The Role of CDSs in Sustainable Development in Developing Countries

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1. Introduction

In the developed, developing and transitional cities of the world, on the last couple of decades, global changes in the economy, in institutional structures, in civil society, and in the environment, have had significant impacts on urban areas. (UN-HABITAT 2009) Changes in economic and institutional structures, in the civil society, and in the form and scale of environmental and conflict-related challenges have had strong effects on urban development, and socio-spatial dynamics in urban areas. So the cities are in the middle of dealing with the impact of three major trends: i) globalization, ii) decentralization of responsibilities, and iii) rapid population growth. (Cities Alliance 2005)

Urban planning as a tool for facing up to the unprecedented challenges facing 21st-century cities and for promoting sustainable urban development. Sustainable urban development requires the balance between economic, environmental, and social necessities. For making the balance, Local Agenda 21 (LA21) was proposed at the United Nations Conference on Environment and Development (UNCED) in 1992. LA21 is "an agenda that sets tasks and a vision in order to promote sustainable development at the local level and shows the menu of action" (Nakaguchi 2004, p. 28 cited by Tonami & Mori, 2007). (Tonami & Mori, 2007)

Urban planning is presently looked as a tool that attempt to convert the impact into priorities for enhancing of sustainable urban development with focus on investment, upgrade urban areas, infrastructure and land-use regulation. Planning is also currently looked as a strategic rather than a comprehensive activity. Planning also highlights a developmental movement from the past to the future. This future vision is not just a matter of short-term political practically, but is anticipated to be able to manage a long term scale, especially in infrastructure, environment and quality of life. CDS (City Development Strategies) is a strategic planning approach that in this paper, the role of that in sustainable urban development has been surveyed.

The CDS, supported by the labor of Michael Porter on urban competitiveness (1995), are more responding to the World Bank's economic development priorities (Cities Alliance 2000). Until 2009 more than 200 CDSs had been established and applied in different cities around the world with different degrees of success. (Keivani 2009) City Development Strategies (CDS) through comprehensive action plans focused on improved urban governance, financial responsibility and the foundation of clear priorities for actions and investments. (Mukhija 2006) CDS is a process planed by the local stakeholders to formulate a vision for their city through a participatory process in order to face the global changes in urban area and enhance the urban sustainability. This paper highlights and presents the role of CDS in sustainable urban development based on the indicator of sustainable urbanization and the comparison themes of CDS with them.

2. The concept of sustainable development

In order to define of sustainable urban development, many concepts and definitions have been presented. The terms urban sustainability, and sustainable city apply to the suitable conditions

such as the proper use of resources, protection of the natural environment, least possible use of non-renewable resources, economic growth and variety, community self-confidence, individual welfare, and satisfaction of basic human needs. (Shen et al. 2010) According to the United Nations Sustainable Cities Programme, a sustainable city has a continuing natural resources that its development depends on. A sustainable city sustains a stable security from environmental adventures that may threaten development achievements
(Whitehead 2002), According to Whitehead (2003), "it is asserted that the sustainable city represents an economic space within which the social, economic and ecological contradictions of capitalism are being managed and strategically addressed." whilst sustainable urbanization and sustainable urban development apply to a dynamic process towards the suitable conditions, that in this process is paid attention to environmental, economic, social and governance sustainability as an equal concern.(Shen et al. 2010)

Sustainable development requires the balance between economic, environmental, and social necessities. For making the balance, Local Agenda 21 (LA21) was proposed at the United Nations Conference on Environment and Development (UNCED) in 1992. LA21 is "an agenda that sets tasks and a vision in order to promote sustainable development at the local level and shows the menu of action" (Nakaguchi 2004, p. 28 as cited in Mori 2007). (Mori 2007) According to LA21 sustainability has four dimensions, social, economic, environmental and institutional aspects. (Spangenberg, Pfahl & Deller 2002)

In order to build the sustainable urbanization requires that cities develop their social and economic structure without damaging their natural environment and achieve the correct balance between humans and the natural resources they rely on to live. (Abu-Ghazalah 2008) Achieving this balance can happen with a system that combines personal opinion that can be provided by participation of citizens in this process and scientific knowledge that can be provided by scientific analysis. (Jepson 2001 as cited in Roy 2009) In this system, sustainable urban development can be took into account" as a new large-scale vision to guide the planning agenda for the twenty-first century". (Beatley 1995; Beatley & Manning 1997; Berke & Conroy 2000; Berke 2002; Campbell 1996; Jepson 2004b as cited in Saha & Paterson 2008)

