

Title of paper:

Governance of Tehran City - Region: Challenges and Trends¹

A paper for presentation at the Cities in City-Regions Conference,
11-14 May, 2006, Warsaw, Poland

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- **Abstract**

The main focus of present paper is study and analysis of the crucial challenges of Tehran Metropolitan Region arrangements for governance (political and functional fragmentation) and also attempts that have carried out for coping with those challenges and realizing some integration and regionalism in spatial planning and management of Tehran Metropolitan Region (TMR), the attempts that for lack of supportive sources such as legislative, financial and political tools have not faced with great success.

- **Key Words**

Government, Governance, Metropolitan Region, City-Region, Political Fragmentation, Tehran Metropolitan Region, Restructuring

¹ - Present paper is based on findings of a research project titled "Strategic review of finance And governance of Tehran Metropolitan Region" executed in Iranian Engineering Management Company (IREMCO) for the Research & Planning Center of Tehran.

- **Introduction**

For four decades (from early 1960s), different factors have caused spread of development into the Tehran urban fringe and gradual formation of functional region. Some of those factors are: natural growth of population, immigration from villages and small cities to Tehran, approval of Tehran's master plan that resulted in land and property price increase in Tehran city, constraints on establishing new industries and factories inside and adjacent to core city, etc.

Previous factors have contributed to the increased population and area of Tehran functional region. The following figures indicate this trend.

Table 1: Developments in the proportion of Tehran city population to Tehran Metropolitan Region

Population of Tehran City (1966)	Relative to total region(1966)	Population of Tehran City(2005)	Relative to total region(2005)
2,700,000	78%	7,000,000	60 %

This kind of rapid growth, without legislative and administrative arrangements and mechanisms in order to control and guide the region's development, caused different challenges such as informal settlements, environmental deterioration, eradication of agricultural lands and gardens, air / water / soil pollution, urban sprawl, bad transport and so on. These problems have placed Tehran in a very low grade in recent cities international ranking concerning existing quality of life indicators.

Moreover, there is another challenge, concerning procedural aspect of decision making process: political and governmental fragmentation, which is very crucial in Tehran case. Political and governmental fragmentation has intensified previous substantive challenges.

For coping with this procedural challenge in Tehran Metropolitan Region Governance, a series of acts and regulations have been approved that forced authorities to make and implement policies and plans for controlling and guiding development of the whole region. But so far, appropriate institutions and arrangements required for implementing policies and plans have not been established. Lack of authority for governing the whole region intensifies these challenges.

The present paper tries to describe and explain the procedural challenges (Political Fragmentation) for Tehran Metropolitan Region governance, and does not deal with the existing substantive challenges. In this paper, fragmentation and multiple authorities for Tehran Metropolitan Region governance are reviewed in three fields of effective institutions, government and Management territories, and supportive sources (plans, laws and finance)

- **Effective Macro –Trends in Metropolitan Regions' Governance**

Globalisation and City-Regions Restructuring

Urban and regional analysis was profoundly influenced in the 1990s by the dominant discourse of globalisation. Two strong lines of influence are those which link a globalised economy to regional and to city- regional economies, and those which link the goal of economic competitiveness to necessary reforms of city and regional governance. A starting point for exploring these debates is the studies of fundamental impacts of a globalised economy on the system of cities and regions (Herschel and Newman, 2002, 14).

Since the mid-1970s, territorial competition has increased in size, strength and diversity and has been scaled down from the nation-state to the city and the region as principal geographical platforms (Meijers et al, 2003, 8).

National government still has a strong stake in metropolitan development, but the policy arena has turned into a multi- actor and multi-level game. The challenge for metropolitan governance and spatial policy coordination is increasingly complicated under these dynamic and more open-ended circumstances (Salet et al, 2003, 3).

Inspired by the globalisation Process, and under the influence of international institutions such as the United Nations and its affiliated organisations including World Bank Organisation, International Monetary Fund, and their own unique political traditions, the governments, not only in Europe and America, but also in many developing countries have embarked on restructuring efforts , or are undergoing transition to new structures.

By restructuring, here we mean the adjustments and transformations in decision making and service provision structures, procedures, and processes which are carried out for increasing their efficiency in obtaining their stated goals. Such adjustments and transformations take the form of measures such as de-centralisation, devolution of responsibilities to appropriate levels, privatisation, creating a special regional governance level, and creating strong coordination, cooperation, collaboration and participation mechanisms among different governmental, public, private and non-governmental sectors throughout the region.

Political Fragmentation: The Main Challenge for Metropolitan Regions' Governance

Local government boundaries do not necessarily coincide with the fluid zones of urban labor and commodity market or infrastructural formation; and their adjustment through annexation, local government reorganisation, and metropolitan-wide cooperation is cumbersome, though often of great long- term significant. Local jurisdiction frequently divides rather than unify the urban region, thus emphasizing the segmentation (such as that between city and suburb) rather than the tendency toward structured coherence and class-alliance formation (Harvey , David, in :Brenner , 2003).

The non-conformity of organisational/governmental territories with functional territory of city-regions is one of the main challenges in the management and governance of these regions. Many believe that there shall be a coincidence between types of organisational/governance systems within a city-region, and its overall organisation and functional region, because in the absence of such coincidence, many substantive issues in fields such as transportation, urban sprawl, strategic planning, and environment protection can not be solved. Without the existence of a commanding force and integrated regional perspective, many issues and problems will simply circulate in different locations within the same region instead of being solved. Under such circumstances, it will be impossible to take and implement policy decisions in the metropolitan region which makes the whole functional and daily urban system. Many scholars in Metropolitan Governance (such as Barlow 1991; Miller 2002; Hamilton 1999) believe that the challenges such as political fragmentation – the existence of multiple management and governance authorities such as municipalities, governor offices, townships, rural districts, etc, without any coordinating framework- stem from the development of urbanisation process (Barlow 1991) or Metropolitan Regions scale (Henton, 2001). Different metropolitan regions have taken different approaches to the challenge of political fragmentation in metropolitan regions which have their own advantages and shortcomings. Such responses fall under a general concept which is known as *regionalism* in government or governance of these regions. All regionalisation strategies seek to coordinate the fragmented and independent components of Metropolitan Region Planning and Management through reduction of fragmented multiple decision making and executive authorities which are active in such fields.

