

# Factors affecting the strategic planning in local organizations for designing a structural model

Behzad Souki<sup>1\*</sup>; Reza Najaf Beigi<sup>2</sup>; Karamullah Daneshfard<sup>3</sup>

## Abstract

This study aims to identifying the problems affecting strategic planning in local organizations which can help the development of the society. Through conducting interviews and studying the available sources, 33 factors were identified and presented, and they were subdivided into four major groups of behavioral, communicative, knowledge and institutional ones. The classification was designed based on the application of Interpretive Structural Model (ISM) and a qualitative-quantitative method. The Smart PLS software was used as the best tool of Structural Equation modeling for devising the model of the study. The final model was also tested by the technique of the least partial squares. The six factors of political behavior, expertise in negotiation, communicative technologies, relations with extra-organizational agents, effectiveness of the regulations and organization were found as the fundamental factors. Validity of the model included the indices of validity of commonality and the validity of increase. The indices of the fitness of the model were also positive and greater than zero which indicates that the devised model has acceptable quality and validity. Also, the GOF index gained out of the calculations was found to be 0.611, which shows the high quality of the model. The hypotheses of the study pertaining to the effects of the four groups of factors on the strategic planning were also attested with 0.95 possibilities. Finally, based on results gained out of the study, certain strategies were suggested for the local organizations.

**Key words:** Strategic planning, Local organizations, Knowledge factors, Behavioral factors, Communicative factors.

## Factores que afectan la planificación estratégica en las organizaciones locales para diseñar un modelo estructural

### Resumen

Este estudio tiene como objetivo identificar los problemas que afectan la planificación estratégica en las organizaciones locales que pueden ayudar al desarrollo de la sociedad. Mediante la realización de entrevistas y el estudio de las fuentes disponibles, se identificaron y presentaron 33 factores, que se subdividieron en cuatro grupos principales de comportamiento, comunicación, conocimiento e instituciones. La clasificación fue diseñada en base a la aplicación del Modelo Estructural Interpretativo (ISM) y un método cualitativo-cuantitativo. Para diseñar el modelo de estudio se utilizó el software Smart PLS como mejor herramienta de modelado de ecuaciones estructurales. El modelo final se probó mediante la técnica de los cuadrados mínimos parciales. Los seis factores de comportamiento político, experiencia en negociación, tecnologías comunicativas, relaciones con agentes extraorganizacionales, efectividad de las regulaciones y organización se encontraron como factores fundamentales. La validez del modelo incluía los índices de validez de comunidad y la validez de aumento. Los índices de adecuación del modelo también fueron positivos y mayores que cero, lo que indica que el modelo ideado tiene una calidad y validez aceptables. Además, se encontró que el índice GOF obtenido de los cálculos era 0.611, lo que muestra la alta calidad del modelo. Las hipótesis del estudio sobre los efectos de los cuatro grupos de factores en la planificación estratégica también fueron atestiguadas con 0,95 posibilidades. Finalmente, con base en los resultados obtenidos del estudio, se sugirieron ciertas estrategias para las organizaciones locales.

**Palabras clave:** planificación estratégica, organizaciones locales, factores de conocimiento, factores de comportamiento, factores comunicativos.

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<sup>1</sup> Faculty of Economics and Management; Department of Economics and Management; Islamic Azad University, Tehran, Iran; tbkh457@yahoo.com; <https://orcid.org/0000-0002-4188-8531>

<sup>2</sup> Faculty of Economics and Management; Department of Economics and Management; Islamic Azad University, Tehran, Iran; msc.meisam1@yahoo.com; <https://orcid.org/0000-0001-5897-0980>

<sup>3</sup> Faculty of Economics and Management; Department of Economics and Management; Islamic Azad University, Tehran, Iran; s.zahra91@yahoo.com; <https://orcid.org/0000-0002-0417-5137>

\*Autor para correspondencia: atbkh457@yahoo.com

## I. INTRODUCCIÓN

Local organization is an old institute and a new concept whose history goes back to the long past of human history and life. It was born out of the attempts at enhancing the social management of human society. Local organization can also mean a public organization with a wide range of responsibilities and authorities in a certain part of a country such as province, state, city, and town or in smaller territories like centers, villages, etc. Such organizations are intended for administering the affairs of the region or part of the country. Through the local organizations, people can devise or regulate new rules and regulations based on the privileges and authorities bestowed on them by the institutional law or regulations of a country as long as such new rules are not contrary to the country's laws.

