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**Article**

## Recognition of management structure and spatial planning in Tehran metropolitan area

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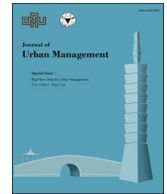


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## Research Article

## Recognition of management structure and spatial planning in Tehran metropolitan area



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## ABSTRACT

Metropolitan areas are concentrated and dense areas filled settlements and include a central urban region with its surrounding residences. Severity and complexity of issues in metropolitan areas along with intricacy and quantity of influential factors in these areas necessitate novel approaches and innovative solutions for comprehensive strategies and management coordination of land use in these regions. The present study has taken this approach to investigate management structure and spatial planning in Tehran metropolitan area. The study takes parameters like political and management decentralization, elements affecting urban management based on the sources of power and province and finally spatial domain of urban management into account. Findings revealed that decentralization in national management and political structure has limited tasks and authority of urban management. In this regard, a closer look at management structure and spatial planning of Tehran metropolitan area demonstrates that the government and its element dominate policy making, planning and spatial management of the city and inherent position of municipality and city council suffer weaknesses in their role as urban management. Results from investigating official tasks in urban management elements and their spatial domain reveals lack of coordination and Fragmentation in management structure and spatial planning in the region. The paper attempts to discuss these Fragmentation in the fields of management, function, politics and domains.

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## 1. Introduction

History has always had cities all around the world with various management styles and different civilizations and societies. The history of evolution of practice and theory in urban management and planning shows that before industrialization of cities, their organization was somehow organic and automatic; yet, increasing populations, various activities brought to the cities and profound changes in them, shifted the antecedent rules dominating spatial structures and juxtaposed the city with unprecedented environmental, social, economical and political issues. Since then, theorizing in the fields of spatial planning and management of cities have become the focus of several scientific and academic studies.

The beginning of the twentieth century in Iran brought about new economical approaches based reach development. The growth in public management organizations and industrial activities in cities was followed by an increase in population and induced huge spatial and physical changes. These changes were of greater effects in Tehran as the political and official

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**Table 1**

The evolution of the proportion of Tehran population to the country and metropolitan area between 1956 and 2006.

Year	Total population of country	Population of Tehran metropolitan area		Population of Tehran	The proportion of the region's population to that of the country	The proportion of Tehran's population to that of the country	The proportion of Tehran's population to that of the region
		Population of whole metropolitan area	Excluding Tehran				
1956	18,954,700	1,990,300	478,000	1,512,000	10.5	8.0	76
1966	25,788,722	3,456,000	756,000	2,700,000	13.4	10.5	78
1976	33,708,744	5,332,000	832,000	4,500,000	15.8	13.4	85
1986	49,445,010	8,108,000	2,108,000	6,000,000	16.4	12.1	74
1996	60,055,488	10,344,000	3,594,000	6,750,000	17.2	11.2	65.3
2006	70,495,782	13,422,000	5,710,770	7,711,230	19.04	10.94	57.5
2011	75,149,669	14,595,904	6,441,853	8,154,051	19.42	10.85	55.86

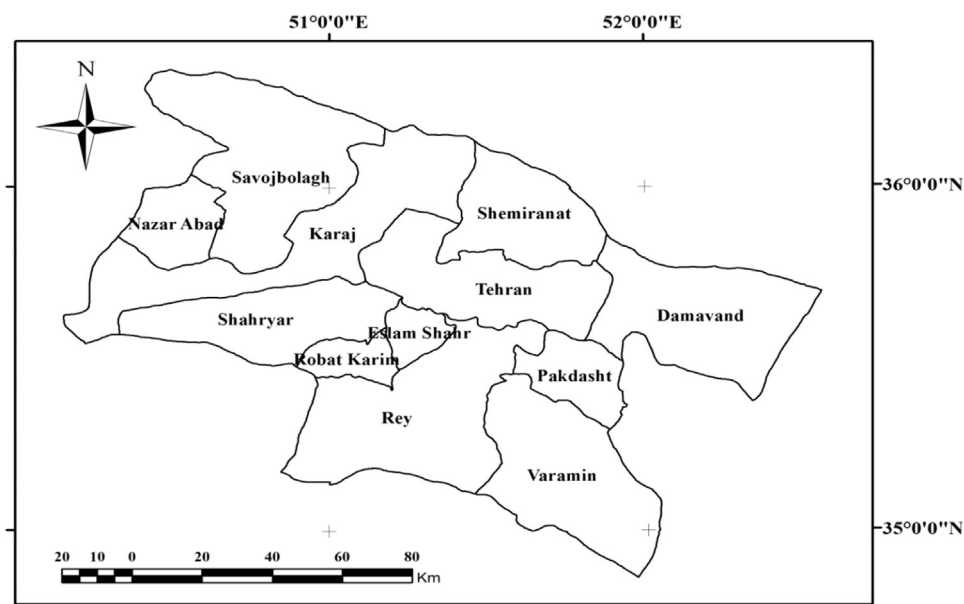
capital of Iran. In 1956, Tehran hosted a modest 8% of the population of the country reaching to 13.5% in 1976. However, it dropped to 11% in 2011 with around 8.5 million people. Nevertheless, these numbers are extremely noticeable in case of Tehran metropolitan area. In 2011, some 20% of the whole population was living in this area (Table 1 and Fig. 1). The changes in these areas necessitate designing an efficient management and planning system to lead these physical spatial changes in urban and metropolitan areas of the country. In order to manage and plan these changes, various management organizations and plans were founded and passed by the government some of which have been enacted and practiced. However, in spite of all said and done in recent years, Tehran metropolitan area is facing major problems like priority of unauthorized developments over authorized ones, indecent and insufficient regulations and urban policies, limited provision of land and home for low-income families ending in unofficial residences, lack of proper infrastructures in urban development due to unrealistic practical predictions and unauthorized development along with deterioration of environment etc. all of these problems has made it inevitable to look for solutions for them and ways to move toward a desirable future.

Recent expansions of the past 20–30 years have formed newer marginal metropolitan development and have raised the need for improvements in management structure and spatial planning in Tehran metropolitan area.

The main hypothesis of the present study is that the measures taken in Tehran metropolitan area, during this period, have been taken without an efficient management and planning structure properly designed for the development of such a metropolitan area.

