



Mediterranean Environmental Technical Assistance Programme
Regional Solid Waste Management Project in Mashreq & Maghreb Countries

TRAINING MANUAL 1 INTEGRATED SOLID WASTE MANAGEMENT PLANNING

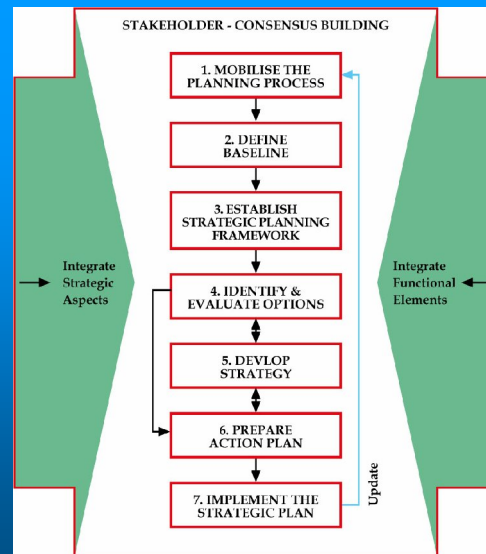
Module 1-2: The Planning Framework

Prepared by the International Consortium
GTZ-ERM-GKW

TRAINING MANUAL 1 – MODULE 1-2



The strategic planning methodology



Training Module 1 explained the need for strategic planning and what it entails, now we shall turn to a more detailed discussion on strategic planning. This Module will focus on the first 3 steps of Strategic Planning.

As was shown before in the Strategic Planning Guide, strategic planning has been defined as a seven-step approach. This slide shows the 7 steps starting with mobilising the planning process and ending with the implementation of the strategic plan.

There are interactive links between the various stages, which stress the need for feedbacks, revaluations and update as well as the integrations of the various strategic aspects, and all the functional elements. Therefore, the 7 step process should not be seen as a linear progression but more as a spiral development where all the experience and progress gained by the development and implementation of the plan are channelled into the next stage of policy and strategy design.

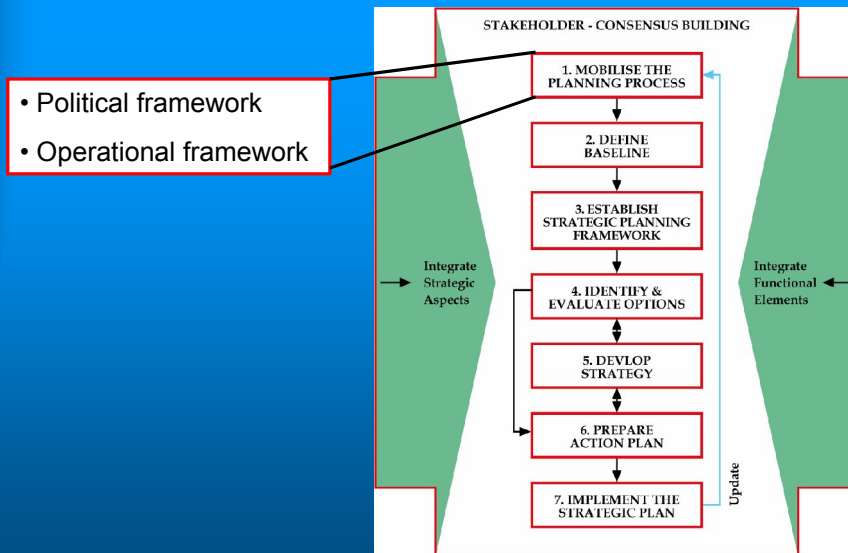
This presentation will focus on the first 3 steps of the process leading to the formulation of the Planning Framework.

Step 1 – Mobilising the Planning Process;

Step 2 – Define the baseline; and

Step 3 – Establish strategic planning framework.

Step 1: Mobilising the planning process



'Mobilising the planning process', is structured in two interrelated areas: the 'political' mobilising support, and the 'functional' organising the work. Thus, Step 1 focuses on establishing the political and operational framework in which the strategic planning process will be undertaken.

It is of vital importance to create a firm foundation of commitment for the MSWM planning process from key people and organisations early on in the process. Political support and goodwill is crucial to the ultimate success of the Strategic MSWM Plan. Therefore, broad based and cross-party involvement must be ensured.

Integrated Sustainable Waste Management recognises the need for incorporating the opinions and interests of a range of stakeholders into the planning process. Support from a minimum number of stakeholders is essential to start organising the work and to walk through the whole planning process. Stakeholders include governmental and non-governmental; formal and informal; and profit and non-profit oriented. The ISWM approach fosters long-term cooperation between these stakeholders by working to consolidate existing and build the new relationships that are necessary to ensure lasting improvements in municipal solid waste management. Developing a Memorandum of Understanding at the start of the planning process can be a useful way of starting the process.

The work also needs to be organised and properly managed. A Steering Committee needs to be established, and develop/manage a workplan of activities.



Step 1 outputs

- Memorandum of understanding
- Steering Committee
- Working Groups
- Terms of Reference
- Work Plan
- Budget



Three main outputs from Step 1 of the planning process can be expected:

1. Agreement on working together:

A formal document signed by key stakeholders confirming their commitment to undertake the strategic planning process i.e. a Memorandum of Understanding (MoU). The MoU can be as legally binding as the involved stakeholders wish it to be.

