

# A REVIEW OF CITY DEVELOPMENT STRATEGIES SUCCESS FACTORS

**S. Mostafa RASOOLIMANESH**

*Universiti Sains Malaysia, 11800, Penang, Malaysia  
rasooli1352@yahoo.com*

**Nurwati BADARULZAMAN**

*Universiti Sains Malaysia, 11800, Penang, Malaysia  
nurwati@usm.my*

**Mastura JAAFAR**

*Universiti Sains Malaysia, 11800, Penang, Malaysia  
masturaj@usm.my*

## **Abstract**

City development strategies (CDS) have been employed by more than 200 cities worldwide to cope with the challenges of the 21st century. Globalization, decentralization, and rapid population growth have brought about new conditions in cities and have thus entailed the need for a new approach to planning. International agencies propose CDS to enable cities to adapt to these new conditions. However, the worldwide use of CDS shows different levels of success, so an understanding of CDS success factors is important. By reviewing CDS literature, this paper aims to illustrate CDS success factors in order to develop and recommend successful CDS. It systematically reviews existing literature to highlight the success factors, particularly process success factors.

**Keywords:** City Development Strategies (CDS), Strategic Urban Planning, Success Factors, CDS Success Factors, Process Success Factors.

## **1. INTRODUCTION**

The pace of changes in cities around the world has become rapid, so at times, planners cannot adequately cope with these changes (UN-Habitat, 2007). Therefore, the strategy of urban planning in coping with these challenges and in adopting new priorities should be changed to a strategic urban planning (SUP) approach; older and conventional approaches such as the use of “master plans” are no longer flexible in addressing the challenges of the 21st century (UN-Habitat, 2007, UN-Habitat, 2009). SUP is a new approach to plan for the future, and it has been applied by local governments to cope with rapid economic, social, and environmental challenges. This approach calls for a greater focus on

decentralization, globalization, and sustainable development (Kabir, 2007, Halla, 2007, Graaf & Dewulf, 2010).

City development strategies (CDS) refer to a strategic planning approach in preparing plans for cities so that they can cope well with urban challenges. This approach has been adopted by more than 200 cities worldwide. CDS is a participatory approach in which local stakeholders are involved in setting a vision based on an analysis of their city's perspectives and in implementing such vision for their city through partnership-based approaches. CDS emphasizes on strategic formulation, implementation, and evaluation (Kim, 2002, Rasoolimanesh et al., 2011).

However, experiences on the use of CDS around the world demonstrate different success levels based on the components of CDS and the conditions of the cities involved. Cities apply CDS to confront challenges, achieve their goals, and attain success. Therefore, improvement in cities' success level is a critical measure to evaluate the success of CDS. This research aims to investigate the success factors of CDS that cities can use to increase their level of success. These success factors are determined after a review and analysis of several documents from local governments, international agencies, and scholarly work. This study applies systematic literature survey and analysis and synthesis of the results in order to identify the success factors of CDS. It also highlights process success factors that can be employed regardless of cities' specific CDS objectives and that can be generally applied in a wide range of CDS to ensure success.

## 2. RESEARCH METHODOLOGY

This research surveyed existing literature to illustrate and clarify the success factors of CDS. However, only a few scholarly papers that discuss CDS and its success factors are available. With this limitation, the current work also reviewed several documents and reports produced by international agencies such as the World Bank, Cities Alliance, UN-Habitat, ADB and also local governments on the topic. The document produced by these international agencies are valid and important, because CDS was employed by Cities Alliance and its member organizations, such as the World Bank, UN-Habitat, Asian Development Bank (ADB), and others, and has presently been adopted by 200 cities around the world. The definition of CDS was initiated by the World Bank and has been continued by the Cities Alliance's definition in the developing countries. (Rasoolimanesh et al., 2012)

This literature survey focused on documents that explain and mention lessons about success or those that indicate success factors particularly process success factors. The literature review was done systematically in that clear and precise criteria were used to evaluate and synthesize pertinent literature.