The present paper tries to recognize different dimensions of the existing situation in Tehran Metropolitan Region governance, and highlight the necessity of re-structuring for attaining a sort of regionalism in its management and governance system.

• **Identification and Analysis of the Existing situation in Tehran Metropolitan Region governance**

This part of the present paper embarks on careful identification and introduction of the political fragmentation challenge in Tehran Metropolitan Region through institutional studies (identification of effective institutional components and fields in governance arrangements of Metropolitan region) and functional review of the same institutions and organisational structures. As Barlow (1991) points out, this issue contains influential geographical dimensions, because it is related with elements such as spatial structure of government and its spatial effectiveness. Therefore, all these institutions and organisational structures, and main governance functions and management of metropolitan regions are formed within different spatial territories.

Taking into consideration the overall state governance system of Iran on the one hand and urban management system on the other, the spatial territories within which different institutions such as government, public, and private institutions, Non-

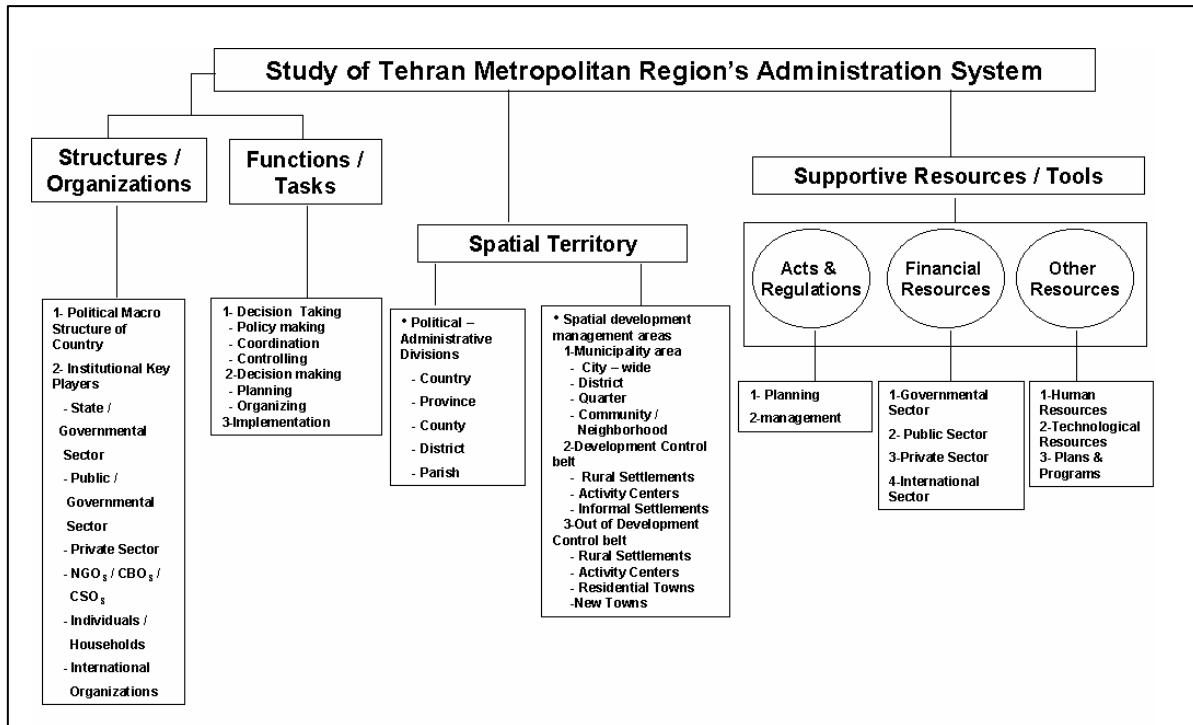
government organisation (NGOs), etc discharge their governance functions, shall be discussed from two perspectives: political divisions including divisions at national, provincial, city, district and rural district levels , and management field of spatial development or urban/rural management –including city limit, protected buffer zone and the areas located out of city protected buffer zone. The resulting mosaic of these two spatial territories covers all parts of Iran. The institutional, functional, and spatial investigation of governance arrangements for Tehran Metropolitan region cannot draw an accurate picture of the existing governance arrangements of this region without investigating its supportive instruments and resources-including general and special laws and regulations, financial resources of different sectors, and other management resources such as programs and policies. Perhaps this part of the present research which attempts to find out the management and governance arrangements of Tehran Metropolitan Region can be seen as an attempt to answer this question:

"Which components and institutions (governmental-state, governmental-public, private sector, Non-Government Organisations, etc) perform which functions (policy making, planning, implementation) in which spatial territories (political-administrative divisions or limits of urban management), in accordance with what rules and regulations, and with what financial and management resources?"

