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Proposing A Conceptual Model of Planning Methodology in Public Domain

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Abstract

Planning methodology is a core area of planning in public domain, making it a centre-piece of competence in scholarship and practice. However, research in planning methodology is scanty. Portrayal of planning as lacking semantic clarity has not helped either. Among three forms of planning, the importance of planning in public domain trails generic planning and corporate planning. However, scopes of generic and corporate planning methodologies are narrow compared to methodology in public domain. Results of secondary data on methodology of two long-term integrated plans prepared in the 2000s and 2010s in Kenya, and literature review clarifying semantic differences in seven types of planning in public domain are discussed. A conceptual model of planning methodology (MPM) in public domain consisting of eight attributes distributed in three parts of the model is proposed from the discussion. The parts are planning knowhow (PK), planning engagement (PE), and framework of planning methodology (FPM). PK has three attributes: professional competence, theory and skills (PCTS); PE has two: interest holders (IH) and stakeholders (SH); while FPM has three: phase, 'not planning type semantic specific' (NPTS) steps and 'planning type semantic specific' (PTSS) steps. PTSS steps determine parting of ways (PW) in responding to semantic differentiation among seven types of planning in the planning process, while NPTSS steps are common to all types. PK and PE apply systematically in MPM, aided by FPM, affording the eight attributes of the proposed conceptual MPM to apply across the seven types of planning.

Keywords: Conceptual model, Engagement, Generic and corporate planning, Knowhow, Parting of ways, Phase, Public domain, Semantic, Step.

INTRODUCTION

Planning methodology is a core area of knowledge of planning, making it centre-piece of its competence in scholarship and practice (Marshall and Masser, 1981). However, nature and scope of planning methodology remains fuzzy (Allmendinger, 2017). Deepening and embedding interestholders (IH) and stakeholders (SH) in planning methodology underlined reforms that earlier introduced participatory planning in the rational comprehensive planning (RCP) model (Taylor, 1999). Friedmann (2011), notes this transformation has since humanized planning while nature and scope of planning methodology remains ambiguous.

This article has clarified nature and scope of the methodology in the context of planning phenomena (Brookshier, 2018). Corollary to this focus, semantics of the term 'planning' and importance of 'methodology' in preparing public plans are discussed. These form basis of proposed conceptual model of planning methodology (MPM). The article outlines theory and normative meaning of 'planning' and 'methodology'. Planning is evaluated; how it applies in generic, corporate and public domain, and forms of planning. Explanation of participation in methodology is also evaluated. The methodology of each form is highlighted, and public domain as a sphere of managing public affairs also stated (Ruggie, 2004).

THEORY

The term 'planning' is used in formal and informal settings. Public bodies and agencies invoke planning in preparing and implementing development plans. Corporate enterprise firms also invoke the term in preparing business plans.

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Individuals as decision-makers and in small groups also invoke it in general usage, i.e. as generic term. In these three planning forms, effort, meaning, focus, objective and purpose of 'planning' attract diverse and contradictory semantic interpretation. This has generated controversy in planning scholarship and practice on meaning of 'planning'.

Generic Planning

Generic planning is the simplest of the three and begins as a cognitive process of mental perception by an individual. Perceived information on phenomena is processed to make meaning out of it, explain knowing as an act of human faculty and take personal or (small) group actions (Cohen et al., 1998). Cognition fashions after mental process that first person (singular) expresses verbally as intention for action. Yerkes (1989), concurs pointing out cognition is an act or process of knowing, more a product of the process. Statements such as I plan to spend next weekend reading Ngugi wa Thiong'o's 'Murogi wa Kagogo' (wa Thiong'o, 2004), etc, illustrate this. An individual fulfils the intentions in mental plans by taking actions that correspond to meaning of intentions already communicated deliberately and formally, or in verbal casual statement of intention. This form of planning lacks elaborate methodology on account it begins with a person making cognitive decisions, followed by statement of intention or casual statements around the decisions.

Four observations are made. To begin with, individuals making cognitive decisions are a class of planners. They are also mobilizers of resources for implementing actions informed by decisions and statements they make. Third, they are implementers of their decisions. Finally, generic planning is practiced independently by individuals or acquaintance members of a small group who after having dialogued over identical cognitions on an issue, take unified joint action (Heracleous, 1994). The second case dialogue involves multiple generic decisions of acquaintance that are resolved leading to joint, complimentary and mutual actions without spatial significance than if it was action by one of the acquaintances (Cohen et al., 1998).

Corporate Planning

Corporate planning differs from generic planning in that it deals with impersonal organization. People work in the organization on account of specialized knowledge and skills that they employ in manufacturing, processing and sale of goods and services, largely to generate revenue. In view of competition nationally, regional level and globally, an organization uses planning as business survival strategy. Therefore, planning build needed enabling internal linkages for efficient enterprise operations and sustainable framework for employees to be effective in performing their tasks. Samiksha (2019), notes that effective management across departments and organizational hierarchies further influences corporate planning. Detailed action plans in public corporate bodies, for example, leverages economic and human resources in optimizing benefits these corporates generate while the plans maximize outputs of corporate organizations.

According to Hartzel (2019), corporate planning begins with managers and policy makers deciding on policies, strategies and goals of an organization. These create the framework for managing operations while providing anchor of ideas and competencies of employees. Tactical plans (TP) are then prepared to implement sectoral operations which managers and policy makers spell out in corporate policies and strategies. Operational plans (OP) of specific areas or sections are then prepared to facilitate matching functions and sectoral operations in performing work. Task and activity performers should internalize OP in order to achieve work targets set for them. OP are adjusted over time to improve them as task performers acquire on-job experience. Finally, contingency plans (CP) are prepared to offer organizational backup in areas that TP and OP underperform.

Communication in corporate organization happens vertically and horizontally with each unit answerable to immediate one above, below and across organizational ranks. McWilliams and Siegel (2001), point out that pursuit of corporate goals and objectives to maximize revenue mainly inform the communication. Planning methodology in corporate organizations is therefore organized and executed by experts and

managers in leadership positions. This confirms that corporate planning is deliberate control of centralized processes in organizations.

