

Comparison between urban management in Iran and the West

Hesari Asl, Roya

Urban planning graduate student, University of Arts

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ABSTRACT

Increasing development of the cities as well as detection of new duties and activities to the urban management (municipalities) requires a comprehensive and expertise looking to this issue. Development of urban management plans is attached to the cities' attempts and exercise as to progress and health of the human resources. These actions include the governmental interference, economic profit, preserving the social equality, reduction of poverty and improvement of environmental conditions. These actions are possible in case of optimized use of the resources. This paper tries to cite such existed necessities of non-concentrated planning and management in the third world countries, beside to examine the features of urban management in Iran as a developing country or third world country and the modern countries; then we could extract differences between the urban management in the developing countries and the modern ones and based on a scientific research, its positive points and adoptable advantages are specified. At this regard, at first, we explain such theoretical principles in the urban field, different methods of urban management in Iran and the modern world and disciplinary or on the other word, considering the country's affairs and finally regarding to the conducted examinations and interpretations, we would reach to a major difference in the urban management at different countries.

KEYWORDS: urban management, the third world countries, western nations, Iran

INTRODUCTION

Expand of urbanism and its eventual specific hazards have made the useful solutions and approaches more highlighted. In addition to such factors as urban environment, urban transportation, urban safety, and urban planning, one of the most important features influenced on the urban factors is urban management. As known, each social activity regardless of the organized management takes apart. The cities as systems require management as well, to determine the goals and plans and to organize the different urban elements activities. This paper through a comparative looking tries to identify the urban management methods in Iran and the modern European countries, so that it would improve the urban management in Iran.

Theoretical principles

Urban management concept:

The concept of urban management is larger than the combined concepts and it can be mentioned in the way that the urban management is mostly used for the local authorities or the municipalities. The local authorities called as Municipalities, are mainly stated after the industrial revolution, and are initially formed in Europe and then in the U.S. and the other countries. Based on the urban management plan and determined by United National, five axes have been stated for the countries in the 21 century.

Urban environment management

Elimination of urban poverty

urban landing management

urban infrastructure management

financial management in the Municipalities [1]

Different patterns of urban management:

Global patterns of urban management in different countries are variable as regards to their political regulations. This pattern is different according to the authority size of local managers in cities and rural managers in the villages.

* **Corresponding Author:** Hesari Asl, Roya, Urban planning graduate student, University of Arts.R110h@yahoo.com

Urban management patterns in developed and developing countries are different; and each of these communities, according to their type of political regime practices a particular kind of urban management methods. There are two common types in urban management field[2]:

Centralized Urban Management:

"In this model, the central authorities interfere directly in the city affairs and carry out such duties with local aspects and of **tenure**¹functions."

This pattern is based on **bureaucracy**² and usually such kinds of government follow it, which do not depend broadly on people's working and attempt and their costs are provided through the national income sources. In the pattern of concentrated urban management, there is no authority for people, and role of them in managing their cities is light and their opinions and comments are considered much little on the fundamental issues, such as policy and planning. Today, this pattern has been removed in European countries as well as in developed countries. The most important role of the people in this urban management model is selecting the city council members and people cannot directly elect the **mayor**³; because, it is chosen by the city council.

In general, there are three ways to choose mayors in the world. First, people choose it directly by their votes, like France, Belgium and some states of America. In this way, the mayor elects the city council's members. Second type in which, the mayors are appointed by such Ministries as interior Ministry. This is common in some developing countries and was implemented in Iran until 1998, in which municipalities worked under the supervision of the county's technical offices. The third way is that people through electing the city council members, represent them to determine the mayor.

Decentralized Urban Management:

In the model of decentralized urban management, the government does not have responsibly against the cities and local regions except policy, planning and such issues as defending from the land and people's safety, and only do such duties of government functions and assign the other responsibilities to municipalities, private sector or NGO.