### 3. REVIEW OF LITERATURE

#### 3.1. *City Development Strategies (CDS)*

The practice of CDS can be traced back to neoliberal ideology. Neoliberal ideology was a major rallying point in the 1990s, which is focused on a competitive and unregulated market. This doctrine, which was developed by several international agencies such as the World Bank, was transferred to developing countries through various structural forms and programs (Brenner & Theodore, 2002). Therefore, liberalization of economies, as well as decentralization of government, has become a major feature of development policies, especially in developing countries (Cities Alliance, 2000). The earliest CDS funded by the World Bank were applied in Indonesia, the Philippines, Thailand, Vietnam, and China. The first phase of CDS was influenced by the World Bank's Urban Strategy paper and focused on four key themes: "Livability," "Competitiveness," "Bankability," and "Good Governance and Management." Hence, many CDS in the late 1990s were prepared based on these perspectives. These themes emphasized economic development and growth, and were supported by the work of Michael Porter on urban competitiveness (1995) in order to respond to the economic development priorities of the World Bank (Cities Alliance, 2000). However, some contradictions against neoliberalism ideology and practice inevitably emerged; neoliberal ideology states that a competitive and self-regulated market results in optimal resource allocation, but practical evidence reveals a few cases of market failure, social polarization, and rough development forms at spatial scales (Brenner & Theodore, 2002). Nevertheless, Cities Alliance promoted the CDS approach to help cities respond to the challenges of globalization and decentralization through a focus on the poor; the ultimate goal was to achieve good social and economic conditions for all citizens (Cities Alliance, 2000). The second stage in CDS preparation, especially after Cities Alliance was established in 1999, hence focused on poverty reduction and alleviation, as well as economic and social development. Some cities also emphasized improvement in local governance, sustainable development, and the Millennium Development Goals, among others (ECON & CLG, UTS, 2005). However, Cities Alliance (2006a) in developing countries underwent a second trend to establish CDS. This new trend promoted city competitiveness with the aim to achieve economic growth. Experiences have demonstrated that a complete understanding of local economic conditions and the capacity to identify a city's competitive advantages are the basic steps to develop effective strategies for the promotion of economic resurgence. Thus, more than 200 cities, especially those in developing countries, have applied CDS to recreate themselves.

CDS focuses on improved urban governance, financial responsibility, and the establishment of clear priorities for action and investments through comprehensive action plans. The development strategies

are based on an assessment of each city's economic growth prospects and are aimed at enhancing overall competitiveness (Mukhija, 2006).

"A CDS focuses on the process of change, highlights urban dynamics and opportunities, and adopts a flexible strategy for responding to economic realities within a competitive environment. It also helps to build stakeholder capacity to manage a city more efficiently and to encourage and attract businesses in national and global markets. It does this by encouraging stakeholder participation and empowerment. Thinking about the future within a CDS framework often changes the way that a city is managed and planned." (ADB, 2004, P.5)

CDS is planned by local stakeholders, as they formulate a vision for their city through a participatory process (Rasoolimanesh et. al, 2011b). The process of planning involves analyzing the city's perspectives for development, recognizing priorities for investment and development, and implementing the developed vision through partnership-based approaches (Kim, 2002). Developing cities, especially those with limited financial and human resources and are in a competitive and unpredictable economic environment, need this approach in order to achieve their objectives. Capital only flows to cities that are in a good position to attract capital. Effective CDS can attract capital and result in the wise use of resources (Cities Alliance, 2006a).

The content of CDS differs significantly between developed and developing cities. The conditions in developing cities differ from those of very poor cities, such as cities in sub-Saharan Africa, from those of transitional-economy cities, such as Prague and Sofia, and from those of soon-to-be-rich cities, such as Chengdu, China (Cities Alliance, 2006b).

CDS assume different themes and contents depending on location, context, and the players involved (Rasoolimanesh, et al., 2011a). In summary, CDS can be described through five criteria: i) CDS process and products belong to the city, ii) CDS have a long-term vision but follow a short-term action plan, iii) CDS involve a participatory process, iv) CDS product is strategic and flexible, not static like a master plan, and v) CDS present new ways to think and plan about a city's future (Cities Alliance, 2002).

### **3.2. CDS Success Factors**

The meaning of success is vague. In this research, success is the implementation of a plan and the achievement of the set goals and visions. It can be measured with regard to what a plan tries to attain, such as the products and goals involved. Therefore, success can be measured only after performance. However, previous experiences on strategic plans posed some lessons that can increase success with strategic plans. A plan will only be successful if it considers different success factors in the process of

planning. Achieving a balance between objectives and practical feasibility, as well as the participation of key stakeholders, is required for success. The participation of key stakeholders is critical because stakeholders dominate the necessary resources required for effective implementation (Graaf, Dewulf, 2010). Success factors should be considered during planning to ensure that the transformation from strategic formulation to implementation will be successful; only then could success be achieved (Brayson, 2004).

According to Thompson, Fulmer and Strickland (1990), Mintzberg (1994), and Steinberg (2005), a successful strategic plan, as well as good strategic analysis and formulation, can be achieved by the participation and consensus of key actors and stakeholders, the implementation of an institutional framework to establish a transparent relationship between municipal budget and strategic formulation, and the improvement in the capacity of both government and citizens.