All the governmental activities lower than the level of the political and economic issues of the greater community fall within the authority of the local organizations. The power and authority of the local organizations are bestowed on them through the acts and announcements issued by the local councils, associations and administrators (Mohammad Moghimi, 2007). Regarding the philosophy of the creation of the councils for involving the local people in the decision-makings and administration of their local affairs, the Islamic Councils are considered a sort of local parliament (Mohammad Emami and Koroush Ostovari, 2012). Also, local organization involves the management of public affairs of each locality through an administrative committee of the council. Although this agent is subordinated to the central government in many respects, it has authority in decision-making (Tony Byrne, 1983). John Clark (1995) also maintains that a local organization is part of the government of a country or state which is basically concerned with the management of the financial issues of a locality. It also manages the cases which the parliament assigns to it and which it considers acceptable or profitable for the local people.

### Theoretical bases and review of previous studies

Nowadays, comprehensive urban plans have

been considered as one of the most basic tools of policy-making in most of the cities of the Third World countries, especially the oil-producing ones. Yet, such plans have not been fully successful in enhancing the current states of the cities and leading them toward a desirable growth, employment rate, and suitable residences. The reason for this failure is that the plans have not been devised based on the standard patterns and direct participation of people in the urban development plans. Therefore, it is supposed that urban planning in developing countries has always been faced with a certain defect which is lack of localization and localized concepts and principles used in plans of urban development. About this, Lack of a step-by-step pattern in urban planning approaches which are oriented toward the urban development strategies, and lack of systematic outlook toward the cities in the developing countries have been among the essential problems that Third World countries are faced with. Many such plans are only workable as temporary solutions for the problem of urban development. One main problem with the plans is that they are not matched with each other and have a limited scope in terms of time and the problems they tend to solve. These problems along with the efforts of urban planners in recent decades, for getting along with the changes in urban planning, led to the emergence of strategic planning for the urban development. The strategy of urban planning is among the recent programs which provide a tool for the balanced and progressive development of the cities and the regions around them. This plan chooses the best possible options for the cities of future. By emphasizing the regular participation of the people and devising long-term perspectives for the cities, this plan is different from the previous models of urban planning. The abundance of urban problems and the new conditions of urban life in a world which is becoming ever globalized, make the necessity of change in the approaches of urban planning inevitable. The current plans for the development of cities in Iran are most often provided in the form of descriptive comprehensive plans as they are anatomic, static and traditional and no social, political and management considerations have been applied in devising them. In practice, they also suffer from lack of flexibility,

low possibility of implementation and low level of realization of the predicted aims, etc.

A short review of the processes for devising and creating urban development plans shows they undergo very severe and repressive measures in their production. Also, the insufficiency of urban development plans and the quick development of cities have sometimes led to the dissatisfaction of the people living in metropolitan centers with the quality of life in terms of high prices of housing, heavy transportation traffic, environmental pollution, disorders in urban service providers, improper distribution of the incomes, increase in the number of irregular habitation and along with it, increase in social disorders and problems. Such problems create new expectations and responsibilities for the urban management. Development in local scopes is also among the tasks of today's managers and planners of the cities, and it is bound to fail if it is done through mere hierarchal orders and unstable knowledge of the managers. Yet, urban development shall be done in a people-oriented manner and upside down through people to the managers. And this is a fact that has most often been ignored not only in Kermanshah province, here studied, but in most other cities of Iran.

Kermanshah province is one of the important borderline provinces of Iran which has a long history and culture and has always played a pivotal role in the life of the country. Various studies of the healthcare, cultural, religious, social, tourism and infrastructural indices of development show the very bad status of them in Kermanshah province. The most workable solution for this problem is to reform the planning system of the country at national, regional and local levels, and the centralized pattern (top to down planning) should be replaced with decentralized (down to top planning) through which to implement mechanisms for the participation of people, local institutions and experts. The familiarity of the local people and authorities with the environmental features, needs, capacities and priorities of the localities can be effective. Bestowing legal privileges and authorities to the Islamic Councils of the cities and municipalities as the local governors to be used in the formation and supervision of local plans can be

very helpful. Only those cities can reach a stable development whose managers and officials can best solve the urban problems with proper policies and creative and informed plans. They also shall solve the problems according to the capacities and potentials of the cities and consider the fact that for each locality, there are certain solutions which are specified to it and related to its domestic capabilities. It was with this stance in mind that the institutional law of Islamic Republic of Iran in its Article 7 considers the city councils as the fourth base for decision-making for the country along with the three major Legislative, Administrative, and Judicial bodies.

### **Strategic planning in cities and municipalities**

Now we will present the model of strategic planning (Figure 1) in the form of seven major steps (Taabibia, Maleki, 2004).

**The first step:** Studying and devising a mission at large scale. In this step, the main focus is on identifying and formulating the citizenship needs such as urbanization, transportation, urban services or urban culture for which such organizations as city, municipality and city council are realized. Upon designating the main trends of the mission, the subordinated units and organizations would take measures based on the trends which can also be set with reference to certain sources such as the legal terms and devised laws, the strategic plans of the successful cities and municipalities of the world, comments of the extra-regional agents involved, consulting the guidance of the scientific fields that are related to urban management and development and the ideas of the experts. In this part, trends for the mission are devised at the two levels of city and municipality while a logical relation is also worked out between them.

