

Palestinian National Authority

**Ministry of Planning and
Administrative Development**



السلطة الوطنية الفلسطينية

وزارة التخطيط

Palestinian National Authority

Ministry of Planning and Administrative Development

Palestinian National Plan 2011-2013

**GUIDANCE ON DEVELOPING SECTORAL AND CROSS-SECTORAL
STRATEGIES 2011-2013**

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I. INTRODUCTION

In its session held on Monday, 17 August 2009, the Council of Ministers approved an approach for developing the Palestinian National Plan 2011-2013. Essentially, the approach aims to create sectoral and cross-sectoral strategies as an entry point to developing the Palestinian National Plan. To institutionalize the approach of developing sector strategies, this Guidance Manual has been prepared as a tool to help Palestinian ministries and public agencies produce new sector strategies and/or review and develop existing ones. In order to meet the challenges of development outlined in the Palestinian National Policy Agenda and the Palestinian Reform and Development Plan, sector strategies need to become more credible and realistic. Therefore, the primary purpose of this document is to set out the principles, procedures and practices that should guide staff working in Palestinian public sector institutions in identifying priorities and formulating sector strategies through a consultative process in partnership with relevant civil society organizations, the private sector, and international bodies.

The instructions set out in this document will help produce high-quality sector strategies, which will also inform the work of local actors to identify the Palestinian strategic priorities and help international partners to channel support in line with these priorities. This Guidance Manual must be used by all public institutions in Palestine and their partners when setting out priorities and producing sector strategies. As the Palestinian budgeting process is moving from “item budgeting” to “program and performance budgeting”, national strategies must be consistent with, and inform sector strategies. There is a need to enhance existing processes, institutional arrangements and procedures according to our own Palestinian needs, priorities and resources. Therefore, sector strategies should be developed and implemented through a coordinated set of participatory and continuously improving processes of policy analysis, debate, planning, implementation, monitoring and evaluation. This is a critical element in building the Palestinian State and securing our socio-economic development.

II. THE RATIONALE FOR SECTOR STRATEGIES – KEY OBJECTIVES

Formulating or reviewing existing strategies requires agreement on a development vision, setting clear priorities and identifying means for achieving and reviewing them. Often there are costs involved in carrying out this process, especially in the short term and particularly for Palestine. However, the costs of taking no action are much greater and include: potential waste of public resources, duplication of effort, and sub-optimal impact for people on the ground. Many sector issues which cannot be dealt with on an ad hoc basis, require a strategic approach. This Guidance Manual presents a new way of thinking in this direction and aims to:

- Strengthen policy coherence across a range of various sectors within a unified vision;
- Provide unified and improved instruments that will be of use to Palestinian public sector institutions in identifying strategic priorities and formulating sector strategies;
- Improve the linkages between budget processes and the preparation and implementation of national and sector strategies;
- Promote coordination and participation between all relevant bodies within the same sector, including respective government bodies, civil society organizations, private sector entities, and international institutions.
- Facilitate our external partners' ability to support Palestinian resources more efficiently and effectively, in line with national and sector priorities;
- Move from a view that it is the government alone which is responsible for development towards one that sees responsibility as shared by society as a whole;
- Move from a focus on inputs towards an emphasis on measurable outcomes; and
- Move towards integrated planning and budgeting process, which allows for continuous learning, monitoring and improvement.

III. PRINCIPLES FOR SECTOR STRATEGIES

The following are principles that should underpin the formulation and implementation of Palestinian sector strategies. They are equally important. They do not represent a checklist of criteria to be met but encompass a set of desirable processes and outcomes which also allow for local differences and participation by Palestinian society.

- ***Consensus on Long-Term Vision***
Sector strategies are more likely to be successful when they are based on a long-term vision with clear goals and a timeframe upon which stakeholders agree. The vision articulates the sector's "end-state" which we desire to reach. Therefore, the vision will identify our collective efforts and interventions which lead towards this "end-state".
- ***Country-Led and Nationally-Owned***
Development of sector strategies should be led by Palestinian government bodies in cooperation and coordination with the respective local and international non-governmental development partners, ensuring that national priorities are duly reflected in the framework of sector strategies. Taking the initiative and the lead in this process by Palestinian institutions will promote public support and safeguard implementation of realistic Palestinian strategies.
- ***High-Level Government Commitment***
Such commitment – on a long-term basis – is essential if policy and institutional changes are to be effective, needed financial resources are to be secured and for there to be clear responsibility for implementation, monitoring and evaluation.