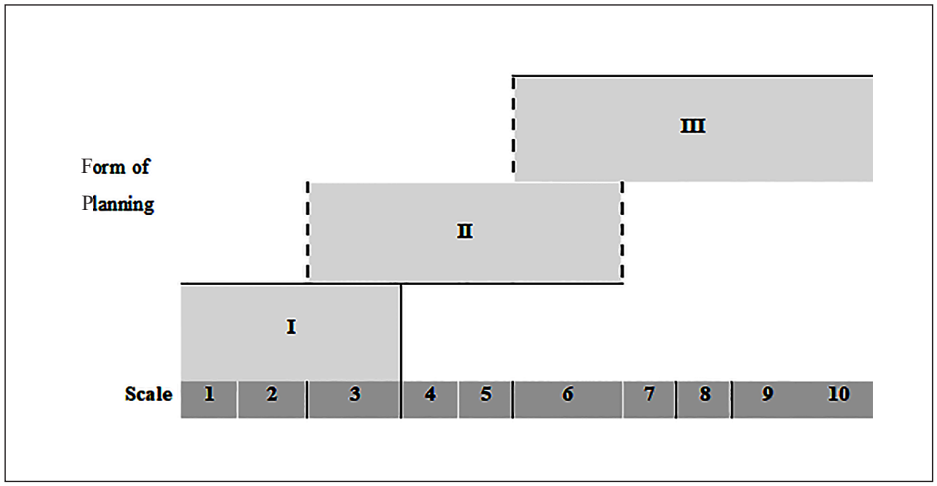
Planning in Public Domain

Planning in public domain has most dramatic and visible outcome from human endeavour. It manifests in physical expression of human settlements that are spatially distributed over the surface of earth. The planning also engages informal projections, modelling and anticipating of scenarios and taking action over space and time. Functional meaning of public is people in general and specific community on whose behalf a nation, government, state and its agencies exercise public authority and custody over common assets and resources they manage on their behalf (Yerkes, 1989). Reference to planning in public domain rest on expectations that the planning seeks to realize public good. **Figure 1** shows generic, corporate and public domain planning, in relation to need for elaborate planning methodology along scale 1 to 10. Scale value 1 represents "least apply" and 10 "must apply" elaborate planning methodology.

In the **Figure 1**, generic planning of an individual or a small group at scale values of 1 to 3, does not require elaborate methodology. Scale values of planning methodology in corporate organizations are between 3 and 6.5. The range for planning methodology in public domain is 6 to 10. Values 6, 7 and 8 represent points where planning in public domain concede variations in approving development applications against established criteria for the approval. The values also represent violations of provisions of norms of formal development by implementing it outside established procedures, standards and ethics. Values of scale 9 and 10 represent aspired scope of elaboration that is pathway of realizing aspired development, resting on flux between concession for variations on one hand, and violations within the two scale values on the other.

Basic Ideas about Planning Methodology

Applying elaborate planning methodology account for spatial organization and territorial dimensions of human habitat spaces that are created from planning in public domain. The term public stands for people constituting an entity or entities of civil community interest(s) residing in identifiable territory. Planning for a public project or programme assign the territory a status of planning area. This meaning of public accord with the term domain. In semantics domain is a public's territory in the sense of civil political community that exercise expropriator claim, use and residual ownership rights of control over primordial resources in the absence or presence of potential



***Key**: I. Generic Planning II. Corporate Planning III. Planning in Public Domain*

FIGURE 1
Relative positions of generic, corporate and public domain planning
Source: Author 2019

use for partial or exclusive private individual or corporate gain (Yerkes, 1989). The territory also acquires status of public domain from its political and governance systems. Community political action, thoughts and influence are some utilities that the public extract from the domain.

Friedmann (1987), suggest three factors to clarify planning in public domain. The first is a combination of personal and social learning from social and material world around us, and nature of language that is used in inter-personal learning. Language influence the way humans construct the world around them in the domain. In the second factor; engaging in work, humans utilize tangible material and social resources in the domain to create livelihoods for direct consumption. They also modify contagious and distant environment in quest to shore-up means of lived life. The last factor – politics according to Friedmann, define one's belonging to a political community – the public. Planning methodology in the domain is an interplay of both elaborate instrumental knowledge and residual politics of political community (Hildreth and Kimble, 2002).

Placing planning at the centre of political community, therefore, curtail intrusion of elitist instrumental knowledge that rational comprehensive planning (RCP) projects in public domain (Taylor, 1998; Paden, 2003). Earlier responses were by neo-modernist planning that took cue from reforms that introduced concept of strategy in British structure planning system in mid-1965, to leverage critical theory in local action planning (Delafons, 2010). Pointedly, however, entry of participatory planning into the domain happened at a time when modernization template was exported from global north to post-colonial south. This explains why planning methodology for over close to six decades in post-colonial south remains weak and lacking a contextual conceptual model accounting for instrumental knowledge and residual politics of political community in preparing public plans.

Attributes of Planning Knowledge in Planning Methodology

To begin with, planning knowledge (PK) apply in the methodology through its three attributes, including: professional competence, theory and skills (PCTS). Professional competence is the earned level of academic achievement, certification and planning work experience acquired over time in contexts of established standards of ethical behaviour and conduct. Theory is capacity to grasp inter-related meaning of the various aspects and issues in the phenomenon that is object of planning assignments. Theorizing informs inter-relatedness and meaning of issues and planning tasks, making the issues and tasks more evident and better understood. Skills is systematic application of principles of professional, theory and technology in planning tasks articulating its concepts, standards and ethics. PE attributes are interestholders (IH) and stakeholders (SH). IH consist individuals and organized groups residing outside of planning area, but with tangible or/and intangible interests they expect the plan to enhance and secure. SH are investors, diverse organized groups, households and various groupings of local communities i.e. wananchi. SH reside in the area in addition to them having tangible and intangible stakes and claims in the area. Residency and/or ownership of tangible property anchor the reality of SH stakes and claims. In practice, local political and religious leaders, and influential people, including successful business owners and farmers, represent IH and SH in consultative planning forum.