Steinberg (2005, p.89 ) discussed the experiences of nine cities in Latin America and identified five factors for a successful strategic planning: “(i) the political will of mayors and other local authorities; (ii) the institutional framework of key actors; (iii) the thematic focuses; (iv) the participatory and technical processes applied; and (v) the technical capacity of those involved”.

Basing from USP in Tanzania, Halla (2007, p.139) explained four key elements behind a successful strategic planning:“(i) Establishing city-stakeholders’ consensus on and commitment to the planning process (ii) Putting in place a strong and diverse coordinating or steering or implementing Team (iii) Providing technical backstopping advice to the Team (iv) Mobilizing adequate resources for preparation and implementation of the planning outputs.”

The CDS is a specific strategic plan that proposed by international agencies to cope with new urban challenges in developing countries. However there is a few scholarly works to understand CDS success factors to apply successful CDS.

GHK’s (2000) report reviewed the first CDS in developing countries, such as Bandung, Indonesia; Johannesburg, South Africa; Cali, Colombia; Kampala, Uganda; Colombo, Sri Lanka; Lapu-Lapu, Philippines; Coimbatore, India; Olongapo, Philippines; Haiphong, Vietnam; and San Fernando, Philippines. This report is the first evaluation of CDS in developing countries, and it presented the following crucial success factors in the implementation of CDS:

- Consensus of stakeholders on reform
- Participation of beneficiaries
- Effective leadership

- Institutionalization of CDS
- Suitable analytical tools and capacity
- Supportive national policy
- Financial recourses
- Suitable monitoring and evaluation system
- Long-term partnership

In addition, UN-HABITAT (2002) assessed the CDS of seven cities of the developing countries namely Bamako (Mali); Colombo (Sri Lanka); Cuenca (Ecuador); Johannesburg (South Africa); Santo Andre (Brazil); Shenyang (China) and Tunis (Tunisia). These CDSs have been funded by UN-HABITAT/Urban Management Program. In this evaluation, UN-HABITAT declared the differences between CDS process and products in each city, and presented some key lessons to achieve successful CDS as follows:

- A CDS is focused on the pro-poor from early on
- Local economic development should include poverty reduction measures
- A CDS process is driven by municipal governments
- A CDS is locally 'owned'
- A CDS process has a local 'champion',
- Organized stakeholder groups are available in the city
- A CDS cycle should relate to the context of nature of local government.
- A CDS process should present concrete results at the earliest possible stage.
- A CDS should capitalize on initiatives available in cities.
- Action plans should be realistic and incorporate a shared future vision that will improve quality of life
- Available local resources to implement action plans,

Cities Alliance, which is an international agency that has supported and established many CDS around the world, identified in its annual reports the following factors for the achievement of successful CDS (Cities Alliance, 2005):

- The CDS process should be localized and should be based on the conditions and the unique structure of the city involved,
- The participation of stakeholders in the entire process, as well as the allotment of necessary budget, is necessary,

- The linkage among strategic formulation, budgeting, implementation, and measurement of performance should be defined,

Cities Alliance (2009) also addressed several success factors in applying for a successful CDS:

- The need for a CDS should emerge from the city itself,
- Conductive and supportive national framework,
- Effective political and civic leadership,
- Consensus building between all stakeholders particularly politicians and political parties.

### 3.3. CDS Process Success Factors

The reviewed documents presented the success factors of CDS on two categories: product and process. Product success factors mostly concern the objectives and goals of CDS, whereas process success factors relate to the process of planning. As mentioned earlier, the objectives and goals of CDS are different and vary from one city to another; hence, the validity of product success factors changes in different cities. However, existing literature indicates some universally acceptable success factors regardless of the CDS objectives, which are vital for successful CDS. These success factors are mostly process success factors, which are the focus of the current paper.

