12	yes	Valid
100.0	40.0	17.0	8	No	
	100.0	42.6	20	Total	
		57.4	27	System	Missing
		100.0	47	Total	

Master plans which its public lands are not sufficient in the year 2008

Cumulative Percent	Valid Percent	Percent	Frequency		
53.7	53.7	46.8	22	Public lands are not sufficient	Valid
100.0	46.3	40.4	19	Public lands still sufficient	
	100.0	87.2	41	Total	
		12.8	6	System	Missing
		100.0	47	Total	

Master plans which its cemeteries lands are not sufficient in the year 2008

Cumulative Percent	Valid Percent	Percent	Frequency		
22.0	22.0	19.1	9	Cemetery lands are not sufficient	Valid
100.0	78.0	68.1	32	Cemetery lands still sufficient	
	100.0	87.2	41	Total	
		12.8	6	System	Missing
		100.0	47	Total	

Plans which will expire in the year 2010

Cumulative Percent	Valid Percent	Percent	Frequency		
22.0	22.0	19.1	9	plan will expire in the year 2010	Valid
100.0	78.0	68.1	32	Master plan area is sufficient in the year 2010	
	100.0	87.2	41	Total	
		12.8	6	System	Missing
		100.0	47	Total	

Plans which will expire in the year 2013

Cumulative Percent	Valid Percent	Percent	Frequency		
24.4	24.4	21.3	10	plan will expire in the year 2010	Valid
100.0	75.6	66.0	31	Master plan area is sufficient in the year 2010	
	100.0	87.2	41	Total	
		12.8	6	System	Missing
		100.0	47	Total	

% of Residential areas to the Master plan area Recoded

Cumulative Percent	Valid Percent	Percent	Frequency		
2.4	2.4	2.1	1	less than 50%	Valid
7.3	4.9	4.3	2	50% - 59.99%	
26.8	19.5	17.0	8	60%- 69.99%	
90.2	63.4	55.3	26	70% - 79.99%	
100.0	9.8	8.5	4	80%- 89.99%	
	100.0	87.2	41	Total	
		12.8	6	System	Missing
		100.0	47	Total	

No. of Locality Main Entrances %

Cumulative Percent	Valid Percent	Percent	Frequency		
14.9	14.9	14.9	7	1.00	Valid
61.7	46.8	46.8	22	2.00	
80.9	19.1	19.1	9	3.00	
87.2	6.4	6.4	3	4.00	
93.6	6.4	6.4	3	5.00	
97.9	4.3	4.3	2	6.00	
100.0	2.1	2.1	1	7.00	
	100.0	100.0	47	Total	

No. of Locality Main Entrances %- Groups

Cumulative Percent	Valid Percent	Percent	Frequency		
61.7	61.7	61.7	29	1-2	Valid
87.2	25.5	25.5	12	3-4	
100.0	12.8	12.8	6	5 or more	
	100.0	100.0	47	Total	

Who prepared the Master Plan?

Cumulative Percent	Valid Percent	Percent	Frequency		
8.5	8.5	8.5	4	Municipality or Village council	Valid
21.3	12.8	12.8	6	Private Engineering Office	
97.9	76.6	76.6	36	Local Governorate Ministry or its Dept.	
100.0	2.1	2.1	1	Cooperation between Universities and municipalities	
	100.0	100.0	47	Total	

# of Architects

Cumulative Percent	Valid Percent	Percent	Frequency		
53.7	53.7	46.8	22	.00	Valid
87.8	34.1	29.8	14	1.00	
97.6	9.8	8.5	4	2.00	
100.0	2.4	2.1	1	4.00	
	100.0	87.2	41	Total	
		12.8	6	System	Missing
		100.0	47	Total	