FPM guides the process of planning into 'a systematic series of actions directed towards some end' (Kibachia et al., 2014). In facilitating and executing activities, one activity followed by another, FPM underline serial order and systematic inter-relation and inter-connection of one activity to the one, that by logic of the serial order follow it, from the first to the last. The outcome of each activity influences the next activity; thereby articulating planning in public domain the serial order it imply.

Integrated Development and Spatial Plans

'Integrated' imply specific and unique methodological requirement that distinguish the plans from any other type of the six types of planning, including; town, physical, land use, strategic, sectoral and spatial planning that are prepared to manage development in Kenya

(ROK, 1996; ROK, 2012; ROK, 2019). Each of these seven terms carries semantic adjective that assign functional meaning to respective plans they represent. Lack of semantic clarity in the nomenclature of the seven types of planning underline a competing planning scholarship and professional practices that complicate already semantically near indistinct types of plans and planning. The focus of town planning on design of urban spaces and its least concern for public participation earned it criticism as '…irrationality of technocratic planning' requiring reconciliation with neo-modernist participatory planning (Friedmann, 1987). On the other hand, physical planning is a type of planning focusing on optimal use of land. It orients public planning to rural and urban physical development, and was for example introduced in Kenya through technical assistance in early 1960s (UNDESA, 1969). The initiative established town planning division (TPD) in government to manage urbanization, inefficient infrastructure development and uneconomic size of agricultural land. However, extensive unplanned human settlements from unregulated conversion of agricultural land and urban sprawl widely occurring across Kenya have discredited physical planning.

Zen (1983), defines land use planning as the designation and enforcement of land use types, taking into account long-term consequences of each use. Land use planning creates basis of managing land resources, determining land uses and regulated orderly development (Calder, 2017). Its goals twin with the ones of physical planning. Strategic planning influences vision of future long-term goals and resources needed, as well as action; points in realizing the vision (Rouse, 2019). Whereas, fifth, integrated planning is a managed engagement of policy makers, experts, IH and SH in evaluative and appraising inter-linkages of critical development sectors and resources needed to realize development propositions in space and time (Auer, 2016). In comparison, sectoral planning prepares single and multi-issue sectoral plans that guide allocation and utilization of budgets (Pa'Festo and Peter, 1995). Lastly, Kusters (2019), defines spatial planning as the determination, formulation and establishment of a basis for distribution of population in relation to placement of human habitat spaces, infrastructure and service facilities over land.

The absence of semantic differentiation in the types of planning undermine objectivity in conceptualizing a model of planning methodology to account for disaggregation of attributes applying in instrumental planning knowledge to project knowhow; and procedural knowledge attributes also applying in civic community politics to project engagement in public domain planning (Watson, 2011). In the model, disaggregated planning knowhow (PK) would generate attributes of instrumental knowledge; and planning engagement (PE) attributes of participation. The framework within which PK and PE attributes would forge actual planning outcome is framework of planning methodology (FPM) with its attributes providing catalytic anchor of the attributes of the other two. This construct is discussed towards proposing a conceptual model of planning methodology (MPM) (Sanchez, 2017).

RESEARCH METHODS

The article uses case study research design in survey of planning methodologies of two planning programmes in Kenya. The first is "Nyandarua District Regional Development Plan, 2001-2030: An Integrated Plan for Sustainable Regional Development" covering an area of 3,528 km. The second case study is "Ewaso Ng'iro North Development Authority (ENNDA): Integrated Regional Development Plan, 2010-2040" - an area of 209,576 km^2 (UNCRD, 2003; ROK and UNCRD, 2013). The area covered by ENNDA plan is fifty-nine times bigger than the area covered by Nyandarua plan. Case study research design was used to render identifying common and diverging features that could afford a generalized model of planning methodology (Duminy, Watson and Odendaal, 2014).

There are four rationales for case study of Nyandarua and ENNDA planning programmes. First, the two plans were a shift by the Kenya Government from five-year national development planning (FYNDP) prepared since 1963 and five-year district development planning (FYDDP), since 1983 to 2002; to long-term planning (Kenya, 1985). This shift was in line with emerging planning approaches that incorporated planning period of 20 to 30 years focusing on the kind of

future a county and her society had vision about, how to work towards it and required resource mix. Second, while Nyandarua is a strategic economic potential subnational region and serve as a national water catchment; ENNDA region required a framework for structured partnership in collaboration and coordination of natural resource management for self-sustaining regional economic development.

Third, the involvement of the government and its agencies in preparing the plans was substantial, and it also approved the plans under the Physical Plannng Act 1996. Involvement and approval underpin commitment to implement the plans that were also experimental on account they introduced integrated planning at the time, Kenya, having used physical planning as a national ideology of spatial development, and sectoral planning for economic development since the 1960s. Lastly, the two long term integrated planning programmes were implemented in the absence of planning methodology applicable across the seven types of planning practiced in Kenya.

Purposive sampling, also called judgmental or expert sampling, that is a nonprobability type of data collection was used (Lavrakas, 2008). Purposive sampling for this article took a form of inventory and review of the plans to collect secondary data on planning methodology used in the two plans. Ames et al. (2019), point out that purposive sampling is an appropriate technique for collecting manageable amount of data from sources with large volume of variety of data and information, which the two plans are. Documented numerical data and non-numerical information was collected and recorded in tables that were created for the purpose.

The data collected covered five major aspects. The first is on steps representing instances of planning activities, participation of stakeholders and role of steps in providing methodological anchor for participation and performing planning task. Second was data on planning task performers in relation to identified problems of development that were organized into thematic planning sector subjects. Then there was data on participating organizational stakeholders. The fifth aspect was on the organization of collecting planning data.

Attributes were presented in numeric data which was analyzed, and results summarized in ratio statistics as percentages. The attributes, numeric values and percentages representing them were cross-tabulated for relative comparison. Second, task performers were organized into six areas of planning tasks. This offered common analytical framework that allowed comparison of convergences and divergences of specific aspects in the six areas of planning tasks in methodology for the two planning programmes. Lastly, role of phase and step in planning methodology were evaluated, and respective functions in the methodology identified and clarified. Results of analysis were presented in figures and tables.

