



Practitioner's Guide:

District Strategic Planning



Deutsche Gesellschaft für
Technische Zusammenarbeit
(GTZ) GmbH



Bundesministerium für
wirtschaftliche Zusammenarbeit
und Entwicklung

kddp

KILIFI DISTRICT DEVELOPMENT PROGRAMME

District Strategic Planning

Brief Description



The district development plan is a **strategic policy document** that describes the problems and potentials existing in a district as well as the future state of development based on the results of specific scenarios and guided by certain development theories. A description of both main goals and objectives and the necessary means for achieving them have to be described. The plan must reflect the political will of the district population, its opinion leaders and its decision makers. It must reconcile and integrate national development guidelines with local needs and requirements.

Why is district planning necessary at all? A district plan provides a “birds-eye perspective” of the potentials that exist in a district. The approximately thirty-page document briefly describes the current state of affairs in the district, the problems, potentials, and development goals and objectives and how these can best be achieved. Furthermore, the document states the development concepts (i.e. basic-needs orientation, poverty alleviation and so on) that underlie the strategy, how national development goals have been modified and adapted to suit local conditions. It is basically a political document, which is precise enough to ensure that it receives the necessary political approval but broad enough not to hamper detailed future development proposals.

The district plan covers all zones in the district and examines the economic, social and political linkages with neighbouring districts. Town and village development plans, if they are available, contribute essential inputs into the district development plan.



Picture 1: Planning with the community

Picture 2: Planning for their future



District Strategic Planning

Proposed Main Users

District, regional and national planners.



Purpose of the Method



There are different planning levels: and each level requires separate planning procedures and documents.

- ▶ **Village level:** should be the starting point of any planning exercise. Communities have to be organised and mobilised, they need to initiate a process of village or community planning. The community should develop three important products: visions, prioritised **community development plans** and specific projects or community action plans (CAPs).
- ▶ **Development zone level:** (i.e. sub-district level). Development zones have to be determined, they can be different from administrative boundaries, they represent areas of similar development opportunities. Long-term visions and overall development strategies should be developed for each development zone.
- ▶ **District level:** It provides the framework for guiding investment decisions over a 10 to 15 year planning horizon and forms the basis for the medium-term and annual district development plans.
- ▶ **National level:** Development plans at the national level can be composed of long term strategic plans that usually include poverty reduction strategies, sector investment plans, etc. Medium Term Expenditure Frameworks are typical medium term plans. Classical annual plans are needed at the national level in order allocate yearly expenditures.

Figure 1:
Typical planning levels and resulting planning documents

Level Planning Horizon	VILLAGE LEVEL	DEVELOPMENT ZONE or DIVISIONAL LEVEL	DISTRICT LEVEL	NATIONAL LEVEL
LONG TERM (15 to 20 Years)	VISIONS	VISIONS	LONG TERM STRATEGIC PLAN	National Development Plan
MEDIUM TERM (~ 3 Years)	PRIORITIZED COMMUNITY DEVELOPMENT PLANS (CDPs)	DEVELOPMENT ZONE STRATEGIES	MEDIUM TERM PLAN	PRSP MTEF
SHORT TERM (1 Year)	COMMUNITY ACTION PLANS (PROJECTS)	INTER-COMMUNITY PRIORITIZED PROJECTS	ANNUAL ACTION PLAN	ANNUAL DEVELOPMENT PLANS

Figure 1 depicts four levels. The large arrow in the picture illustrates how the planning process can and should be undertaken, if it is to be a bottom-up approach.

District Strategic Planning

Advantages



- ▶ Strategic planning provides a long-term vision, it is more than simply the sum of all village or action plans.
- ▶ The strategic plan focuses on development potentials and how best these can be tapped in the long-term.
- ▶ The plan provides a bold attempt to **vision** the district or region's future, whereby realistic but nevertheless ambitious objectives are defined.
- ▶ The strategic plan provides a basis for politicians and communities to discuss how best they can tap the existing development potentials.
- ▶ The plan requires a consensus to be achieved between politicians, the communities and the administration.
- ▶ The plan guides both medium and short-term investment so that the long-term objectives can be achieved.