TABLE 1 - CDS SUCCESS FACTORS

Success Factors	Researches that mentioned and emphasized Success Factors
Consensus Building	(GHK, 2000; VNG International, 2005; Steinberg, 2005; Wong, Tang, Horen, 2006; Halla, 2007; Cities Alliance, 2002, 2006b, 2009; UN- Habitat, 2009)
Participation of key stakeholders	(Nutt, Backoff, 1987; Vinzant, Vinzant, 1996; GHK, 2000; UN-Habitat, 2002; Steinberg, 2005; Poister, Strieb, 2005; ECON & CLG, UTS, 2005; Cities Alliance, 2005; Wong, Tang, Horen, 2006; Berry, 2007; UN- Habitat, 2007; de Graaf, Dewulf, 2010)
Ownership	(UN-Habitat, 2002; ECON & CLG, UTS, 2005)
Financial resources and innovative finance	(Nutt, Backoff, 1987; Vinzant, Vinzant, 1996; GHK, 2000; UN-Habitat, 2002; Poister, Strieb, 2005; ECON & CLG, UTS, 2005; VNG International, 2005; Cities Alliance, 2006b)
Institutionalization	(GHK, 2000; UN-Habitat, 2002; Steinberg, 2005; Poister, Strieb, 2005; ECON & CLG, UTS, 2005; Cities Alliance, 2005; Wong, Tang, Horen, 2006; Cities Alliance, 2006b; Cities Alliance, 2009; McBain, Smith, 2010)
Leadership	(GHK, 2000; UN-Habitat, 2002; VNG International, 2005; Berry, 2007; Watson, 2009; Cities Alliance, 2009)
Capacity building	(UN-Habitat, 2002; ECON & CLG, UTS, 2005; VNG International, 2005; Berry, 2007; Watson, 2009; Cities Alliance, 2009)
Early Success	(GHK, 2000; UN- Habitat, 2002)
Supportive national policy	(GHK, 2000; Cities Alliance, 2009)
Suitable Monitoring and Evaluation system	(GHK, 2000)
Capitalize on existing initiatives in cities	(UN- Habitat, 2002; Cities Alliance, 2005)

Table 1 shows the success factors of CDS regardless of the CDS objectives. These success factors are based on experiences on CDS in both developed and developing countries for the past two decades.

#### 4. DISCUSSION AND RESULTS

This section explains the above-mentioned CDS process success factors. These success factors were identified based on the analysis of the literature review. This section synthesizes and finalizes the findings of our research.

##### 4.1. *Consensus Building*

In urban planning, consensus building is based on theories of interest-based negotiation, mediation, and alternative dispute resolution (Innes, 2004). Consensus building can bring together all stakeholders such as citizens, local government leaders and staff, and local agencies in making decisions. This event is very critical in the implementation of a plan, especially in a fragmented government, where responsibility is vested on local players (Innes, 1996).

Consensus building among stakeholders during planning is necessary for the success of CDS (Cities Alliance, 2002). "Consensus building has emerged parallel to the idea of "communicative rationality," drawn largely from Habermas (1984), developed by Dryzek (1990, 356) for policymaking (heal so calls it "discursive democracy"), and applied to planning by Forester (1989); Sager (1994), and Innes (1995), among others" (Innes, 1996, p.461). Consensus building is an approach to group thinking that gathers all stakeholders for a face-to-face discussion on a varied range of views with regard to a problem or a public interest. When the group discusses interests, it makes decisions that are agreeable to it as a group (Innes, 1996).

Many reports by local governments and international agencies about CDS emphasize the role of consensus building in the successful implementation of CDS. From the outset, Cities Alliance has emphasized on the importance of consensus building by defining a shared vision and by establishing CDS with the use of transparent approaches for action and investment (Cities Alliance, 2005). Successful CDS entail the coordination of all relevant sectors, such as communities, the civil society, and both private and public sectors (Cities Alliance, 2006b).

The achievement of consensus among broad groups of stakeholders rather than a small group of experts is a key factor during planning (UN-Habitat, 2009). According to the Tanzanian strategic plan, building city stakeholders' consensus is one of the critical aspects in a participatory strategic plan (Halla, 2007). The Cali CDS is an example of a successful implementation of CDS. It capitalized on trust and



consensus among stakeholders, the local government, and the municipal government; hence, consensus and a trusting environment should be developed to achieve success (GHK, 2000). From these reports, consensus building is therefore important in the success of CDS.

However, consensus building does not mean 100 percent agreement. The achievement of complete consensus entails cosmetic participatory processes; on average, 80 percent to 90 percent consensus is enough, but stakeholders with major interests should be involved in planning (Cities Alliance, 2006b, Innes, 2004).

Several necessary conditions and process criteria to build a successful consensus are shown in Table 2. These conditions and criteria were taken from the works of Innes (2004) and Innes and Booher (1999, 2010), which included 20 years' data on consensus building.

From the items and conditions presented, an effective consensus building model can be developed. These conditions are considered in the preparation of CDS, so we can be sure that if consensus among stakeholders is achieved, the plan will be implemented successfully.