The first subsidiary hypothesis of this study is that political-managerial macrostructure in Iran has not provided necessary conditions in order to form organization and desirable function of management system and planning proportional to Tehran metropolitan area.

The second subsidiary hypothesis is that as a result of mentioned structure, management system and spatial planning of Tehran metropolitan area has faced organizational-institutional challenges and problems for guidance and control of

**Fig. 1.** The limit of the Tehran metropolitan area and counties.

physical-spatial transformation.

Most of subjects and challenges are common among all other metropolitan areas in Iran; however, some of them are specific to Tehran and its metropolitan area. Therefore, the present study had to go through political and official structure of Iran and investigate the position of urban and metropolitan management and planning to acquire a better understanding of the management system in Tehran metropolitan area.

## 2. Methodology

This descriptive analytical study was conducted through reading books and relevant documents. At the first stage, theoretical concepts and approaches are discussed along with prior studies in the field of metropolitan management structures. The result was a framework for analyzing management structure and spatial planning of Tehran metropolitan area. Then, this framework is utilized to read documents and library resources and review the studies conducted on management structure and spatial planning in Tehran metropolitan area. Eventually, theoretical frameworks are combined with characteristics of management system and spatial planning in Tehran metropolitan area to find structural inconsistencies and contradictions and offer relevant solutions for enhancing the structure.

## 3. Theory

### 3.1. Metropolises and metropolitan areas

A metropolis is a large city or conurbation which is a significant economic, political, and cultural center for a country or region, and an important hub for regional or international connections, commerce, and communications. The term is Greek and means the “mother city” of a colony (in the ancient sense), that is, the city which sent out settlers. This was later generalized to a city regarded as a center of a specified activity, or any large, important city in a nation ([Collins English Dictionary, 2012](#)).

In central location theory, a mother city is referred to as a city with at least one million population and must be able to sustain a new economy control position in urban hierarchy and dominate over a region with five to thirty million population ([Shakoei, 1994](#)).

The mother city region is called over an area, which is being under influence of the mother city and is in two hour distance from the center of it. The satellite towns and suburbs are within the mother city region ([Blumenfeld, 1968](#)). In other definitions, it is mentioned defined as:

A metropolitan area, sometimes referred to as a metro area or just metro, is a region consisting of a densely populated urban core and its less-populated surrounding territories, sharing industry, infrastructure, and housing ([Squires, 2002](#)).

Angutti considers the metropolitan growth as a historical evolutionary phenomenon that has come along with specific developments in human welfare. In his mind, the metropolitan from qualitative perspective, is a particular type of settlement demanding specific qualitative plans ([Angotti, 1993](#)).

Hans Blumenfeld is clearly mentioning that nowadays when talking about urban revolution, I is not meant “modern city” but it refers to “modern metropolitan”. This name change reveals the fact that the prolonged period of quiet and gradual changes has reached a fundamental transformation stage; a period that criterion is not merely quantitative changes, the stage in which human settlements have been faced with substantial qualitative change. This means that modern metropolis, is not a city simply and traditionally expanded, but represents a new paradigm of settlement ([Blumenfeld, 1968](#)).

Metropolis phenomenon as it is used at present time is the outcome of industrial revolution and urban revolutions following it emerging in the late nineteenth and early twentieth in European societies. Industry and service are activities of a centripetal nature and cities are the results of that centralization and the following densification of population and economic activities in a restricted physical region. Qualitative and quantitative intensification of centripetal processes after industrial and urban revolutions provided the ground for the formation and development of large cities and metropolises in order to economize centralization of activities. Nevertheless, the diminishing returns of scale law (costs of density) facilitate the conditions for centrifuge process as an inherent feature for metropolises. Thus, regionalization and metropolisation are two identical and concurrent procedures in spatial planning contexts. The result of this concurrence is the correlation between metropolis and metropolitan area in the majority of cases ([Kazemian, 2003](#)).

These areas face numerous problems ranging from physical and non-physical ones like transportation, pollution and uncontrolled physical development of residential and business centers. Intensity and severity of issues in a metropolitan area along with the number and intricacy of the factors influencing these areas, require innovative solutions to reach comprehensive strategies and coordination in management of land use in these regions.

Since the emergence of early metropolises, the topic of their management has always been discussed on in urban studies. Metropolises in modern world and most of developing countries have official and definite geographical and management systems. Expansion and intricacy of the residential and business areas in the regions related to metropolitan areas mandates urban management in a macro level beyond separate and individual municipalities. Therefore, metropolitan management has drawn a lot of attention in recent decades and posed great debates on its efficiency and legitimacy.

### 3.2. Integrated management and spatial planning

Cities and urban areas are complicated and dynamic physical, economic, political, social and cultural systems that controlling and planned directing them faces very complex difficulties. With respect to such a known characteristic, in order to reach the efficiency and expected effectiveness in goals and along with the complex matter that is city and region, the planning and management theorists and practitioners have tried to create correspondence systems with the same complexity for planning and management to conduce efficient procedures for directing an integrated and coherent development and also resolve problems of this geographic zone.

The variety, diversity and different aspects of city on one hand, and the decision-making and policy factors affecting the city construction and its guidance on the other hand are great potential threats in planning and coherent management of this phenomenon. The existence of such characteristics and its guiding elements in lack of inter-sector and inter-institutional coordinating mechanisms for achieving kind of unity and integrity leads to emergence of an issue that is referred to as segregation and fragmentation (Barak pour & Assadi, 2009).

Some of the major diversities in urban management and planning for instance, are the diversity in ideas for management and planning, operative diversity in growth of the city, the political diversity and governmental/political diversity in metropolitan areas.

In this section, different type of diversities in cities and urban management and planning are discussed.

#### 3.2.1. Performance-organizational segregation in the system of governance and urban management

This type of segregation in the city can be also called institutional-organizational segregation. This type of segregation occurs when, within a specific city or governmental territory (such as urban region or municipality), the planning and delivery of municipal services that are of local nature are divided among several institutions, organizations and other boards (Barlow, 1991). Of these institutions and organizations, municipalities, specific service delivery institutions, county authorities and bodies such as branches of ministries responsible for providing municipal services, urban planning and metropolitan authorities, municipal government (if any), the provincial government units such as governments and noted.

