

Evaluating the Unit Management Pattern of Urban Societies in the Third World Countries and Comparing with Iran, Along with Their Pathology (Case Study: Tehran and Manila)

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ABSTRACT

Nearly three decades have passed since the formation of urban societies phenomena in Iran. Almost a third of the multi ten millions populations in this country, live in these societies. Finally, half of the populations of cities have settled in Tehran. Each of the institutions and organizations within the framework of their tasks in each of the stated areas, need to establish some inter-Institutional relations or other respective institutions. Despite efforts to the centralization and coordination between the planning and economic- social management area with planning and spatial - physical management, Conflicts and contradictions in these two areas, are still exceedingly high: Spatial and functional Competition and differentiation cause the projection of problems and undesirable elements beyond the spatial area managed by these institutions. This issue is more common, especially in Tehran, which requires coordination among city manager agencies and government. In Southeast Asia, the problems of urban Management which are done directly by the government and theories of modernization, has been created in the other form: Poverty! The government's strategy against poverty phenomenon, resulting from the modernization of urban plans is summarized only to political control of urban populations through limited and ostensive investment in basic needs, in order to turn off the sound of chaos.

KEYWORDS: Urban societies; urban management; Inter-Institutional relations; Modernization; Poverty; Political control

INTRODUCTION

The study of management system of urban societies in our country can be summarized in concealing fact in the absence of an official and legal definition and status of urban societies, and consequently in their management system in the administrative - executive and legal system. In fact, as the principle of the urban management system existence in our country is seriously threatened, like the urban societies, it is considered as a new phenomenon in Iran that requires more complex legal and administrative system than individual cities. The lack of a clear and independent urban system is completely expected; however, this available and real phenomenon is managed by legal and executive means which are not very diverse and numerous. Searching the solution and management based on the force caused by the citizens' real and common circumstances and processes; and the performance of the relevant responsible institutions in guiding and controlling the mentioned processes are evident.

Obviously, this passive way with no comprehensive and navigational intellectual and operating attitude, does not have the necessary traits to be attributed to "management system"; because It has neither goals and targeted and defined relationships between elements which Includes the definition of "system", nor its measures is in the framework of predetermined objectives , programs and goals to include in management.

However, understanding these procedures and practices methods of administration and operation of urban societies affairs is completely necessary, and it has an influential role in defining and designing the optimum system of urban management. The reason is that: First, Solutions and approaches derived from the inside of facts, possibilities and current constraints are administrative - executive, managerial, legal and economic - social.

Second, the available processes and practices have been the source of generation and emergence of tradition, Custom, and current procedures in texts related to urban societies management in Iran, and henceforth it will be like this.

Third, proper understanding and evaluation of available elements, tools and mechanisms, and the explanation of their strengths and weaknesses would be the important and necessary way for informing and applying them within the framework of new system and proposals learning for urban society management.

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In contrast, the story in Third World capital cities, particularly in urban societies of Southeast Asia, is followed different, but remarkable; in 1970, national governments in the Third World have attempted to change the geography of the capital cities for providing facilities to enter multinational corporations and their factories. This is achieved through three key interfaces. First, there have been administrative re-organization in order to enable national governments to undertake local authorities; Second, These governments in the capital cities have spent huge costs on modernization; Third, informal sector activities, particularly which conflict with the modernization process has been prevented. Although these changes are expressed below with special emphasis on Southeast Asia, processes related to these changes, in many other parts of the Third World will be also true. In the next sections, first, an analysis of current condition in urban management and problems in Iran and then in Southeast Asia are provided.

Brief introduction of urban societies in Iran

The formation of urban societies in Iran has a history of nearly three decades. Now five urban societies of Tehran, Isfahan, Tabriz, Mashhad, and Shiraz have been recognized in accordance with regulatory approvals. According to 1375 Census, these urban societies have had the population of nearly twenty million of 60 million people in Iran; it means that they have solely a third of the population of country. A major part gross domestic product (GDP) is produced in these areas. Economic and demographic volume of these areas doubles the need of special and distinctive attention to its management.