RESULTS

Nyandarua District Regional Development Plan, 2001-2030: An Integrated Plan for Sustainable Regional Development

Planning methodology of this plan was premised on involving government officials and stakeholders outside government sector. The methodology had seven steps presented in **Table 1**. Step 1 and Step 6 are elements of participation. They include consultative meetings and consensus building. Sectoral planning teams were formed in Step 3 to guide and facilitate participation during data collection.

Table 2 shows community problems that were discussed during these participatory forums and consensuses building. They were organized into five problem areas.

Six planning sector groups (TPG) were formed from the five problem areas and assigned thematic planning sectors subjects during data collection (**Table 3**). As **Table 3** shows, TPG then converted into six task force teams. Two of the teams had five members representing 14.7% each while the other four teams had six members representing 17.7% each. All these members of the teams were drawn from central government to collect data, formulate and compile the plan.

TABLE 1: Seven steps of participatory planning methodology in Nyandarua plan

Step	Subjects of seven step in participatory planning methodology
Step 1	Conesus building for mutual support of the project by the partners and district leadership
Step 2	Holding of sensitization workshops for key stakeholders
Step 3	Formation of sectoral planning teams
Step 4	Data collection in the field
Step 5	Data review, verification and analysis
Step 6	Consultative meetings with focused community groups at the divisional level
Step 7	Data synthesis and stakeholder consultation in plan formulation and review

Source: Survey 2019

TABLE 2: Five development problem areas discussed at community consultative meetings

Areas of stakeholder consultation	Problems covered at community consultative meetings
Area 1	Incomes (employment, marketing of dairy and crop products)
Area 2	Environments (utilization of forests, the management of water resources and catchments, utilization of land use for agriculture amd settlements)
Area 3	Health (health facilities, level and quality of service
Area 4	Information and communication (access to print and electronic media)
Area 5	Policy implementation and public administration (governance and accountability in public offices)

Source: Survey 2019

TABLE 3: Six planning sector groups, thematic planning sector subjects and central government task force teams

Planning sector group	Thematic planning sector subjects	Task force teams for data collection in field		Percentage (%) of thematic group members in task force
		Organization	No of members	
Group 1	Physical environment and resources	Central Government	6	17.7
Group 2	Population, socio-cultural factors and services	Central Government	5	14.7
Group 3	Economic sector	Central Government	6	17.7
Group 4	Human settlement sector	Central Government	6	17.7
Group 5	Infrastructure and facilities	Central Government	6	17.7
Group 6	Institutional systems	Central Government	5	14.7
Total			**34**	**100**

Source: Survey 2019

Table 4 shows the task force comprise a major proportion of task performers in the entire Nyandarua planning programmes where task performers are similarly organized in six areas of planning task. Area 1 was strategy, policy and resource mobilization and management of planning programme. Data collection and planning, and team leadership that **Table 3** represent were areas 3 and 4, respectively. Areas 5 and 6 were advisory and technical support, and administrative and logistical support also, respectively. Data show task performers in problem areas 3 and 4 representing 65.4% of the total sample size of 52, were from the Central Government, reflecting lack of planning capacity in Nyandarau district, as well as centralized nature of planning in Kenya at the time. Task performers offering advisory and technical support in area 5 were the second highest proportion at a total of 25.1%. The performing of administrative logistical support tasks in area 6 was not separated from the 5.8% tasks in area 2 covering management of

TABLE 4: Task performers in six areas of planning tasks

Area of Planning Tasks	Task Performers		No.	Percentage (%)	
Area 1: Strategy, policy and resource mobilization	1. Permanent Secretary, Ministry of Lands 2. Director, United Nations Centre for Regional Development (UNCRD)		2	4.0	
Area 2: Management of Nyandarua Planning Programme	1. Coordinator, (UNCRD)Africa Office 2. Director of Physical Planning, Ministry of Lands		3	5.8	
Area 3: Data collection and planning **Area 4:** Thematic planning sector subjects	Six Planning Sector groups	Group 1: Physical environment and resources Group 2: Population, socio-cultural factors and services Group 3: Economic sector Group 4: Human settlement sector Group 5: Infrastructure and facilities Group 6: Institutional systems	34	65.4	
Area 5: Advisory and technical support	UNCRD Africa Office		3	5.8	25.1
	Department of Urban and Regional Planning, University of Nairobi		3	5.8	
	Department of Rural Planning, Ministry of Planning and National Development		3	5.8	
	Department of Physical Planning, Ministry of Lands and Settlements		4	7.7	
Area 6: Administrative logistical support	Not available		--	---	--
Total			**52**	**100**	

Source: Survey 2019

Nyandarua planning programme because of the small area of the district.

Ewaso Ng'iro North Development Authority (ENNDA): Integrated Regional Development Plan, 2010-2040

Unlike in Nyandarua plan, methodology of ENNDA plan is premised on participation to empower local communities and enhance ownership. Stakeholder consultative workshops, direct involvement of community and officials from government attending planning forum were classified into six categories based on types of representation. **Table 5** lists the fourteen steps of the methodology that contrast with seven steps in Nyandarua plan.

Table 5 shows that participation forums are provided in 21.4% representing three of the fourteen steps, namely, step 1, step 2 and step 4 in the methodology. Participants that were invited to the three planning participatory forums were classified into six categories, namely; (1) community leaders and representatives, (2) government physical planners and district development officers, (3) members of parliament from ENNDA region, (4) councilors, (5) civil society representatives and (6) faith-based organizations (FBO) representatives. Seven thematic planning sector subjects were identified by the participants to represent main development problems in the region (**Table 6**). Collection of planning data and analysis as well as formulation and compiling of the plan were organized around these sector subjects.