**The second step:** knowing the internal and external situation of the cities and municipalities. Organizations are internally involved with various sorts of resources, equipment, staff and managers, while externally; they are connected with their public and responsibility milieus. All these case are ever changing today and each of the changes

they undergo can have varying positive or negative effects on the life and well-being of the organization. Yet, many extensive structures such as the cities and extended organizations such as municipalities can change some of these external or internal factors. Thus, strategists of great organizations should carefully study all the environmental aspects and elements so as to identify the weak points and strengths of their internal and external milieus and use them in their plans. To do this, the environmental variables should be determined and worked through (Theodore Poister and Gregory Streib., 2005). The planner team should, along with a true understanding of the conditions of the city and municipality, seek out all the weak points, strengths, threats and opportunities which can be discovered through a thorough consideration of the trends, political, economic, social and technological factors (Theodore Poister and Gregory Streib., 2005). The milieu and conditions shall be realized at the level of both city and the organization of municipality through the comments of the experts and involved parties.

**The third step:** considering and determining the policy (framework for choice) in city and municipality. After determining the major directions in the mission trends and analyzing the surrounding situation, it is necessary to specify the framework for choice of policy. In fact, in this step, the desirable procedure for urban and municipality management will be determined. Among the privileges of this step is setting a common procedure for both the planners and involved parties. Among the aims of this step are logically restricting the alternatives of the other steps of the model, purposeful direction of the outputs of the model, and reducing the time of planning and guaranteeing the realization of organization's policy. We need to determine the pattern and procedures of management at both city and municipality levels. It is necessary for the planners to act by consulting the ideas of the experts with global experiences.

**The fourth step:** determining the strategies of the cities and the strategic fields of municipality. This step consists in identifying and prioritizing

the strategic problems of the city and the strategic areas related to the municipalities and selecting some of them. Such problems and areas are of great importance in identifying and setting the outlooks. When devising the strategic plans, strategic problems are areas governing the acts of budget assignment and plans for the localities. Therefore, when setting up the missions and strategies, the urban and municipality managements must invest in and pay special attention to these areas and cases (Robert Kaplan, 2002).

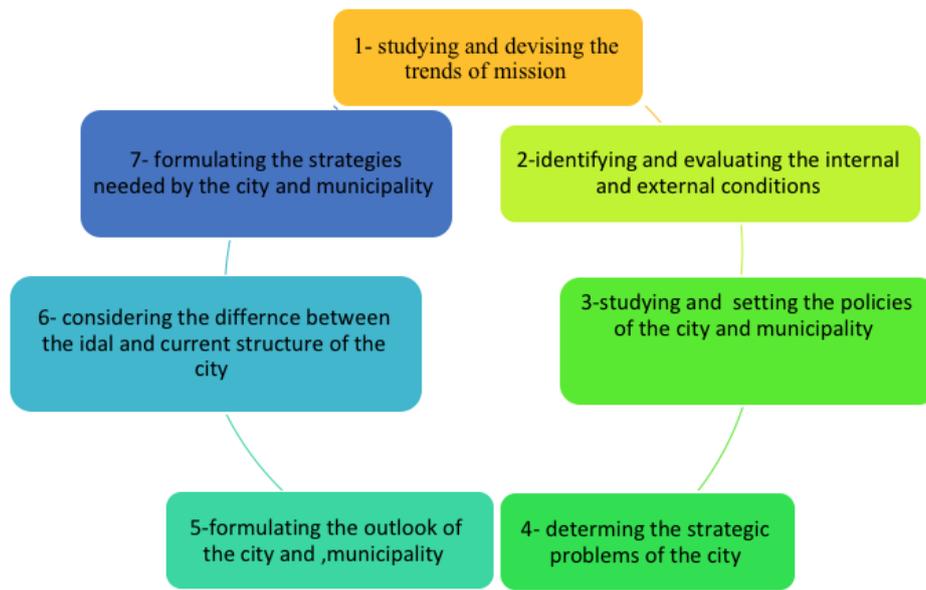
**The fifth step:** clarifying the outlooks of the city and municipality. In the fifth step, the outlooks of these two organizations are clarified and explicated. As in the second step, this is done by a group of city council members and high-ranking managers of the municipality who also receive the consultation of the experts of the field. The outcome of this step, issued in the form of a document, is the relationship between the city and municipality with the major parties, general aims and expression of the basic policies. The outlook is a description of such problems as the tasks of the city and municipality, their basic strategies, the bases for their acts, certain important principles related to the decision-making, etc. They also designate the ideal framework which the organization seeks to reach (Theodore Poister and Gregory Streib., 2005).