According to the survey of Saha & Petarson (2008) that they reviewed Protney (2003), Jepson (2004) and Conroy (2006) can define four aspects of sustainable urban development as the following:

2.1- Environmentally sustainable urbanization

 A. Energy Efficiency Measures
      1. Alternative energy offered to consumers
      2. Energy conservation effort (other than green building requirements)
      3. Environmental site design regulations
      4. Green building program
      5. Renewable energy use by city government
B. Pollution Prevention and Reduction Measures
      6. Curbside recycling program
      7. Environmental education programs for the community
      8. Green procurement
      9. Water quality protection
C. Open Space and Natural Resource Protection Measures
      10. Environmentally sensitive area protection
      11. Open space preservation program

D. Transportation Planning Measures
  12. Operation of inner-city public transit (buses and/or trains)
  13. Transportation demand management
E. Tracking Progress on Protecting the Environment
  14. Ecological footprint analysis

2.2- Economic sustainable urbanization

A. Smart Growth Measures
  1. Agricultural protection zoning
  2. Brownfield reclamation
  3. Cluster or targeted economic development
  4. Eco-industrial park development
  5. Infill development
  6. Purchase of Development Rights and/or Transfer of Development Rights
  7. Tax incentives for environmentally friendly development
  8. Urban growth boundary and/or urban service boundary
B. Measures Promoting Local Employment/Industries
  9. Business retention programs
  10. Empowerment/enterprise zones
  11. Local business incubator programs

2.3- Social sustainable urbanization

  1. Affordable housing provisions
  2. Daycare services for service sector and low-income employees
  3. Homeless prevention and intervention programs
  4. Inclusionary and incentive zoning
  5. Jobs–housing balance
  6. Living wage ordinance
  7. Mass transit access with local income subsidies
  8. Neighborhood planning
  9. Sustainable food systems or food security programs
  10. Women/minority-oriented business Community Development Corporations (CDCs) and investment programs
  11. Youth opportunity and anti gang programs

2.4- governance and institutional sustainable urbanization

  1. Dispute resolution
  2. Public participation
  3. Regional coordination

That Saha & Petarson emphasized on three aspect, environment, economic and society and in this paper has been taken governance aspect of Convey (2006) that has been cited in Saha & Petarson (2008).

Urban planning is a traditional tool for making balance between different aspects, and it can be an important tool for promoting the interaction among planners and officials and the local community.(Diamantini & Zanon 2000) So urban planning can play a key role in making sustainable urban development. The goal of sustainable urban development is making balance

between four aspects, economic, environmental, social and governance in order to reach to livable, productive and inclusive cities, towns and villages. (UN-HABITAT 2009) Particularly the methods that provide participation of decision-makers and stakeholders and new tools to enable decision-makers to respond adequately.(Malkina-Pykh 2002)

City planning tool direct toward evaluation the social, economic, and environmental impacts of urban policies. It allows for a systematic analysis of the relationship between social, economic, and environmental developments, which enables describing the mutual dependence of city planning and sustainable development at the strategic and operational level. (Rotmansa, Asselta & Vellingab 2000)

So current approaches to planning must change toward strategic planning and find a new role for urban planning in sustainable urban development. Planning for sustainable urbanization, has a key role in planning and promoting future urban and regional sustainability and response to global changes and major trends in the word that affect in cities especially in developing world. The strategic urban planning systems developed over the last decade(s) and often consist of a framework linked with a set of indicators, that they can evaluate the sustainability of city policies. (Rotmansa, Asselta & Vellingab 2000)

3. The concept and definition of CDS

 The CDS, supported by the labor of Michael Porter on urban competitiveness (1995), are more responding to the World Bank's economic development priorities (Cities Alliance 2000). City Development Strategies (CDS) through comprehensive action plans focused on improved urban governance, financial responsibility and the foundation of clear priorities for action and investments. The development strategies are to be based on an assessment of each city's economic growth prospects and are aimed at enhancing its competitiveness and achieving the sustainability. (Mukhija 2006).