Determination of main elements and with communicative situation

Institutions and organizations which according to their mandate and duty description in building inter-organizational relationships at the level of urban society's management are central elements are:

A) National level

- Majlis of Islamic Council: Policy making and Legislation
- the Cabinet: Policy making and Coordination
- The Supreme Council of Architecture and Urban Development: Policy making of Spatial Planning
- Management and planning Organization: Policy making and spatial coordination and budgeting
- Ministry of Housing and Urban Development: Policy making and spatial – physical Coordination
- Ministry of Interior: Policy making and Coordination, spatial Management and Monitoring

B) Regional level

- governor-generalship: Policy making, Coordination, spatial Management and Monitoring
- Provincial Planning and Development Council: Policy making, spatial- economic planning and budgeting
- organization of Housing and Urban Development: spatial- physical planning
- Organization of Agricultural Jihad: spatial planning and management

C) Local level

- City and Village Council: Policy making, Coordination, spatial Management and Monitoring
- Municipalities: spatial - physical and administrative management

Explaining and analyzing inter-organization relations in terms of key performances

The main functions of the institutions of urban societies management include these four areas:

- Policy making, Coordination, and Monitoring
- Planning and Economic- Social Management
- Planning and spatial- physical Management
- administrative and operational affairs

Each of the institutions and organizations within the framework of their tasks in each of the stated areas, need to establish some inter-Institutional relations or other respective institutions.

Main points drawn from the review of mentioned relations include:

- The most important communicational position of in three main management areas (Policy making, Planning and Economic- Social Management, and spatial planning and Management) are available in governor-generalship, Provincial Planning and Development Council, and Provincial Planning and management organization respectively.
- The process of de-concentration and devolution at the national level has been accompanied by a kind of regional de-concentration process. Increasing the governors' authorities and focus of all decision and policy makings within the framework of Council of State Planning and Development under the control of Governor, are the new evidences and practical measures of centralization.

- Despite the aforementioned centralization and intention to closing up and coordination of planning and economic-social management area with planning and spatial - physical management area, it seems that the Conflicts and contradictions in these two areas are still exceedingly high. The Commission structure of province planning and development council and the attitude rule in dividing these commissions can be seen as the main reason for this continuity.

The way of executive and binding mechanisms for inter-institutional coordination and the academic allegiance of operational executive agencies with the original and regional management institutions within the framework of the aforementioned inter- institutional relationships are still unclear. Autonomy in administrative and financial decision making in most executive agencies is among the origins of the aforementioned ambiguity and the lack of accountability to regulatory bodies.

- In a few existing institutional relationships, public and imperative relations have overcome the horizontal and cooperative relations.

- The absence or weakness in the intrinsic and communicative position of municipal and civic representation institutions as well as profit and nonprofit institutions in the public, professional specialized and private sector within the aforementioned framework is quite obvious and tangible. On one hand this gap means the gap in formal mechanisms of expressing demands by citizens and non-government sectors, and in the other hand, leads to the formation and strengthening of informal relations and influencing non-transparent channels to government agencies. Ambiguity in the fairness of government decisions and actions and briefly being far from the good patterns of urban governing are of the consequences of this gap.

Tehran urban management

Tehran as the capital city of Iran has the problems which solving these problems, is a national issue. This city requires a national look at all areas; thus the need for integration in all institutions and organizations for solving the city problems is felt more than other cities in our country. Besides being the political center of Iran, Tehran is also considered as the capital city of province Tehran and township Tehran. The most important government and judiciary institutions including ministries, the Majlis of Islamic council and... are located in Tehran, and influential authorities, including Iran's supreme leader, president, Chairman of the Majlis, the head of judicial system, Chairman and some members of the Assembly of Experts, Chairman and some members of Expediency Discernment Council, members of Guardian Council, Cabinet Ministers, and Members of Iran Supreme National Security Council are living in Tehran. In the last 200 years, people of this city always have been the most influential one in Iranian politics. This effectiveness includes their presence in the country's political structure, altering flows of country policy include revolutions (Constitutional Revolution and Islamic Revolution), war (The imposed war).

This city has 30 deputies in the Majlis. City administration is done by the Tehran municipality. Tehran mayor is elected by Tehran city council and this council oversees the performance of Municipality and provides legislation for administrating the city.

Tehran is divided to 22 regional and 112 Municipality areas in terms of administrative aspect, and Tajrish and Rey cities are also in this city.

Tehran City Council is a council composed of 15 representatives that under the law of the councils is responsible for administration of Tehran. The most important tasks of the Council are electing mayor for four years, monitoring the performance of Municipality, and, if necessary, dismissal of Mayor, approving the required plans for the more welfare of citizens, as well as monitoring their implementation, approving the annual budget of Municipality, approving the Statute of institutions and companies affiliated with the Municipality.