**The sixth step:** studying the difference between the ideal and current structures of city and municipality. In this stage, the possibility of change in the structure of the organization for achieving the legal and assigned mission is considered and finally a choice is made between the two options of "essential changes" and "reformative changes". The "essential change" approach is undertaken when the desirable mission has suffered a tangible difference in its content from what it has been or when its effective implementation, based on experts' ideas, needs an essential transformation in its present form. In other words, the current organization and structure are suffering from interinvolved, parallel, interfering and overlapping tasks and lack of effective mechanisms for communication and cooperation. This leads to

ineffective actions in most of the subordinated units and in general, the total performance of the city and municipalities.

**The seventh step:** formulating strategies needed by the city, municipality and their related units. In this part, the managers can choose among the various strategies of the city and municipalities such as focusing on one certain service or

creating variety in different services. This choice which begins at the level of the units is such that leadership committee of the unit should devise special strategies for showing how the mission, aims and outlooks shall be realized. The units shall express their strategies in the form of large-scale policies of city and municipality, peripheral considerations related to their services, resources and needs for the achievement of the missions (Theodore Poister and Gregory Streib., 2005).



**Figure 1.** The model of strategic planning in cities and municipalities.  
Source: Arnolndo C. Hax, Nicolas S. Majluf (1996).

**Previous Studies**

Gholamreza Olfati (2001) investigated on the effects of organizational factors on the process of strategic planning in a cement factory. He found that among the effective elements, the following four factors had the greatest impacts on the strategic planning in this company: organizational culture, high-ranking managers’ knowledge of the science of planning, reception and participation of the staff and technology and advanced information systems. Also,Asghar Tourabi (2010) through consulting the library and research sources attempted to identify the factors affecting the planning process in municipality of the region 6 of Tehran. His findings indicate that all the studied factors have had positive effects on devising and implementing the strategic plans. The factors were

organizational culture, organizational structure, the support from the leadership of the organization, the knowledge and familiarity of executives about the plans, accepting and participation of the staff and using advanced technology and information systems. Seyed Reza Hejazi et al. (2000) presented a theoretical framework for enhancing the competitive edge of knowledge-based companies through the use of innovative open model A framework based on which, through employing the suggested mechanisms, the companies can increase their competitive edge by increasing the incomes earned out of the open innovative mechanisms or decreasing the costs of cooperation. Likewise, Samenh Darbandi and Khoroshid Sedighi (2009) studied the open innovative approach and its role in the development of innovation. They concluded

that the open innovation is necessary for the companies with the help of which they can remain active in a situation imbued with complexity and changes. Open innovation increases adaptability and has certain other direct privileges for the company. For instance, the products will be better matched with the demands of the market, the structure of the cost would be flexible, innovation increases, and there would be easier access to the knowledge.

Sepideh Rasoulia et al. (2009) investigated on the relationships of 8 organizational factors with success of strategic planning in the National Gas company of Iran and found that the five factors of participation of the chief executives, their knowledge about the importance of strategic planning, the participation of the staff, change management and correct evaluation of the environment had significant effects on strategic planning while three others, organizational commitment, accepting the staff and data bases, had no such effects. Also, Mahdi Mobalegh (2009), studied on strategic planning. He found that the most important factor involved in the process of beginning strategic planning is the information systems supporting the chief financial management, while its conformity with the strategic goals of the organization is the most essential factor of its success when being devised, and information systems are the most important factors helping the success of its implementation. Mohammadreza Haki (2006) divided the effective variables into three major ones, namely organizational factors, the aspects of strategic planning of information technology and the success of strategic planning of information technology. Strategic planning includes internal organizational factors and interactive organizational factors, while the aspects of strategic planning include alignment between the strategic planning of information technology and the strategic business plan of the organization and environmental evaluation. Based on results from this study, all the interactive organizational factors are effective on strategic alignment and can be a telling factor in the success of the strategic planning of information technology. Interestingly, Vafa Ghafarian (2003) gathered all the information about the failed strategies of such great companies

as Xerox, Polaroid, Acer, Motorola, Key-Mart and Marconi. He presented two theories about the failures, one of which implies that the frailty of leadership was the reason for the declines, and the second one holds that lack of the new concept of focused planning along with long-term strategy and planning was the reason for the failed strategies in these companies. The findings are supported by real evidence from the firms. Another study was conducted by Taymor Aghai (1991) who discussed the schools of management and planning from the very beginning of formation to planning and new management and then, studies the process of planning and control in industries to conclude that in order for it to succeed, there shall be conformity and alignment among the elements of a manufacturing agency (management, financial affairs, production, provision and sales).