Different components of the model for investigating the management and governance arrangements of Tehran Metropolitan Region are presented in the following diagram. The above fundamental question can be grasped on the basis of this diagram. Based on the general model of our study, this section is divided into the following parts:

- *Territorial studies*
- *Institutional and functional studies*
- *Study of Tools and supportive sources*

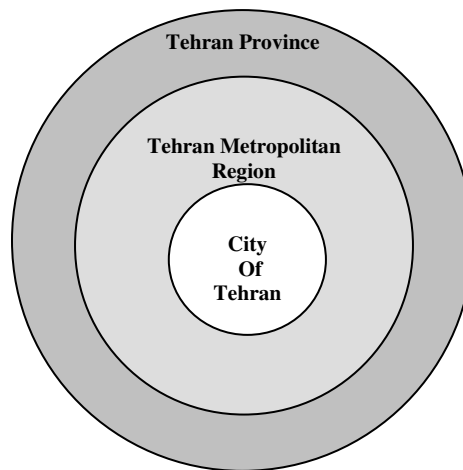
Diagram 1: Study of Tehran Metropolitan Region's Administration System



- General Characteristics of Tehran Metropolitan Region

Tehran, as the capital of Iran and the core metropolis of the region with an approximate area of 700 square kilometers and a population of 7 million, is located in the geometrical center of Tehran Metropolitan Region. The Municipal limit of Tehran consists of 22 municipality regions.

Figure 1: Different spatial territories which can be studied in relation to Tehran



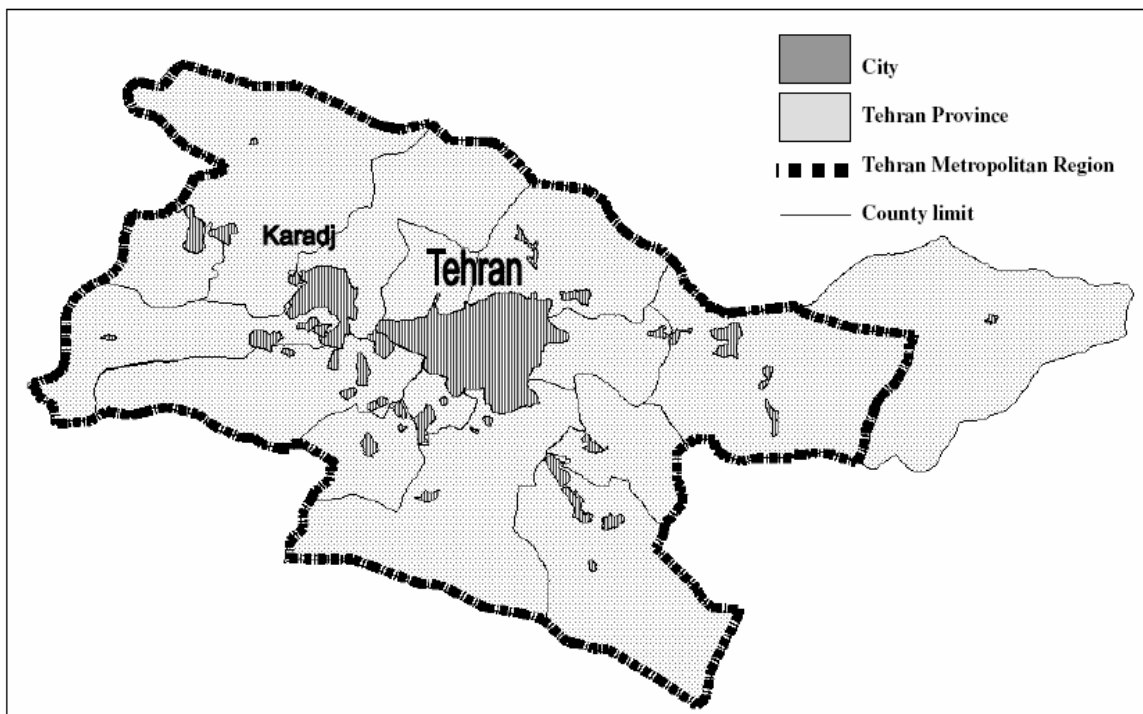
Tehran functional city-region, which is the subject matter of this paper, has a population about 12,300,000 and its area is about 17,000 km². Current population of the city of Tehran, as the core metropolis of the region, is about 55% of total region and its area including 22 regions of municipalities is about 4.7% of total region.

Tehran city-region comprises over 90% of Tehran Province and at present, includes more than 50 municipalities and 1500 villages.

Table2: Developments in the proportion of Tehran (core) population to its fringe settlements (Developments in Core-fringe population) - in millions

Year	Core Population (Tehran City)	Center-Fringe Population (Tehran Metropolitan Region)	Share of center from the region (%)
1966	2.7	3.4	79
1976	4.5	5.3	84
1986	6.04	8.06	75
1996	6.7	10.3	67
2005	7.1	11.8	60

