



THE WORLD BANK



KNA-MENA
Knowledge Networks Agency for MENA
Moving Forward Together



Poverty Alleviation through Municipal
Development (PAMD)

Participatory Local Development and Planning Workshop

Jordan, Dead Sea, March 14-15, 2007

This workshop is being organized by the GTZ/PAMD Project - Jordan and the World Bank (WBI/KNA MENA), with the participation of several regional authorities, international organizations such as UN agencies (e.g. UNOPS,) and NOGo's such as the Glocal Forum and Jordan River Foundation. The workshop focuses particularly on local development planning and the participation of local actors, especially citizens.

Background:

In the broad context of promoting local development in the MENA region, a coordination process on urban and local governance issues was established among various partners: World Bank Institute (KNA-MENA), GTZ Jordan (German Technical Association), GTZ Tunisia, UNOPS, UNITAR, Glocal Forum, Hamyaran, InWent, A.E.I.D.L. (European Association for information on local development), and the French Ministry of Foreign Affairs.

This partnership was initiated at the MENA Development Forum (MDF5) in Beirut in April 2006, and also during two sessions of "Governance Reforms for Better City Performance in the Middle East" and a breakfast meeting which took place at the Fifth Annual Glocalization Conference in Ankara in July 2006. The participants of these meetings concentrated their efforts in order to better understand the demand for capacity building for local authorities in the MENA region, to agree on concepts and terms of urban and local governance, to identify fields of cooperation and to build a common action plan for joint activities.

In this context, the planned seminar in Jordan is the first joint activity of these local governance partners, whereby GTZ's Poverty Alleviation through Municipal Development (PAMD) project and KNA-MENA take the lead in the planning and organization of this workshop. Additional joint activities, a common web portal on local governance activities in MENA, and regular meetings are considered for the future.

II. The Workshop:

Against this general background, the first in-depth analysis will deal with urban and local development planning and the active participation of local actors, citizens, and their local associations in this process. The workshop will focus on two key areas:

- (a) local development planning process and tools;
- (b) Empowerment and inclusion of local actors/ citizens (participation)

(a) Local Development Planning:

Local development planning should address issues of relevance at the 'local level' and should not be driven by central government agenda's. For ex, cities whose economic development is based on tourism such as Tartous (Syria) or Aqaba (Jordan) will seek actions that will strengthen their potential in terms of accommodations and professional training for the tourist industry. Certain countries whose tourism industry development depends on the enhancement of their cultural heritage (i.e. Bosra or Hama/Syria, Alexandria/Egypt) will focus on restoring their heritage, for example, by creating specialized education institutions such as the Madaba mosaic school in Jordan. Other cities will choose industrial development, like

Zarka (Jordan), where priority is given to the introduction of new factories while minimizing environmental impact (Tripoli/Lebanon, Alexandria/Egypt). There is no one standard type of local development, but rather different local strategies for development.

Today, capacity building for local authorities is a key issue in the implementation of strategies for local economic growth, the enhancement of economic activity, and employment creation.

This approach (flexible by nature since it must adapt to the regional context) and a structured process provide policy-makers with the necessary tools to understand the elements of local economic development (LED) and their implementation.

The objective is to reinforce local social, economic and physical capabilities. In order to achieve a certain success in this complex process, it requires the joint action of local authorities (municipalities and infra-governmental structures), the private sector as well as NGOs and Civil Society Organizations. It is only through a collective action that a LED strategy may contribute to promote a favorable climate for economic growth and activity, and sustainable employment creation.

There are several major requirements for local dynamics, these include:

- Creating a favorable environment for business activity (e.g. one-stop-shop, IDE),
- Promoting efficient public-private partnerships.

Local authorities or municipalities play a strategic role. They are confronted mostly to challenges related to the creation and development of infrastructure (hard and soft), to the creation of scale economies and opportunities for local companies (through public markets) and to challenges related to good local governance. In other terms, they must coordinate efficiently the different levels of public actions and local stakeholders.