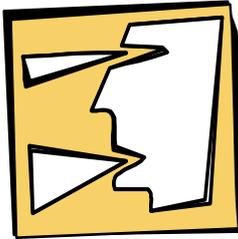
Limitations



- ▶ Compromises between political wishes, community needs and requirements and private sector interests may not be "bridgeable" in the long-term.
- ▶ The long-term vision may seem "impossible" to achieve and may thus frighten decision-makers from making bold decisions..
- ▶ Active participation of all communities is difficult and an expensive task.
- ▶ Community participation may cause expectations to rise, many of which can only be achieved in the long-term.
- ▶ Communities may prefer short-term immediate benefits rather than longer-term benefits, this will influence their choice of the district strategy.
- ▶ The strategic plan may simply become a desk study and it may not be used regularly as an input into medium and short-term plans.

District Strategic Planning

Principles & General Procedures



In order to be able to complete the plan for the district, several main analytical steps have to be completed, these are:

- ▶ Static analysis
- ▶ Dynamic analysis
- ▶ Development of spatial development zones
- ▶ Formulation of a most likely development scenario for the district
- ▶ Formulation of visions for the developmental zones
- ▶ Formulation of a development strategy for the district and sectoral strategies
- ▶ Elaboration of the resource requirements, sources of funds and organisational framework

Static analysis: The first part of the process involves undertaking a *static analysis*. During the static analysis the planning team examine information derived from *secondary data* (i.e. from existing reports, studies, feasibility reports as well as from the information contained in the community plans). If secondary data is inadequate (both in terms of quantity and quality) then it may be advisable to collect primary data. However, this is a resource intensive task.

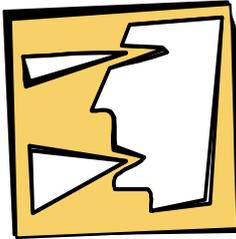
Dynamic analysis: During the *dynamic analysis* stage the information derived from the static analysis is analysed, projections are undertaken and different scenarios are developed. For example, population projections are undertaken based upon different growth assumptions and predictions. The basic task is to determine how future development options could look like. For example, if the population continues to grow unchecked or growth rates can be drastically reduced will have important implications for both local and district development. The “optimal” or most likely scenario is selected and then used in the subsequent planning work.

Defining spatial zones: While each district in the country is unique, differences within a district are highly likely. Different parts of the district have varied resources and potentials. As a result of the analysis undertaken in the previous steps, the spatial uniqueness of areas can be determined and thus new *development zones* can be defined. The development zones represent spatial areas with similar unique developmental features (i.e. potentials, resources, etc.).

Visioning: For each of the development zones *visions* have to be formulated. Using the results of the dynamic analysis the creativity of the population and planning group plays an important role in the formulation of the visions. Visions define how all stakeholders perceive the future of the district and they present a **long-term view** (e.g. 15-25 years) of the development of the district. Visions are bold and “visionary”; they move away from the narrowly viewed medium-term and annual plans (i.e. shopping-lists).