Figure2: Tehran Metropolitan Region



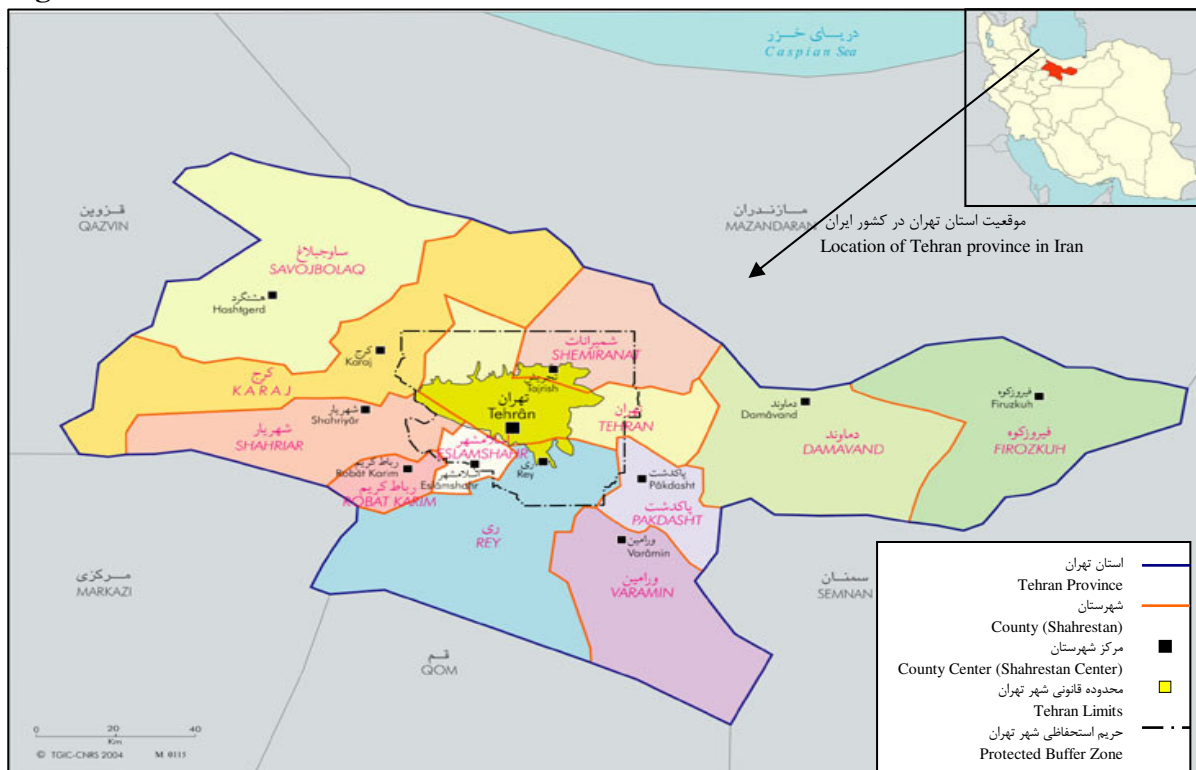
Political territories and local management zones in Tehran Metropolitan Region

Political Territories

State Divisions system, sets out the spatial framework in which different institutions operate. Usually, all administrative organisations in Iran follow the levels set out by State Divisions. Main units of State Division in Iran are: Parish, District, County and Province. From the administrative perspective, Parish works under District, which itself is subordinated to county. Each county is administratively subordinated to a province which itself works under supervision of central government. Iran's government system is based on State Division law .A state division authority is placed in charge of each state unit. Therefore, the supreme leader stands at the top of state hierarchy, followed by the President. The Governor General acts as the highest representative of the state in each province. The representatives of the government in county and district are governor and district governor respectively. Thus, the government system in Iran has a hierarchical order. The Parish and the Central Government in Tehran stand at the lowest and highest levels of this hierarchy respectively.

In each level of State Division Hierarchy, there is a government representative who is responsible for the implementation of government policies at that level. Nevertheless, each ministry and state organisation has its own representatives at province, county and district levels and these representatives follow the policies set out by the central ministry. This dual political management (State divisions authorities via ministers and heads of central organisations) sometimes creates problems in local decision taking processes.

Figure3: Location of Tehran and its Districts in 2004



Source: <http://www.tehrangis.com/atlas>

The urban and rural development management system comprises an expanse of geographical space which requires an integrated attitude towards all factors involved in urban and rural growth, expansion and development. These urban and rural limits are divided into the following two general categories:

Municipality and Rural District limits: Consists of the existing physical limit and its future expansion in Master Plan .This limit is set out in urban/rural development plans.

Protected buffer zone: parts of adjacent lands surrounding the city or village which are under supervision and control of municipalities and rural districts .Any construction and installations inside city and village protected buffer zone is only possible within the frameworks set out by approved laws and regulations of development plans.

Generally, State division system is an inclusive vertical system which creates an integrated whole. The territories defined in this system create a mosaic which covers all geographical spaces, in which the decision-making scopes for responsible organisations cover smaller levels in hierarchical order.

Cities, villages and all other population centers are located in this integrated and mosaic framework. Their spatial development management territory, occupies an area around their constructed limit which becomes meaningful within the framework of city limit and protected buffer zone. These territories which through emphasizing on the role of municipalities, create a horizontal system, are set out in accordance with Comprehensive or Master plans, and cover parts of the integrated space of state divisions.

Table3: General Characteristics of Political Territories and local management

Territories	Division Units	Governing Authority	Appointing Authority	Type of Institution (Governmental/public)	Type of Relations
Political Divisions	Province	Governor General	The Cabinet	Governmental	Vertical
	County	Governor	Interior Minister	Governmental	
	District	District Governor	Governor General	Governmental	
	Parish	Reeve	Governor	Governmental	
Managerial Divisions	City	Mayor	City Council	Public	Horizontal
	Village	Reeve (head of rural district)	Village Council	Public	

As illustrated in this table, at present, the administrative system of Iran has a dual nature (Governmental-public or Appointed-Elected). Under the existing circumstances, government authorities play a stronger and more effective role due to the centralised and integrated structure of the government. The elected institutions which have some executive power are limited to city and village and although elected institutions exist in other levels, for a variety of reasons they lack any effective authority. Lack of executive powers and their selection by the lower councils are among the reasons for this lack of authority. For example, the Province council which shall play a crucial role in governance of the province consists of the selected members of County councils within the province limits. The members of county councils are themselves selected by members of city and district councils within the County limits. In other words, the inhabitants of each province do not directly elect their own representatives for Province council. In fact, they have elected directly, only the members of village and city councils. On the other hand, the elected institutions and their executive branches which operate in cities and villages, can not use their authorities in all city affairs. For the time being, the municipality's functions are limited to specific affairs and many issues which are local in nature and are within the scope of municipality functions in other countries, are carried out by government organisations in Iran.