As mentioned earlier, the city development strategies approach extracts significantly from Michael Porter's labor that suggests that economic development strategies should be based on the competitive advantage of cities and regions and should have a more active role for the private sector, and less involved role for governments. Many scholars disagree and argue that governments are likely to have a more involved role in successful economic development (Fainstein & Gray 1995; Goldsmith 1995, as cited in Mukhija 2006). Other critics also suggest that governments need to play a more active role to ensure that the jobs that are created are better jobs with higher wages (Schweke, 1995, as cited in Mukhija, 2006)

In order to face to a competitive and unpredictable economic environment, developing world need to take the most effectively measures to use their restricted financial and human resources to achieve objectives. The capital available to any city is also very elastic and only flows to cities that plan their future and can attract and keep them. An effective CDS process can both attract capital and use them effectively .(Cities Alliance 2006a)

CDS is a process planed by the local stakeholders to formulate a vision for their city through a participatory process. This engages viewing and analysis of the city's perspectives for development, the recognition of priorities for investment and development, and implementation of this vision through partnership-based approaches. It is therefore both a process and a content to promote competitiveness, livability, management, and bankability of the respective city. (Kyung-Hwan, 2002) But CDS processes in developing cities differ from developed ones,

and therefore they need different strategic reactions. In addition to, the conditions in developing cities differ mainly, from the condition of very poor cities in Sub-Saharan Africa, through those of transitional-economy cities such as Prague and Sofia, to those of soon-to-be-rich cities such as Chengdu, China. (Cities Alliance 2006b)

Developed cities use CDSs to promote their competitiveness, livability, and so on. Actually, developed cities have a long history in strategic planning to achieve their goals. Although the real content of CDSs will differ enormously between developed and developing cities, there isn't any intrinsic cause that we can't use of the technical processes and products in developed countries for developing countries, the experiences about financial innovation; comparative urban experiences; and knowledge resources can use by developing cities.(Cities Alliance 2006b).

The city development strategy (CDS) funded by the Cities Alliance provides a methodology for mayors, private sectors, and citizens to develop a sustainable vision for their cities and a strategy for achieving it. However, comprehensive approaches to connect the environmental sustainability to economic growth, poverty reduction, and the other urban challenges are not yet conventional in many CDSs (Cities Alliance 2006b).

But based on Cities Alliance (2006a) in developing countries there is a second trend for CDS process that is an increasing focus on enhancing a city's competitiveness, with the aim of empowering and more economic growth. Experiences has presented that a complete comprehending of local economic conditions, and being able to identify a city's competitive advantages, is the basis vital for developing effective strategies to enhance economic resurgence.(Cities Alliance 2007)

CDS takes many forms depending on the location, the context and the players, but in manual CDS, Cities Alliance (2002) in china explained that:
The process of preparing a long-term vision of the city's future, from which is drawn a short-term action plan. The focus of a CDS is on strengthening economic competitiveness, but poverty reduction, environmental, urban structure, infrastructure, and financial aspects are also covered. The process is participative, involving major stakeholders from all segments of society. The product is a development strategy, designed to evolve as implementation proceeds and as the city's competitive position changes.

There are perhaps five defining characteristics:
- The CDS process and product is owned by the city
- A CDS takes a long-term view, but conclude with a action plan;
- There is significant participation of stakeholders in the process,
- The conclusion is strategic in nature and multi discipline;
- The process causes to new methods of thinking about the city's development and its sustainability
- The setting up a sustainable vision for the city and the establishment of a CDS must be the basis of the sustainable development in urban management (Cities Alliance, 2006a).

According to Cities Alliance (2006b): The prime motivation for the instigation of CDSs is the stakeholders' awareness that the current situation is unsatisfactory. Cities have often had dramatic reversals in their fortunes. For example conditions in most Sub-Saharan cities, such as in Harare, Lagos, and Nairobi, are judged unsatisfactory and are often inferior to conditions of the past. This is equally true in many industrialized cities; for example, Glasgow was the second most important industrial city in the British Empire in the Victorian era, but it has degenerated to

the point of becoming dysfunctional and many areas of the city became derelict. But the city is massively reversing its fortunes through a strategic plan to reinvent itself as a cultural and scientific centre.

Shanghai is a similar case. Along with Tokyo, Shanghai was the leading city of East Asia in the early decades of the 20th century, but it was in a state of disrepair and economic malaise by the early 1980s. Subsequently, the national government declared it the Gateway to China. Now, locally driven strategic initiatives, such as the new Pudong CBD, started in 1992, are restoring the city to its former glory. Shanghai is re-emerging as the dominant city of East Asia.
Penang, Malaysia, is another city that successfully remade itself with a well-thought-out strategy for responding quickly to a global market. In the 1970s, it turned itself into one of the most important electronics manufacturing centers in Asia, riding the incipient electronics boom at that time.