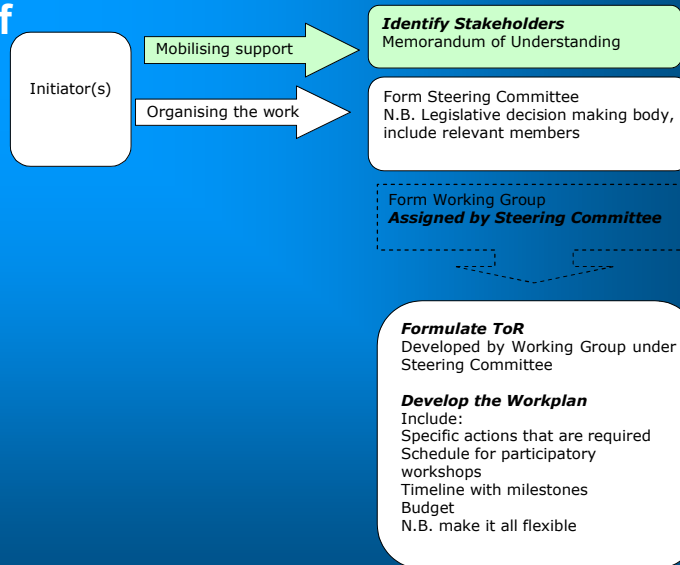
2. Determining who will do what:

A Steering Committee (SC) is established to direct and monitor the strategic planning process. This Steering Committee can be supported/ complemented by a Working Group (or Groups) that will undertake the organisation, facilitation and technical work required to develop the strategic plan.

3. What to do and how it will be done:

Terms of Reference (ToR) and a Workplan laying out the roles and responsibilities of the SC and Working Groups, the structure and timing of the planning process, the expected outputs at each stage and the participative character of the process should be established. In addition, the expected costs of the activities of the planning process have to be estimated and a budget prepared. Adequate resources need to be found for this budget.

Structure of Step 1



In order to arrive at the outputs mentioned before a number of activities have to be carried out. This slide shows the entire process of Step 1 including both activities and outputs.

The whole process starts with mobilising the required political support for the planning process. Mobilising support entails communicating and gaining acceptance of the need for improved MSWM services amongst key stakeholders and in particular political leaders and senior decision makers. In parallel to this activity, it is extremely important to communicate and gain acceptance of the benefits of undertaking the strategic planning process and by so doing ensure that the process is understood and supported by all key stakeholders.

This support should result in a Memorandum of Understanding (MoU) in which at least the key stakeholders involved officially agree to work together and to undertake the strategic planning process.



Developing a Memorandum of Understanding

- Responsibilities
- Motivation
- Ownership
- Benefits

The MoU is a document in which all the stakeholders involved officially agree to work together and to participate in the strategic planning process. The process of developing a MoU entails the consideration of the following key questions:

Position Who stands where? - Stakeholder responsibilities

It is very important to understand where you as an organisation stand within the planning process and also what is the position of the other actors and organizations. It might be necessary to undertake a detailed stakeholder analysis in order to be able to position the team within the local context. *Training Module 6* on working with stakeholders and participatory planning will provide more detailed discussion on stakeholder analysis and typical roles of the various actors in the planning process.

Why did it start? - Motivation for the Planning Process

In order to have a successful outcome to the planning process it is important to understand:

What is the driving force behind the planning process?

Why are they driving the process i.e. motivating factors?

What are the legal and institutional factors driving the process?

What is the expected outcome of the planning process i.e. who is it expected to benefit?

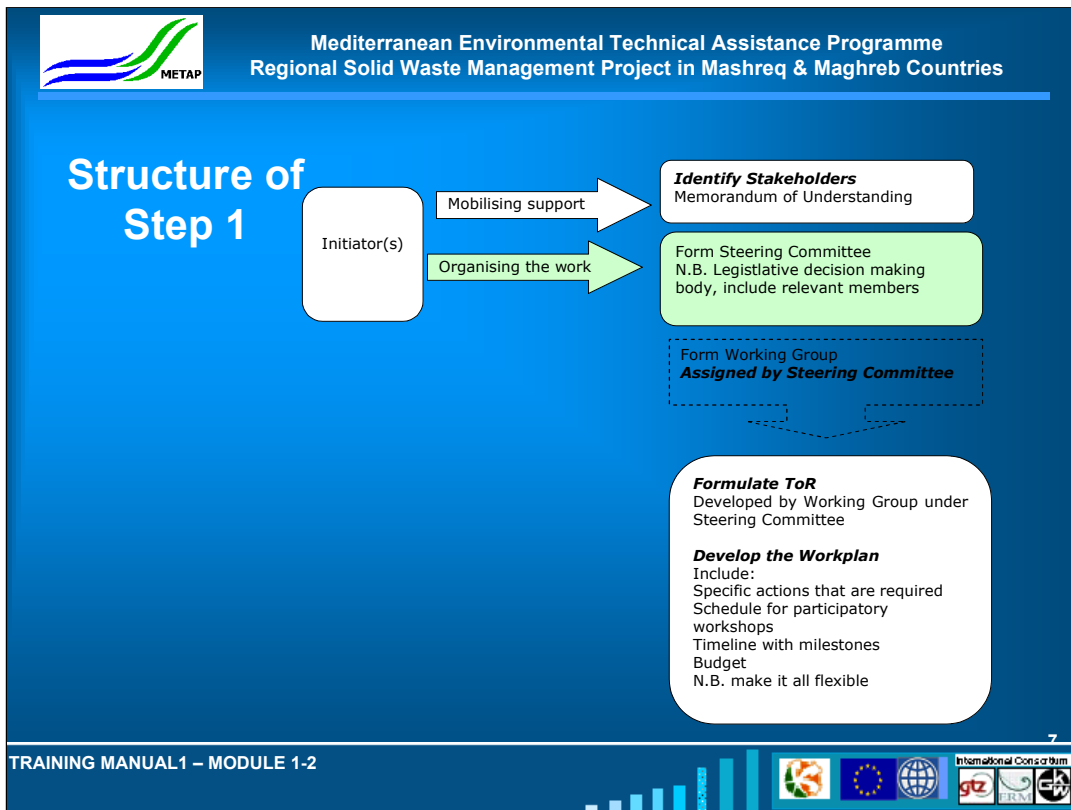
The typical driving force for strategic planning is limited local government resources creating a need to modernise through more efficient and cost-effective municipal solid waste management. Another typical example is public and/or political pressure forcing local authorities to improve MSWM in the city, eg a public lobby against the pollution and nuisance caused by inadequate collection services or an uncontrolled dumpsite (or sites). Those leading the planning process need to feel the need for and benefits of strategic planning, and communicate this to other involved stakeholders.