The background Tehran City Council, or BALADIEH in the initial interpretation, goes back to constituting the first legislative body (Majlis of Islamic council). In fact, one of the first laws passed by Majlis of National council is the law of BALADIEH which was approved in the solar year 1286 and thus, one of the great ideals of the Constitution was achieved. During the 95 years after that date, durability and constitution of the Council of cities have been with many ups and downs. In short, during the years 1284 - 1304 after the Constitutional Revolution the first Law of councils were approved and implemented. After that, from 1304 - 1320 and after the coup of 1299 by Reza Khan and his accession to power, the law of BALADIEH was repealed, and with the alternative regulatory approval, electing the mayor was considered as the Interior Minister's task. In 1328, after the fall of Reza Shah and because Mohammad Reza did not have much domination on the affairs of the country, the third Law of was passed. Again after the coup of 1332 and overthrowing Mossadegh's government and Mohammad Reza's domination on the affairs of the country, this Law of was repealed. After the revolution, constitution of the councils became the people and Revolution Leader's demands. However, the establishment of the councils delayed until the Mohammad Khatami's government. Finally, on 9 Ordibehesht 1378, the Councils of city were formed based on the Councils laws approved in 1375 by the Majlis of Islamic councils.

Tehran Municipality is an NGO which was established in 12 Khordad solar 1286, it governs the city Tehran. The mayor of Tehran is responsible for administrating this organization; he was appointed previously with the Interior Minister's command but now is elected by the command of Tehran city council. The Municipality of Tehran has 22 regions and each region is administrated by the mayor of that region. The comprehensive Plan for Tehran city was developed in the time of Municipality of Gholamreza Nick Pey. In Addition, after the revolution Gholam Hossein Karbaschie ,as the first Mayor after the war, could prevent the transfer project of capital city which was estimated 1,200 billion tomans in 1369. Tehran Mayor is now Mohammad Baqer Qalibaf who has been in this post since Shahrivar 1384.

Explaining and analyzing the inter- institutional relations in terms of country divisions

Divergence and differences dominating the administrative and executive structure of each divisions of the country has been integrated and combined with divergent and different structure of country divisions and leads to progressive intensification of conflicts with the administrative system of these societies. In fact, each of elements and levels of divisions of the country in the current situation are administrated by the minimal horizontal relations and inter-institutional co- ordinations and each of the mentioned elements defines and determines its own position, duties and functions within the framework of vertical inter-institutional relations. Urban management is a typical example of this situation. Urban societies, as the coherent and integrated spatial-functional system composed of many elements and levels of country divisions and consequently, consist of more relevant institutions and organizations. Thus, the functional differences are combined with the spatial one and horizontal disharmony in the inter-institutional relations creates real and functional conflicts and contradictions at the level of mentioned integrated system.

- the vertical and of inter-institutional structure and relations dominating the system of country divisions with the inherent need and necessity of urban society management conflicts with the horizontal structure and inter- institutional relations. In fact, the current system of city divisions is a hierarchical system that Inter-institutional coordinations need to be done through the higher levels within its framework. Even if it is efficient in normal circumstances, it would be inefficient while severe functional, physical, spatial deterioration are running urban societies.
- The replacement and desire to compete and spatial and functional separation, instead of desire to collaboration and partnership based on the synergies in the current system of country divisions, try to attract the desirable and developmental resources and facilities (Public, State, national, private) in a negative competitive way and have the projection role in problems and undesirable elements beyond the spatial under control area. Several examples and evidences as well as extensive loss result from competition between the municipalities, especially in urban privacy areas could be mentioned.

Review the laws and regulations related to urban society management in the country

Among the most essential and effective tools of urban planning and management, appropriate and effective laws and regulations can be cited. In fact, any kind of interventions and official actions across the city and urban areas require supporting and legal and lawful documentation. Within this framework, it is expected that the System of civil rights with its laws and regulations performs the following three functions in the process of changing the planning and urban management thought to practical measures in a real and live environment: Create the foundation, facilitation and support.

Urban societies as the new and different phenomenon and systems from common forms of housing in urban and rural areas need legal systems and notes accordance with their qualifications. In fact, planning and managing the urban societies won't be possible relying solely on the laws governing cities and villages; even if it is possible, certainly it will not be efficient and effective.

Basically, the city's rights in Iran compared to other disciplines and areas of public rights have been less considered; as a result, it has caused the serious structural and content defects and weaknesses. As a result of this general weakness, evolution and Adaptation to citizenship Changes, new urbanization and urbanism, and legal and lawful necessities to guide and control these developments are of the most important shortcomings in civil rights in Iran.

Municipal laws and regulations, have mostly certain range of actions. Accordingly, and especially in detection of laws related to urban societies, this should be considered and taken into operation as the range of complex areas with various spatial-physical areas.