Influential Institutions and Actors in Tehran Metropolitan Region Governance

The institutions and actors which play an influential role in the administrative and management of Tehran Metropolitan region can be divided into the following five categories regarding their scope of responsibilities and their goals and nature: Governmental-state institutions; Governmental- Public institutions; Nongovernmental institutions; Private sector institutions; and International Institutions.

Governmental- State institutions are those institutions which are responsible for the execution of government policy throughout different parts of the state in three fields of policy-making, planning, and execution. These institutions are divided into the Executive, Legislative, and Judiciary branches.

The Governmental-public institutions are those institutions whose scope of authority is limited to a definite territory of the country, and some of their components are elected through democratic procedures. Municipalities can be cited as an example of such institutes in Iran.

Non-governmental institutions consist of organisations which follow some public goals such as public welfare, influencing policy-making or supplying not-for-profit services without the intervention of governmental actors. Usually, work in these organisations are voluntary and without payment.

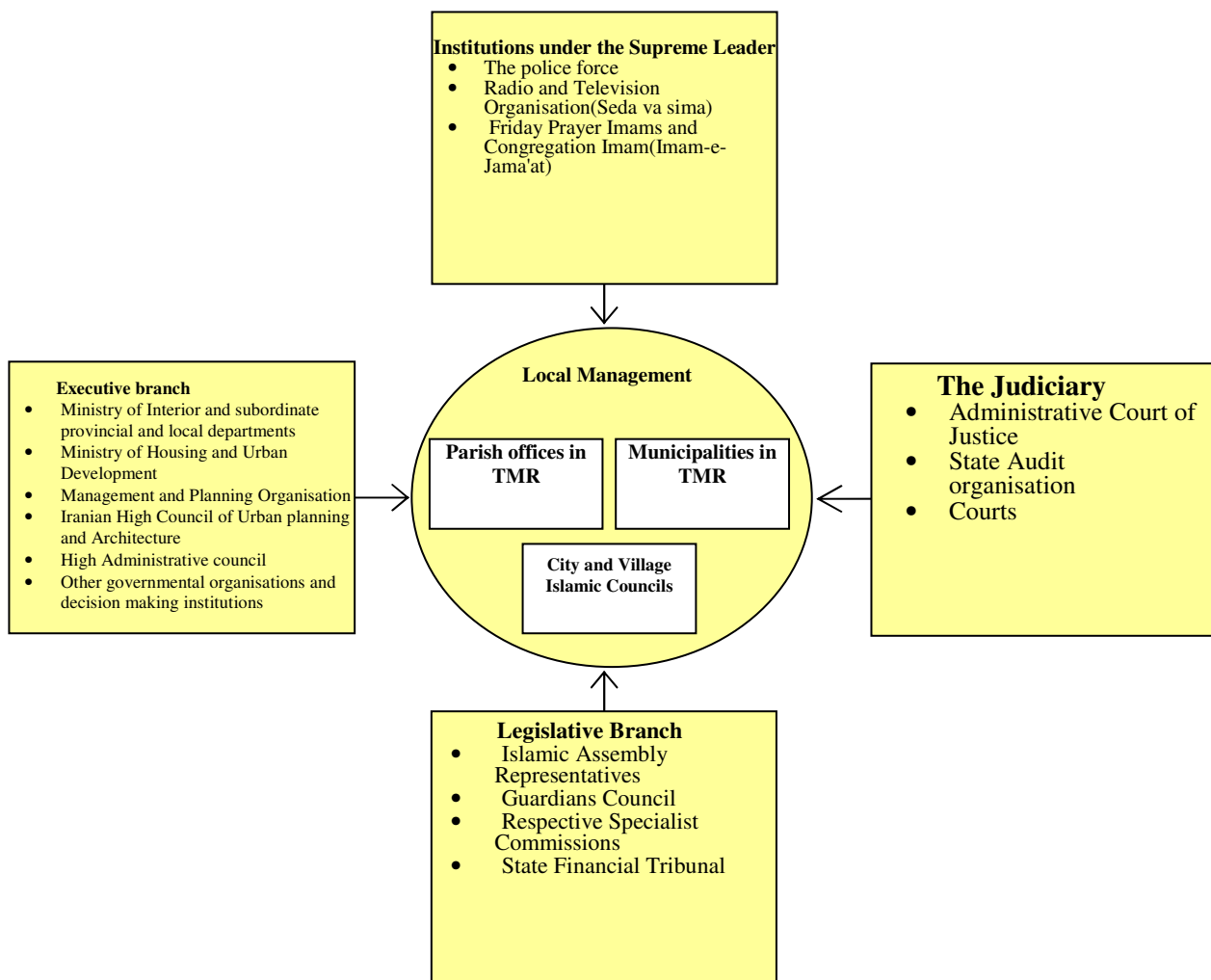
Private sector institutions are organisations which are formed on the basis of rules and regulations such as Commerce law, which are related to business activities. The main goal of these institutions is the acquisition of profit. These institutions are divided into two main categories of Production and Service institutions.

International institutions are organisations which operate in the lands of a country in accordance with the mutual agreements between a country and the government or governments of other countries or international organisations such as "the United Nations Organisation ".

Although Tehran Metropolitan Region is territorially coherent, it lacks institutional management arrangements which are suitable for this region. The main core of local management which have an elective nature, are municipalities and city and village councils which have vast financial resources, manpower and functions. Since these institutions are controlled by the central government, they shall follow the policies set out by governmental organisations at different levels of state divisions.