Who is driving the planning process and who will be involved in its implementation? - Ownership of the Planning Process

It can be assumed that having answered Questions 1 & 2 the initiator and driver of the planning process will have been identified. It can also be expected that the initiator will be committed to and feel ownership for the planning process. However, it will be necessary to generate a wider sense of ownership amongst other stakeholders. Hence it is important to identify who is responsible, involved and/or affected by MSWM and which actors need to be involved/committed. The joint development of the MoU can be used as a tool to promote wider ownership. The public signing of the document at e.g. a local press conference and the official approval of the document by the municipal council also help to cement commitment at the onset.

Value of the MoU - What are the benefits to those signing the MoU? will it do for me?

Before dedicating time and energy to preparing an MoU and using it as an instrument during the planning process it is important to ask what is the added value of developing MoU for the strategic planning process and what are the benefits to the signatories.



A Steering Committee is necessary to direct and guide the Strategic MSWM Planning Initiative. The committee has to be willing to commit to the ISWM approach and the strategic planning methodology. When forming the Steering Committee it is important to establish its legitimacy as a decision-making body in the eyes of the municipal authorities and key stakeholders. The Steering Committee will have to demonstrate its authority as the planning process continues.

Before forming a Steering Committee, it is important to identify whether any stakeholder platforms or working groups (formal or informal entities) have already been established. It may be possible to use these groups as the basis for the Steering Committee expanding to involve other stakeholders as is deemed necessary. It is important for the planning process to be as inclusive as possible, involving all those likely to be critical to securing real improvements on the ground.

It is also of paramount importance that the Steering Committee is perceived as a legitimate decision-making body and has financial means to operate. The Steering Committee will be more effective if they have an official mandate from the local (or regional) authority. It is also important that the Steering Committee does not conflict with existing decision making mechanisms and has sufficient decision-making power. Preferably, the Steering Committee should be comprised of members who have the position, experience and authority to direct the planning process.



Potential SC members

- Chair- senior politician or civil servant
- Local municipal representatives
- Working Group members
- Local officials
- Regulatory agency representatives
- Waste management operators, planners, practitioners
- Private sector representatives
- NGO, CBO representatives
- Woman leaders in MSWM
- Specialist experts
- Representative of external support agency



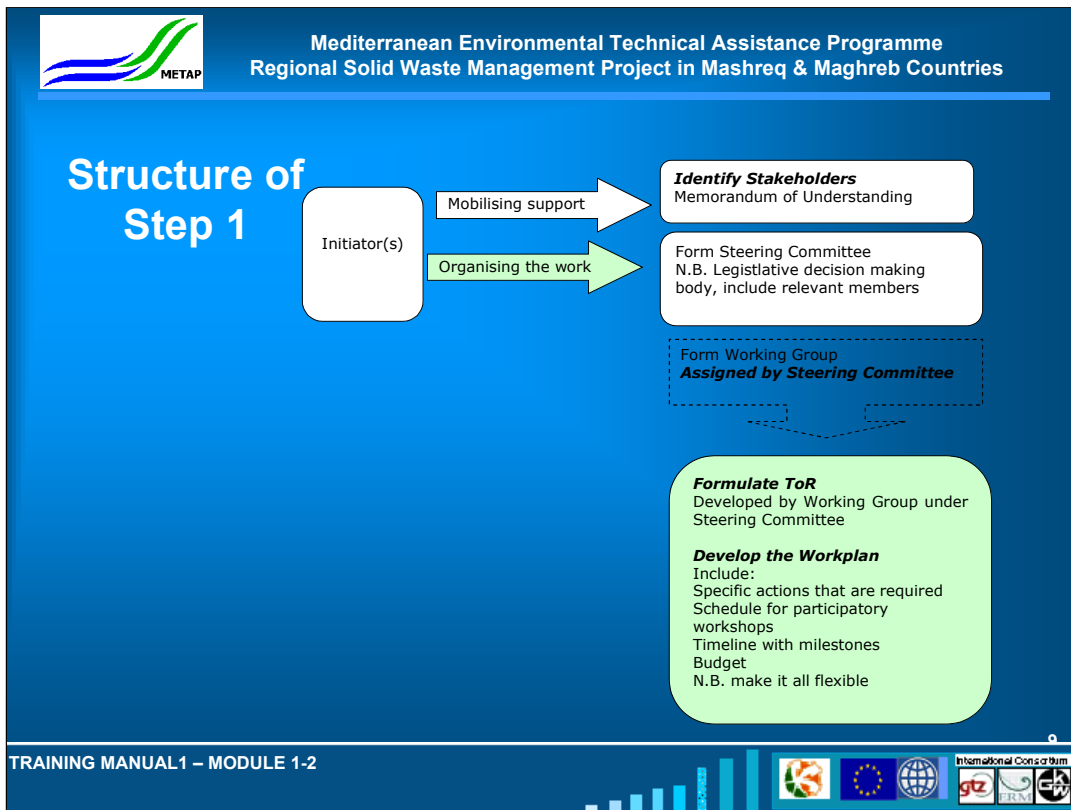
The selection of committee members is crucial to achieving official and wide-spread recognition. In some countries where participatory planning is already well established it may well be possible to include representatives from civil society on the Steering Committee. However, in countries where civil society has yet to develop effective mechanisms to voice their interests it may be more appropriate to look for other ways to incorporate community opinions and concerns into the overall Strategic Plan e.g. community level meetings and surveys/hot spot mapping

