



## Investigation of the structural elements of urban management Case study: city of Tehran

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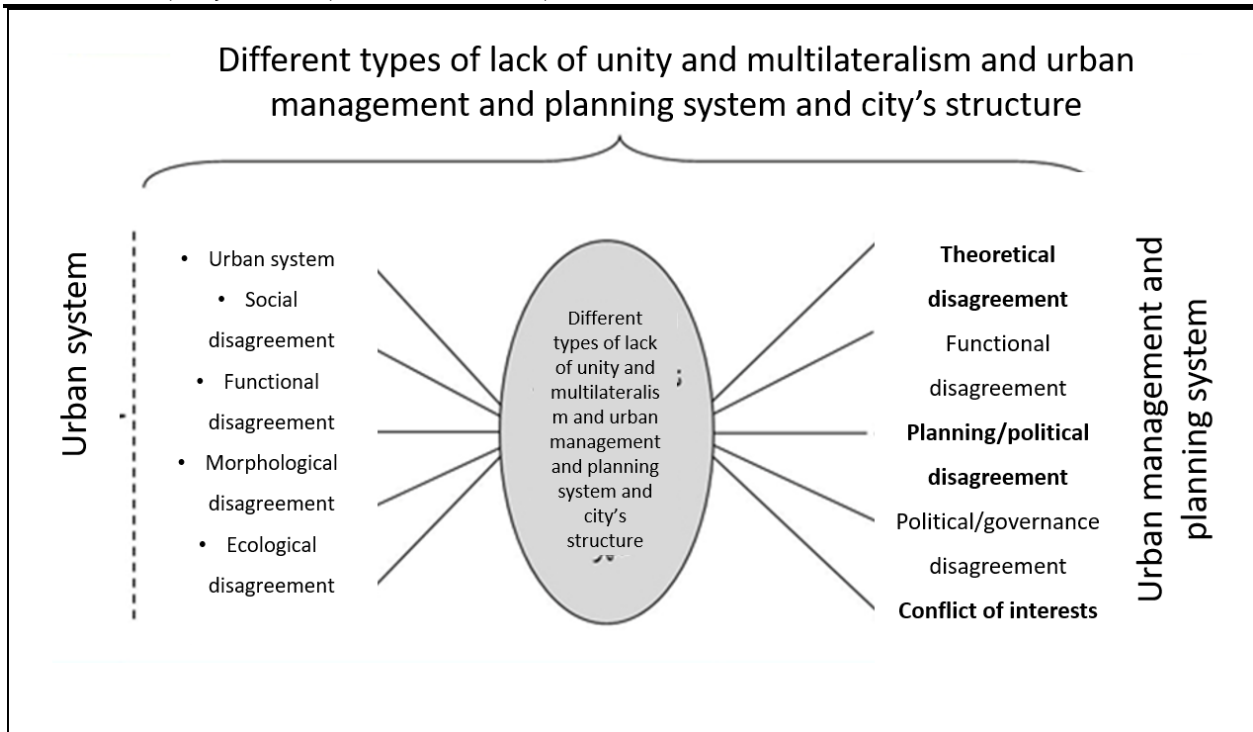
### ABSTRACT

*The global patterns of urban management are different in various countries based on their political governance. This pattern is different in the amount of authority that the local managers have in cities or villages. However, different countries consider the values and principles determined by the United Nations in urban planning and management. The urban management concept is broader than combined concepts, and on a large scale, it can be stated that urban management is used for local governments or for determining the responsibilities of municipalities. Local organizations, which are also known as municipalities, first started to spread in Europe and then in the United States, followed by other countries. Based on the city management plan devised by the United Nations, five principles are considered for countries in the 21<sup>st</sup> century which include managing urban land, urban infrastructures, financial management of municipalities, city environmental management, and eradicating city poverty. Based on the urban planning topics at the global level, the five mentioned aspects have been placed in the order of affairs by many countries in order to improve the city management performance assessment qualities in the recent years through two key tools, which are urban development design and urban participation design. Different authorities have different functions based on the urban management pattern that they belong to.*