This situation is illustrated in the following diagram:

Diagram2: Relationships between governmental and public institutions in TMR



Fragmentation in integrated policy-making for Tehran Metropolitan Region, has contributed to the problems and challenges for realisation of coordination and integration in a situation where state organisations do not cooperate and pay attention to local organisations, there is no clear policies for TMR management, and the key actors are not committed to implementing such policies. Therefore, under current situation , and from among the "Governmental-public", "governmental-State", "private sector" ,"Non-government organisations", and individuals, Tehran Metropolitan Region governance has been scattered between two systems of National and local governance, i.e. the first two groups of institutions. The other elements do not have a significant influence in this regard. Even the local managers as the only elected elements of government at the state decision making levels, do not have enough independence and authority for integrated governance of their territory, because even in municipalities' jurisdiction, the governmental-state elements exert a significant influence.

Table4: Main functions of governmental and public institutions in different national, regional and local levels

Level	Organisation name	Type of functions
National	<ul style="list-style-type: none"> - Islamic Assembly - The Cabinet - High Council of Urban planning and Architecture - Management and Planning Organisation - Ministry of Housing and Urban development 	<ul style="list-style-type: none"> - Policy-making and legislation - Policy –making and coordination - Policy-making and spatial planning - Policy-making ,economic coordination and budgeting - Policy-making and spatial-physical coordination - Policy-making , coordination and spatial control
Regional (Province and County)	<ul style="list-style-type: none"> - Governor General Office - Provincial Planning & Development Council - Provincial Planning & Management Organisation - Housing & Urban Development Organisation - Agricultural Jihad Organisation - Governors Offices - County Islamic Council 	<ul style="list-style-type: none"> - Policy-making, coordination , supervision, and spatial management - Policy-making, spatial-economic planning, budget allocation - Policy-making, economic planning and budgeting - Physical -spatial planning - Spatial planning and management - Spatial Policy-making, coordination, supervision and management
Local level	<ul style="list-style-type: none"> - City and Village Islamic Councils - Municipalities 	<ul style="list-style-type: none"> - Spatial Policy-making, coordination, supervision and management - Spatial, physical , and executive management

- Supportive tools and resources for Tehran Metropolitan Region Governance

Development plans & Programs

Reviewing over 15 existing development programs and plans at urban, regional and national levels, a Cabinet Act and a Cabinet approval for identifying their view points on Tehran Metropolitan Region and its governance, indicates that most of these programs have not paid due attention to the existence or formation of TMR . From these 15 reviewed programs and plans, only in 7 programs, Tehran Metropolitan Region or similar titles or concepts were mentioned and only in three programs, some mechanisms for the governance of this region are mentioned.

The reviews illustrate that the most important existing planning and policy-making document of the country that has paid maximum attention to a reality called TMR and its issues, is "the plan for Tehran Metropolitan region and its surrounding cities" approved by the Cabinet. This plan has pointed to 'the establishment of a management institution for TMR ' as one of the pre-conditions for its realisation, thus emphasizing the significance of paying due attention to management mechanisms of this region. Furthermore, "the Approval for planning and management of TMR and other Metropolitan Regions (1995)" and" The State Macro-structure Act (2004) can also be cited as two effective documents for Tehran Metropolitan Region and its governance arrangements.

Therefore, it can be said that a decade ago, Iran's planning system did not have a firm grasp of the necessity of planning for a concept called Tehran Metropolitan Region. Thus, so far only one plan titled "The Plan for Tehran Metropolitan region and its Surrounding Cities" has been prepared for Tehran city-region, and even this plan has not been successfully implemented in practice .Furthermore, this plan does not contain any practical and effective recommendation for Tehran Metropolitan Region governance.

Rules and Regulations

Legal review and study is considered from two different perspectives. First, internal review and study of laws and regulations (dogmatic law) seeks to interpret legal rules or concepts. Second, external study of rules and regulations is carried out to assess the implementation of laws and regulations and their conformity with specialised principles and criteria in scientific fields. The present study is performed from external perspective in three distinct dimensions:

1-Legal points and Tehran's exclusion from rules and regulations governing urban management and planning

From the very beginning of urban management and planning legislation, Tehran city has always been distinct from other cities. There are over 37 legal texts approved by Islamic Assembly and the Cabinet that have excluded Tehran and its municipality, or assigned special rules to it .These legal points include special financing for specific cases such as informal settlements, legal permission for issuing bonds, special authorities for urban supervision and management within the city limits

and protected buffer zone , devolving special authorities to Tehran mayor for facilitating urban management including the 1973 law of supervising Tehran city expansion for setting out , coordinating and supervising policies for Tehran city development and preventing its endless expansion.

2-Study and analysis of general rules and regulations for development and controlling settlements expansion in TMR

By general rules and regulations for settlement expansion, we mean those rules and regulations, which in addition to TMR, are applicable to all other settlements and urban and rural regions of Iran. These rules and regulations form the cornerstone for control and supervision of settlement growth and development, and include rules such as the Act for establishment of Iran's High Council of Urban Planning and Architecture approved on 1972, State Divisions Definitions and Regulations Act approved on 1983, and 2001 Act for the establishment of new towns.

3-Study and Analysis of special rules for TMR Management and Planning

By special rules and regulations, we mean those rules which are uniquely implemented for solving problems and issues in Tehran Metropolis and its surrounding area.