In this model, municipalities are responsible mainly for local duties and even such matters as tourism, urban development projects, construction of the library, marriage and divorce relate to them; they provide the costs through **toll**⁴ or local taxes; however, the government will bear the costs in some extent[3].

What positions are the people in the patterns of decentralized urban management place in?

This model is based on the people's vote directly and people could supervise the City Council members who make decisions at different levels. Urban management is stated as a model for the management and development of urban settlements, including small towns, large cities and metropolises. The main core of international activities of urban management is the urban management plan, established by the United Nations Development Program. This program is supported by some governments and through such fields as economic growth, social development and elimination of poverty has been officially recognized by the human settlements centers depended on the UN, as well as the World Bank, aiming to help the cities and towns of developing countries[4]

2. Urban Management in Iran:

In Iran, three particular periods have been existed in urban management.

The first period was related to the beginning of urbanization until the Constitutional Revolution in which, the city managers were appointed by the governments and mayors worked as the sheriff (Persian name: Daroogheh). The second period begins with the Constitutional Revolution. In this time, such movements towards the urban governance were appeared and urban government was forgotten.

The third period was turned on through the Islamic Revolution. In the first decade, there was no particular pattern in the urban management due to the forced migration and such issues as forced war. Nevertheless, after the war, the economic policies embraced the privatization and liberalization and in the First Development Plan, government allowed municipalities to generate revenue themselves, and first city where the movement began was Tehran [5].

Since the municipalities in Iran are mostly of local organizations forms, and not independent local authorities, so they do not carry out urban management solely. Regarding to the relationships and the impacts of national and provincial organizations applied on the urban management, three levels of urban management can be stated:

¹The conditions under which land or buildings are held or occupied.

²A system of government in which most of the important decisions are made by state officials rather than by elected representatives.

³The elected head of a city, town, or other municipality.

⁴A charge payable for permission to use a particular bridge or road.

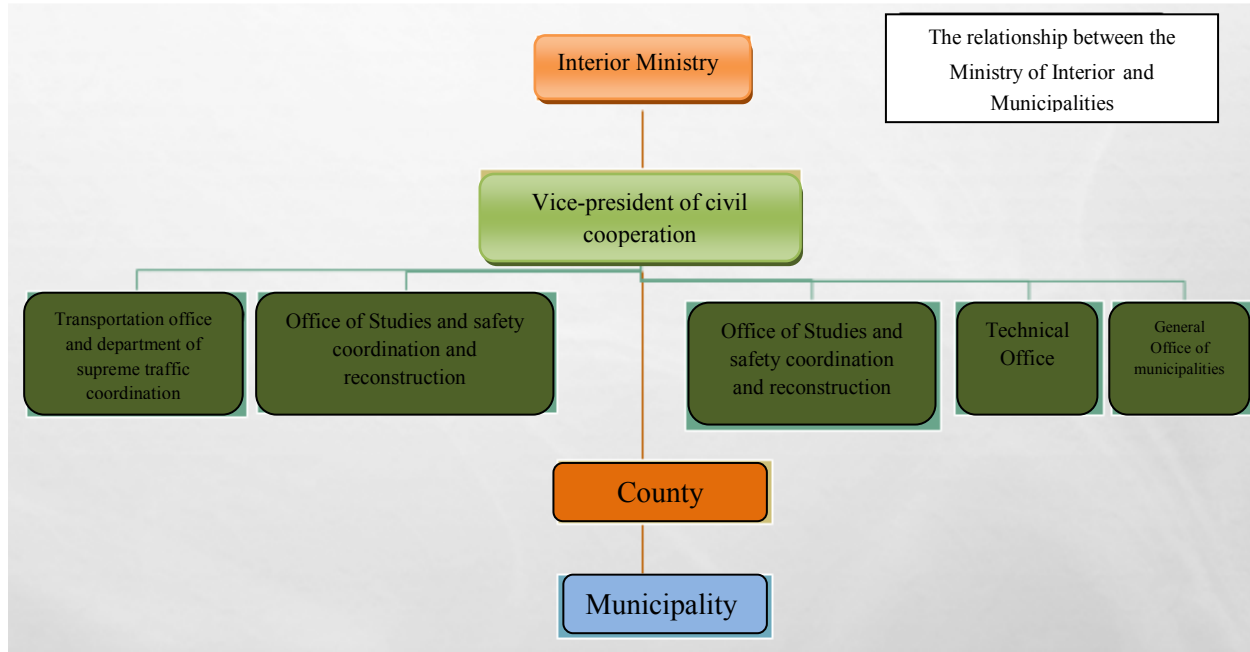
1. The overall level of urban management:

In this level, there are such ministries, organizations and associations, whose authority range is the whole country and are able to decide for urban management.

Interior Ministry: confirmation of with the municipalities' organizational changes, examination and approval of their civil development projects, confirmation of the master and comprehensive plans.

Ministry of Housing and Urban Development: Management and supervision on master plans.

Supreme Council of urbanization and Architecture: caring and improving urbanization affairs and coordinating the actions.



2. Regional level of urban management:

There is not such particular independent organization of urban management at this level, but the available organizations of the provincial branches of the national ministries and organizations, whose authorities are of provincial.

County: it is the most effective organization to manage at this level – of its most important duties is to prepare the master and comprehensive plan most and the urban detailed maps.

Administrative departments of the Province's Planning and Urban Development

Coordination Organization of the Province's Municipalities: mainly functioning at finance issues

3. Local level of urban management: except from the municipality with the largest role, other organizations, including formal and informal are also involved at this level of management.

Municipality: Of the main elements of decision-making in the city

Islamic City Council: all the municipal plans and decisions must be made with the coordination and supervision of the councils.

Governor: an important element in decision making and guiding urban management

City Security Council: policy and security control of towns

The main purpose of urban management in Iran is to create a healthy city that the main suppliers include:

1. The five-year programs of economic - Social and Cultural development of the Country
2. Urban plans
3. Municipalities laws[6]

3- Urban management in Western countries:

Urban Management in the West has undergone a series of basic changes in three stages since 1986 up until today.

In the first stage – during 1986-1991, it had focused on four major subjects “land management, finance issues and urban management, urban infrastructure, and urban environment aiming to develop the practical strategies and tools of urban management at the global level.

At the second phase (1992-2000),the basic mechanism related to the level of effectiveness and such products as forming the board of region's experts and establishment of advisory workshops and conferences in order to

introduce these policies and practical tools in a way that the structure of these programs has been decentralization and **delegation** of responsibility for carrying out these activities to the regional offices.

In the last step, in the following of the second stage, concentration has been on the governmental activities and measures excessively; affecting on the living conditions of the poor and low-income urban population[3].

Three important factors in the management pattern of the West:

1. Planning
2. Programs implementation
3. Monitoring and promotion of programs

In this model, the private sector, pressure groups and the public can participate in improving urban management and using those, the required funds to improve the economic situation can be achieved.

These functions can affect the citizens, the urban environment, the efficiency capacity and the productivity of the city. In the West, they emphasize that the city's systems be fully evaluated.

The type of urban management used in Europe should be adopted with the life cycle of urbanization, indicated by rising and fall of the environment that environment. In the West, the physically and economically developed cities need to different urban management practices from the elementary and deficient ones. The other considered issues in the urban management of the West is considered urban management are urban transport conditions, land management, organization of workings and productivity, urban and regional economics [5].

Management pattern in Germany and USA:

In general, in European countries, there is similarity in urban management like similarities in type of their national governments; and referring the term “Western democracy” to all these countries indicates this fact. Further than the system of Western democracy is used by the United States and Germany as well, another similarity between these two countries is about being ruled federally in both the United States and Germany [4].