**Keywords:** Urban management pattern, urban planning, city management, large city planning

### INTRODUCTION

In Iran, three definite periods of city management have existed. The first period was from the start of settlement in the cities until the Constitutional Revolution, wherein the city managers were appointed by the governments, and the municipalities functioned under titles such as sheriff. The second period started with the Constitutional Revolution. In this era, movements toward governance of cities took place, and the city governments started to be forgotten (Daryayi, Tooraj, 2004). The third era started with the Islamic Revolution. In the first decade, due to the growth of forced migrations and issues such as the forced warm, there was no specific urban management pattern; but after the war, the economic policies moved towards privatization and liberalization. In the first development plan, the government authorized the municipalities to generate revenue themselves, and the first city which began this movement was Tehran (Feizi, Tahereh, 2004).



### City management patterns

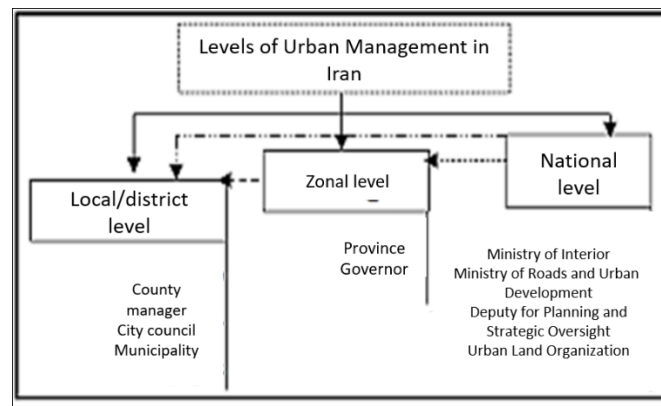
The city management patterns are different in developed and developing societies, and each of these societies places different methods of urban management on its agenda based on its governing political system.

#### A. Centralized urban management

In this pattern, the central governments directly took charge of the city, and the local responsibilities which fall in the day-to-day tasks are done by the government itself. This pattern is based on bureaucracy, and usually, governments that follow this pattern are not extensively dependent on the work and efforts of the people and derive their costs from national revenue resources. In the centralized urban management pattern, the people have no place in the system, and their role in city management is small; therefore, their opinion on fundamental issues such as policy making and planning is less considered. This pattern has been eradicated in Europe and has no place in developed societies. The most important role of people in the centralized urban planning pattern is selecting the city council members (Shakiba Moghadam, Mohammad, 2005). In this pattern, the people cannot directly elect the mayor, but the city council selects the mayor. In general, there are three types of elections for the mayor. The first method is when the people directly elect the mayor with their own votes, which is prevalent in countries such as France, Belgium and some states of the USA, and the mayor selects the city council members. In the second method, the mayors are appointed and function under the supervision of a ministry such as the interior ministry (Mashkour, Mohammad Javad 1992). This pattern is prevalent in some developing countries, and it was also in use in Iran before 1998, as the mayors worked under the supervision of the technical office of the province's governor. The third method is when the people elect the city council members and empower them to select the mayor.

#### B. Decentralized city planning

The government has no responsibilities towards the country's cities and districts other than policymaking, planning and tasks such as defending the land and providing security for the people. This is the opposite of the centralized city management pattern. In fact, the government only assumes responsibilities that have governance aspects; and other responsibilities are assigned to the municipalities, the private sector, or the NGOs. The municipalities are usually responsible for local tasks, which even include tourism affairs, city development plans, building libraries, as well as marriage and divorce. The municipalities gain their revenue by tolls and local taxes. However, the government also partly finances costly projects. This pattern is based on the direct vote of the people, and the people oversee the work of city council members and their decisions at different levels. Urban management is presented as a method for city settlement management and development for small, large, and megacities. The core of the international city management activities is founded by the United Nations in the city management plan. This plan is supported by some governments, and it is recognized by the Center for Human Settlements, which is affiliated with the United Nations, as well as the World Bank, which has the goal of helping small and large developing cities with economic growth, social development, and eradication of poverty (Habibi, Seyed Mohsen, 2008). The centralized city management pattern is only in use in developing countries, and the decentralized city management method is specific to developed societies. This classification is considered based on the authority of local managers and their level of responsibility; therefore, based on the given explanations, the citizens have different roles in each of these city management methods.