In other cases, cities are performing reasonably well but want to reposition themselves to excel. Examples would include Curitiba, Brazil, which is well known for excellence in urban management; Chengdu, China, which is becoming the dominant high-end financial services and electronics centre in western China (Motorola, Intel); and Las Vegas, United States, which constantly repositions itself to reinforce its role as the entertainment capital of the world (Cities Alliance 2006b, p.24).

Until 2009 more than 200 CDSs had been established and applied in different cities around the world with different degrees of success. (Keivani 2009) But a CDS process need to be local, so each city has itself CDS in themes and methodology. (Cities Alliance 2009) In other words foundation of CDS in different cities aren't the same, nevertheless in this paper in order to assess of CDS has been used of basis foundation that define in guideline of Cities Alliance(2006b). This guideline expressed that " the CDSs should sustainably enhance urban performance, measured in terms of: (i) economic growth, linked to improved livelihood opportunities; (ii) poverty prevention and alleviation; and (iii) improved environmental and public health, inclusive of poor and informal urban communities". According this guideline, CDS has five substantive themes and eight methodological steps in a participation process as the following:

The five important themes are:

• Livelihood;

Livelihood covers three areas: (i) the business climate and capacity for creating small-business , the business climate is very different in cities, but cities try to attract investment in a diversity business climate and make a suitable business area to organize small business and business network (ii) urban competitiveness, a CDS should determine a comparative and competitive advantage that and create economic cluster in order to attract investor and achieve economic growth   ; and (iii) human resource development, that has key role to prevent or relieve poverty. It fulfills based on accessing to training, quality of that.

• Environmental sustainability;

Environmental sustainability in CDS process can be brought out designers in three areas: (i) environmental quality such as air & water quality are very important in environmental sustainability; (ii) service delivery including geographical coverage, accessibility and affordability should be sustainable especially in developing countries, this concerns is very significant ; and (iii) energy efficiency that affect in welfare of residents.

• *Spatial form and its infrastructure*;

Urban economic competitiveness and welfare of a city's residents can't be fulfilled without required infrastructures. And spatial form has a key role in urban congestion, energy efficiency accessibility and distribution of services; therefore it can be essential in poverty reduction.

• *Financial resources*;

Financial analysis of a city determines how finance resources need to implement of infrastructures, public facilities and etc. Financial analyses predict and provide prior condition to attract private sector funding, issuing bonds, and financial innovation. Revenue diversity and rising them on one hand and the control of expenditures, cash-flow management on the other hand, and in sum financial planning and budgeting are very important in a CDS.

• *Governance*;

Governance has a key role in CDS, because local government has a close relationship with main decision makers and it can play the role of a catalyst between public and private sectors , civil society and labor market and it can decrease negative effects in low-income and vulnerable people. (Cities Alliance 2006b)

The eight building blocks of the CDS process according to Cities Alliance (2006b) are:

- • Initiating the process;
- • Establishing the initial parameters and the scope of the CDS;
- • Making an initial assessment;
- • Formulating a vision;
- • Identifying strengths–weaknesses– opportunities–threats (SWOT analysis);
- • Setting strategic thrusts;
- • Building awareness;
- • Starting the implementation

4. CDS in comparing with urban sustainable development

 The definitions and concepts of CDS and sustainable urban development describe as above, in section 3 was expressed about themes and building blocks of CDS, that themes present the content of CDS and building blocks show methodology that conduct us to a CDS. In section 4 has been compared the content of CDS(themes) to aspects of sustainable urban development in order to identify the effect and role of CDS in sustainable urbanization.(See Table1). In Table 1, themes of CDS, including Livelihood, *Environmental sustainability, Spatial form and its infrastructure, Financial resources, and* Governance compare to aspects of urban sustainable development. In every indicator of aspects of sustainable urban development has been searched the themes of CDS, and synoptic elements has been marked. In the environmental sustainable urbanization aspect, 12 indicators of 14 indicators, in economic sustainable urbanization, and in governance all of indicators of the sustainable urban development are covered by themes of CDS. But in social sustainable urbanization, we can't see some of the

indicators in the theme of CDS directly. However this comparison presents that the CDS accordance with this definition that we select can cover the sustainable urbanization well. In the themes of CDS, we can find elements that point out and provide to achieve to the sustainable urbanization. But this comparison is according to guideline of CDS that has been prepared by Cities Alliance in order to establish of CDSs in developing country. In other words, this analysis rely on the themes that should be took into consideration when a CDS be prepared. So it's possible, in performance some of CDSs can't fulfill sustainable urbanization because not to pay attention to themes of CDS carefully.