TABLE 2 - THE ELEMENTS AND CRITERIA OF CONSENSUS BUILDING

Innes & Booher , 1999	Innes , 2004	Innes & Booher, 2010
1. Includes representatives of all relevant interests. 2. Is driven by a purpose and task that are real and practical, 3. Is self-organizing, allowing participants to decide on ground rules, 4. Engages participants, keeping them at the table, 5. Encourages challenges to the status quo. 6. Incorporates high-quality information 7. Seeks consensus only after discussions	1. Inclusion of a full range of stakeholders; 2. A task that is meaningful to the participants; 3. Participants who set their own ground rules; 4. A process that begins with mutual understanding of interests; 5. A dialogue where all are heard; 6. A self-organizing process unconstrained by conveners in its time or content; 7. Information that is accessible;	1. Diversity of interests: Inclusion of all agents who have power and who have been affected by outcomes of the process.  2. Interdependence of interests: The agents must depend on a significant degree on the other agents in a mutual way.  3. Authentic dialogue: The agents must engage with each other on a shared task in a deliberation.

From data of two decades on consensus building experiences, Innes and Booher (2010) presented a descriptive and normative model called Diversity, Interdependence, and Authentic Dialogue or DIAD. The model has three pillars that indicate the necessary conditions to achieve consensus building. They first mentioned these three pillars in 1999 and 2004.

#### **4.2. Participation of Stakeholders**

SUP literature emphasizes the need for stakeholders' and citizens' participation to ensure successful CDS implementation. Stakeholder participation is the cornerstone of SUP (Halla, 2002; Ogu, 2000,

Graaf, Dewulf, 2010). The lack of stakeholder participation during planning increases conflict during implementation and decreases the chances for the success of plans (Wong et al., 2006). As strategic urban plans, CDS stress the importance of involving all stakeholders in the entire process of developing the CDS. With the participation of all stakeholders, implementation is hoped to be successful (ECON, 2005, Cities Alliance, 2005.) Stakeholder participation changes the notion of “making a plan for the citizens” to “making a plan with the citizens.” Citizen participation can create trust, ownership, and credibility and can ensure successful plan implementation (Innes, 1996, ECON & CLG, UTS, 2005).

However, the participation process should be done and managed carefully, so that it will be acceptable to stakeholders. The literature describes many techniques and approaches to effective stakeholder participation (Steinberg, 2005, Graaf, Dewulf, 2010). However, a review of several papers shows that stakeholder participation based on the applied approach is ambivalent during planning (King et al., 1998, Innes & Booher, 2004). Effective participation can generate trust and social capital (Innes, 2004, King et al., 1998), but conventional participation based on several approaches such as public hearing or survey involving citizens is not effective and generates conflicts (King et al., 1998). Thus, effective citizen participation that can result in consensus is needed (Watson, 2009).

Conventional participation usually happens late, that is, after most issues and decisions have already been made. Authentic participation starts from the early stage of planning and ensures the involvement of all stakeholders (King et al., 1998).

The literature stresses the importance of the effective participation of all stakeholders in a collaborative discussion about all relevant issues and interests. This participation is different from formal consultation and hearing held during some stages of planning. Such participation is a way to tap stakeholders' knowledge and ideas during all stages of planning in order to achieve successful CDS (ECON & CLG, UTS, 2005).

#### **4.3. Ownership**

Ownership points to stakeholders' right to be involved, have control, and decide during decision making and decision taking (UN-Habitat, 2007). The sense of ownership in CDS plays a key role in successful implementation. The involvement of key stakeholders such as local authorities, NGOs, private sectors, and so on in the creation of plans establishes CDS ownership and facilitates trust among stakeholders (Cities Alliance, 2007).

#### **4.4. Financial Resources**

Many scholars and international agencies (Nutt, Backoff, 1987; Vinzant, Vinzant, 1996; GHK, 2000; UN-Habitat, 2002; Poister, Strieb, 2005; ECON & CLG, UTS, 2005; VNG International, 2005) emphasize the importance of finances in the development and implementation of a successful strategic plan and CDS. Successful CDS involve the creation of transparent financial reports that should forecast expected revenues and expenditures, including current and capital spending. Successful practice entails that cities make their plans and financial reports based on low, medium, and high revenue forecasts (Cities Alliance, 2006b). Transparent financial statements are pre-conditions to attracting financing from the private sector and innovative funding, and to gaining access to the capital market (Cities Alliance, 2006b). In other words, cities that want to implement successful CDS should be bankable. Bankability or financial soundness includes “expenditure management,” “revenue mobilizing,” “intergovernmental transfers,” “financial administration,” and “access to credit” (The World Bank, 2000). The financial reports related to CDS should reflect these bases of financial soundness in order to be effective. In short, the financial reports related to CDS should be tied to the municipal budget in order to achieve financial soundness (Cities Alliance, 2006b). The municipal budget details operating or current and capital budget that involves municipal revenues and expenditures for an annual or multi-year period (UN-Habitat, 2009).