Umar AlTurki (2011) studied the relationship between the strategies of the company and other areas, strategic planning in the operational preservation with a preservation system, Umar AlTurki provided a framework for the development of strategic planning. Results from this study showed that among the involved parties, the factor of the committed chief management was among the main factors in the success of strategic planning of preservation in organizations. The point to notice in this study was the difference in the degrees of commitment in each of the parties because of covert privileges and sorts of parties in the organization. Said Elbanna (2009) determined factors in the success of management. He concluded that there was a positively significant relationship between the implementation of strategic planning and its participation in the development of recent strategic works and the success of the strategic planning. Also, Kelly J. Harris (2009) researched about the important factors affecting the success of strategic planning. He accounted for 10 major factors involved in the success of strategic planning, some of which are the participation of the staff, support from the chief executives, explication of the needs, suitable planning, real expectation, the stages of the project, proper facilities, clear aims and outlooks, great attempts and focusing on these factors. John Sterling and Dave Rader (2012) investigated on the different

approaches of effective strategy (structure and culture) for conducting organizational, marketing, processes and the competitive milieu of future and conclude that creating a common language among the members of an organization is a key element in determining the goals and reducing the ambiguities and risks of the organization. They also maintain that this common language can work as a discourse between the management team and leadership and in the internal meetings among the managers or those between the management and other parties involved. Johnson Rick (2007) studied on the key factors affecting success in planning. He indicated the importance of identifying the strategies and goals, and then major mistakes that may come about when setting up realistic goals. Likewise, Anvar Shah, and Sana Shah (2006) investigated on strategic planning in small enterprises. Based on new experimental findings, he concluded that among factors such as temporal horizon, formalization, constant supervision and strategic equipment, formalization is the most important and effective one. Mellville Hensey (1991) worked on essential factors in strategic planning. He founded the factors of successful strategic planning which are participation of the managers such as importance of creating data bases, following strategies after setting them, balance between planning and budget in the implementation of strategy.

## **II. METHODOLOGY**

The present study is of descriptive-survey types which follow the two aims of description and doing

a survey (Ali Dellavar, 2006). Doing this, it aims at both identifying the factors affecting strategic planning and explaining the relationships among the events, and as such, relationships are analyzed based on the aims of the study (Zohre Sarmad et al., 2005). To do so, the factors affecting strategic planning were first identified by surveying the literature of the study and doing interviews by the experts of the field. Then their general aspects, parameters and indices were found and divided into four major groups and 32 subcategories. Then the identified factors and parameters entered the questionnaires and handed out to the experts. Then through the application of ISM method, the relationships and sequence of the effective factors were estimated for strategic planning. At the end, for testing the correctness of the model, path analysis was done on it. For finding out about the fitness and structural validity of the model, it was subjected to factor-analysis for which the SPSS software was used. Also, for testing the relationships and sequence of the variables in the questionnaire, the IMS calculations were manually carried out. In IMS model thus gained, the interrelations and mutual effects of the factors and the relations of the factors from different levels were well highlighted and this helps the managers make better decisions. Also, a final access matrix is formed for determining the key factors' force and their dependence on each other. The final model which is gained after identifying the factors and ranking them is used for analyzing the current and ideal states (Figure 2).



Figure 2. The diagram of study's model.  
Source: own research.

Table 1. The influence and dependence of the variables

variables	Dependence	influence
C01 Creating and discovering knowledge about strategic planning	5	15
C02 Analysis and evaluation of knowledge for strategic planning	3	9
C03 Sharing and spreading knowledge	3	9
C04 Practical use of knowledge in planning	3	6
C05 Lack of clarity in responsibility and responsiveness Toward planning	2	14
C06 lack of motivation for doing strategic planning	4	6
C07 city council membership is temporary (job security)	3	8
C08 Short-term planning is preferred by society	1	13
C09 Lack of proper outlooks about strategic planning	6	12
C10 Administrative corruption in local organizations	3	11
C11 Caring for the interests of local parties involved	2	8
C12 inner-organization participation	7	12
C13 political behavior of the council members In accordance with personal interests	2	6
C14 avoiding logical decisions because time and cost	6	8
C15 lack of expertise in negotiation for communication	2	8
C16 lack of existence and use of proper communication Technologies	1	4

C17 the nature and degree of relations with local parties	4	8
C18 the structure of domineering and centralized power	1	8
C19 dominance-oriented approach in choosing and Dialoguing with people and organizations	5	8
C20 team participation of the members in strategic Planning	1	7
C21 relations with extra-organization agents and local management in local and national levels	0	2
C22 Elements and relations (formal and informal) of urban Management at city and national levels	4	12
C23 complexity of laws and regulations	8	8
C24 low effects of laws and regulations on planning	2	5
C25 lack alignment between local and national plans	3	9
C26 proper organization	3	8
C27 improper management of human resources	7	8
C28 centralism in country's planning and decision-making systems	7	8
C29 too much orientation toward the government in local organizations	3	9
C30 lack of realistic outlook in local organizations	9	14
C31 personal decision in grand and strategic policies	6	9
C32 tendency for the management style oriented toward the current issues	6	6
C33 frailty of the supervision mechanisms over city councils	1	7

Source: own research

The final pattern of the identified variables is shown in the diagram below in which only the significant relationships of the elements in each level with the lower level and the inner relationships of the significant elements in each level are shown in figure 3.