Several guidelines are therefore necessary for a successful strategy:

- An approach that integrates social, environmental, and cultural aspects of development;
- A strategy that involves local stakeholders and thus results in a shared vision;
- Taking into account the informal economy and its linkages to formal economic activities;
- Identification of social leaders as a prerequisite for the strategy's credibility;
- The capacity to carry out and conduct projects;
- Finally, recognized political determination and confirmed support of other levels of governance.

This approach provides a framework for the implementation of a local economic development strategy and identifies the different stages that must be considered by policy-makers:

- Organization of collaborative partnerships between public and private actors (Business Associations, NGOs, public administrations);
- Analysis of local economic strengths and weaknesses;
- Identification of the components of the LED-strategy;
- Setting the agenda for economic action plans;
- Evaluation of the strategy implemented.

An interesting example is the ARLA (Assistance to the Rehabilitation of the Lebanese Administration) program in Lebanon, supported by the European Union, which aims to promote new participatory practices of local governance. The program allows to define simplified local development plans and to prepare technical documents for 12 groups of Lebanese municipalities. Another example is GTZ's 'Poverty Alleviation through Municipal Development' project in Jordan which focuses on the capacity building of local institutions and well as local citizens with the aim of enhancing the 'local development' role of local government. Experience in those two projects (as well as others) prove that success of project initiatives must be based on dynamic strategic visions shared by all stakeholders.

Therefore, effective local development planning, designed as a project, must be based on:

- A strategy which enhances local resources and establishes linkages between economic, social, environmental, and cultural processes;
- A pragmatic program based on the local realities and capacities;
- An efficient institutional framework which is capable to implement and enforce the local development program.

(b) Participation

In 2006, Frannie Léautier, Vice President of the World Bank, co-published the book “Cities in a Globalizing World” (2006). In their analysis, the authors state that due to globalization, cities are in high competition with each other, and that only cities that rely on good urban governance are able to succeed in this tough situation. The authors refer to the UNESCO’s explanation of urban governance which defines it as “the processes that steer and take into account the links among stakeholders—local authorities, citizens, firms—to favor active participation and negotiation among actors, transparent decision-making mechanisms, and innovation in urban management policies”. Thus, the definition itself already stresses one of the key elements: the importance of sharing information and thus the importance of citizen participation in local decision making processes. It is clear now, that besides the need for political reforms that improve governance on the national level, good governance on the local level is needed as well. Good urban governance allows a city to transform global opportunities into local advantages for its citizens.

Several donor-supported initiatives in the MENA region (ex EU/Lebanon, GTZ/Jordan) as well as locally initiated measures (Hamyan/Iran) have grasped the notion of ‘participation’ and are applying it widely through their various initiatives.

It is within this context that workshop organizers have suggested **(i) the objectives** and main subjects for discussion and debate, **(ii) the targeted audience** and **(iii) the agenda**, all three aimed at the development of **(iv) a broader capacity building program** for local authorities in the Middle East.

Objective, Core Themes and Expected Outputs:

Objective: *‘To promote, good governance in local development planning processes in the Mashreq region’.* The Millennium Development Goals (MDG’s) of *‘Eradication of Extreme Poverty and Hunger’, ‘Ensuring Gender Equality’ and ‘Environmental Sustainability’* shall be of specific relevance to this workshop which will facilitate structured information and practical experience exchange between bilateral/international organizations, experts, local planning officers, NGO’s and stakeholders engaged in planning and development at the local level.

Core Themes:

- a. Local Development Planning Process and Tools.
- b. Participation of stakeholders in the Local Development Planning Process.

Case studies

The presentation of selected examples of participatory planning and development at the local level will serve as base for the workshop debates. The focus of these case studies should be on use of participatory tools which enhance good governance at the local level. In this respect the inter-related roles of local government, local population, private sector...etc, should be highlighted as well as the methods and tools used to bring together such stake-holders for the purpose of identifying, prioritizing local issues, deliberating solution options and ultimately prescribing the selected solutions and measures. The workshop will particularly welcome real-life case studies that reflect either the full cycle or particular stages of a cycle where local stakeholders were brought together, structures put in place for their collaboration, activities during collaboration through a planning process and eventually the production of some version of a “development vision”. Such development vision could be a “development plan”, “development strategy”, 'local action plan” or another form. The presentation should also reflect implementation measures coming out of such “development vision”.