Authorities and bodies such as branches of ministries responsible for providing municipal services, urban planning and metropolitan authorities, municipal government (if any), the provincial government units such as governments and counties (UNCHS, 2000).

In the case of variety and diversity of executive and planning institutions, creating integrity among different policies and spatial and environmental effects becomes the major challenge for management and governmental systems of these geographical zones. The urban actors cover a diverse range from central government to regional government and private sector (official and unofficial). This indicates the significance of vertical and horizontal integrity.

From McGill perspective, in order to develop a holistic urban management, the integrity should be made in three categories including: integrating urban management, Integrating Infrastructure Provision and Institutional and organizational Integrating (McGill, 1998).

The main issue in compilation the regulations and guidelines for integrating is spatial, sectoral, economic, financial and organizational planning to fulfill the goals of urban development. Any number of institutions involved in the process of developing the city must have a shared strategy for both planning and implementation. Here, the local government is the main driving force behind the integration of all actors in the process of building the city. By integrating all players by one institution, the urban development process can be controlled and guided (Said Nia, 2000).

#### 3.2.2. Planning-political segregation

All the economical-social and spatial changes that occur in a city's territory or any other geographical zone is a result of interaction of various forces, policies and vertical and horizontal actions (from national to regional level) (Said Nia, 2000). These tasks are provided and executed by different policy making sections and levels. In this way, a successful system will be the one that can obtain a good understanding of these policies in different sections and levels and also its effect on the geographical space.

By restricting the horizontal policies to national and local levels, the segregation and lack of coordination among different sections like transportation, environment, economy and etc. can be named. Any ways, it should be considered that in both policy areas (vertical and horizontal) there must be a proper coordination and integrity between the policies of different levels of the government and different sections.

Planning needs more compilation of general and strategic principles than creating and conducting highly detailed principles. Spatial planning also meant to see both the aspects of physical, economic, social and political city and the region. The issue at the regional level, the horizontal and vertical links with other regions and levels of intensity is a lot of space, is more important. Sketching the desired future in constant physical plans that changes are not possible, was one of the cases that the comprehensive plans were sharply criticized. Spatial planning also means to see the physical, economic, social and political aspects of city and region at the same time. The issue is of more importance at the regional level, that the horizontal and vertical links with other regions and spatial levels is more intense.

Albrecht believes that in strategic planning for space, concentrating on spatial relationships of territories provides a promising path to integrate cultural policy guidelines, environmental, economic and social (Albrecht, 2001). Friedman emphasizes that in addition to integrating the economic and traditional social dimensions in spatial planning; now the

planners have to integrate political territorial agendas in order to achieve the goals of environmental sustainability and cultural identity (Friedmann, 2004). Therefore, integration between territories also is of the functions that spatial planning should be eligible for it. This function becomes crucial when achieving the ultra-county and ultra-territorial development goals within a specific territory and the government's individual efforts in the same level is not possible. In this situation, there is a need for homogeneity in policy making and cooperation of the various adjacent regions in executing those policies. This kind of homogeneity is more considerable in metropolitan areas with big scales that in those city-region has gone beyond the traditional government and include various political managerial territories that any kind of integrated policy making is bond to homogeneity and cooperation between the existing territories.

### 3.2.3. Segregation or diversity of interests

Until the 1960s and at the same time with domination of system planning and management, the society was considered as a total organic, which is more than set of individuals and groups that exist in it. In such a society, there are no conflicts over values and interests and consequently over the social distribution of opportunities and wealth. On the other hand, its critics consider the society as only a set of individuals and groups. This theory is known as Pluralist view (Faludi, 1976). According to this view, government and experts are only part of the structure of policy and decision making. In this view, the private sector, NGOs, individuals and households are considered as distinct interests and visions holding the right to find a certain status in decision-making. Decision making is considered to be a collective task that must be done by all parties involved (Rakodi, 2001).

This kind of interpretation of the system leads to a type of government in which the official governments are just part of the decision making process. Decision making is considered to be a collective task that must be done by all parties involved. Promoting the concept of governance and good governance after 1980s is explainable in accordance to this interpretation and Pluralist theory from social structure and organization and reducing the segregation existing among the different groups and sectors of the society.

According to Johnstone theory, promoting this view after 1980s in somehow a delayed acceptance of the fact that integrating complex social systems and guiding the development of the society has never been only the government's responsibility but been always in need of interaction between a range of governmental and nongovernmental agencies (Barak pour & Assadi, 2009).

### 3.2.4. Territorial-managerial segregation

Spatial territory of urban management is the geographical region in which unified approach over factors interfering in management and spatial planning is of essential importance.

Reviewing theoretical literature and experiences related to management of cities and urban areas reveals that their management should have different characteristics including full coverage over geographical and functional region in urban area, presence of selected citizens, public groups and non-governmental elements in local management system and inclusion of urban management on policy making and spatial planning. However, reaching these requirements is possible through exact determination of urban management position and metropolitan management system in political and official structure of the governments in macrolevels (Urban and rural research institute, 2003).

### 3.2.5. Political/governmental fragmentation

The dispersion, indiscriminate and disordered spatial expansion of metropolitans is a result of transfer and location change of operations and populations of central cities to the suburbs. The outcome of this type of expansion is emergence of independent political entities in shape of cities and towns in the surrounding area of the metropolitans, which has become one of the most important challenges in planning and management of these regions. In urban terminology, this issue is addressed as political segregation.

Calthorpe and fulton (2000) in their prominent worked named "The regional city" have discussed the urban dispersion and expansion in metropolitan areas and emphasized the necessity of regional thinking and integrated and coherent look to the city and its surrounding area in metropolitan planning. The political segregation also referred to as lack of conformity in operational territory (metropolitan area) and organizational territory (The structure of local government or urban management). This issue stops the integrated decision making and planning in the whole metropolitan area.

The presence of various local managements in metropolitan areas induces competition in attracting populations and activity in the region. This creates cooperation in different levels of local management and ends in trouble with unified spatial planning and policy making in the metropolitan area. Practical solutions of metropolises for this issue could be reached by creating modern organizational measures. Therefore, coordination is the main axis in inconsistent institutional perspective of metropolitan areas. Knowing about challenges of spatial development of metropolises, the basic question coming to mind is that how the functions of various management institutions with great inconsistencies, could be coordinated.