Table 7 summarizes task performers in the six areas of planning tasks in ENNDA plan. Given the large size of the region, data collection and planning tasks were performed by ENNDA staff in Area 3 who at 43.2% level of involvement as task performers is positive for two reasons. First, their knowledge of the region strengthened field data collection and, second, ownership of the plan was enhanced. Comparatively high proportion at 22.1% of district based central government officials and planners in Area 4 tasked to thematic planning sector subjects team leadership in the seven planning sector groups, serve to provide for needed linkage between regional development policy and strategy, with macro-factors of development at the national level. Area 5 of advisory and technical support task performers consisting of national expert of UNCRD and university researchers and centre of excellence practitioners at 14.8% proportion was the third

TABLE 5: Fourteen steps of participatory planning methodology in ENNDA plan

Step	Subjects of fourteen step in participatory planning methodology
Step 1	Consultative and problem identification workshops
Step 2	District stakeholders consultative meeting
Step 3	Profiling of development issues of the region
Step 4	Regional stakeholders' consultative meetings
Step 5	Consolidation of planning issues
Step 6	Data collection
Step7	Data analysis and interpretation
Step 8	Setting of goals and objectives
Step 9	Formulation of alternative development strategies
Step 10	Selection of preferred policy strategy
Step 11	Identification of action programmes and projects
Step 12	National stakeholders' consultative meetings
Step 13	Plan approval process
Step 14	Development of implementation plans

Source: Survey 2019

TABLE 6: Seven planning groups, thematic planning sector subjects

Planning Sector Group	Thematic planning sector subjects
Group 1	Physical natural resource and environment
Group 2	Socio-culture
Group 3	Demographic and population
Group 4	Economy
Group 5	Infrastructure
Group 6	Human settlements
Group 7	Institutions

Source: Survey 2019

TABLE 7: Task performers in six areas of planning tasks

Area of Planning Tasks	Task Performers			No.	Percentage (%)	
Area 1: Strategy, policy and resource mobilization	1. Minister, Ministry for Regional Development Authorities 2. Minister for of Lands 3. Permanent Secretary for Regional Development Authorities 4. Permeant secretary for Lands 5. Director of Regional Development 6. ENNDA Board of Directors 7. Director, United Nations Centre for Regional Development (UNCRD)			7	8.7	
Area 2: Management of ENNDA Planning Programme	1. Coordinator, (UNCRD)Africa Office 2. Director of Physical Planning, Ministry of Lands			3	3.7	
Area 3: Data collection and planning	1. ENNDA Technical staff	Seven Planning Sector Groups	Group 1:Physical natural resource and environment Group 2: Socio-culture Group 3: Demographic and population Group 4: Economy Group 5: Infrastructure Group 6: Human Settlements Group 7: Institutions	9	11.1	43.2
	2. ENNDA Field Coordinators			26	32.1	

Area 4: Thematic planning sector subjects team leadership	1. District Information and Documentation Centre, Garissa District 2. District Statistics office, Isiolo District* 3. District Development Office, Isiolo District 4. District Development Office, Laikipia District 5. District Development Office, Mandera District 6. District Development Office, Marsabit District 7. District Development Office, Moyale District 8. District Development Office, Nyandarua District 9. District Development Office, Nyeri District 10. District Development Office, Samburu District	10	12.3	22.1
	11. Physical Planning Department Planners	8	9.9	
Area 5: Advisory and technical support	1. National Expert of UNCRD	1	1.2	14.8
	2. University Researchers and Centres of Excellence Practitioners	11	13.6	
Area 6: Administrative logistical support	1. Nations Expert of UNCRD	2	2.5	7.5
	1. ENNDA	4	4.9	
Total		**81**	**100%**	

Source: Survey 2019

highest. Task performers in strategy, policy and resource mobilization in area 1 was fourth at 8.7%. Administrative and logistical support tasks in area 6 were performed by a total of six task performers from UNCRD and ENNDA who were 7.5% of all task performers. Finally, management of ENNDA planning programme task performers in area were 3.7% of the total.

DISCUSSION

Differentiation of Steps and Phases in Planning Methodology

The seven and fourteen steps representing planning process discussed in the two plans, respectively; are *ipso facto*, seven and fourteen *broad areas* of planning task/ activity performance/ sector of FPM and not steps in the planning process. Each broad area has within it, instances of planning actions and activities that steps represent. 'Step' in the two plans is therefore, replaced with 'phase' to represent a broad area of planning task/ activity performance/ sector within which the very step or steps are articulated as specific instances of methodological sphere. This explanation clarifies a *step* as a tactical idea, thought, or a group of inter-related ideas or thoughts that inform task performers and translate into action points and/ or actions of planning activities.

In this explanation *steps* in planning methodology of the two plans are really *phases*. Unlike a *step*, a *phase* consists of one or more inter-related *steps* forming one broad area of planning task, sector or theme. Outputs of a *phase* lead to realization of group of inter-related outputs in plan making; as in inception of planning phase, data analysis phase, plan formulation phase, etc. For example, 'Step 4 Data collection in the field' in Nyandarua plan and 'Step 6 Data collection' in the ENNDA plan are 'Phase 4 Data Collection in the field' and 'Phase 6 Data collection in the field', respectively. Here steps in data collection define activities in 'Phase 4' and 'Phase 6'. Accordingly, steps in the two plans respectively represent FPM, being phases that interact with attributes of PK and PE.

'Planning Type Semantic Specific' Steps and 'Not-Planning Type Specific' Steps

Planning Type Semantic Specific (PTSS) steps of a phase are instances when parting of ways (PW) in the planning methodology happen to address semantic needs specifying type of planning along FMP. PW is therefore a point or step in phase when need for specific methodological step or steps occur to address semantic requirement. It is also an instance when dominance of specific step

or steps in a phase of FPM of either of the seven types of planning is broken; or concentration of planning activity elevates dominance of that particular step or steps in the phase. Then elevation happens so that specific planning task(s) at instigation of elevation address unique planning requirement(s) of that type of planning. Finally, PW represent a point where two or more planning activities happen simultaneously, under same influence and conditions to bring about same or similar planning outcomes.

In practice, PW breaks dominance of either of the seven types of planning over any other while elevating dominance of steps that, say; address design issues for compact town or part of it, physical connectivity of human settlements, salient land use types and patterns, proposed development strategies, pillars of integration of development, main development sectors or spatial organization of development phases. Instances of PW in step(s) could, for example, represent when integration tasks alone are to be undertaken. The third attribute of FPM is 'Not Planning Type Semantic Specific' (NPTSS) Steps. Here NTPSS steps function as action points of planning activity or activities without semantic difference and therefore apply in the seven types of planning.