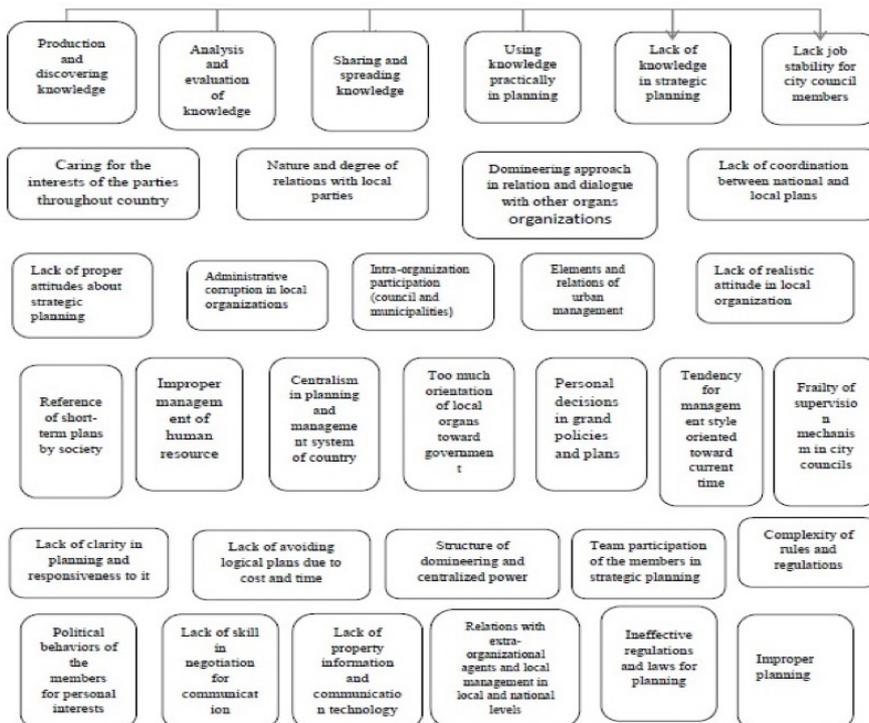


Figure 3. Ranks and levels of the identified parameters based on ISM model. Source: own research.

**Evaluation of the structural model**

The structural model was evaluated based on the interrelationships among the variables of the study. For studying the quality and validity of the model, such indices as CV Com and CV Red have

been measured (Table 2). The CV Red which is also called Q2 (Stone and Geisser criterion), the positive values of these indices; show the acceptable and proper quality of the measurement and structural model.

**Table 2.** Variables and Indices of CV Red and CV Com.

CV Com	CV Red	Variable
Behavioral	0.425	0.425
Knowledge	0.303	0.303
institutional	0.528	0.528
strategic planning	0.186	0.188
communicative	0.371	0.371

Source: Own research.

In the table above, the values for each of the indices of the dependent and independent variables have been presented. As we see, they are positive and greater than zero, thus it is concluded that the model has an acceptable quality and validity. Gap-analysis is a key issue in management science in which for the subject under study, each factor has two states:1. The present status of the factor is determined based on the perceptions of the responders of it and is called *performance*.

2. The desirable status of the factor is determined based on the expectations of the responders of the desirable state and is called *importance*.

The data should necessarily be gathered by one group and gap-analysis for two groups is

not sensible. After fulfilling and gathering the questionnaires, the information about the two current and desirable states was gained. For finding the gap, the total of the responders on the present status is compared with those for the desirable one. The gained mark, if positive, shows that the mean value of the current state is higher than the expectations of the responders. If negative, however, it indicates that the present state has not gratified the expectations of the responders and there is a gap between the two states. If the mark gained out of comparison was found to be zero, it was supposed that there is no gap. For gap-analysis, the Paired t-test in SPSS was done (Table 3).

**Table 3.** The difference in the mean values of paired samples of self-efficiency.

Variable	Difference in mean	Standard deviation	Standard error	Difference at the 95% level		t	Freedom degree	Sig.
				low	high			
knowledge	-.93750	.85407	.19098	-1.33722	-.53778	-4.909	19	.000
behavioral	-.70000	.67434	.15079	-1.01560	-.38440	-4.642	19	.000
communicative	-.66250	.62841	.14052	-.95661	-.36839	-4.715	19	.000
Institutional management	-.67724	.79286	.17729	-1.04831	-.30617	-3.820	19	.001
Strategic planning	-.73750	.65129	.14563	-1.04231	-.43269	-5.064	19	.000

Source: own research.