Main stakeholders can be identified by undertaking an initial stakeholder identification exercise as laid out in *Annex 1.1 of the Strategic Planning Guide*. This analysis helps to determine the appropriate level and mechanisms for individual stakeholder participation. The slide offers a list of the potential stakeholders that could/should become members of the Steering Committee.

Representatives of key stakeholder groups are then invited to participate in a Preliminary Planning Workshop at which project aims and objectives and methodology are presented and discussed; Terms of Reference outlining the roles and responsibilities of the Steering Committee are agreed; and participation of a representative from each of these stakeholder groups is confirmed. Finally, the planning team presents the results of the Preliminary Planning Workshop including the structure of the proposed Steering Committee to the decision-making body of the Lead Agency for official approval and recognition. Steering Committee meetings are then held at regular intervals through each stage of the planning process.

It is also important that members of the Committee as far as possible have a clear understanding of the existing SWM situation and recognise the need for improvements. Training can be offered to Steering Committee members where there is a need to raise knowledge and understanding.

See *SPG Guide Practical Key Sheet No KS1 04 on Creating an even level in the Steering Committee*.



Once the Steering Committee has been formed, the next activity is to structure the overall initiative. A Working Group established under the Steering Committee can carry out this task.

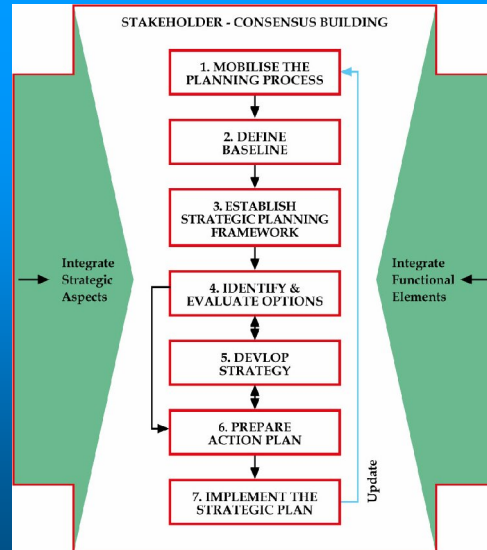
The Working Group is responsible for guiding the day to day activities required for the preparation of the Strategic MSWM Plan. It must maintain close links with the Steering Committee. Their key role is to translate the requirements of the Steering Committee into practical measures for action, while at the same time informing the Steering Committee on progress and emerging key issues.

The planning process should have at the very minimum a Terms of Reference, a Workplan and a Budget. The Terms of Reference (ToR) should be an action-oriented document, clearly identifying the objectives, scope and requirements of the strategic planning process and outlining stakeholder responsibilities. Based on the requirements of the ToR, the Working Plan sets out the specific actions required along a timeline, and indicates key decision making milestones. The costs of the required activities also have to be budgeted and financed. The Working Plan may need to be adapted during the planning process to reflect emerging priorities and timescales.

Taking into account the participative and consultative nature of the planning process, a workshop programme forms part of the Workplan. This can include: decision-making workshops; consultative meetings; public presentations; and training courses, all tied into the key decision-making points and strategic planning stages

SPG Guide Practical Key Sheet No KS1 04 on Creating an even level in the Steering Committee and Key Sheet No KS1 03 on Forming and strengthening the steering Committee provide more guidance and tools on who to set up the Committee, who should/could be members, how to form Working Groups, what these WG should look at and how to train members to achieve an even level of knowledge etc. Also look into the *Planning Guide under Step 1* for further reference.

Step 2: Define baseline



Step 2 of the Strategic Planning Guide focuses on understanding the baseline situation and current trends. It is clear that each stakeholder involved and/or affected by MSWM has only a partial overview of the existing MSWM situation, that which most directly relates to their specific roles and responsibilities. The baseline document draws together information from written reports, stakeholder interviews and primary data gathering exercises allowing the many partial overviews to be compared and an accepted view of the current situation developed.

This understanding of the current situation helps in the identification of key issues affecting MSWM and gives an insight into the likely future requirements for MSWM. It is important to note that the national, regional and local policies provide the framework in which the Strategic Plan is developed. It is essential, therefore, to ensure that there is a firm understanding of these implications as early as possible in the planning process.