Planning Knowledge, Planning Engagement and Framework Planning of Methodology in Nyandarau and ENNDA Plan Long-Term Plans

Comparison of the two plans show eighty-one task performers in ENNDA plan is twenty-nine (or 55.8%) more task performers in Nyandarua plan. The difference account for complex problems of regional development and the large area that is fifty-nine times more than area covered by Nyandarua plan. However, there are four weaknesses undermining combining of Planning Knowledge (PK), Planning Engagement (PE) and Framework of Planning Methodology (FPM) in methodology of the two long-term plans. First, only participants representing SH attributes of PE were invited to participatory planning forums. There also lacked uniformity in classifying and categorizing participants in the two plans, while relationship between the six categories of participant representatives and thematic planning subjects in ENNDA plan were not explained.

Second, planning methodology of the two plans lack coherent and organized FPM, right from inception to plan approval. This is as a result of the absence of an explanation of the number of steps of methodology and chronology of subjects in each step to justify seven and fourteen steps, respectively. Meaning and serial listing of sets of steps in methodology could not be prepared while failure to distinguish between steps and phases hinders identifying comparable subjects, represented by steps in the methodology. The role of FPM as the anchor of PTSS and NPTSS steps in phases; the five attributes of PK and PE is, therefore undermined and weakened. The methodology would not be generalized given these weaknesses even though the plans are semantically same integrated plans. Also, unlike in Nyandarua where administrative and logistical support tasks in area 6 were performed as part of management tasks in area 2, these were performed by a total of six task performs from UNCRD and ENNDA who were 7.5% of all task performers. Whereas management of ENNDA planning programme task performers in area 2 were 3.5%, the proportion was much higher at 5.8% in Nyandarua planning programmes in spite of the small area covered by the later. These proportions contrast sharply with task performers in "Area 1: Strategy, Policy and Resource Mobilization" in the ENNDA programme at 8.7%, being more than twice those in Nyandarua programme at 4.0%.

Third, Nyandarua plan has six planning thematic subjects while ENNDA plan has seven but neither is serially coded, from plan inception to approval. There also lacks disaggregation of planning themes in ENNDA plan to account for big area and complex development problems. Lack of disaggregation account for the few themes. For example, planning thematic subject on 'Physical Natural Resources and Environment' could be disaggregated into; 'Physical Environment' and 'Natural Resources'. Lastly, findings on distribution of task performers in the six areas of planning tasks show ENNDA technical staff and field coordinators in 'Area 3: Data Collection Task and Planning' has highest concentration of task performers at 43.2% which strengthen ownership of the plan. The second highest proportion at 22.1% of district heads of department in the region and planners from Physical Planning Department in 'Area 4: Sectoral Thematic Planning Team

Leadership' represent low proportion of central government in the ENNDA. This contrast 65.4% proportion in Nyandarua plan. Proportion for 'Area 2: Management of ENNDA Planning Programme' at 3.7%, and 'Area 5: Advisory and Technical Support' at 4.8% are, as expected, low, given the large area of ENNDA region, while distribution of task performers in Nyandarua plan is not as elaborate.

Planning Knowledge and Planning Engagement in Planning Methodology

Planning Knowledge (PK) and Planning Engagement (PE) are two parts of conceptualized MPM. PCTS attributes in PK that embody instrumental and ethical knowledge also anchor and synchronize planning function of phases and steps in FPM. Being anchored also underline function of any one, two or three of its attributes to effect output(s) during a planning phase, and whether it is PTSS or NPTSS step(s) that are involved. This makes the three attributes explicit and implicit at the same time in resolving outstanding semantic differentiation within and between phases as planning happen. The seven types of planning utilize the three attributes to retain respective inherent semantic meaning and identity as follows. The attributes influence spatial depiction, sectoralization or integration of key development sectors; bears two to four strategic development pillars or identified land uses and patterns of distribution of the land uses, or inform physical design principles, for example in preparing any of the seven plans. Finally, the attributes guide identification of data needs, appropriate analytical tools as well as development challenges and opportunities.

PK more than PE determine whether integrated, sectoral or spatial plan, for example, is appropriately and comprehensively integrated, accurately sectoralized, or effectively spatially disaggregated, aggregated and appropriately organized on depiction, respectively. Absence of disaggregation of six thematic planning subjects including 'physical environment and resources', 'population, socio-cultural factors and services', 'economic sector', and 'infrastructure and facilities', 'human settlements sector' and 'institutional systems' in Nyandarua plan is consistent with disregard for the role of PK in the methodology. This omission in PK is also noted in PE in ENNDA plan by not disaggregated participants into IH and SH. Instead, they were similarly presented without disaggregation into categories, namely; 'Community leaders and representatives', 'Government physical planners and district development officers', 'Members of parliament from ENNDA region, Councilors, Civil society representatives' and 'Faith-based organizations'. The omission is again repeated in four out of fourteen steps presenting participation in the ENNDA plan that include; 'Step 1 Consultation and Problem Identification Workshops', 'Step 2 District Stakeholders Consultative Meeting', 'Step 4 Regional Stakeholders Consultative Meeting', and 'Step 12 National Stakeholders Consultative Meeting'. The planning methodology that was used could, therefore, not be generalized.

Framework of Planning Methodology (FPM)

The term 'phase' replaced 'step' in the seven and fourteen steps in Nyandarua and ENNDA plans, respectively, were evaluated; and combined to smooth out and reduce redundancies, into thirteen phases of FPM (**Table 8**).

Table 8 shows that implications for commensurate number of methodological steps being distributed in the thirteen respective planning phases beginning with phase 1 on 'intention to plan'; to phase 13 on 'implementation'; is that phases represent a logical sequence for systematic facilitation of planning with steps as action points preceding phase, building on steps of the one before it; as the methodology guide planning process. In being action points, steps track planning activities and themes of planning subjects happening at steps that form it. For example, initial vision of policy makers is discussed at forum organized for IH and SH in phase 1. Several methodological steps are involved within the phase. Planning project or programme is launched and commitment for timely completion of the plan secured by signing relevant contractual documents in phase 2. **Table 9**, for example, illustrate nature, scope and number as well as serial order of steps in the phase.