The view of metropolitan area or urban societies, and the necessities and requirements for planning and managing this new phenomenon is a quite reasonable view which sometimes has been exposed to opposition and conflict in the country's legislative System. Even though the existing laws even in physical planning and supervision of the urban societies are also extremely incomplete, aspects of urban management in the existing laws has been absolutely ignored. The only legal document in this regard is the law of defining the scope and

urban privacies, approved by Cabinet in 1374. However, a review of these legislations and other laws related to this topic suggests this fact that mechanisms in urban management have not been reflected in any statutory document clearly.

The only legal proposed mechanism for the management of urban societies can be extracted of Article 2 of the mentioned legislation by the Cabinet. According to this Article each urban society should be divided into smaller areas consist of the municipal boundaries inside the collection, so No point outside the scope of supervision and municipality boundaries is inside the set.

Mentioned offer for covering this administrative level, perhaps could consistent with the accession strategy in part; but aside from the functional and managerial coverage position of the whole of the urban society through this method, it should be noted that discussed proposal will not contribute a lot to integration and minimizing the differences in the decision-making system at the level of society. The only effect of this proposal is joining more areas to the area under the control of municipality, however no options is available for integration between municipalities and other governmental organizations active in urban societies in policy planning and implementation of logistics.

Thus, there is no Actual integration about the laws and operating procedures at the level of urban societies which now are divided to triple official range include the legal boundaries of cities, shielding Privacy and outside it. The Privacy and outside the privacy boundaries, in which the most interventions and changes in the development of urban societies happen, include minimal reference and documents about the way of operating and managing them.

Hence, the first necessity for the formation and deployment of identified Mechanisms for regionalism at this level is formulation of laws related to the new level with considering new and comprehensive approach. At this level of law set, policy and planning agencies and executive organizations must be separated from each other, made clear, and put under unified management.

This set of rules should have the other properties as well as performing three Mentioned functions- the role of Creating the foundation, facilitation and support- in order to prevent the discrete tasks, decentralized legislation, And sometimes contradictory, which could be seen in current laws and subject. This property is:

- 1) Anticipate a legal comprehensive and independent approach for planning and managing urban societies.
- 2) Create a legal and obvious system of the labor division between the various institutions affecting the urban societies
- 3) Create the perfect and legal spatial cover on all aspects of the subject
- 4) Clarify and establish transparency in the Mechanisms of supervision and control over the processes of planning and urban society management
- 5) Effective and fair support of all effective elements affecting the urban society
- 6) Consider all legal extensive duties, facilities and powers of government institutions which are active in society management at level of urban society
- 7) Facilitate the process of urban society programs through:
 - Embedding the specified ,legal procedures and Mechanisms in order to solve the legal conflicts between various government institutions and legal cases between them and people
 - Embedding the specified ,legal and adequate procedures and Mechanisms in order to finance Planning process and improve life and economic growth of urban societies

South East Asia; administrative reorganization

In regions of the Third World which industry is expanded rapidly through the Western institutions, the subject of administrative reorganization has been one of their distinctive traits. South East Asia is a kind of these regions and Singapore has provided a model for successful development in this region and others are seeking equality with it. Much of the successes in Singapore are related to its entity as a united country which was formed directly by a national government. Similarly, during 1972-1975 four other capital cities in Southeast Asia, Jakarta, Bangkok, Manila, Kuala Lumpur, became the section - country accordance with the pattern of Singapore.

Table 1- Formation of the capital urban Districts in Southeast Asia

The top authority	New administrative area	Year	
Prime minister	-	1965	Singapore
Governor	Bangkok urban metropolis District	1972	Bangkok
Governor	State	1974	Jakarta
Prime minister	Federal District	1974	Kuala Lumpur
Governor	Metro Manila	1975	Manila

All new authorities were under the executive control of selected Ministers or governors at the level of Board of Ministers. In each of the areas, the old integrated Plans were changed rapidly to technocratic planning groups which use the Systems analysis regardless of quality information and local numbers. This technocracy, which often was imported in terms of personnel or budget, eliminated the direct relation with urban population and was used by ruling groups in order to provide a false justification for the predetermined purposes of development. Responding to the demands of urban populations through municipal elections was not the law, but an exception.

Urban management and political protest in Manila

In 1521, Magellan claimed the ownership of the Philippines for Spain, and in 1570s, the role of Manila as a main economic and urban center was consistently established; so nowadays, the metropolis of Manila has a population of about 6 million and is ten times larger than the city Davao, the second urban center in the urban hierarchy.

Philippine government, since independency, has belonged to traditional family and owner of land. In the past few decades, Marcos Family were determined to modernize the country and its economy and considered the urban poor's activities as a fundamental barrier to progress. Manila has been a battlefield especially in this attempt between government and the poor.