Questions

The moderated debates during the workshop will take into consideration the following questions:

1. Who shaped the local development vision? Based on which analytical studies were key development issues identified (e.g. local economy assessment including competitiveness and analysis of weaknesses and strengths of the city, basic data, issue and city profiling)?
2. Which role did the private sector/ citizens/local NGOs (local participants) played in identifying key issues and formulating local development plans and strategies? How were the local stakeholders identified, mobilized and involved (stakeholder analysis, stakeholder working group, city consultation, team building)? How was consensus build? Was the full range of local participants involved? Was the inclusion of local stakeholders sufficient and effective?
3. How did the city/municipality move from a vision and general objectives into a concrete action plan/ program formulation (issue prioritization, action plan matrix of programs and projects, capital investment plan, design and implementation of demonstration projects)? How were these action plans negotiated and agreed upon?
4. How were action plans implemented? What institutional arrangements were introduced? Did the city/municipality establish a new agency or department, (e.g. LD Department or City Development Agency) and where did the budget come from? How was commitment of local stakeholders formalized? How was the participatory element maintained?
5. Which monitoring and evaluation tools were put in place? How are citizens/private sector involved in monitoring and evaluation? Who is in charge of new data collection and update? How will the participatory local development planning capitalizes on its success (up-scaling and replication)?
6. What are the main keys for success and best practice in your LD strategy preparation, management and implementation?
7. What advice, after your experience, would you provide to a city launching an LD strategy?

Outputs: a capacity building guidelines promoting good governance in participatory and sustainable local development processes at the local level for the Mashreq region.

Audience

Prominence will be given to mayors, local planning officers, NGO representatives and local stakeholders who will comprise at least 50% of participants; central government representatives will be allocated 25% of places; and bilateral/International organizations, individual experts the remaining 25%. The target number of participants shall be approximately 80.

a) Mayors/municipal and local planning officers/NGOs:

Mayors and local planning officers: Representatives from municipalities and local stakeholders working with GTZ, Jordan (PAMD project, three pilot municipalities), Palestine, Yemen, Syria and Egypt; others: Lebanon (ARAL), Egypt (Alexandria), Iran; working with **EU**, Jordan and Lebanon. One or two mayors and/or planning officers from the 'north' (Spain, Germany or France)

Possible NGOs

- Hamyaran, Iran
- Noor Al Hussein Foundation
- Jordan River Foundation
- Queen Zein Al Sharaf Institute for Development (ZENID), Jordan
- Lebanese Transparency Association (LTA)
- Glocal Youth Forum
- Association d'Aide au Developpement Rurale

Private Sector:

- Environmental Quality International (EQI), Egypt (The Siwa Sustainable Development Initiative)

b) Ministries/ governmental agencies:

Egypt: Ministry of Planning and Local Development

Jordan: Ministry of Planning and International Cooperation, Ministry of Municipal Affairs.

Lebanon: Office of the Minister of State of Administrative Reform (OMSAR), Ministry of Interior and Municipalities

Palestine: Ministry of Planning, Ministry of Local Government

Yemen: Ministry of Planning and Development, Ministry of Local Administration

c) Bilateral, International Organizations, Experts, Academics:

- GTZ Jordan, Germany.
- World Bank Institute (KNA-MENA + WBI Washington)
- EU Jordan.
- USAID Jordan
- UNOPS, Jordan / Iraq.
- UNHABITAT, Iraq Program
- UNDP Iraq
- ILO Iraq
- Glocal Forum
- UCLG
- AUDI
- A.E.I.L.D.

Agenda

Appendix 1

Towards a capacity building program in the Middle East

Based on experiences exchanged and debates during the workshop, a more in-depth analysis will be possible with partners of workshop organizers in order to develop a capacity building program for local authorities, which could also be used for local NGOs, and even for central governments, on issues related to participatory local development in all its forms.

The international experience of partners from South America, the Middle East, etc. will help identify the learning tools required and the adequate methods to create awareness, and also those that have had the most positive impact. These exchanges will start immediately after the workshop on March 16, 2007 and will focus on defining other actions to be launched in 2007, based on a three-year program consisting of individual actions developed by each partner and joint actions.

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