- ***Comprehensive and Integrated***
Sector strategies should seek to harmonize, where possible, economic, social, environmental and institutional objectives. But where full harmonization cannot be achieved, trade-offs need to be recognized and negotiated. The entitlements and possible needs of future generations must be factored into this process. An integrated and comprehensive sector strategy furthermore implies coordination with related sectors in order to avoid duplication and overlap of implementation efforts.
- ***Factors in the Effect of the Occupation on the Development and Implementation of Sector Strategies***
The Israeli occupation is hindering the Palestinian development at all levels. Palestinian sector strategies must be formulated with a strategic objective to end the occupation and propose programs that produce better results under the adverse conditions caused by the Israeli separation wall, land confiscation, home demolitions, checkpoints and other Israeli measures.
- ***Targeted with Clear Budgetary Priorities***
Sector strategies must be developed within a sound fiscal framework and linked to the budget process to ensure that plans are backed by the financial resources needed to achieve their objectives, and do not represent mere “wish lists”. Accordingly, the formulation of the national plan and the national budget must be informed by a clearly identified priorities. In addition, capacity constraints will have an impact on the extent to which the intended outcomes are achieved.
- ***Based on Comprehensive and Reliable Analysis***
Sector strategies and identification of priorities must be based on a comprehensive analysis of the current situation and needs, including strengths and weaknesses, internal and external pressures, forecasted trends and risks, and the links between local and national challenges. Local capacity for analysis and existing information should be used to the maximum extent possible, and different perceptions amongst stakeholders should be reflected.
- ***Building on Existing Processes and Strategies***
A strategy should not be thought of as a new planning process but instead build iteratively on what we has already been accomplished, thus enabling us to establish coherence between different planning frameworks, policies, and results. This requires good management to ensure coordination of mechanisms and processes, and to identify and resolve potential conflicts. Therefore, the roles, responsibilities and relationships between the different key participants in strategy formulation processes must be clarified early on.
- ***Effective Participation for Strategy Formulation and Implementation***
Broad participation helps to generate new ideas and sources of information; tap the institutional memory of a broad spectrum of stakeholders; expose issues that need to be addressed; enable problems, needs and preferences to be expressed; identify

the capabilities required to address them; and develop a more effective and efficient consensus. This process requires an active engagement of relevant stakeholders, particularly civil society organizations, the private sector, and international agencies, as well as effective coordination with sector working groups in the development, implementation, monitoring and evaluation of different sector strategies. Effective consultation allows the PNA to make informed decisions on matters of policy and improve the provision of public services and the accountability of public bodies.

IV. THE PROCESS OF DEVELOPING SECTOR STRATEGIES: Key Steps and Requirements

1. Structure of the Sector Strategy Document

As previously indicated, the aim of this guidance is to provide government bodies (ministries and agencies) with a unified structure for developing sector strategies. The final document should be of a reasonable length (not exceeding 50 pages) in order to encourage its review by a wider audience during the preparation stage and focus the time and efforts on meeting the standards specified in this Guidance Manual.

This process will focus on completing or updating the first draft of all sector strategies by January 10, 2010. The final draft of all sector strategies should be completed by March 4, 2010 in order to support the development of the 2011-2013 planning and budgeting process. In the future, all sector strategies should undergo a comprehensive review before the end of each cycle of the Palestinian National Plan (once every three years) to ensure that they remain current.

In accordance with the decision of the Council of Ministers, and in order to reach the goal of producing comprehensive and credible sector strategies based on a unified approach as well as help develop the Palestinian National Plan 2011-2013, the following sections must be included in all sector strategies:

- ***Executive Summary (approximately 15 pages)***

All sector strategy documents must include a brief summary statement highlighting the key issues discussed in the document. This is the section that will be submitted to MoPAD, and then to the Council of Ministers, for approval. As such, the brief summary will be an input to the Palestinian National Plan 2011-2013. The executive summary should include a brief description of the following:

- (a) An introduction and approach (1 page);
- (b) The vision (approximately half a page);
- (c) An analysis of the current situation (approximately 5 pages);
- (d) Strategic objectives and priorities (2 – 3 pages);

- (e) Sector policies (3 – 4 pages);
- (f) Distribution of resources and responsibilities (1 – 2 pages); and
- (g) Monitoring and evaluation (1 – 2 pages).

- ***Introduction and Approach (3 pages)***

This section features a general introduction to the sector strategy as well as a brief statement on the approach adopted to develop it.