Using the ISWM concept the MSWM system is broken down to consider **actors** e.g. municipal service providers, waste pickers, service users etc; **elements** e.g. waste collection, waste disposal and **aspects** e.g. institutional, technical etc. The ISWM approach involves all the actors (formal and informal) in the analysis of the baseline situation in such a way as to ensure that they reach a shared understanding of existing problems and an agreed set of key issues to be addressed.

One of the goals of an ISWM assessment is to develop an overview of waste flows in the city showing where waste is generated and what happens to it before it is ultimately either re-used or reaches the final disposal site. The assessment also helps to map out the relationships between different stakeholders e.g. between municipal waste department, private waste collectors and service users and to identify key aspects that need to be addressed to bring about sustainable improvements to MSWM e.g. institutional strengthening.

The Working Group should be responsible for overseeing data collection. The proposed data collection methodology may first need to be approved by the Steering Committee and possibly the Lead Agency. Depending upon the size of the city it may also be necessary to enlist the help of other stakeholders such as community volunteers and/or university students in data collection and analysis.



Basic elements of the assessment

- Know your waste
- Know your city and neighbourhoods
- Know your citizens and clients
- Know your waste management activities



The slides shows in more detail the four basic elements of assessing the current situation of SWM in your city.

1. Know your waste.

Source: Who is generating what waste, in what quantities and where?

Composition of waste, Density (weight per m³), Physical and chemical properties of the waste, Suitability of the waste for certain types of treatment.

2. Know your city and relevant neighbourhoods

The physical infrastructure in your city and neighbourhoods should be taken into consideration when selecting waste management systems and technologies e.g. road and traffic conditions; space for waste transfer or temporary storage; layout of neighbourhoods and type of buildings. A database of waste generators can be developed, providing valuable information on the present and potential future customers of the waste management service.

3. Know your citizens and clients of the waste management system.

Understanding their service interests and demands.

Understanding their ability and willingness to co-operate with the services

Understanding their ability and willingness to pay for the services

Understanding their attitude to participating in pilot projects/ trials.

Socio-economic surveys of a representative sample size of the city population can provide useful data and information in these aspects.

4. Know your waste management activities

Identify who is doing what in the current waste management systems (formal and informal actors).

Involve stakeholders in assessing the performance of municipal waste management, waste management performance of enterprises, community groups etc. This can be done, by carrying out a SWOT analysis to explore strengths, weaknesses, opportunities and threats to improved MSWM. Also, time and motion studies can be used to determine, more empirically, the relative efficiency of services in different areas (or indeed from different service providers).

Analysing MSWM in this way allows planners to highlight problems and identify the necessary focus of the final Strategic Plan. More details on how carry out these assessments may be found in the *Strategic Planning Guide* under *Step 2* and its Annexes.



Step 2 outputs

Baseline Study

Key issues to be addressed

There are two main outputs from Step 2 of the planning process:

A **Baseline Study** or audit of MSWM in your City providing an overview of the existing MSWM system. The purpose of the baseline study is to understand existing operations and to predict future requirements.

The Baseline Study must:

Determine waste quantities and composition.

Identify major waste sources and generators.

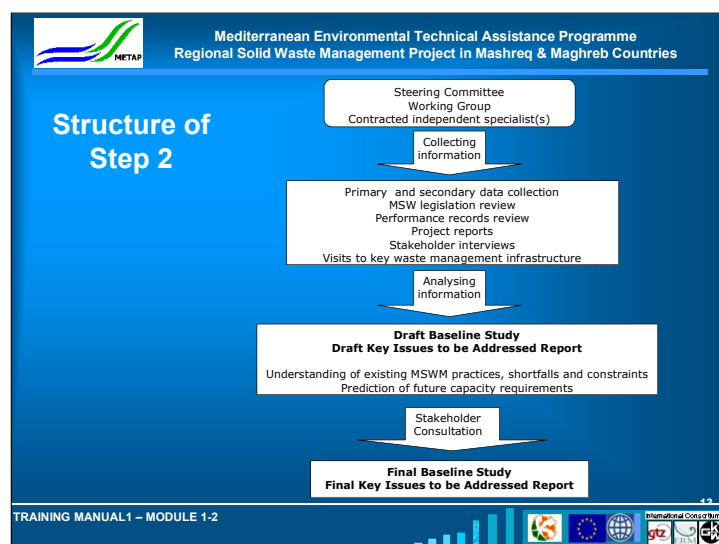
Obtain insights into current waste management practices.

Gain an overview and understanding of the existing institutional, financial and administrative arrangements.

Collect information about the existing legal/policy and socio-cultural setting in which the planning process is to take place.

Determine economic and population growth and hence waste generation and composition trends

A **Key Issues to be Addressed** document, which can be the last section of the Baseline Study or a short stand-alone document.



The main activity in Step 2 is the preparation of the Baseline Study followed by the development of the Key Issues to be addressed in the document. A consultation process for both documents is undertaken before finalising Step 2.

Preparation of the Baseline Study

As mentioned before the purpose of the baseline study is to understand existing operations as well as to predict future requirements.

Understanding existing operations is a very practical activity with both primary and secondary data collection and analysis. In addition to reviewing existing MSWM policies, legislation, performance records and reports, interview a range of stakeholders and visit key waste management infrastructure. Data collection and analysis should include as wide a stakeholder group as possible to help create awareness of the planning process.