#### **4.5. Institutionalization**

The successful implementation of CDS depends on whether a city considers the development of CDS as an essential undertaking (ECON & CLG, UTS, 2005). Institutionalization means “to put the CDS into the day-to-day management of the city and into its cycles for planning and budgeting” (ECON & CLG, UTS, 2005, p.2). The institutionalization of a strategic plan or of CDS and the establishment of essential rules and procedures are vital to adjusting a plan to current conditions, formulating related municipal budget, promoting transparency, ensuring citizen participation, and achieving planned objectives (Steinberg, 2005, Cities Alliance, 2006b). The institutionalization of planning involves two essential methods: positive and normative institutional transformation. By positive, we mean a descriptive and explanatory understanding based on observation and analysis, whereas by normative, we refer to how an institutional structure is deliberately changed and designed (Alexander, 2005). Institutional design refers to the understanding and development of procedures and rules, as well as of the corresponding plan to achieve set objectives. Institutionalization has three major levels. The highest level refers to entire societies and involves the area of governance. The middle level refers to the interest of most planners and comprises the establishment of inter-organizational networks and coordination across

areas. The lowest level is intra-organizational design and is related to an agency's area of knowledge (Alexander, 2005). ECON & CLG, UTS (2005, p. 47) stressed the second level of institutionalization for CDS and elaborated on the institutionalization of CDS, as follows:

- Integrating the CDS into the corporate plans and budgets of those organizations that have accepted responsibility for projects and programs in particular the local government and city administration which will usually need to play a leadership role;
- Establishing and maintaining working partnerships, cooperation and coordination of efforts;
- Linking the activities of different levels or spheres of government ('joined up government');
- Continuing to build the capacity required – whether in terms of enhancing skills, marshalling resources or creating new institutions and processes for planning and implementation;
- Ensuring that the CDS remains highly visible and that all stakeholders and especially the community at large are kept informed about progress.

According to the description of institutionalization by ECON & CLG, UTS (2005) and Alexander (2005), the three success factors mentioned in Table 1, namely, "supportive national policy," "suitable monitoring and evaluation system," and "capitalization on existing initiatives in cities," can be addressed by institutionalization. Early success can also be gained through early efficient project and service implementation (i.e., prioritizing projects and budget). Therefore, these success factors can be combined with institutionalization and removed from Table 1.

#### **4.6. Leadership**

Leadership is the authority and commitment of all civic leaders in the process of planning. Strong leadership can generate commitment from whole communities to establish CDS (GHK, 2000). According to Sullivan and Sweeting (2005, p. 11), leadership comprises three major core elements:

- Focusing attention on key community priorities. This requires local authorities to demonstrate the capacity to set a strategic direction that is shared with other key stakeholders and to represent community priorities beyond the locality.
- Galvanising a range of actors to contribute to delivering these priorities. This necessitates local authorities generating and/or harnessing sufficient collaborative capacity amongst local stakeholders to secure 'joined-up' action alongside the development of new approaches (innovation) in taking action.

- Involving citizens in the process of priority identification and delivery. Here local authorities must seek out the diversity of citizen 'voices' and include these in decision making as well as stimulating citizen action to help themselves.

Leadership has different definitions based on various clusters of knowledge. However, Fernandez et al. (2010) developed and presented an integrated leadership model. In the public sector, Fernandez et al. (2010, p. 311, 312) developed and tested an integrated approach that includes five leadership roles, which are as follows:

- Task-oriented leadership role include setting and communicating goals and performance standards; planning, directing and coordinating the activities of subordinates; maintaining clear channels of communication; monitoring compliance with procedures and goal achievement; and providing feedback.
- Relations-oriented leadership involves leadership behavior that reflects concern for the welfare of subordinates and a desire to foster good interpersonal relations among organizational members.
- Change-oriented leadership, represents leadership behavior that "is primarily concerned with improving strategic decisions; adapting to change in the environment; increasing flexibility and innovation; making major changes in processes, products, or services; and gaining commitment to the changes" (Yukl, 2002, p. 65).
- Diversity-oriented leadership is the fourth role that makes up integrated leadership. Diversity can generate performance benefits by increasing the quality of decisions.
- Integrity-oriented leadership role represents how public managers operate impose strong demands for legality, fairness, and equitable treatment of stakeholders and service recipients.