- ***The Vision (1 page)***

The vision articulates the sector’s “end-state” towards which collective efforts should lead, and from which priorities, programs and resource allocations should derive. At the same time, they need to include ways of dealing with short- and medium-term necessities and change. A long-term vision needs, as far as possible, to have the commitment of all stakeholders so that an incoming government will not view a particular strategy as representing only the views or policies of its predecessor.

- ***Analysis of the Current Situation (12 pages)***

This section outlines the current situation of the respective sector as well as relevant government bodies in order to develop their capacities. Sector strategies are more likely to be successful when they are based on a rational analysis of the Palestinian context, taking into consideration the needs and priorities at the governorate level.

- ***Strategic Priorities and Objectives (4 pages)***

This section presents the objectives and priorities of the respective sector as well as the manner of their implementation. It attempts to answer the question “*where do we want the sector to be*” at the end of the cycle of the Palestinian National Plan (every three years)?

- ***Sector Policies (6 pages)***

This section states the sector policies which will help realize the sector’s priorities and objectives. It also presents the implementation plan, which includes a timeframe for programs to be implemented, roles and responsibilities, and capacity building plan. The section will also analyze those policies, which will move the sector from its current status towards the desirable one, as well as the rationale why these policies are effective and efficient compared to others.

- ***Distribution of Resources and Responsibilities (5 pages)***

This section presents the broad distribution of resources across strategic objectives and priorities of the sector over the three-year horizon of the strategy. On the level of government responsibility centers, it is important that resources of the strategy

be linked to the national budget and should be disaggregated by development and recurrent costs. In addition, this section should identify responsibilities amongst relevant stakeholders.

- **Monitoring and Evaluation (4 pages)**

To ensure successful implementation of the strategy it is essential that a clear set of indicators are developed in order to measure progress. Accordingly, this section should present monitoring indicators for the assessment of progress towards achieving the sector's objectives and priorities. The indicators should be consistent with the national monitoring and evaluation system, which is being developed by MoPAD.

2. Preparation of the Sector Strategy Document

On receiving this Guidance Manual, sector strategy development teams, led by government bodies responsible for drafting and developing sector strategies should undertake the following process to prepare the sector strategy document:

- **Sector Strategy Work Plan**

The government body responsible for formulating and developing the sector strategy (Annex A outlines sectoral and cross-sectoral strategies and designates the leadership of each) should initiate the establishment of a working team - a *Sector Strategy Team (SST)* with clear membership, structure roles and responsibilities - to lead the preparation of, and be responsible for the development of the sector strategy. SSTs should comprise representatives of the concerned government bodies, civil society organizations, the private sector, and relevant international agencies. Where there is an existing organizational structure for developing sector strategy, it is required to engage civil society, the private sector, and international agencies within this structure. In addition, it must be stressed that the responsibility for the submission of the sector strategy document to the Council of Ministers lies with MoPAD to ensure quality and consistency with the national policy and development plans. Therefore, all SSTs must coordinate their sector strategy formulation (or strategy review) with MoPAD.

The completion of the sector strategy work plan signals the beginning of the process to draft the sector strategy. Although the MoPAD may request some clarifications on points raised in the sector strategy work plan, the work plan itself will not be evaluated but will only be used as a basis for monitoring progress towards the submission of a sector strategy.

All SSTs must start by answering the following questions and summarizing the results in their work plan (consisting of no more than 3 pages):

Question	Potential Issues
<p>Does a sector strategy document already exist? If so:</p> <ul style="list-style-type: none"> ▪ To what extent can it be considered a working basis? ▪ Does it satisfy the principles and standards specified in this guidance manual? ▪ Are its key assumptions still relevant given the medium to long-term policy challenges and the priorities of the government? 	<p>There are a number of sector strategy documents that have been approved by the Council of Ministers in recent years. These will need to be reviewed against the standards specified in this document and any commitments. It will also need to be clarified whether any existing strategy is still relevant. However, it should be noted that we are aiming to formulate a Palestinian National Plan that seeks to eradicate impacts and impediments of the Israeli occupation as well as building the independent Palestinian State. Therefore, all sector strategies must be formulated based on the same principle. In addition, the existence of previous sector strategy documents does not dispense with the need to develop a new sector strategy document.</p>
<p>Is the sector currently in the process of developing its strategy?</p>	<p>In case ongoing strategic planning activities exist, government bodies should ensure that they conform to the standards in this document. Also, all sector strategies should be consistent with the contents of the most recent version of the PNPA document.</p>
<p>What are the areas which need to be further analyzed and measured in the course of completing a sector strategy?</p>	<p>In sectors where an existing strategy document can serve as a basis, the specific areas where additional analysis and review will be required need to be specified. This should give a clear idea about the issues that need to be looked at in further detail to improve the quality of sector strategy, as we are now in the process of planning for changing the existing situation imposed by the Israeli occupation and materializing the establishment of the Palestinian State.</p>
<p>Which governmental and nongovernmental bodies have been assigned with the responsibility to complete a sector strategy?</p>	<p>The name of the government body, which leads the preparation of the sector strategy, must be mentioned as well as the members of the SST responsible for developing the strategy, including members on SSTs from governmental bodies and those from outside the</p>