Waste management operations can be sub-divided into a number of operating sub-systems or 'building blocks' (i.e. collection, transportation and disposal). Each of these sub-systems will be influenced by management performance (planning, finance, administration etc) as well as the legal, political and socio-cultural context in which it operates. Sub-systems can involve both formal and informal, public and private actors.

An audit of practices in each of these 'building blocks' should be carried out under Step 2. For this audit it is advisable to contract an independent specialist (or team of specialists), to work in close cooperation with the actors involved in each of the sub systems. This helps to ensure that the audit is both comprehensive and objective.

The prediction of future capacity requirements involves understanding and interpreting existing waste quantities and composition, future demographics, socio-economic development trends and future levels of service coverage to develop as accurate a projection of future waste quantities and composition as possible. Useful tools for a survey of waste quantities and composition are provided in *Annex 2.1 and Annex 2.2 of the Strategic Planning Guide*.

Evaluation of waste quantities is a specialised exercise which needs to have a well designed methodology to be statistically valid. Whilst it is impossible to be totally accurate in these predictions, focus should be placed on understanding the waste generation per capita, per household and the overall percentage of waste which is properly collected and disposed.

Prediction of future waste quantities should take into account the effect that increasing economic growth will have on consumption of materials discarded, as well as increasing potential for materials recovery and recycling. Further, it should take into account improvements in service coverage area. A simple and transparent methodology should be used to predict future waste quantities and capacity requirements. A typical methodology is provided in *Section 2.6 of the Strategic Planning Guide*.

Preparation of the Key Issues to be Addressed Document

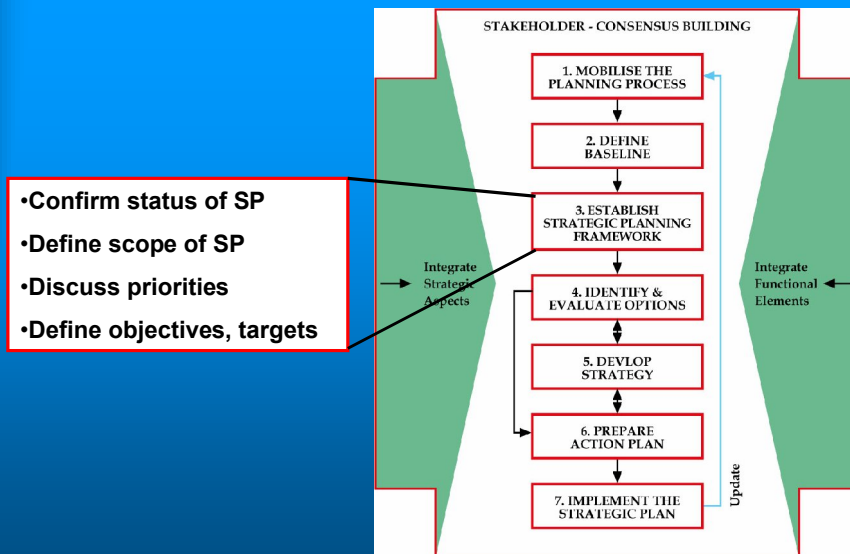
A report on the key issues to be addressed should be prepared to feed into early decision-making on strategic priorities. The objective of the document is to present the key issues on existing practices, management performance and the context in which the system is operated.

The shortfalls and constraints of the system relate to the 6 aspects of the ISWM approach (technical, environmental, social, institutional, financial, political/legal). The document should be as concise as possible. The document should be as concise as possible.

Consultation Process

Both the Baseline Study and the Key Issues to be Addressed documents should be disseminated and discussed as widely as possible. This will help ensure that they are a true reflection of the current MSWM system and that the key issues to be addressed reflect the priorities of all stakeholders affected by or involved in MSWM. This can be achieved by holding a series of consultation meetings with different stakeholder groups the findings of which will feed into the Inception Workshop at the beginning of Step 3.

Step 3: Establishing the Planning Framework



Step 3 of the Strategic Planning Guide is concerned with developing a shared strategic vision on the current and future waste management situation. It provides an important input to Step 5 of the planning process when the final Strategic Plan reflecting the political, institutional and management dynamics influencing municipal solid waste management is developed and agreed.

During Step 3 it is necessary to:

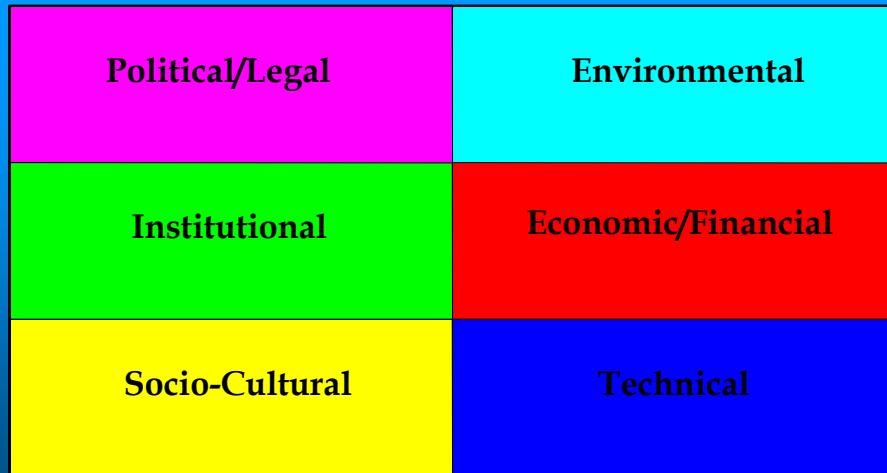
confirm the status of the foreseen Strategic Plan i.e. determine the process that needs to be followed to ensure that it will have official recognition and is fully integrated with other local development plans and strategies;

define the boundaries or scope of the plan i.e. the planning area, planning period and the types of waste to be covered by the plan;

use the 'Key Issues to be Addressed' document as a basis for discussion and agreement of the plan's priority areas; and finally

begin to define key objectives and targets for each of the plan's priority areas.