# of Civil Engineers

Cumulative Percent	Valid Percent	Percent	Frequency		
46.3	46.3	40.4	19	.00	Valid
80.5	34.1	29.8	14	1.00	
97.6	17.1	14.9	7	2.00	
100.0	2.4	2.1	1	3.00	
	100.0	87.2	41	Total	
		12.8	6	System	Missing
		100.0	47	Total	

# of planners

Cumulative Percent	Valid Percent	Percent	Frequency		
53.7	53.7	46.8	22	.00	Valid
95.1	41.5	36.2	17	1.00	
100.0	4.9	4.3	2	2.00	
	100.0	87.2	41	Total	
		12.8	6	System	Missing
		100.0	47	Total	

No. of persons who prepared the Master Plan

Cumulative Percent	Valid Percent	Percent	Frequency		
21.3	21.3	21.3	10	1.00	Valid
66.0	44.7	44.7	21	2.00	
83.0	17.0	17.0	8	3.00	
87.2	4.3	4.3	2	5.00	
100.0	12.8	12.8	6	Unknown	
	100.0	100.0	47	Total	

A new Master Plan is Prepared or under preparing * Difference between existing plan area and supposed area in 2008 Crosstabulation

Total	Difference between existing plan area and supposed area in 2008				
	Plan area still sufficient	Plan expired			
5	4	1	Count	yes	A new Master Plan is Prepared or under preparing
100.0%	80.0%	20.0%	% within A new Master Plan is Prepared or under preparing		
12.2%	11.8%	14.3%	% within Difference between existing plan area and supposed area in 2008		
36	30	6	Count	No	
100.0%	83.3%	16.7%	% within A new Master Plan is Prepared or under preparing		
87.8%	88.2%	85.7%	% within Difference between existing plan area and supposed area in 2008		
41	34	7	Count	Total	
100.0%	82.9%	17.1%	% within A new Master Plan is Prepared or under preparing		
100.0%	100.0%	100.0%	% within Difference between existing plan area and supposed area in 2008		

Percentage of Approved Objections- Recoded

Cumulative Percent	Valid Percent	Percent	Frequency		
50.0	50.0	50.0	5	30% - 60%	Valid
100.0	50.0	50.0	5	Higher than 60%	
	100.0	100.0	10	Total	

Percentage of Rejected Objections- Recoded

Cumulative Percent	Valid Percent	Percent	Frequency		
10.0	10.0	10.0	1	Less than 30%	Valid
100.0	90.0	90.0	9	30% - 60%	
	100.0	100.0	10	Total	

Descriptive Statistic

Std. Deviation	Mean	Maximum	Minimum	N	
1884.41935	1220.7398	8181.56	-2157.52	41	Difference between Existing and Supposed Master Plan area
2.36976	3.5172	9.00	.00	29	Difference between Year of Master plan preparing and year of Ariel photo
3.26178	5.7234	11.00	.00	47	Age of Master plan
.18941	.2111	.92	.02	35	% of Master Plan area to the total locality area
1.56873	2.2333	6.00	.00	30	Difference between the year of publishing & the year of preparing the master plan
68.93248	1.2106	223.82	-110.71	41	Difference between public buildings areas in the master plan and the needed areas
12.09669	9.2374	63.08	-4.88	41	Difference between existing cemetries areas and needed areas
1840.31391	1078.3290	7551.28	-2402.24	41	Plans which will expire in the year 2010
1813.94288	867.6939	6854.64	-2744.96	41	Plans which will expire in the year 2013
				19	Valid N (listwise)

Std. Deviation	Mean	Maximum	Minimum	N	
.08148	.7296	.86	.43	41	% of Residential areas to the Master plan area
				41	Valid N (listwise)

Std. Deviation	Mean	Maximum	Minimum	N	
.11227	.5967	.80	.44	10	Percentage of Approved Objections
				10	Valid N (listwise)

Std. Deviation	Mean	Maximum	Minimum	N	
.93704	2.1463	5.00	1.00	41	No. of persons who prepared the Master Plan
				41	Valid N (listwise)