	government structure.
Does the sector receive technical assistance which can be mobilized to complete a sector strategy?	The government body must inform the MoPAD whether it currently receives technical assistance that may assist the drafting of the sector strategy.
Does the sector need technical assistance to complete a sector strategy?	The government body must indicate whether it needs additional assistance to draft the strategy and in what area.
What is the timeline for completion of the strategy? What are the main risks?	On the basis of the above information, SST must outline a schedule for completion that is consistent with the timeline set for the development of the Palestinian National Plan 2011-2013, including dates set for the development of sector strategies (i.e. the framework approved by the Council of Ministers).

The first draft of the sector strategy must be developed by the January 10, 2010 and submitted to MoPAD, which will deliver its remarks thereon to the responsible government body by the end of January 2010.

- **Review of the Sector Strategy**

The MoPAD's comments on the first draft sector strategy must be consolidated by the sector strategy team of the responsible government body and submitted to MoPAD for final review by February 15, 2010. On the basis of the consolidated comments, the MoPAD will assess whether the sector strategy document can be considered complete and can be sent to the Council of Ministers for final approval. The result of the Council of Ministers' assessment will be communicated to the sector strategy team in case more changes are needed. This assessment period should not take more than three weeks. The final sector strategy document must be delivered to the Council of Ministers for final approval by March 4, 2010.

- **Finalisation of Sector Strategy Document**

Under the integrated planning and budgeting system, the revision of sector strategies is expected to be an ongoing process. Due to the nature of the annual public expenditure cycle, the period between the budget submission to Cabinet and the issuance of budget circular (January - April) is best suited for consolidating the revision and updating the sector strategy document in time to inform the budgeting process, which begins in July of each year.

All sector strategies should undergo a comprehensive review at the end of each cycle of the Palestinian National Plan (once every three years) to ensure that they remain current. In sectors where strategies already exist, they must be reviewed and put into the new format (described in this guidance) before the next cycle of the Palestinian National Plan 2011-2013. In addition, all sector strategies must follow the submission and review process described above.

Finally, Based on the 13th Government program (*Palestine: Ending the Occupation and Establishing the State*), the Palestinian National Plan 2011-2013 will set forth the objectives and priorities linked with the process of building the Palestinian State. Therefore, it is required that SSTs develop these strategies on the basis of seeking to eradicate impacts and impediments of the Israeli occupation, as well as to complete the establishment of the independent Palestinian State.

Annex A: List of Sectoral and Cross-sectoral Strategies

1. Sector strategies distributed according to the for common sectors

Sector Strategies	Leadership
Social	
Culture and heritage	Ministry of Culture
Basic and higher education	Ministry of Education and Higher Education
Social protection	Ministry of Social Affairs
Health	Ministry of Health
Infrastructure	
Energy	Energy and Natural Resources Authority
Environment	Environment Quality Authority
Transportation	Ministry of Transportation
Water and wastewater management	Water Authority
Economy	
Development of the national economy	Ministry of National Economy
Agriculture	Ministry of Agriculture
Development of tourism and antiquities	Ministry of Tourism and Antiquities
Housing	Ministry of Public Works and Housing
Telecommunications and Information Technology	Ministry of Telecommunications and Information Technology
Employment	Ministry of Labor
Governance	
International relations	Ministry of Foreign Affairs
Justice and rule of law	Ministry of Justice
Security	Ministry of Interior and National Security
Information	Ministry of Information / Council of Information

2. Proposed cross-sectoral (horizontal) strategies

Cross-sectoral (horizontal) Strategies	Leadership
Gender	Ministry of Women's Affairs
Youth	Ministry of Youth and Sports
Administrative development	Ministry of Planning and Administrative Development
Public financial management (including monetary, banking and financing policies)	Ministry of Finance
Local government and administration	Ministry of Local Government