Two management approaches have been suggested. Classic regionalization view proposes that the solution is to create a new level of government metropolitan area. However, considering strategies of governmental organization renovation, forming a new system of government is almost impossible. On the other hand, modern regionalization view suggests the idea of governance metropolitan area (Salet et al., 2003). Modern regionalization in spatial management of metropolitan areas emphasizes on existing governmental structures and systematizing and coordination of these institutions (Hamilton &

David, 1999).

The new model emphasizes the role of non-governmental organizations, including informal network structures that arise from civil society. In addition, voluntary cooperation between local management and contracts and agreements between local authorities are emphasized (Herschel & Newman, 2002). In this perspective, metropolitan area is abundant with public and private sector agents working in various spatial scale levels influencing all levels of urban policy making. Considering this, the major challenge is to find a solution for organizing the connections and links between these functional areas. Salet et al. (2003) names this challenge as the coordination of metropolis as an organizational connectivity. Spatial strategic perspective in metropolitan areas and reaching a comprehensive strategic policy necessitates further coordination among different governmental levels and active agents from various activities in these areas.

Regional governance focuses on the processes instead of structures. And as a result of process expansion and development, it can include all the governing agencies, in a way that the private and non-profit sectors be able to collaborate with the governmental on the regional subjects (Hamilton & David, 1999).

The recent regionalism requires the cooperation and collaboration of both of them. Cooperation here means working the governments with each other for providing services or solving the regional problems. This cooperation can start with unofficial agreements and contracts and extend to sharing the tax and information and finally integrating the duties and operation. However, collaboration requires intervening of non-governmental societies in subjects related to governance. This requires shaping collaboration of public-private sector and creating networks for considering regional subjects. Cooperation and collaboration improve each other in regionalism.

#### 4. Results

Regarding Iranian political and management structure and referring to theoretical framework, dimensions and characteristics of analyzing management system and spatial planning of Tehran metropolitan area could be extracted and demonstrated as Table 2.

*The first dimension* refers to the style of organization of public sector in countries and the position of local governments. Different forms of delegation from an individual or a level to another individual or another level is discussed here. These methods include delegation, decentralization, deconcentration and devolution (McGill, 1994, 1998).

In case of delegation, the power is delegated from an individual to another one. However, decentralization, deconcentration and devolution refer to geographical aspects of delegating power. The difference is that decentralization refers to delegations from the central office to branches of the same organization. In case of deconcentration, the central government delegates its power to provincial or local governments. Delegation and deconcentration refer to the managerial aspect of transfer; devolution, however, emphasizes on political and legal aspects of delegation and finally decentralization refers to managerial, political and legal aspects of delegation (Moghim, 2003).

*The second dimension* refers to governance and management of public affairs this dimension demonstrates the dominant approach toward participation of various social elements in management of public affairs. From the point of view of the source of power for the elements governing public affairs, there are four categories: governmental and public elements, governmental and general elements i.e. municipality and city council, private elements and people (UNDP, 2000).

*The third dimension* refers to the province of management elements in governing metropolitan area. This dimension demonstrates the official activities of elements according to the functions of a management system including: policy making, planning, management and execution.

*The fourth dimension* refers to the spatial domain of management in a metropolitan area. From the point of view of geography and domain, elements of management in metropolitan area are discussed based on the radius of their effects (Urban and rural research institute, 2003).

In this section, the above mentioned dimensions and characteristics will be used to investigate management structure and spatial planning in Tehran metropolitan area.

**Table 2**

Dimensions and characteristics of analyzing management system and spatial planning of Tehran metropolitan area.

No.	Dimension	Characteristics
1	Political and management deconcentration style	Delegation, decentralization, deconcentration, devolution
2	Management elements of the metropolitan area based on the origin of power	Governmental and state elements like political and public organizations, governmental and public elements like municipality and city council, private sector and people
3	Domain of the duties of metropolitan area's management institution	Policy making domains, planning, management and execution
4	Spatial territory of the management of metropolitan area	Effective radius of the function in urban management institution

#### 4.1. Decentralization in management structure and spatial planning in Tehran metropolitan area

Investigating political and official decentralization in Tehran metropolitan area could not be conducted unless political and managerial structure of Iran is investigated along with the measures taken in order to decentralize responsibilities and tasks into local and regional levels. The formation of political and official structure in Iran dates back to the 1907 Constitutional Revolution. Legislation of laws and regulations at this period proves decentralization in official legislation level:

- Passing the law of provincial and county associations in May, 1907 in 122 articles.
- Passing the municipality law on June 7, 1907 in 5 chapters and 108 articles.
- Passing the principle of decentralization in provincial affairs.
- Law of formation of provinces and counties on December 19, 1907 in 43 articles (Shanechi, 2000).

It took 30 years from 1907 to 1937 for the law of formation of provinces and counties and national division to be passed and enacted on November 7, 1937 and its amendment on January 9, 1938 as the principle of centrality system. According to the law of national division and responsibilities of governors and mayors passed on November 7, 1937, Iran was divided into 10 provinces and 49 cities. Each province had some cities and the cities in turn were divided into some zones. The zones were divided into several regions and the regions were divided into villages (Ahsan, 2006). This division has been enacted with slight changes up to now (Ahsan, 1994). Since urban management had originated in the form of municipality in the early 1920s, these laws were not of great effect and in some cases no effect on the role of local organizations and associations in the form of local governments. Although the constitution had taken councils of provinces, cities and regions into account, these councils were formed in the 1960s and 1970s. However, considering the federal government in power, they had no real authority and could not disturb the national centralization rule and assignments from the central government (Taheri, 1991). The result was that bureaucratic institutions increased in number and political and official entities in national divisions grew quantitatively. This was in the framework of decentralization and was accompanied by lower power for local and regional entities; yet, in practice, the power of decision making and execution in national and local levels was still concentrated in the central government (Ahsan, 2006).