District Strategic Planning

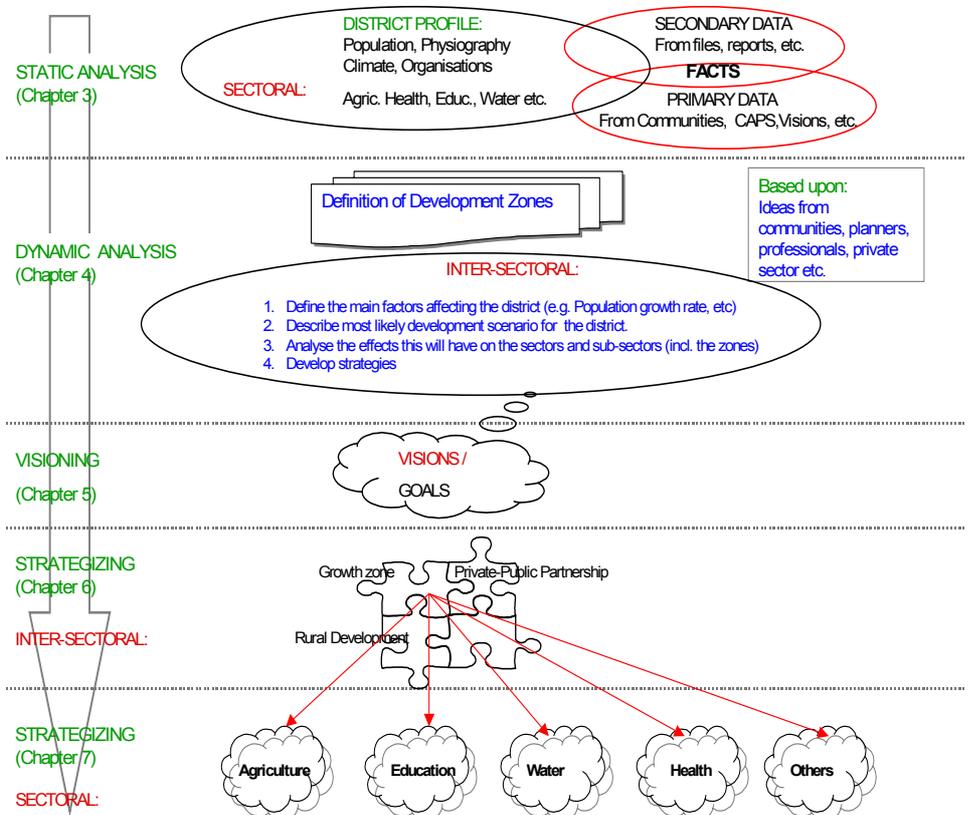
Principles & General Procedures



Strategizing: Similarly to the fact that there are different modes of transport (i.e. car, bicycle, aeroplane) that can be employed to reach a specific destination, there are also different *strategies* that can be used to achieve a vision. Differences in strategies often reflect different philosophies (more growth based or environmentally conscious, etc.). Development strategies should be based upon *development theories and concepts*. Examples of development theories include: selective closure, export led growth, etc. Apart from the development theories, other more pragmatic aspects also play an important role in the development of strategies including: cost minimization, privatisation, commercialisation, private-public partnerships. National and local laws and policies also guide strategies.

Sectoral strategies: Upon completion of the visions and overall development strategy, each sector has to develop a sector strategy. For example, if agreement is reached that private-public partnership strategy should be pursued then the individual *sector strategies* needs to define what this entails for the agriculture sector, health sector, etc. One consequence could be not to provide free services in those areas that can be adequately covered by the private sector and where the communities' are sufficiently well-off to afford to pay for these services. At the same time the health sector would redirect its staff to those areas where private services do not exist

Figure 2: From community visions to a district strategic plan



District Strategic Planning

References and Sources Used



Systems Tools for Project Planning, Delp, P.; et al.: Indiana, 1977.

District Planning Manual: Long-term Strategic Development Plan; Kilifi District Planning Team and Dr. Nikolaus Schall, Programme Support Unit of the Kilifi District Development Programme – KDDP, Kenya, March 2001.

A structure for plans and behaviour; Sacerdoti, E. D., 1977; Elsevier North-Holland.

Upgrading urban communities, a resource framework, World Bank 2000.

Accountability and Decentralization in Government: An Incomplete Contracts Model, Seabright, Paul, European Economic Review, vol. 40, no. 1, 1996.

Government Decentralization in Comparative Perspective: Theory and Practice in Developing Countries, Rondinelli, Dennis. International Review of Administrative Science, vol 47, 1981.

What is Decentralization? Rondinelli, Dennis. Note prepared for the PREM Knowledge Management System, World Bank, Washington, DC, 1998

Decentralization: the way forward for rural development? Parker, Andrew N. World Bank Policy Research Working Paper 1475. Washington, DC: World Bank, 1995

Decentralization and Its Implications for Urban Service Delivery, Dillinger, William, Urban Management Programme Series, No 16. Washington, DC, World Bank, 1994

Fiscal Decentralization and the Size of Government, Ehdaie, Jaber, Policy Research Working Paper 1387, World Bank, 1998