#### City management objectives in Iran

In Iran, different documents control the city management objectives. The most important of those are the Municipal Law, National Socio-economic and Cultural Development Plans and City Development Plans (Ziari, Keramatallah, 2009). Three objectives can be extracted from the Municipality Law, which is the following:

- A. Provision of municipal services
- B. Urban development, building and equipping the city with the suitable tools for facing urban issues



C. National economic, social and cultural development for reaching goals such as better water supply, directing municipalities towards self-sufficiency by creating Islamic City Council, economic administration of the units that provide urban services, improving wastewater collection and treatment system, improving the transportation and traffic issues, increasing city safety, rehabilitation, renovation and rebuilding valuable and historical parts of the city, expanding urban research, improving environmental conditions, and preventing the demolition of urban green spaces, etc.

#### Tehran urban management pattern

In the past terms, different types of urban management have been experienced in Tehran. Examples of local authority establishment include: the City Law ratified in 1907, focusing on the collective management model, and the Second City Law ratified in 1930, focusing on the political and executive administration of the director elected by the central government. In the Municipality Formation Law and City and Towns Association ratified in 1949, the urban management model based on the council-urban administrator was founded, which emphasized the expertise of the manager. In the Municipality Bill of Law ratified 1952 about municipality organization, the council-urban manager is emphasized, while in the Municipality Law ratified in 1957, the basis for managing city affairs based upon the council-urban manager model was founded (Masoumi Ashkouri, Seyed Hossein, 2006). Finally, according to the law ratified in 1978, the city council elections were held in 1999, and the councils began work. In this term, the chosen model for urban management was still the council-urban manager model, in which, according to previous laws, the title of mayor is bestowed on the manager elected by the city council. The City council is one of the organizations which, through the presence of citizen representatives, provides for people's participation in policymaking and urban management. The formation of Islamic City and Village Councils and their interaction with the municipalities have been one of the starting points of change in our society because the councils have positive impacts on the progressive movement of the society. The growth and development of concepts such as citizenship, citizen rights, social participation, local government and ultimately the civil society gained more strength by the Islamic Councils formation; however, assessment of Islamic Councils performance and their role in the municipality projects execution has shown that the Islamic Councils have not been too effective as a citizen social participation center. In this regard, the media have stated that these councils have acted as purely political organizations. In a study, the relationships between the city council and the municipality were analyzed, and the results suggested that the relationships between these two organizations have fundamental flaws and epistemological and methodological differences. Although these statements do not seem to be too fair, they also indicate that the citizens' participation and contribution in urban affairs, despite the formation of city councils, is not actively pursued by urban management authorities (Shia, Esmail, 2016).

#### Conclusion

Selecting the type of urban management reflects the governing view towards the regulation of council and municipality relationships and, more importantly, indicates the participation and execution power. One of the important issues in determining the superior management model



is determining the method of urban administration and placement of powers in the hands of urban managers. On the other hand, the city administration model is closely related to solving and creating urban problems. By analyzing the urban management model of Greater Tehran city, it can be inferred that the urban management model in Iran is the council-city manager model. Analyzing Tehran's management pattern and its characteristics in Iran, especially the appointment of the mayor, creates strong dependence on the urban management model elements to the wider power structure, and this trend has amplified the lack and shortage of civil organization and people's participation; which have converted the urban management arena into a platform for renewing power for political power groups in the national level.

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