Establishment of the Islamic Republic in Iran and articles 3, 6, 7, 10 and 106 of the constitution emphasize on people's participation in their political, economical and cultural destiny and councils like Islamic Consultative Assembly, province councils, city councils village councils etc. are the fundamentals of decision making and management of affairs in the country. The responsibility of local councils as local organizations is to help decentralize political power, supervise local affairs and provide and propose plans obligatory for local organizations and officials (Ahsan, 1994). In spite of all legal grounds provided for political and managerial decentralization and the ordinary executive laws from the above mentioned articles in the constitution, councils have limited authorities. The law of organizations, responsibilities and election of city councilors and mayors was passed on May 21, 1996 in 5 chapters and 94 articles by the Islamic Consultative Assembly and the Guardian Council. This law was the basis of action in the 1999 city council election in Iran. This law gives some limited responsibilities like choosing the mayor or village manager along with simple street naming and municipality regulations are given to councils (Gholipour, 2004). The list of responsibilities of councils includes terms and expressions like investigation, supervision, cooperation, guarding, attracting support, following etc. all of which do not have enough enforcement binders. According to this law, councils' duties are enacted after governmental and state departments legislate them and this forces them to be government-oriented in their responsibilities (See Hafeznia (2002) and Nowruzi, 2001). Although elected institutions and their executive forces are active in cities, their authority does not cover all city affairs. Responsibilities of municipalities are limited to certain affairs and most of the affairs with local nature like sanitation and health care, financial affairs, cultural affairs, educational affairs, registration and documentation affairs, social services, transportation and welfare are all under control of governmental departments. Public organizations are separate from municipalities and therefore act independently from them. According to what is said above, the model of urban management in Iran is decentralized one; however, it is concentrated in the framework of public management.

Concentration of local affairs in sub-branches of governmental organizations and limitation of their authority and domination on urban management through city councils and municipalities are the main characteristics of urban management in metropolitan areas. Thus, in this condition, the concentrated body of government and the authority of governmental officials in local affairs are far more effective compared to the ones of urban and metropolitan management institutions.

#### 4.2. Elements affecting management structure in Tehran metropolitan area

The key institutions influencing management structure and spatial planning in Tehran metropolitan area based on their responsibility and authority could be listed as follows:

- Ministry of Internal Affairs and its branches including the county, governor and region's head from the governmental section.
- Ministries and central organizations along with their branches in provincial and urban levels from the governmental section.

**Table 3**

The institutions and organizations involved in Tehran metropolitan area spatial planning and management.

Management task	Institution and organization	Level
Policy making and Legislation	Parliament	National
Policy making and Coordination	Cabinet	
Policy making and spatial planning policy making and economic and Budgeting coordination policy making and Spatial-physical Coordination	Supreme Council of Architecture and Urban development	
Policy making and Coordination, Monitoring and spatial Management	Management and Planning Organization	
Policy making and Coordination, Monitoring and spatial Management	Ministry of Roads and Urban development	
Policy making and Coordination, Monitoring and spatial Management	Ministry of Interior Governmental sectoral ministries	Regional (Province and county)
Policy making and Coordination, Monitoring and spatial Management	department of state	
Policy making , spatial-economic planning , Allocation of funds	Council of province planning and development	
Policy making ,economic planning and Budgeting-spatial planning Physical	Organization of province management and planning	
Spatial planning and spatial management	Organization of roads and Urban development	
Policy making, Coordination, Monitoring and spatial Management	Agricultural Organization governors	Local
Policy making, Coordination, Monitor and spatial Management	County council County planning council Office	
Policy making, spatial-economic planning and Coordination	and agencies of government	
Spatial management and Executive – Physical		
Policy making and Coordination, Monitor and spatial Management spatial management and Executive – Physical	Rural and urban councils Mounicipalites	

- Municipalities and city councils from public and governmental section.
- Councils and special commissions from public and governmental section along with private section (See: [Mazini \(1995\)](#); [Urban and rural research institute, 2003](#)).

[Table 3](#) represents these institutions and organizations in detail.

As it can be seen, in management structure of Iran, national responsibilities are not separated from local and regional ones and institutions and organizations from various levels interfere in metropolitan area management. Moreover, policy making and spatial planning is concentrated in central organizations and institutions. Besides, numerous organizations are active in executive and spatial planning and this creates discord in their functions.

#### 4.3. Management spatial territory of Tehran metropolitan area

According to Article 1 of the law of national divisions in Iran, passed in June, 1983, elements of national division are villages, village centers, towns, regions, city and province. According to article 14 of the same law, all official and executive units and organizations must observe the limits of the divisions in their organizational development ([Hafeznia, 2002](#)). According to the same law, the limit of cities include legal limit of the city defined by urban development plans and their execution is by municipalities and city councils.

The system of national political divisions designs the spatial framework in which various governmental institutions work and numerous actors act as the officials of national divisions. Therefore, the head of the central organization is the supreme leader followed by the president. The province is governed by governor general as the supreme representative of the government and the city is governed by the governor as the representative of the government. Managers of the cities and villages are municipalities and village heads ([Lalepour, Sarvar and Sarvar, 2012](#)).

National divisions are of a hierarchical nature and each level including several units is in a lower level. Besides, this division is in a way that each level covers a specific geographical region including several towns, villages, farm lands, industrial and service centers outside residential areas, futile lands and intercity roads ([Hafeznia, 2002](#)). The following figure demonstrates these intermingled management districts ([Fig. 2](#)).

As it can be seen, in some cases the limits of the cities go beyond their borders and develop into neighboring cities. This is true for Tehran metropolis as well so as the legal borders of the city has gone beyond the city of Ray.

Furthermore, considering the concentrated and sectional planning in Iran, each ministry and governmental department in provinces, and cities along with their branches and offices are designed inside the borders of national divisions (See: [Kazemian and Rezvani \(2002\)](#): 60–122; [Urban and rural research institute, 2003](#): 91–160). Thus, in spite of the national division law considering the city and village as a governmental layer after district, they are elements of this division and go under the governance of the governmental institution of that layer. Besides, mutual presence of political organizations and heads of ministries has created some kind of bipolarity in the domains of political governmental territories of managers and heads of central, provincial and urban organizations ending in discord in decision-making processes in the region and district. [Fig. 3](#) demonstrates Tehran metropolis and its surrounding satellite cities in the metropolitan area.