The Six Aspects of ISWM



The ISWM approach emphasises the integration of waste system elements, aspects and stakeholders. During Step 1 and 2 the importance of involving stakeholders and identifying the key waste system elements were highlighted. During Step 3, the six aspects of ISWM are considered in more detail i.e. Environmental; Political/Legal; Institutional; Socio-cultural; Financial/Economic; and Technical/Performance.

Technical/Performance Aspects – Determining the capacity and quality of the existing waste infrastructure and equipment helps identify the limitations of the current system and determine where improvements need to be made.

Environmental Aspects – Determining the effects of the existing waste management infrastructure and equipment on the environment and public health helps ensure that measures to mitigate these effects are included in the final Strategic Plan. Health surveys of waste workers, scavengers and/or residents in areas with different levels of service can provide an important baseline for decision making and future benchmarking assessments.

Financial/Economic Aspects – Determining the limitations of the current financial system i.e. budget allocation against spending, availability of funds for capital investment, design of cost recovery mechanisms and their performance, financial monitoring and control systems helps identify which areas need to be strengthened and to ensure the eventual implementation of the final Strategic Plan.

Socio-Cultural Aspects – Determining the socio-cultural attitudes of the population towards waste including aspects such as attitudes to waste, gender roles related to waste management both in and outside the home, openness to integrated approaches involving recycling and composting, willingness and ability to pay for improved waste management helps to ensure that the final strategic plan is culturally acceptable to the population and hence will have their support and participation.

Institutional Aspects – Determining the established institutional set-up responsible for planning, operating and monitoring the current waste management system, including organisational structures, methods and procedures helps identify which areas need to be strengthened so as to guarantee the eventual implementation of the final Strategic Plan.

Political/Legal Aspects – Understanding the existing legal and political framework helps to establish the boundaries within which the strategic planning process is taking place i.e. existing waste management policies and strategies and their targets and ensure that the decision-making process fits into this framework.



Step 3 output

The Strategic Planning Framework

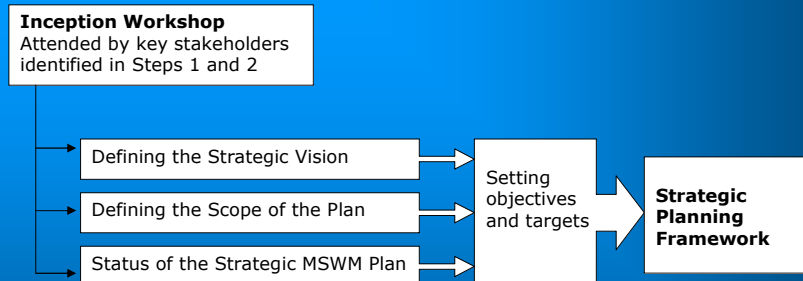


The main output of Step 3 of the Strategic Planning Process is an agreed **Strategic Planning Framework**, which all stakeholders are committed to and with which they feel engaged.

As has been emphasised, the Strategic Plan is designed to address issues over a longer term planning horizon than is common in many countries. This usually means between 10-20 years a period, which allows for the construction and payback of investment in waste management infrastructure and equipment. A period of 2-5 years is established for the Action Plan, with an Immediate Action Plan detailing requirements over the first 1-2 years.

These more detailed documents will follow, the objective at this stage should be to secure agreement across a broad range of stakeholders on the key issues.

Structure of Step 3



This slide puts the activities and outputs of Step 3 in consequential order and shows the structure of developing the planning framework.

A Strategic Plan needs to have a 'vision'. Once the vision has been defined and agreed it will act as a platform on which to build a shared understanding of what needs to be done. This vision can either take the shape of an overall statement of principle for the Strategic MSWM Plan, or be developed in more detail combining:

Why MSWM services need to be improved;

Where you want MSWM services to be in, say, 15-20 years;

How services are to be improved; and

Targets for when services shall reach certain goals.

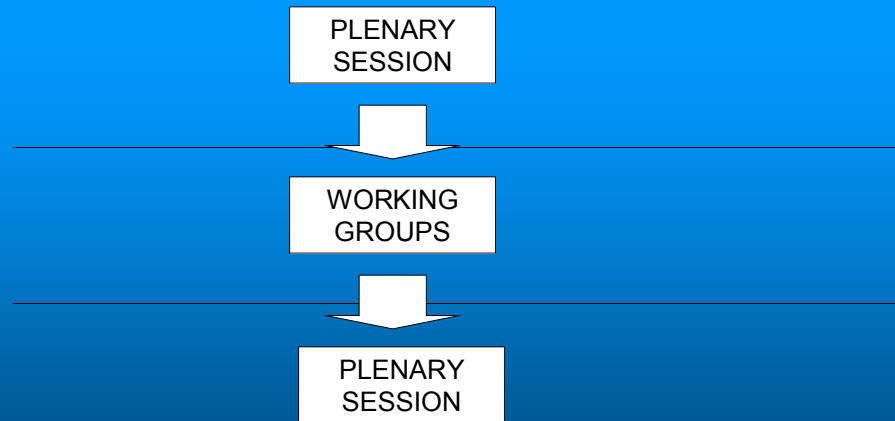
As mentioned before the status of the strategic plan must be confirmed. In other words, official recognition of the Plan must be secured as well as its linkage with other development plans and strategies. The next step is to define the scope of the plan including the planning area, time period and service level. Then once the vision, status and scope have been defined, key objectives and targets for the Strategic MSWM Plan can be established.