The turning point of these laws and government attention can be seen in the 1995 government approval for the planning and management of TMR and other big cities and their surrounding cities .This approval marks the beginning of serious scientific studies and debates in management and planning of Tehran Metropolitan region which are still ongoing. The present paper is based on findings of studies for specific mechanisms and perspectives in the field of Tehran Metropolitan Region management and governance. Furthermore, the preparation and approval of TMR plan in High Council for Urban Planning and Architecture is one of these activities. The existence of numerous issues and problems which have been accumulated over time, the social tensions in Tehran fringes (Islamshahr which was formed as an informal settlement) in the early 1990s as a protest to inappropriate service provision , increased the sensitivity and pre-occupation of authorities to take fundamental steps to cope with existing problems in vaster areas which serve as beds to large cities, and to remove the undesirable physical , social, economic and environmental consequences of such development. The first occurrence of the phrase "metropolitan region" in state rules and regulations was in this approval.

Financial and credit Resources

The financial and credit resources, together with human resources, rules and regulations, and plans are among the main management resources. The management objectives can not be obtained without these resources and their optimal use. On the other hand, these resources determine dimensions of management.

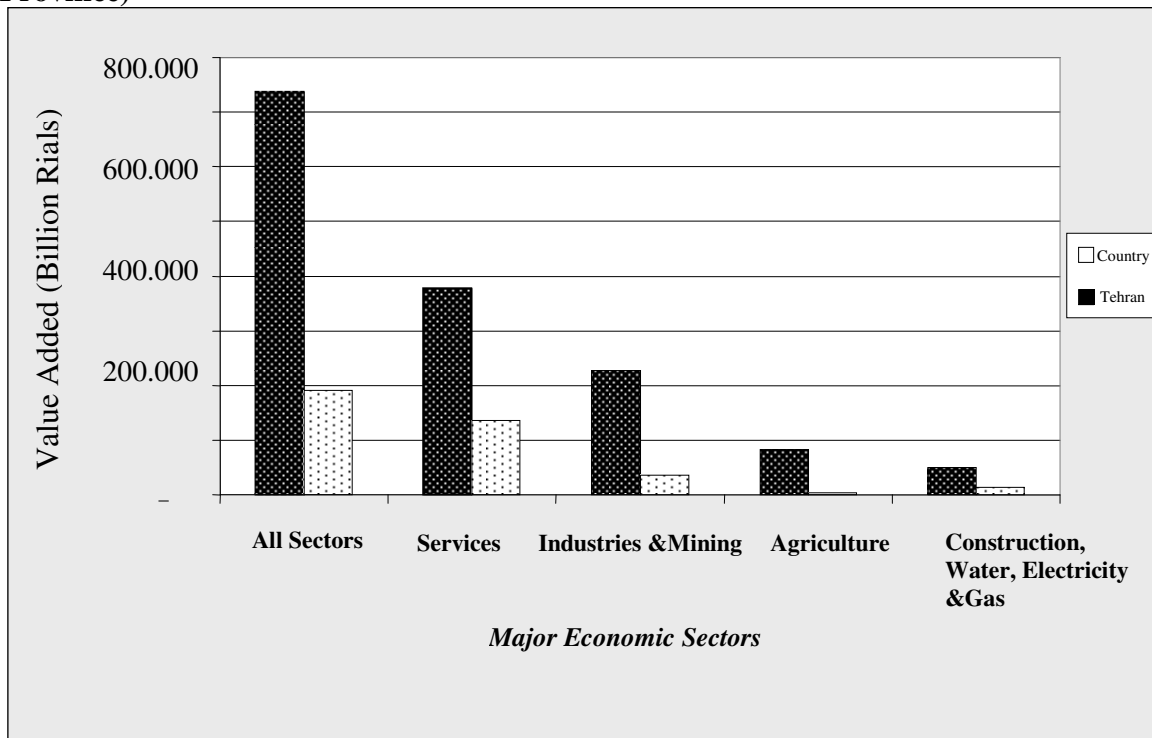
- Identification and Assessment of Economic Capacity of Tehran Metropolitan Region

The economic capacity of Tehran Metropolitan Region is a potential capacity that can be harnessed for management goals of this region through necessary measures. Identification of these potentials is important for two other reasons: Firstly, these economic characteristics of the region will influence the management system. Second, one of the main inherent functions of management is creating necessary conditions for improving the capacity of different economic sectors, and setting out policies and planning for balanced development of economic sectors.

Holding around 17% of the total population and 1% of the total area of the country, Tehran Metropolitan Region had 26% of Gross domestic Products in 2001. Of course, this share increases to 30.4% without crude oil and natural gas. The proportion of economic value added of this region to the total value added of the country has increased from 24.14% of Domestic Gross Product in 2000 to 25.94 % in 2001. Continuation of this trend will undoubtedly help Tehran Metropolitan Region remain the most attractive location for absorbing and settling the population. These figures indicate that the policies for decentralisation of Tehran city have not been successful.

In Tehran Metropolitan Region, the greatest portion of economic value added belongs to Service sector. This sector owns over 70% of the region's domestic product, has the greatest share among all economic sectors, and plays the most significant role in the region's economy.

Diagram 3: Value added of major economic sectors in Tehran Metropolitan Region (Province)



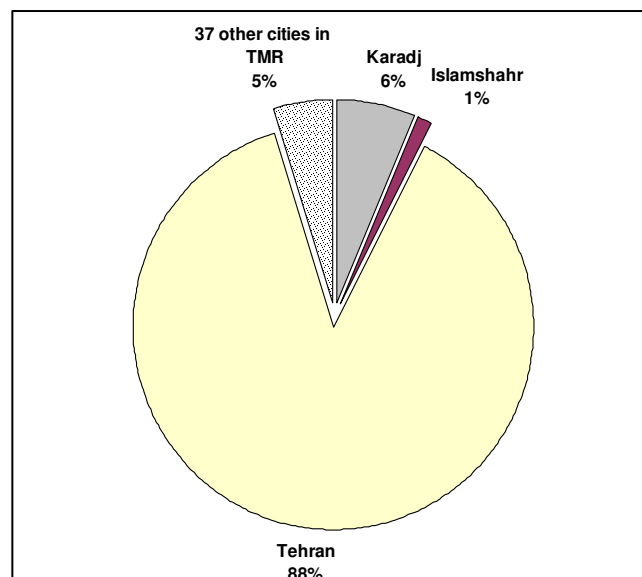
Identification and Assessment of Financial and credit capacity of public sector (Municipalities and Rural districts)

In 2002, 40 municipalities provided services and managed urban settlements of Tehran metropolitan region. From the total revenues of all municipalities in this year, 50% have been created by municipalities located in Tehran metropolitan region. Taking into account that this region is home to 17% of country's population and creates 30.4% of the gross domestic product (excluding oil), this share seems significant.