#### **4.7. Capacity Building**

Capacity building, according to various scholars and researchers, can be discussed in different stages. Cities Alliance (2009) defined technical and institutional capacity building as the pre-conditions to fill the gap between planning and implementation. The capacity of local officials and trained staff is necessary for a successful plan (VNG Int. 2005, Cities Alliance, 2009). ECON & CLG, UTS (2005) also indicated that capacity building is a pre-condition criterion for Cities Alliance to select and finance cities that will establish CDS. Therefore, capacity building should be done before planning. The second idea considers institutional and technical capacity as part of planning in order for the plans to succeed (ECON & CLG,

UTS, 2005, Steinberg, 2005, Watson, 2009). Capacity building activities such as training and improvement of skills and of technical capacity are vital in planning. The elements of institutional capacity building should be considered to increase the capability of local authorities to guarantee the successful implementation of CDS (Wong et al., 2006, UN-Habitat, 2002). The third idea addresses capacity building as an outcome of CDS, which means that capacity building is the main reason why CDS are established, and the components of capacity building must be addressed in the plans (ECON & CLG, UTS, 2005, UN-Habitat, 2002). Therefore, capacity building must be observed and present in all three planning stages: before planning, during planning, and after planning. From the review of the literature, capacity building is addressed through the development of core skills in various areas, such as leadership, participatory planning, finance, and so on. These skills are improved by training (Aijaz, 2010). Hence, capacity building must be done in various areas before and after planning in order to attain successful CDS.

## 5. CONCLUSIONS

Cities around the world continuously face challenges and changes, especially those in developing countries, so they need new approaches to cope with these challenges and developments. The nature of urban planning has changed, as it now tends toward the use of strategic approaches. CDS are important steps that have been followed by international agencies to improve the conditions of developing cities. However, the level of success is very different across cities with different levels of development. This research focuses on the process success factors of CDS which, when considered, can result in successful implementation. The review of the literature showed two groups of success factors, and one of them is interrelated with CDS objectives. This group is not generally valid for all purposes because different CDS have different objectives. However, the review and analysis of related works demonstrate several success factors regardless of CDS objectives. This paper highlights these success factors namely process success factors, which can be applied on a wide range of CDS. This paper elucidates the meaning and concept of these success factors. These success factors can apply as a guideline to address successful CDS.

## REFERENCES

- Aijaz, R. (2010). Capacity building of municipal functionaries for good governance in Uttarakhand, India. *Habitat International*, 34, 386-391.
- Alexander, E. R. (2005). Institutional Transformation and Planning: From Institutionalization theory to Institutional Design *Planning Theory*, 4(3), 209-223.

- Asian Development Bank(ADB). (2004). *CITY DEVELOPMENT STRATEGIES TO REDUCE POVERTY*. Manila: Asian Development Bank.
- Brenner, N., & Theodore, N. (2002). Cities and the Geographies of " Actually Exiting Neoliberalism". In *Antipode*. Oxford, Malden: Blackwell.
- Bryson, J. (1995). *Strategic Planning for Public and Nonprofit Organizations*. San Francisco: Jossey-Bass Publishers.
- Bryson, J. (2004). *Strategic planning for public and nonprofit organizations: A guide to strengthening and sustaining organizational achievement (3rd ed.)*. San Francisco: Jossey-Bass.
- Cities Alliance. (2000). *Making Cities Work for All: Global Action Plan for City Development Strategies* from <http://www.citiesalliance.com>
- Cities Alliance. (2002). *Annual Report*. Washington D.C.
- Cities Alliance. (2006a). *Annual Report*. Washington D.C.
- Cities Alliance. (2005). *Annual Report*. Washington D.C.
- Cities Alliance. (2009). *Annual Report :Building Cities and Citizenship* . Washington D.C.
- Cities Alliance. (2006b). *Guide to City Development Strategies: Improving Urban Performance*. Washington D.C.: Cities Alliance.
- ECON, & CLG, U. (2005). *The Impacts of City Development Strategies*. Oslo, Norway, Broadway NSW: ECON Analysis & Centre for Local Government, University of Technology, Sydney
- Fernandez, S., Cho, Y. J., & Perry, J. L. (2010). Exploring the link between integrated leadership and public sector performance. *The Leadership Quarterly*, 21, 308-323.
- GHK. (2000). *City Development Strategies (CDSs) Taking Stock and Signposting the Way Forward A Discussion Report for DFID (UK) and the World Bank*. London: the GHK Group of Companies (UK)
- Graaf, R. S. d., & Dewulf, G. P. M. R. (2010). Applying the lessons of strategic urban planning learned in the developing world to the Netherlands: A case study of three industrial area development projects. *Habitat International* 34, 471-477.
- Halla, F. (2002). Preparation and implementation of a general planning scheme in Tanzania: Kahama strategic urban development planning framework. *Habitat International*, 26, 281-298.
- Halla, F. (2007). A SWOT analysis of strategic urban development planning: The case of Dares Salaam city in Tanzania. *Habitat International*, 31, 130-142.
- Innes, J. (1996). Planning through consensus building: A new view of the comprehensive planning ideal. *Journal of the American Planning Association*, 62(4), 460-472.
- Innes, J. E. (2004). Consensus Building: Clarifications for the Critics. *Planning Theory* 3(5), 5-20.