Objectives should be defined to cover the main goals of the Strategic Plan, and cover all of the key issues requiring attention.

Targets usually relate to the performance and coverage of MSWM services and, as long as they are realistic, can be an effective tool for driving forward improvements. In some cases, MSWM targets have been established within National Policies or Sector Strategies.

Setting clear objectives and targets at an early stage will provide focus to the remainder of the planning process. The aim should be to establish and agree these broad principles at the Inception Workshop. The appropriateness of targets should be further reviewed during preparation of the Action Plan (Step 6), and adjusted if necessary.

The Inception Workshop



The main activity under Step 3 of the planning process is the Inception Workshop. Many of the stakeholders will already be aware that a planning process is taking place having been involved in either Step 1: Mobilising the Planning Process or Step 2: Defining the Baseline. However, the Inception Workshop represents the first official opportunity for all stakeholders to get together; to be introduced to the objectives of the Strategic Plan, to discuss key issues and agree on the strategic planning framework i.e. vision, status and scope. This Workshop is therefore critical to the success of the overall initiative, as it is in this forum that stakeholder interest and involvement can be secured.

Present and discuss the suggested planning framework structure at the Inception Workshop of Step 3 of the planning process. The planning framework can be used to structure the discussion to:

Agree on the scope of the Strategic Plan that is being developed e.g. planning period, types of wastes covered by the plan, area covered by the plan.

Highlight the requirements of the existing legal and political framework and their potential effect on the planning process e.g. is there a national waste management strategy with specific time bound targets to which the local level plan will need to abide?

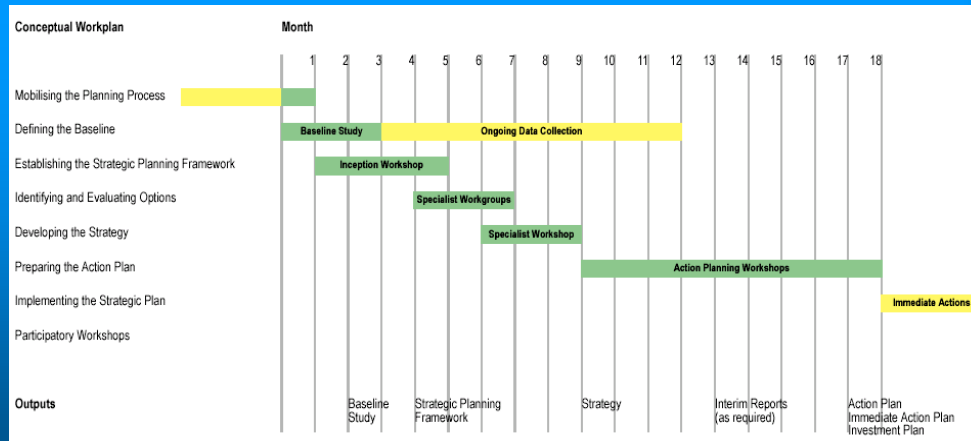
Identify the main components of any strategic plan i.e. Institutional Framework, Collection and Recycling, Treatment and Disposal, Financial Sustainability and Public Education and Participation

During the second phase of the workshop the committee members break into working groups and using the baseline study as a resource document begin to identify problems and priorities under each of the proposed components. Thus the aim of this activity is to adapt the structure to reflect and focus on the local waste management priorities identified during Step 2 of the planning process. These groups return for a plenary session in which the results of their discussions are presented, discussed and adopted

The results of the workshop discussions are used as the basis for the development of the planning framework document. The working group develops the Planning Framework Document.

As mentioned before, the final outcome of the three steps of the Strategic Planning Process is an agreed **Strategic Planning Framework**, which all stakeholders are committed to and with which they feel engaged.

Time plan



In Module 1, a time plan has already been presented showing a typical timing of the activities and outputs of the strategic planning

Going back to this time plan, we can see that Step 1 may take 3-6 months, depending on the ease of mobilising both political support and funding. Of course the time necessary will depend very much on the cultural and organisational conditions in each municipality. If support from an external support agency (ESA) for facilitators/consultants, and for a subsequent investment project to implement the Action Plan, is sought, then it may take up to a year.

Depending on the availability of existing information and the complexity of the existing system/study area, the Baseline study (Step 2) can take anything from one to three months. Data will need to continue to be collected at regular intervals over a period of 6-9 months to account for seasonal variations.

Finally, Step 3 should take between one to two months. The Inception Workshop provides the venue for discussing and agreeing the Strategic Planning Framework. Research on framework issues (such as other development plans, national policy requirements etc) should be carried out as an input to the Workshop.

The amount of time needed to mobilise the planning process should not be underestimated. It is important to ensure that there is sufficient time available to reach an agreed consensus on the strategy and properly address these issues in the Action Plan.