In 1975, following the pattern and procedure of other Southeast Asian states, capital city Metro Manila was established under the Marcos Imelda's governor, the wife of President Ferdinand Marcos and the Minister of Human Settlements. Immediately, the major planning analysis was carried out by the World Bank, and a series of major investments in urban development was done. These methods showed clearly the way of Westernization with supporting the Marcos's regime. The first program was the establishment of an International Convention Centre which was done with \$150 million for holding one of the World Bank Conferences. Government agencies loaned other \$ 360 million in order to build 14 new hotels for accommodating attending delegates in conference. Considering that in 1976, only \$ 13 million was allocated for state housing, this case can be judged.

The poor were considered in these investments, but this means that existing houses near the malls, hotels, airports and roads were destroyed in an elaborate promotional for Prettification. It is estimated that about 60,000 slummers lost their houses before the World Bank Conference, and the next year before holding the Miss World pageant, the other 100000 ones became homeless. Even the dramatic efforts to help the poor were also under the control of elitism in urban Planning and the desire to achieve national goals. In 1976, an international competition was held for innovative design in order to resettle about 3,500 slummers from large area Tondo near the Dagat Dagatan. While Imelda Marcos was deeply promoting this idea in UN housing conference which was held in the same year, he claimed that this plan will be The pattern of resettlement slummers across the world; But despite this the real goal was getting rid of slummers in order to expand the port area. But the main problem was the fault of program which from the view of concept and organization had totally the elitist nature. Information were available as a manual, maps, and statistical data to institutions participating in this contest; But no direct consultation was done with slummers or was not expected. Many companies, in competition to get a generous bonus of \$ 100000 and executive contract made notably plans which as well as abundant creativity in energy saving technology focused on housing and environmental improvements. A few considerations focused on providing jobs, land ownership, education and health care which were high priorities for slummers. It should be noted that development in the resettlement program has been expensive, limited and unacceptable. During this special event, slummers did effective public protest against the arbitrary way of Marcos's government. A major part this impact was as a result of their Coordination into a comprehensive urban organization, called Ognayan, which considering the dissimilar nature and interests of low-income urban communities was relatively rare among them. As the national government took the responsibility of governing the city, this impact was canceled through direct replacement of leaders Barrios (Slummers) with government puppets, who their loyalty to their masters was higher than slummers communities. The main leaders of Ognayan were arrested and prevented to attend in the housing Conference in which Imelda Marcos introduced his resettlement programs. This was the continuation of the arbitrary urban management which basically helped the downfall of Marcos's regime; not only the poor but also middle classes hate it and finally foreign supporters' patience was exhausted.

Summary and Conclusion

The whole presented contents indicate that the most basic and crucial available problem and threat for urban society management of Tehran is as follows:

- Lack of comprehensive and metropolitan attitude to spatial-physical planning and management in urban societies in all mental and physical areas and related institutions ,appropriate for management of cities with proper scale; this major flaw and gap, have roots in problems and other issues which the most important ones are:

1) Weakness and failure in academic and research communities and authorities: For theoretical understanding and analysis of the process of converting the large cities in metropolises urban societies (to metropolis districts), and on one hand, the acceptance of different characteristics and nature of other forms of housing (city and village), and on the other hand, transferring this knowledge to the relevant decision making levels.

2) long tradition of underdevelopment and compliance with urban planning and management systems from the urbanization and city-orientation process: The continuation Of this tradition caused that the first official and legal reaction for organizing municipal societies (Approved by the Cabinet in 1387), was delayed for at least two decades towards the level of scientific formation signs in the urban societies of Tehran (early 1350).

Also about Asia, our overall conclusion will prove the following concepts:

- In most of the capital cities, national governments are responsible for urban management.
- Urban planning has been formed based on fulfilling the objectives of modernization.
- Political control of urban populations is established through limited investment in basic needs to control and reduce chaos.
- The poor cannot be classified as revolutionary or conservative ones at the same time.
- There are different forms of political protest which the most common form is confronting against the injustices by informal section.

It seems that two sides of the coin; in other words the unit urban management, have two distinct types of the issues in both Asian capital cities: Tehran which has essential need for national view in its management and suffers from the lack of necessary coordination between administrative bodies and more cooperation of governmental bodies with urban management agencies; and Manila which despite having the strong management, is struggling with the fundamental problems and poverty. Therefore in study of management systems over the massive and especially capital cities in the third world following Items should be examined:

- Involvement and influence of governments in urban management
- Building national or international images for the of the city, due to the vision of the city, and also the thematic problems in it
- Holistic rating agencies in arrangement of urban manager

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