- Innes, J. E., & Booher, D. E. (1999). Consensus building and complex adaptive systems: A framework for evaluating collaborative planning. *Journal of the American Planning Association*, 65(4), 412-423.
- Innes, J. E., & Booher, D. E. (2010). *planning with Complexity : An Introduction to collaborative rationality for public policy* (Vol. first). New York: Taylor & Francis Group.
- Kabir, S. M. H. (2007). Strategic Planning in Municipal Government: the Case of City of Ottawa. *Canadian Social Science*, 3(5), 5-14.
- Kim, K.-H. (2002). *China CDS Performance Indicators: Final Report*: UN Habitat-Fukuoka Office
- King, C. S., Feltey, K. M., & Susel, B. O. N. (1998). The Question of Participation: Toward Authentic Public Participation in Public Administration. *Public Administration Review*, 58(4), 317-329.
- Mintzberg, H. (1994). *The Fall and Rise of Strategic Planning*. Washington D.C.: Prentice Hall.
- Mukhija, V. (2006). Viewpoint Challenges for international development Planning: Preliminary lessons from the case of the Cities Alliance. *Cities*, 23(1), 56-62.
- Nutt, P. C., & Backoff, R. W. (1987). A Strategic Management Process for Public and Third-Sector Organizations. *Journal of the American Planning Association*, 53(1), 44-57.
- Poister, T. H., & Streib, G. (2005). Elements of Strategic Planning and Management in Municipal Government: Status after Two Decades. *Public Administration Review* 65(1), 45-56.
- Porter, M. (1995). The competitive advantage of the inner city. *Harvard Business Review*, 73(3), 55-71.
- Rasoolimanesh, S. M., Badarulzaman, N., & Jaafar, M. (2011a). Achievement to Sustainable Urban Development using City Development Strategies: A Comparison between Cities Alliance and the World Bank definitions. *Journal of Sustainable Development*, 4(5), 151-166.
- Rasoolimanesh, S. M., Badarulzaman, N., & Jafaar, M. (2011b). City Development Strategies (CDS) Contribution Toward Sustainable Urban Development in Developing Countries. *Planning Malaysia*, 9, 1-18.
- Rasoolimanesh, S. M., Badarulzaman, N., & Jaafar, M. (2012). City Development Strategies (CDS) and Sustainable Urbanization in Developing World. *Procedia - Social and Behavioural Sciences* 36, 623-631.
- Steinberg, F. (2005). Strategic urban planning in Latin America: experiences of building and managing the future. *Habitat International* 29 (2005) 69–93, 29, 69-93.
- Sullivan, H., & Sweeting, D. (2005). *Meta-Evaluation of the Local Government Modernization Agenda: Progress Report on Community Leadership and Local Government*.
- Thompson A. A., Fulmer W. E., & Strickland A. J. (1990). *Readings in Strategic Management*. Boston: BPI.
- UN-Habitat. (2002). *CITY DEVELOPMENT STRATEGIES :Lessons From UMP/UN-HABITAT Experiences*. Nairobi: UN-HABITAT.



- UN-Habitat. (2007). *Forced Evictions – Towards Solutions? Second Report of the Advisory Group on Forced Evictions to the Executive Director of UN-HABITAT*. Nairobi: Advisory Group on Forced Evictions (AGFE).
- UN-Habitat. (2009). *Global Report on Human Settlements 2009: Planning Sustainable Cities*. London: Earthscan.
- Vinzant, J. C., & Vinzant, D. H. (1999). strategic management spin-offs of the Deming approach. *Journal of Management History (Archive)*, 5(8), 516-531.
- VNG International. (2005). *Strategic Planning in a Local Government Association (LGA) 'Planning supports the translation of strategies into practice; it is the first step towards the effective implementation of strategies*. The Hague: VNG International.
- Watson, V. (2009). The planned city sweeps the poor away. . .': Urban planning and 21st century urbanization. *Progress in Planning* 72, 151-193.
- Wong, S.-W., Tanga, B.-s., & Horen, B. v. (2006). Strategic urban management in China: A case study of Guangzhou Development District. *Habitat International* 30, 645-667.
- World Bank. (2000). *Cities in Transition, World Bank Urban and Local Government Strategy* Washington D.C.: The World Bank.