Relationship with the central government and local governments:

In the federal government system, basically, the central government rarely interference in local affairs of the provinces and territories. This point is also true about Germany, because local governments are more independent. Municipalities, local governments, **Sherrifdom**, and counties have full authority in all related matters and the government is only responsible for monitoring that as needed, financial, technical and emergency assistance are offered by them.

These funds are 25 percent of all municipal revenue in Germany. Municipal cooperation in Germany is common. This cooperation may take place both between the neighboring municipalities and through municipal associations.

Public participation

The nature of the national government in Germany is the western democracy and there is capitalism system in this country, although in Germany, as most European countries, the acuity and severity of US’s capitalist does not exist. One of the indicators of this feature is that some European countries have communist parties, which have some representatives in national and local parliaments, or for example in French, socialists continue to rule the country. Nevertheless, in the United States, membership in and generally the Communist Party is illegal and the socialist orientation is unacceptable. Therefore, in Germany, people are more effective in national and local government. Even in some laws of Germany, the participation or indeed providing participation possibility has been made compulsory.

Methods and authority of Mayors

In Urban management system of Germany and USA as well as in France, England and the Scandinavian countries, there are three models of working, power and authority of mayors.

First model: if the power of the city Council reduces, mayor's authority will increase. Hence, this model can be divided in two shapes “weak mayor – council” and “strong mayor – council [3].

Second model: it is called “Magistrat” in German language equal to the American model conquering the city by the Commissioner. In this model, a committee instead of one person (mayor) manages the urban affairs.

In the third model, one person is elected as a director of the city by the parliament. He should not have a political choice, but be experienced, knowledge and expertise in the city management.

Director only answers to Parliament and runs all the different departments of city. The mayor’s role is actually ceremonial, but at the same time monitors the city’s affairs. This mission may take along 6, 8 or even 12 years. It is less common in Germany and has been caught from the similar American model.

In this pattern, since the mayor is not directly elected by the people, is most responsible against politicians rather people. In Germany, the mayor’s mission may take up to 12 years and therefore there is not concern about re-election and in this respect also, has would not account himself directly accountable to the people[7].

Management in UK:

System of urban management and planning in the UK over the past few decades has been undergone massive changes together and interacting with each other. In fact, the England management system has been run necessarily along coordinating with each other. In general, we can say that in the last three decades, the central government's role has been tended towards the strategic and regulatory functions, and on the contrary has increased the powers of local governments in planning field (decision-making and implementation). Planning system in this country works in two levels in accordance with the two-tier structure of government (central and local), respectively. According to confirmation of local governments' rules during 1972-1974 and organization of them in two levels of **sections** and county, the section's councils are responsible for the local planning and got obliged to confirm their plans by the County councils. County councils also require the approval of the Department of Environment to confirm their Infrastructure projects.

Management pattern in Sweden, despite the Government of Kingdom is the way that the affairs management is carried out in local self-governance way by municipalities and in regional self-governance by the provincial councils. The supreme department to decide is the city's Council elected by citizens.

According to the set of the Swedish government rules, municipalities and county councils have the right to **levy**⁵ and the people assign executive decision making at the local level, to the elected representatives. Control and supervision of municipalities in Sweden is on citizens (with the right to admonish officials).

In addition, urban management has autonomy and the central government is not able to protest the City Council's decisions [4].

4. Comparison of urban management in Western countries and Iran:

Municipalities are not economic agency concerning about their income and expenditure nowhere in the world rather than Iran, and have such adequate and fixed income. While in Iran's cities, especially Tehran, the financial resources are limited and cities do not benefit from tax and in a complex bureaucracy, the governmental aid allocate to the cities too late or it does not allocate at all.

In the municipal laws, enacted in 1334 in Iran, it was considered that the urban servicing activities were on the municipal and the security and political tasks were on the government that gradually through transferring these functions to other departments, the domain of municipal duties, and consequently the authorities was decreased.