**III. RESULTS**

Results from the study were divided into four groups of behavioral, knowledge, institutional, and communicative. Six factors were identified as the fundamental ones; they are political behaviors, skills in negotiation, communicative technologies,

relationship with extra-organizational agents, effectiveness of the regulations, and organization. Thus, by formulating strategy for fortifying these factors, one can affect other factors and reduce the strategic defects in the local organizations.

### **Knowledge factors**

Knowledge management should be observed throughout the process of strategic planning, especially when considering the inner and external milieus, transferring latent knowledge into manifest knowledge using outlets, and analyzing the current and future issues and processes. By using knowledge effectively, better strategies and policies can be presented and the time and costs of strategic planning will be reduced. Such affairs as planning for information services, making policies and decision-making are aspects of using the management knowledge in strategic planning. Among the privileges of using knowledge in organization are reducing the parallel activities and the heavy duty of reporting. In local governments and organizations, among the most important duties of the managers is making a long-term strategic plan. Yet, most often the members of such organizations may not have the proper knowledge and experience for doing that. Communicative factors, tendency for realistic outlooks, inner and external participation, administrative corruption, the current attitudes toward knowledge management are among the disturbing factors which may harm the cycle of knowledge management in strategic planning.

### **Communicative factors**

#### **Relationships with extra-organizational elements**

The relationship between the local organizations and the involved parties is very effective in planning. The stronger this relationship, the information will be transferred more quickly and better and thus, can be effective in logical decisions. This relation also takes the local organizations away from intuitive decisions toward rationalism. This connection also releases the organizations from one-sided and domineering structures and personal decisions toward increasing team working. Also this relation provides from better planning which naturally comes about upon soliciting information from all sides in the process of strategic planning at national level.

### **Using communication technologies**

In the present age of communications and

information, by employing proper communicative technologies in making rational decisions and reducing domineering and centralized structures one can adapt the new technologies to the local and national needs. Also, accessing sound and necessary information is a short and proper time can prevent the local organizations from being too much dependent on national government and help them gain independence.

### **Negotiation for overcoming contradictions**

Participation in planning demands high expertise in doing negotiation and if the local organizations lack such skills, we may not expect them to make proper and rational decisions. Lack of such skill, on the contrary, would lead to reduction in relations with local formal and informal parties and to the rise of domineering approaches in the choice and dialogue of the people which, in turn, causes the organization not to produce, evaluate, share and use the knowledge in effective ways and get away from the rationality. Distancing oneself from rationality causes a defect in the management of organization's resources which might more often be human resources. Lack of expertise in negotiation and communication also affects one's political behavior which is essential in the distribution and assignment of the resources. When political behavior is defect, organizational justice (in affairs, distributions and relations) will not happen and this affects the cycle of information and impaired choice of the members of the organization.

### **Institutional factors**

#### **Improper organization**

Organization means spreading order and regulating the processes of work and activity and sharing the tasks and duties among the people and agents for reaching specific goals. In doing organization in local governments and agencies such factors as organizational structure, organizational swiftness, administrative power in using various resources and the methods for carrying out affairs for coherent management are effective. Therefore, for improving this situation, one shall care for such issues as using experts in

planning (strategists), determining the control and management limits and clarifying authorities in lower and higher levels.

**Ineffectiveness of the regulations (practicality of regulations)**

The consequences of passing impractical regulations are lack of team-working, complexity of the regulations, political behaviors, and domineering power structures. Laws are passed for being enforced not completing the collections of laws and regulations. Therefore, regulations should be practical and useable which means that they should be in accord with the prerequisites and conditions of the society and country, follow scientific principles and be proportioned to the situation of the parties involved. Such factors as lack of sufficient, practical and diverse laws, not caring for comprehensive regulations and not holding long-term outlooks cause the laws and regulations to be less effective and bar the way of planning. Such issues have been amply considered in national laws, but not so for the local ones in which supervision have been more often observed. Of course, the regulations that have recently been devised for rebuilding and construction in the cities (strategic- constructive plans in cities and municipalities) have paid sufficient attention to the issue of planning. For changing the regulations, we need to have outlooks from many different and proper angles.