Table 1: The comparison themes of CDS to sustainable urban development aspects

The sustainable urban development	Liveli.	Env. Sus.	Sp. form	Fin. Res.	Gover.
- *Environmental sustainable urbanization*					
A. Energy Efficiency Measures					
1. Alternative energy offered to consumers	●	✓	●	●	●
2. Energy conservation effort	●	✓	●	●	●
3. Environmental site design regulations	●	●	✓	●	●
4. Green building program	●	●	●	●	●
5. Renewable energy use by city government	●	✓	●	●	●
B. Pollution Prevention and Reduction					
6. Curbside recycling program	●	●	●	●	●
7. Environmental education programs for the community	✓	●	●	●	●
8. Green procurement	●	●	●	●	●
9. Water quality protection	●	✓	●	●	●
C. Open Space and Natural Resource Protection					
10. Environmentally sensitive area protection	●	✓	●	●	●
11. Open space preservation program	●	●	✓	●	●
D. Transportation Planning Measures					
12. Operation of inner-city public transit	●	●	✓	●	●
13. Transportation demand management	●	●	✓	●	●
E. Tracking Progress on Protecting the Environment					
14. Ecological footprint analysis	●	●	✓	●	●

-Economic sustainable urbanization					
A. Smart Growth Measures	•	✓	•	•	•
1. Agricultural protection zoning	•	•	•	•	•
2. Brownfield reclamation	•	•	✓	•	•
3. Cluster or targeted economic development	✓	•	•	•	•
4. Eco-industrial park development	•	•	•	•	•
5. Infill development	•	•	✓	✓	•
6. Purchase of Development Rights and/or Transfer of Development Rights	•	•	•	✓	•
7. Tax incentives for environmentally friendly development	✓	•	•	•	•
8. Urban growth boundary and/or urban service boundary	•	✓	✓	•	•
B. Measures Promoting Local Employment/Industries					
9. Business retention programs	✓	•	•	•	•
10. Empowerment/enterprise zones	•	•	✓	•	•
11. Local business incubator programs	✓	•	•	•	•
- Social sustainable urbanization					
1. Affordable housing provisions	•	•	✓	•	•
2. Daycare services for service sector and low-income employees	•	✓	•	•	•
3. Homeless prevention and intervention programs	•	•	✓	•	•
4. Inclusionary and incentive zoning	•	•	✓	•	•
5. Jobs–housing balance	✓	•	✓	•	•
6. Living wage ordinance	✓	•	✓	•	•
7. Mass transit access with local income subsidies	•	✓	✓	•	•
8. Neighborhood planning	•	•	✓	•	•
9. Sustainable food systems or food security programs	•	•	•	•	•
10. Women/minority-oriented business Community Development Corporations (CDCs) and investment programs	•	•	•	•	•
11. Youth opportunity and anti gang programs	•	•	✓	•	•
- governance and institutional sustainable urbanization					
1. Dispute resolution	•	•	•	•	✓
2. Public participation	•	•	•	•	✓
3. Regional coordination	•	•	•	•	✓

Source: Authors

5. Conclusion

   This paper discuss about CDS and the impacts and roles in urban sustainable development. The first was uttered different definition of sustainability in cities and sustainability as a process was selected. Urban sustainable development and sustainable urbanization as a process to achieving to sustainability in cities can help us for this evaluation. But there are many concepts and factors in order to achieve to sustainable urbanization, so the study of Saha & Petarson (2008), because of they reviewed other concepts and compared some opinions together, was used. On the other hand, the concepts and definitions of CDS was surveyed. CDSs especially in developing country want to establish a space in order to reduce of poverty, enhance of economic aspect, improve environment, and promote quality of life. CDS has many definitions in different cities too, and has been established by different themes. So we should select a specific approach to evaluate and compare. For this reason, in this paper the definition of Cities Alliance in its guideline (2006b) was selected. Cities Alliance fund around 200 CDSs all over the developing world until 2009. Therefore the opinion of Cities Alliance can be valid in this comparison. After that the themes of CDS and detailed elements of every themes was compared to aspects and indicators of urban sustainable development in Table 1. This comparison presented that this definition of CDS can fulfill sustainable urbanization, because this approach (CDS according with Cities Alliance's guideline) can cover many aspects and indicators of urban sustainable development and result sustainable urbanization, if it can implement correctly and thoroughly in cities.

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