Of course, due to rising the oil revenues and the government's desire to centralization as well as lack of municipal training and the problems existed in the system, the tasks were transferred to other related municipalities.

In Iran, due to the old political-administrative structures, formation of urban management is very different from the Western developed countries. Urban management system in Iran, as the biggest part of the administrative system ruling on more than half of the country's population, has gained its legitimacy from the central government, not the people unlike the West.

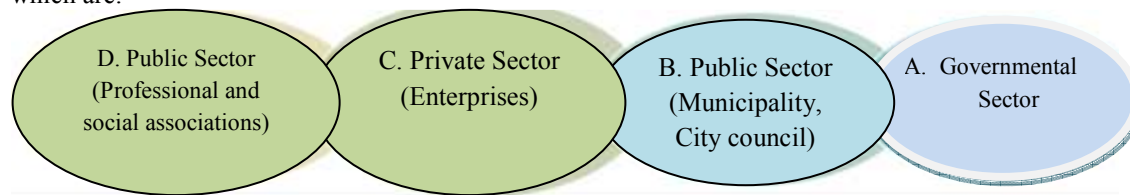
This crisis in Iran has been existed since Reza Shah (Pahlavi dynasty) until the Islamic Revolution and after the revolution; it still exists more or less.

The reason of that is the lack of any legitimacy including both traditional and rational in the social system for the urban management in the country; why the present municipality has not had traditional background.

Unlike the urban management system in Europe, there is no logical and interacting relationship based on the city council election between the community and city management.

Lack of legitimacy of the country's urban management results in mistrust and lack of faith in people towards the municipality, which actually leads to an unwillingness to cooperate, lack of willingness to pay taxes and duties, and tendency to break the laws and violation of the urban rules and regulations.

Today, the urban management system in developing countries has been comprised of four distinct but related parts, which are:



⁵impose (a tax, fee, or fine)

Although these parts have such different and sometimes conflicting tasks and interests, but in practice helping with such various political, social and legal measures, attempts to maximize the cooperation and coordination between them are made.

In fact, the quality and efficiency of urban management in different countries depend to how to cooperate and coordinate between the various sectors, which are clearly complex issue and require such infrastructure as decentralized management, **pluralism**⁶, acceptance of sustainable development etc.

The current system of municipal management, the role of the public sector on the other three sectors (public, private, public) is dominant in a clearer and more precise, the state of affairs at its disposal almost complete.

In the common system of urban management in Iran, the governmental role is dominant on the other three parts (Public, Private, and People-oriented); in the other word, the government rules the city throughout.

The most significant reasons of this issue include: Pre-governments' dictatorship, involvement of the Islamic government in revolution and war issues, lack of governmental officials to delegate the affairs to people, and lack of people's preparation to take responsibility for the related affairs.

In a way that, analyze f the urban management structure in Iran demonstrates that the ministries' and governmental organizations' roles are much broad and especially the interior ministry's role is more highlighted than the other governmental departments.

Most countries' experience indicates that the most acceptable method of continuing and stable income for the municipalities is the local taxes and tolls receiving from the housings, goods, services, and peoples or companies' incomes based on law in direct or indirect way, and in limited or unlimited time, and in national or regional or national level; and with the government's supervision, it is allocated to the costs causing social needs and welfare in the cities and villages.

Necessary financial independence of municipalities is one of the pre-conditions to supply the local management. In Iran, they rely on the governmental financial resources. Although in 1983, based on the item B, case 52 of the Budgetary Law, it was specified that the country's municipalities would be independent during a three-year planning.

The issue not considered in this accelerated action was the substitution approaches of the new income sources instead of the governmental aids. This matter led to reduce the municipalities' ability in servicing and conducting the urban plans and on the other side, it forced the municipalities to carry such methods not adequate for the sustainable construction and development at all (center of urban planning study of interior ministry, 2015)[8].