[Table 4](#) describes in detail the organizations and institutions involved in the management structure and spatial planning of Tehran metropolitan area. in triple territories of urban management including legal borders, the border and outside the borders of Tehran metropolis.

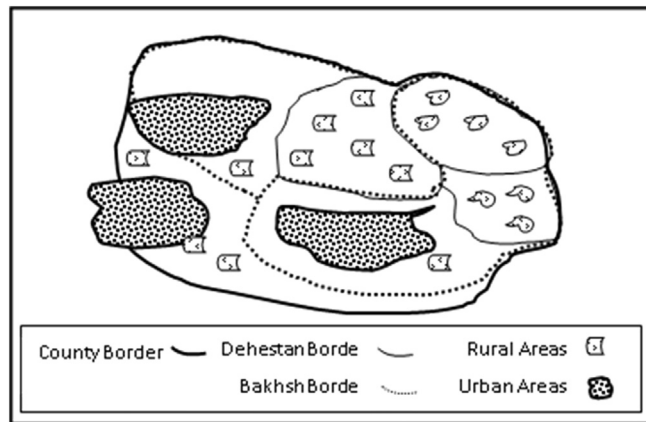


Fig. 2. Management overlapping areas according to the Iran's country division's law.

The discussions above demonstrate that no serious measure has been taken in case of metropolitan area management in Iran and especially in Tehran metropolitan area. Several decades have passed from the formation of this metropolitan area; yet, not many changes have happened in the traditional and common methods of urban and rural planning and management in Iran. In fact, official and executive system in Iran lacks definite and obvious metropolitan management principles.

## 5. Discussion

Inconsistencies and fragmentation in management structure and spatial planning of Tehran Metropolitan Area

Considering findings from this study on management structure and spatial planning of Tehran metropolitan area and comparison of these findings with theoretical framework, it could be concluded that management and spatial planning in this area faces various inconsistencies and discords. These inconsistencies and discords could be listed as follows:

### 5.1. Territory – Management Inconsistency

Spatial territory of urban management elements in Iran, according to the system of national divisions, is formed with urban development management, service-official divisions, governmental executive organizations and municipal divisions. This number of agents in spatial territory of urban management has created an intermingled management domain. Concurrent presence of municipalities, governmental officials and heads of executive organizations in legal territory of cities has created extreme contradictions in urban management in cities. These contradictions take any chance for targeted and definite relationship between management elements. The result is lack of concord between construction projects in cities and urban development plans and disorder in physical spatial system of cities. According to article 99 attached to the law of municipalities, they are responsible for the territory of the city, compiling regulations and control over expansion of city borders. Any separation, construction, factory etc. must be done under supervision of this law. Yet, according to the national division law, the borders of the city must not go beyond its territory and therefore, Tehran is officially borderless with the municipality having no authority over borders for its territory includes six other towns and cities. However, formation of unofficial residences in Tehran in recent years along with recognition of these regions by the Ministry of Internal Affairs, all these cities have territories inside territory of Tehran and Tehran municipality has no authority to interfere in their affairs.

As it can be seen in Table 4, the discord and inconsistency increases as the distance from Tehran's official territory furthers. At the same time, rate of population growth in Tehran and formation of new urban residence centers around it cause further inconsistency and lack of integrated management augments the inconsistency. This causes the suburban areas of Tehran suffer huge disorder in its physical and spatial structure and unofficial residences deteriorate the situation. The construction of six independent cities, all of which are unofficial residences, have created new villages and swift physical expansion of them in the countryside is only some of the problems caused by discord in the management of this metropolis. This problem is however, shared with other metropolitan areas and even smaller cities in Iran.

### 5.2. Organizational-functional inconsistency

Governmental – executive organizations of central ministries and municipalities have various authorities according to the laws governing them. On the other hand, municipality and the city council have no authoritative power to create spatial-horizontal connections and organizational-functional solidarity in governmental executive organizations. Therefore, governmental organizations in charge of social services have no commitment for realizing public uses according to urban development plans. Concerning suburbs of cities, several factors like residence planning, road expansion, industrial towns