It is worth noting that 'Phase 2 on inception of planning' have four possible methodological

TABLE 8: Thirteen phases of planning methodology in public domain

Phase	Name of Phase
Phase 1	Intention to plan
Phase 2	Inception of planning
Phase 3	Situational analysis
Phase 4	Synthesis
Phase 5	Concept of the plan
Phase 6	Development strategies
Phase 7	Identification and formulation of projects and programmes
Phase 8	Organizational and institutional framework
Phase 9	First draft plan
Phase 10	Interest holders and stakeholders consultative forum
Phase 11	Finalize the plan
Phase 12	Submission, internal circulation and approval of the plan
Phase 13	Plan implementation

Source: Author 2019

TABLE 9: Four typical steps in 'Phase 2 Inception of Planning'

Step	Action/ Action Point
Step 1	Convene first consultative meeting to de-brief the planning team (consultant) on terms of reference
Step 2	Planning team (consultant) compile inception report
Step 3	Convene second consultative meeting to discuss and resolve any outstanding issues/ point(s) between planning team (consultant) and client (individual, private firm or public body) and adopt inception report with or without modifications which are addressed as planning work is progressing
Step 4	Organize the first IH and SH consultative forum organized to clarify the vision of the planning authority/agency (county government, city and/or municipal board, regional development authority, national government, regional metropolitan area authority, district, constituency, sub-county, ward, etc.) and align the vision with inputs of IH and SH on planning data needs and objective(s) of the plan being prepared has set to achieve

Source: Author 2019

steps presented in the table. On account that the four steps fall under NPTSS; they are common to the seven types of planning. In contrast as will be noted below 'Phase 5 Concept of the Plan' uses PTSS steps by making PW to facilitate methodological responses to align semantic needs in concept of plan for any one type of planning, be it concept of strategy in strategic planning, concept of integration in integrated planning and spatial concept in spatial planning and so on.

Sectoral thematic planning reports are compiled in phase 3 as outputs of situational analysis. During synthesis in phase 4, development issues, problems and challenges are evaluated, clarified and appraised to identify available opportunities. Phase 5 afford further evaluation of development issues, problems and challenges as well as opportunities followed by applying appropriate principles and theoretical constructs connected to types of planning is subject of ongoing planning work. As noted above PTSS steps in PW during

this phase effects developing the concept of the plan in either of the seven types of planning. Phase 6 follow with formulation of development strategies, followed by identification of programmes and projects in phase 7.

Organization and institutional design are appraised and any changes proposed in phase 8 before first draft of the plan are compiled in phase 9. Planning methodology proceed to organize IH and SH consultative forum to discuss draft plan in phase 10 before the plan is finalized in phase 11. In phase 12 the plan is submitted for internal circulation and approval followed by launch and mobilization of human and financial resources for implementation in phase 13, for which the duration in years is stated in the plan document. All steps in the phase may not be ascertained on account of uncertainty as implementation proceeds. However, monitoring and evaluation are undertaken to inform and focus implementation on set timelines and goals the plan is set to achieve.

The term 'step' as used in Nyandarua and ENNDA plans planning methodology, and presented and discussed in **Table 5** and **Table 6**; is replaced with the term 'phase'. Phases act as anchor of methodological activities which are really the steps in the planning process. A step is therefore, a group of inter-related tactical idea(s) informing planning activities of task performers during any one phase and it is rightly embedded in a phase. Secondly, as a tactical idea(s), a step is really an action point where PW happen as enabler in responding to need for semantics differentiation. This way steps fulfill specific planning requirement(s) during any one and in fact all thirteen phases of any of the seven types of planning. Finally, NPTSS of anyone phase and indeed in all thirteen phases along FPM are tracks of one phase-to-next phase, providing methodological anchor of the three and two attributes of PK and PE, respectively.

Change from the term 'step' in seven steps in Nyandarua plan and fourteen steps in ENNDA plan to 'phase' in the sequence of thirteen phases of FPM, would build and improve planning methodology of the two plans. This improvement reflects logic of rational planning with one of the four main consultation forums elevated to full phase in phase 10. Phases 1, 2 and 3 on 'intention to plan', 'inception of planning' and 'situational analysis', respectively, are 100% NPTSS steps that provide for organizing participatory forums of IH and SH; be they consultative meetings, discussions, policy debates, educational workshops and/or seminars.

Proposed Conceptual Model of Planning Methodology

From discussions; PK, PE and FPM are three parts of the conceptual MPM in public domain. These two parts combine with FPM to form the structure of conceptual MPM in **Figure 2**. The thick bi-directional arrow linking PK and PE represent interactive communication of knowhow and engagement aspects of MPM. Arrows between PK and FPM on one hand, and PE and FPM on the other hand anchors PK and PE to the methodological function of FPM as discussed in the article.

Figure 3 elaborates details of the model and relationship of the eight attributes in the context of a tripartite relational position of the three main parts. PCTS attributes inter-relate in two-way direction as thinner arrows linking them show. The direction of each arrow also represents one attribute communicating with the other attribute to influence and effect output from planning activities.

IH and SH attributes also inter-relate bi-directionally providing for multiplicity of interactive communication between and among the two categories of participants attending participatory planning forum. FPM consisting of the thirteen logically sequenced phases is presented in the relationship between a phase and PTSS steps that perform PW functions, and during a phase in one of the seven types of planning, to address its semantics needs. NPTSS steps remain common to all phases while PTSS and NPTSS relate bi-directionally in a phase. However, the relationship between PTSS and NPTSS steps on one hand, and with phases on the other has no direction because the two are part of phases. Finally, all thick and thin directional arrows and the two non-directional lines linking