**Behavioral factors**

**Political behaviors**

Among the main impetus for having plans are the care which local officials take for realizing the plans and avoiding decisions that are out of plans and based on personal policies. Results from studies show that the plight of political subjugations and orientations in our country is the result of the formal insertion and the special relations of power, improper organization, political organizational relations with political institutions, not resolving contradictions due to party clashes and lack of balance in doing win-win negotiations for resolving the contradictions, the political behaviors of local organizations, restricted rationality along with tendency for emotional decisions for gaining the

interests of one's desired party, and not responding from the local organizations. Political subjugation of the local organizations makes them care for the current state of affairs seeking the political interests of the political parties. Doing so, they also get away from long-term plans as they tend to gratify short-term decisions for presenting a positive image of their related parties and make for their success in later elections and positions.

**IV. CONCLUSION**

Dissatisfaction with the states of the cities of today's Iran is a common experience of the citizens, experts and managers alike. A simple outlook toward this problem seeks only for a simple solution. But city is the product of human civilization that has come about under many parameters. To believe that only one factor or a few ones are involved in this case is to ignore the main causes and issues related to it. Among the factors affecting the development of cities in Iran, the system governing the devising and making of plans for the urban development has played a major role. Power structure in the society, the managers' outlook toward the citizens' rights, the conditions of the city for the people and authorities, the roles devised for the city and many other such factors are directly involved in the making up of the plans for urban development and its aspects. Considering the factors affecting the strategic planning, we can see the general distance between that the strategic planning system has from its ideal state. For overcoming this problem, there should be measures undertaken for mending the cases highlighted in this study by organizations that are involved.

Based on the results from the study, the model presented here has four major factors which comprise a total of 33 parameters. These are further divided into four groups; namely, knowledge which consists of 4 parameters, communicative which has 8 parameters, institutional with 11 ones and behavioral with 10 parameters. The model was used as a criterion for evaluating the current state of affairs and the ideal state. After the analysis, 26 parameters were found out as problematic as their states have shown a large gap from the ideal state. In analyzing the gap between the current state and

the ideal one, besides identifying the problems presented in the model, the problems were also classified based on the gaps they bore with the ideal states:

### **Hierarchy of the problems**

#### **Knowledge factors**

1. Analyzing and evaluating knowledge
2. Creating or finding the knowledge
3. Use of the knowledge.

**Communicative factors;** 1. Having limited outlook 2. Relations with extra-organizational factor both locally and nationally 3. Proper technologies for communications 4. Expertise in negotiation and problem-solving 5. Team participation of the members 6. System thinking.

**Institutional factors;** 1. Proper organization 2. Effective rules 3. Personal decisions 4. Too much dependence on government in local organizations 5. Complexity or rules and regulations 6. Management style oriented toward the present time 7. Monitoring mechanisms 8. Realistic outlooks 9. Centralization.

**Behavioral factors;** 1. Contradictions in the interests of share-holders at local level (extra-organizational participation) 2. Administrative corruption in local organizations 3. Clarity and responsiveness 4. Political behavior 5. Logical decisions 6. Priority for short-term plans 7. Motivation for planning 8. Stability of the members of city council.

For overcoming these problems and defects and bettering the conditions, such organizations as the Ministry of Interior, Provincial Governments, Governors Offices, Islamic Parliament, Islamic Councils in cities and villages, and municipalities have important roles and may use the following strategies.

1. Issuing effective and workable rules and suggestions for supporting the cities' planning.
2. Conducting related and comparative studies about strategic planning internationally for increasing the necessary knowledge.
3. Bestowing the rights and authorities to the local managers and supporting their decisions, and providing financial resources for the implantation of strategic

plans.

4. Providing the technologies of communication and information and making information banks specialized on the works of municipalities and village councils for helping the local organizations issue reports on different levels and cases and enhancement of the decisions they make.
5. Evaluating the individual and personal performance of the members of local organizations and making use of the best members even after the termination of their membership.
6. Identifying the political behaviors at the organizations levels and their management.
7. Issuing books and specialized journals on urban organization fields and holding scientific conferences for raising the knowledge of the managers and the members of local organizations.
8. Teaching the members on the uses of strategic planning and increasing their skills for negotiation, solving the contradictions, and making motivational systems, financial and others, for helping forward the strategic planning.
9. Providing plans for decentralization and changing the decision-making structure and using more efforts for enhancing supervision roles by the provincial governments and municipalities and city governors.
10. Using various mass and virtual media for responding and clarification in the strategic planning of the local organization and solving the party contradictions and defining the party goals in the form of strategic planning.
11. Careful consideration of the qualifications and care for expertise of the members in strategic planning in local organizations and identifying the political behaviors and controlling them for gaining the best outcomes.
12. Issuing reports and using them locally for planning and paying complete attention to authentic reports and documents.

13. Attempts for choosing experts for the posts of municipalities and vice-presidency and using them as counsels in planning.
14. Establishing commissions related to local organization if the Parliament or better making plans and decisions related to the local organizations and their affairs.
15. Making relations with the parties involved through different means (holding conferences, seminars, sessions, media, etc.).

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