A smart government, with mostly supervising role that has delegated the local affairs to the local management is another discrepancy between urban management in Iran and the developed countries. Lack of unique urban management is one of the largest discrepancies of urban management in Iran and other developed countries; in spite of unique urban management, the municipalities and the councils have the same applications as the similar organs in the developed countries. The advanced countries have considerable experience in the field of council management, while our country is still at the beginning.

NBN as maybe the most successful urban management method (Neighbors Building Neighborhood):

One of the most interesting and successful methods in urban management, implemented in "Rochester" – New York state – over 10 years is the **initiative**⁷plan of NBN.

NBN is actually an urban management system in the participant form, in which people participate in all the decisions along with municipality. This weird policy, which has had adequate efficiency up today, is called as "NBN" meaning that neighbors organize the surrounding buildings and neighborhood. Everybody organizes the surrounding environment, and tries to participate in all constructive measures in order to improve the living state of their living area. Based on this plan, Rochester's citizens plan for the future of their city and determine the preferences of the city budgeting. The plans, which urban planners could have introduced the company or companies to sign such forms to support the project were only accepted, and the plan was implemented only when citizens could identify the investing recourses helpful in project implementation. All the parts of NBN connect to each other via a central computer system or rather the urban communicative network, so that possibility of access to the urban data is provided for public. The drawing software "GIS", 3D planning data, secure Email, and Data management system were the other available facilities.

A group of people along with the experts is responsible for keeping the network update. NBN department that is managed by the city council of local college offers such educational facilities in the field of management, society organization, and technical planning skills freely.

⁶A condition or system in which two or more states, groups, principles, sources of authority, etc., coexist.

⁷The ability to assess and initiate things independently

“Rochester” citizens are also involved in decision making in different fields of budget delegation policies, which in fact; it is considered as people’s power tool (center of Islamic council of research of Mashhad, 2006)[9].

Results of NBN:

The results obtained from initial plans of NBN in 1994:

Understanding the high importance of the life’s quality by people. In fact, after implementation of initial policies, done in participative form, Rochester’s civilians got sensitive towards keeping their living area, so that everyone to play a particular role in following healthy matters, preventing from breaches and whatever is needed to a peaceful life in an urban environment.

NBN provides the possibility of private investing as to improve the urban development objectives, which has led to erection of many entertainment centers by people. Over the past ten years, NBN has played an important role in reconnection of people and government.

NBN reflects a matter that the local government could also act in parallel with people’s objectives, so that the citizens control their life personally and they could participate in all the programs.

After retirement of “Bil Johnson” – Mayor of Rochester – and creative of the plan “NBN” in 1 January last year, the new workforces are intended to keep the same principles along NBN objectives through people’s participation [10].

6. CONCLUSION

Management pattern in the foreign countries is as decentralized, while the governmental centralized management in the structure of Iran’s municipalities has penetrated historically, then to change it is not easily possible. City councils and municipalities in Iran i.e. the main columns of urban management, do not have adequate authority to fulfill the duties responsible by the law. In Iran, the borders of Mayors and city council’s authority are not clear completely and needs to be reviewed and redefined. In a non-democratic community, the municipality or the council responsible for ruling the city are elected by the governor or the sub-organization, while in most countries at present, selection of the urban managers is done by the same area’s people. Sometime, people choose the mayor directly and sometimes the members of the city council selected by people choose a person among themselves or a competent person outside. In some cases, the city council, further than mayor selection, confirms the urban laws as well and controls the executive power in the city. In addition, the city budgetary is under its direct supervision. This method of urban management, which has also been tried to be used after establishment of the city council in Iran, is based on the political theories, emphasizing on not focusing the power on just one person or party aiming at reducing the concentration and as result reducing the political, economical corruption and bribery. Nevertheless, in some countries, the selected mayor by people or the city council members is actually the most powerful person in the city or region politically; so that he can hire or fire the officials regardless of the city council permission. This type of municipality expend the budget based on itself decision.

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