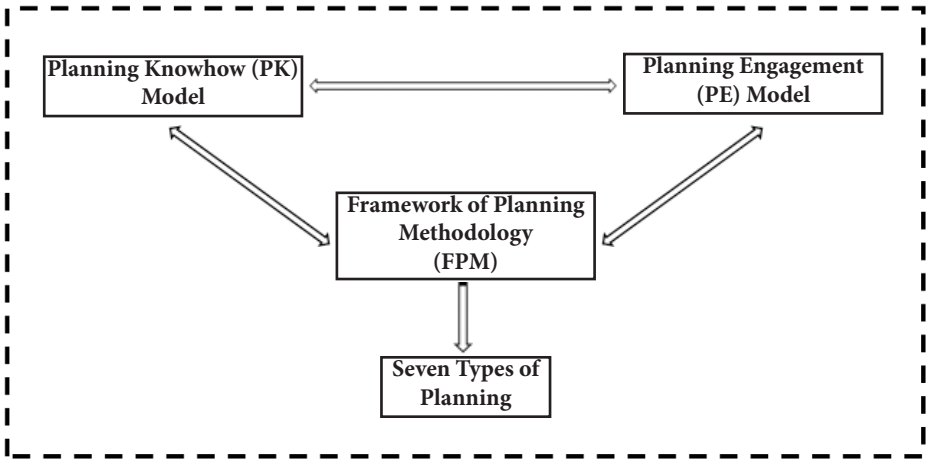


FIGURE 2
Structure of conceptual model of planning methodology
Source: Author 2019

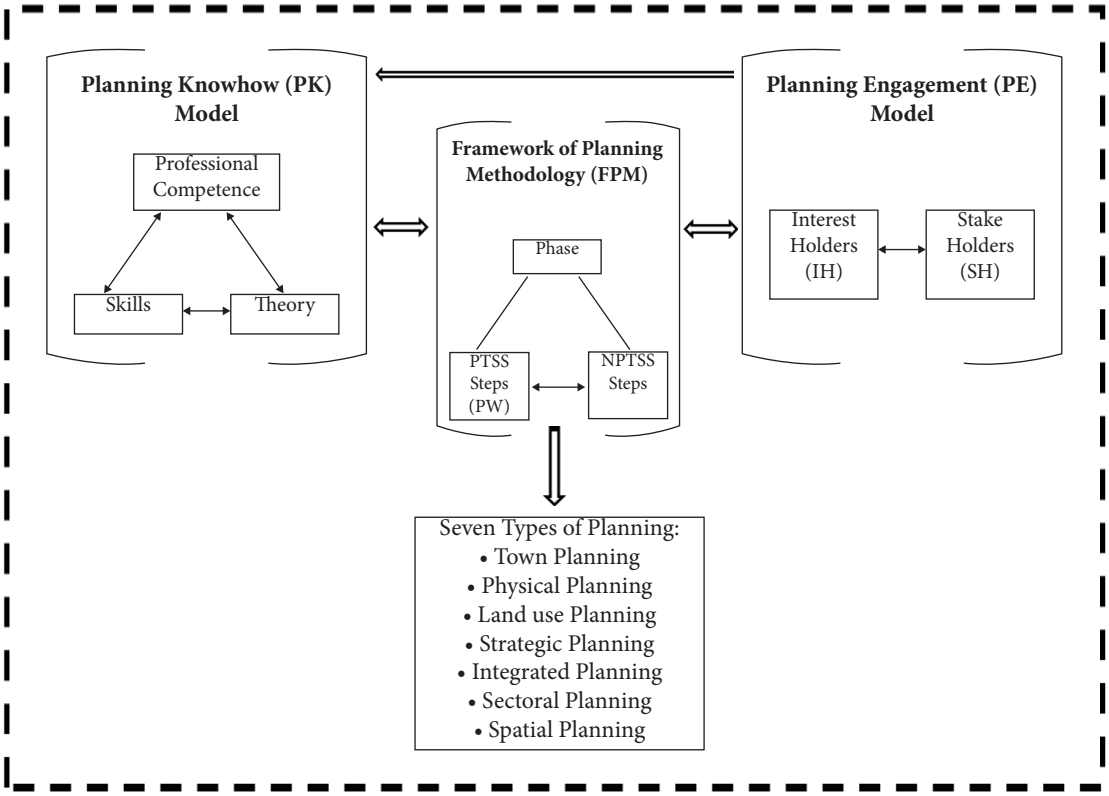


FIGURE 3
Structure of conceptual model of planning methodology
Source: Author 2019

phase, and steps (NPTSS and PTSS) represent an enduring essence of the conceptual model of planning methodology (MPM).

CONCLUSION

The article makes three conclusions. First planning methodology used in preparing integrated regional plans in Nyandarau district and ENNDA region lack a conceptual model to afford systematic comparison of different aspects of the methodology in the two plans. This weakness is a result of failure to systematically and logically explain methodology of preparing the two plans. In the second conclusion, the proposed conceptual MPM address weaknesses discussed in the first conclusion by isolating PK, PE and FPM parts of the model and goes on to identify the eight attributes of the model including; (1) professional competence, (2) theory and (3) skills (PCTS) of PK; (4) interest holders (IH) and (5) stakeholders (SH) of PE; and (6) phase, (7) NPTSS steps and (8) PTSS steps accounting for PW. All these aspects illustrate the scope and nature of planning methodology in public domain.

Lastly, systematic relationship of the eight attributes of MPM afford predictability in organizing and deploying planning competencies in undertaking planning project or programme. The proposed conceptual MPM offers improved framework for determining number of participation forums in phases along FPM. This creates possibility of timely deploying appropriate competencies and skills in urban and regional planning projects and programmes. Also, the model makes it feasible to match allocated budget lines with planning activities/items along phases in the model. In this way, the model introduces a level of certainty needed to rationalize financial and human resources deployed in public domain planning projects and programmes.

RECOMMENDATIONS

The article makes two recommendations. First, the proposed conceptual MPM should be used in integrated, sectoral and spatial planning under The County Government Act (CGA), No. 17 2012 in Kenya (ROK, 2012). Planning under CGA after Kenya adopted devolved system of governance in 2013 has achieved mixed results. Doubts on goals and clarity of function of each of the three types of planning, time taken to prepare the plans and reliability of planning methodologies could be addressed from using the model. It could also be used in physical and land use planning under PLUPA in Kenya (Kenya, 2019) and also in other types of planning in other East Africa Community countries of Burundi, Rwanda, Southern Sudan, Tanzania and Uganda, in line with respective planning laws in each country.

In the second recommendation, monitoring studies on application of the model in Kenya's county regions, city/municipal board and regional development authority areas as well as by planning consultancy firms should be conducted. Results of the monitoring studies should be disseminated to planning authorities and planning consultancy firms as well as research institutions and centres of excellence, including public libraries where researchers, policy makers and students can conveniently access the findings at subsidized rates.

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