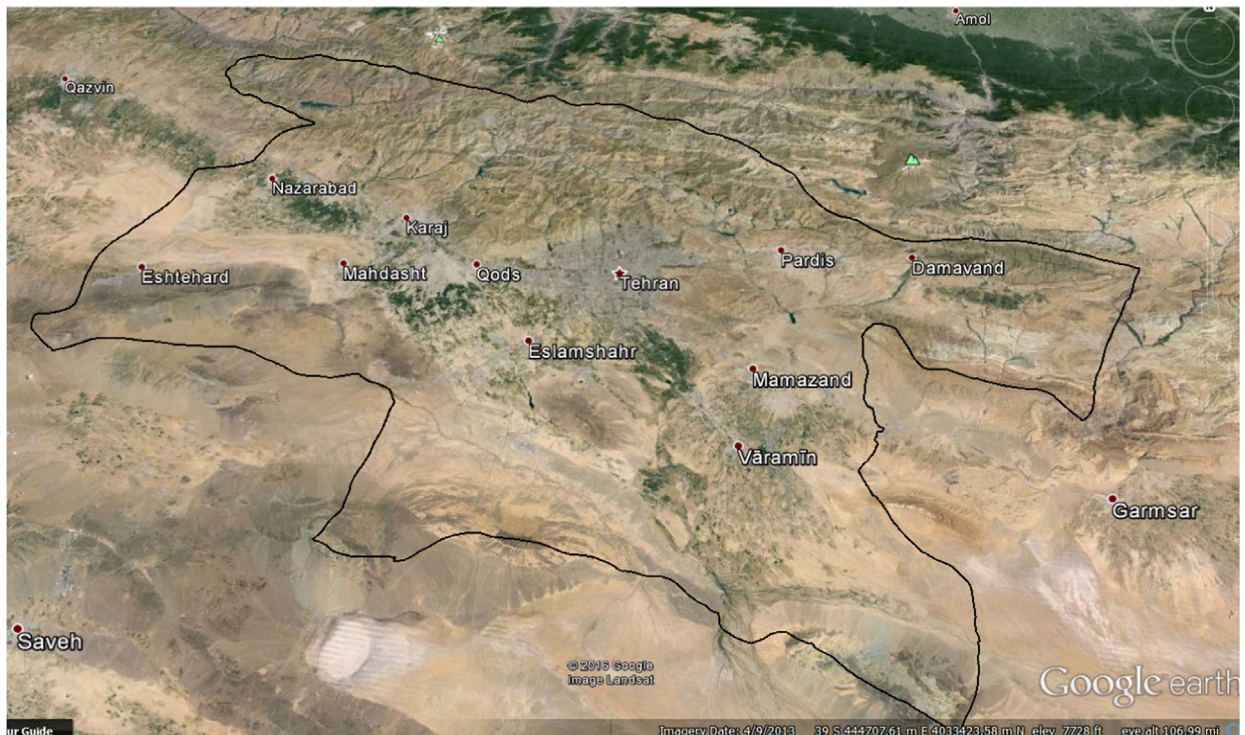


Fig. 3. Limit of Tehran metropolitan area (extracted from google earth).

and new cities are efficient and yet are controlled by institutions other than municipalities. This also means that they are not committed to follow urban development plans and follow their own organizations' policies and plans in local and national levels. This results in disorder physical expansion of cities beside main communication networks and the industrial centers around them. Disorganized formation of cities beside communication networks and formation of industrial centers around large cities are just some of the spatial outcomes of organizational-functional inconsistency in the structure of management in cities of Iran.

### 5.3. Fragmentation in personal interest and groups with public interests of urban management

In the structure of urban management in Iran, policy making and socioeconomic and spatial planning are controlled by governmental departments like, head governors, Organization of Management and Planning and Ministry of Roads and Urban Development. People and private sector have no role in compiling policies and urban development plans. One of the outcomes of this lack of participation is that central institutions and planning experts do not consider interests of non-governmental forces working in urban development, low-income city dwellers, and estate and land owners. Then, individuals and groups outside the planning circle will not be aware of the importance and value of public interests and will even feel contradiction between their interests and regulations of urban management ending in disregarding principles and illegal actions. Estate owners will follow their own personal benefit using illegal methods and laws and plans are then easily broken. The outcomes for Tehran metropolitan area have been severe. Limited influence of urban development plans for organizing population, activities and services in the metropolitan area and formation of unofficial residences are just some of the most obvious outcomes of this inconsistency.

### 5.4. Political fragmentation among management levels and various functional sectors

Spatial strategic planning of the city is an important factor in coordinating activities of organizations, individuals, groups and the private sector and physical organization of the city. Besides, a deciding on an integrated policy framework for different management levels of the country is an important step for successful policies for the structure of urban management. However, the presence of numerous governmental organizations engaged in policy making and executive management of cities, limit the authority of local institutions in compiling policies and spatial plans related to their city and region. This causes negligence to spatial strategic planning and then inconsistent policies in ministries and physical plans for urban management. Tehran has also been facing various inconsistencies and contradictions in the process of its development. Clark (1981) believes that unsuccessful urban planning in Iran is the result of official and political structure, contradiction among purposes and policies and eventually ignoring urban problems' priority.

**Table 4**

The Institutions and organizations involved in the management of Tehran metropolitan area.

Tehran metropolitan area (Out of Tehran's metropolis statutory limit and privacy)	Tehran's metropolis space	Statutory limit of Tehran's Metropolis
<ul style="list-style-type: none"> <li>– Department of state, governors, bakhshdaries</li> <li>– Organization of province's management and planning</li> <li>– Organization of Province's roads and urban development</li> <li>– Agricultural Organization of Province</li> <li>– Other provincial agencies</li> <li>– Professional Working Group on Urban development and Housing of Province</li> <li>– Council of province's planning and development</li> <li>– County planning council</li> <li>– Municipalities of Other cities</li> <li>– Dehdares</li> <li>– Province's article 50f commission</li> <li>– article 100 of commission of municipality</li> <li>– article 13 of commission of governors</li> </ul>	<ul style="list-style-type: none"> <li>– Governors and bakhshdaries</li> <li>– Organization of province management and planning</li> <li>– Roads and urban development Organization of Province</li> <li>– agricultural Organization of Province</li> <li>– Governmental Offices in region</li> <li>– Council of province's planning and development</li> <li>– Council of county planning</li> <li>– Municipalities of Periphery cities</li> <li>– Dehdaries of periphery villages</li> <li>– article 5 of commission of province</li> <li>– article 100 of commission of municipalities</li> <li>– Professional Working Group on Urban development and Housing of Province</li> </ul>	<ul style="list-style-type: none"> <li>– Governor and bakhshdary</li> <li>– Organization of province management and planning</li> <li>– Roads and urban development Organization of Province</li> <li>– Professional Working Group on Urban development and Housing of Province</li> <li>– Governmental Offices in region</li> <li>– Council of province's planning and development</li> <li>– County planning council</li> <li>– Municipality and city council</li> <li>– article 5 of commission</li> <li>– article 100 of commission</li> </ul>

### 5.5. Political–governmental fragmentation in Tehran metropolitan area

Contradictions and inconsistencies are of greater magnitude in case of Tehran metropolitan area. Newer types of management discord occur between central city and suburban residential centers around it. The reason for this may be the growth of metropolises beyond official borders and residences around them. Growth and development of these centers ends in the formation of numerous governmental and management territories independent from a unique functional region with each territory holding authority, power and domination in the region beyond any governmental reference in the whole metropolitan region (Barlow, 1991; cited in Barak pour and Assadi (2009)). 54 cities have emerged around Tehran up to the year 2010. However, as it can be seen in Table 4, urban management system of Iran puts management of these regions under cover of “the Code of land use, construction, installations out of Legal Borders of cities” passed in 1976. Article 13 commission of governors refers to this code and holds the authority over constructions outside legal territories of the cities (Nowruzi, 2001). Separation of geographical region of the metropolis is done based on “city borders”, “city territory”, “outside city territory” and Tehran metropolitan area disregarding the outside territory and therefore, their management is independent and separated. Local management including districts and governors along with municipalities and village management and governmental departments acting in the region are independent and act without any coordination. This could be the root for inconsistency and disorder in Tehran metropolitan area.

Consequently, the abovementioned findings emphasize the fact that variety, diversity and plurality of different elements and dimensions of city and urban life on one hand and decision and policy making factors affecting the construction and guiding its development from other hand, is considered as a big potential threat for integrated and coherent spatial planning and management in Tehran metropolitan area. Existence of these characteristics and its guiding elements in the region and lack of inter-sector and inter-institutional coordinating mechanisms for achieving kind of integrity and unity have resulted in segregations and fragmentations in the spatial planning and managing system in this metropolitan area. The high number of independent governmental and managerial territories in the region limits making integrated political decisions in whole metropolitan area. Tehran metropolitan area in the situations of a country like Iran, in which decision making about public services within any of the managerial territories is not exclusively in hands of municipality or urban management institutions and provincial and district branches of the central ministries and organizations have a major part in providing urban services as well, is facing with operation segregation in each of the managerial territories such as municipalities. This is in addition to the political-governance segregation that most of the metropolitan areas in the globe are facing. The lack of strategic spatial planning and coordination between the vertical and horizontal policy making levels, not shaping the required conditions for an appropriate urban governance, political-administrative centralization and domination of political-country divisions over urban management development in Iran are examples of damages in the management system and spatial planning in Tehran metropolitan area. These subjects were discussed in details in the process of this study.

## 6. Conclusions

The present study investigated spatial management and planning in Tehran metropolitan area. At first, the concept and approaches concerning integrated spatial management and planning in a metropolitan area were discussed through related literature. Then, the theoretical framework and management structure of urban management in Iran were used to determine characteristics and dimensions for the present study. Later on, characteristics of management structure and spatial planning in Tehran metropolitan area were extracted. In conclusion, principles and research findings were combined to

identify inconsistencies and discords in management structure of Tehran metropolitan area. A brief look over findings of the study reveals that in case of decentralization, responsibilities of Tehran Metropolitan municipality is limited to specific areas and affairs of local nature are conducted by governmental departments. In metropolitan level, no institute is formed to conduct management system in Tehran metropolitan area. Several village heads, municipalities, governors and other governmental departments engaged in management and spatial planning from different levels participate in management of the region. The point worth mentioning here is that no connection or concordance exists among these organizations and institutions; each of them are acting independently following the duties given to them by their organization. Investigating the elements concerning management of metropolitan areas demonstrates that, at present, due to lack of segregation of national and local responsibilities in Iran, institutions and organizations from various management levels are engaged in management of Tehran metropolitan area. The authority to make policies, make decisions, plan and execute is concentrated in governmental organizations and no specific position is defined for Tehran metropolitan area's management system. No concordance exists among policies, plans and decisions from various organizations and these decisions are not even prioritized according to local needs. In case of spatial territory of Tehran metropolitan area, it should be noted that in Iran, borders of cities does not match their geographical domain and several cities go beyond their own political and official borders ending in discord and inconsistency in management of cities. Besides, legally and practically speaking, no institution or organization is assigned to manage Tehran metropolitan area and determine a definite geographical region for it. These points along with basic challenges in management system and spatial planning of the region are obviously clear in Tehran metropolitan area. In this regard, physical and spatial changes will not be stable and organized.

The results confirm the first hypothesis of research that political-managerial macrostructure in Iran has not provided necessary conditions in order to form organization and desirable function of management system and planning proportional to Tehran metropolitan area.

As a result of the above conditions management system and spatial planning in Tehran metropolitan area faced with numerous separation and fragmentation which these fragmentations were identified and discussed in the Process of this study. The findings of this section, Confirms the second hypothesis of this study that in result of mentioned structure, management system and spatial planning of Tehran metropolitan area has faced organizational-institutional challenges and problems for guidance and control of physical-spatial transformation.

One of the requirements of a stable physical-spatial development in metropolitan areas is the creation of a powerful guiding and controlling system by which decentralization, participation of groups with different interests and private sector's role in development management and planning. This could be reached in macro policies and national and local strategies.

Keeping on the idea of not decentralizing and delegating local affairs to municipalities, increased the Fragmentation on this delegation of local responsibilities and then it finally never realized. Nevertheless, inconsistencies in management structure, and spatial planning in Tehran metropolitan area, may provide the ground for numerous problems in physical and spatial system of the region and disperse development of residential, industrial and commercial centers in the region. This issue has already begun to create problem in Tehran metropolitan area and this necessitates amendments in management structure and spatial planning in this area.

Consideration of principles related to this research shows that strengthening the link between organizational, inter-sectorial and inter-territorial is solution to overcome separation and fragmentation in Tehran metropolitan area's management and spatial planning. The aim is to create integration and cohesion in policy making, decision making and actions and reduce the malfunctions resulted from overcoming fragmentation in the management and planning system. Strategies such as integrated urban management, metropolitan regionalism, spatial strategic planning and good governance are recommended in this regard. Integrated urban management ensures integration between different policies and spatial and environmental effects of responsible organizations actions in provision of urban services.

The main issue in Iran and Tehran metropolis urban management is the development of criteria and guidelines in order to integrate of spatial, sectorial, economic, financial and organizational planning to achieve goals of urban development. This requires the development and implementation of Spatial Strategic Planning so that the actions of all local and governmental institutions, the private sector, individuals and households are done in the specific and defined framework. In the meantime both the process and the urban management Structure and also the country's political-administrative macro-structure should be taken away from traditional patterns and adopt a model of good local governance. Such pattern can reduce the Fragmentations Between groups and various sectors of society, as well can increase the executive ability of policies, programs and urban development Plans Proposals. In addition, in relation to the Tehran metropolitan area the emergence of numerous domains of local management (Municipalities) requires adopting new models of metropolitan areas governance. New regionalism rather than the Structures of formal sector operates via the networking organization. Organizations, individuals and the private sector on a network at any point in time reflect the specific task or project that is in progress.

Cooperation and collaboration between local managements in the area is one of the spatial planning and management system requirements in order to provide services or solve regional issues, the formation of public-private partnerships and create networks for addressing regional problems in Tehran metropolitan area. The above issues can together reduce separation and fragmentation of spatial planning and management in the region and develop a model of the integrated and coherent spatial planning and management system.

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