From the total revenues of municipalities located in Tehran metropolitan region, a significant portion belongs to the metropolis of the region (Tehran) and two large cities of Karaj and Islamshahr. In 2002, the remaining 36 cities of the region have owned merely 4.75 %of the revenues.

In 2001, Tehran municipality with 7million population and per capita budget of 850900 Rials[†], and Akbar Abad (Nasim Shahr) Municipality with a population of 88751 and per capita budget of 78900 Rials have the highest and lowest per capita budgets respectively. Thus, the highest and lowest per capita revenues belong to the metropolis of the region and one of its informal settlements within Tehran metropolitan region respectively.

Diagram 4: The share of municipalities located in Tehran metropolitan region from the total collected revenues in 2002

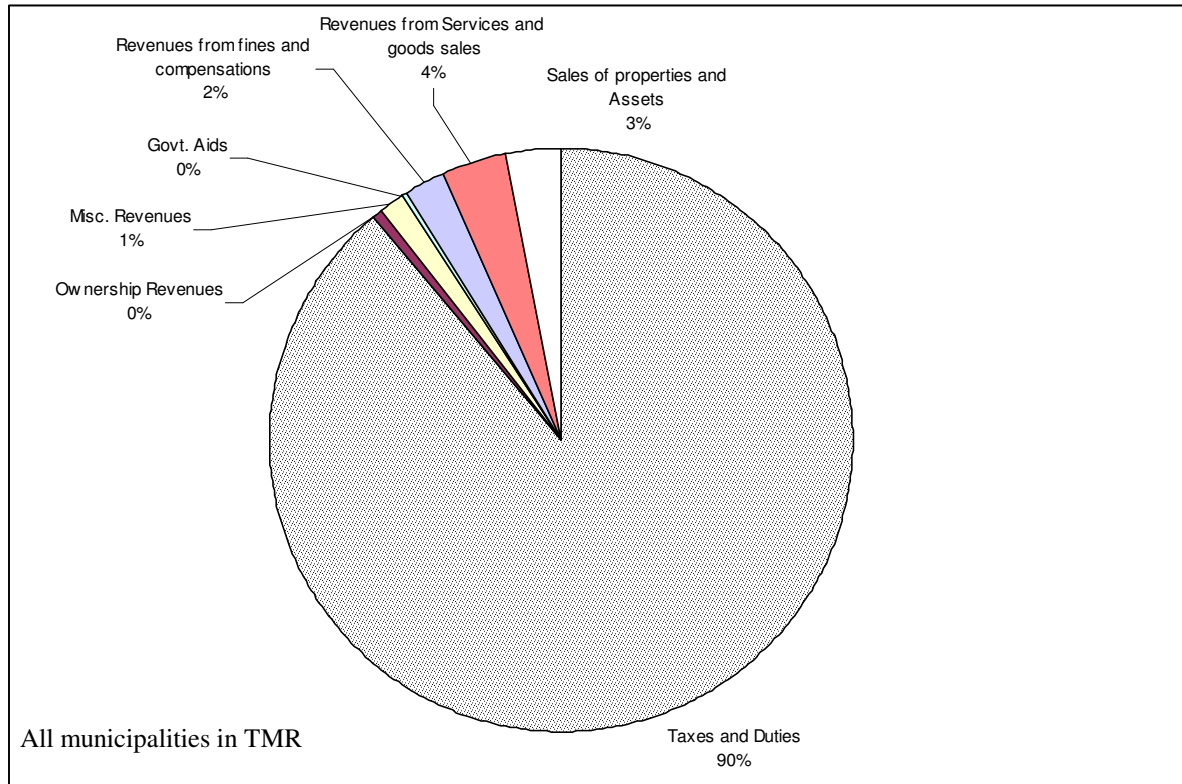


[†] -Each Euro is equal to 11000 Rials.

Reliance of Tehran metropolitan region Municipalities on main revenue sectors

To present a sound analysis of municipalities revenue sources, the existing revenue codes are matched with the International Classification of Municipalities Revenue Sources. The results of this review are presented in the following diagram. The biggest share of revenue sources for municipalities in metropolitan region belongs to taxes and duties.

Diagram 5: The ratio for collected revenues of municipalities within Tehran metropolitan region based on International coding system of municipalities financial sources (GFS)-2002



- **Summary and Strategic combinational Analysis**

This part is in fact the result of all analyses in identification phase , a new physical model of which is presented as a model of Recognition studies .As illustrated in the following diagram , the combinational analysis comprises key elements of all analysis carried out during the recognition phase in the fields of "structures and institutions" , "spatial territories" , "management resources" , and "rules and regulations" within metropolitan region , and shows the mutual influence of three global, national, and local (regional) levels.

The expanded external environment, is an environment beyond national boundaries, with global requirements including "globalisation and localisation", "transition from government to governance", and "world experiences" as some of its key components. The world opportunities and threats in this environment, affect the

national government, its administrative system and, as a result, the governance system of the metropolitan region.

The expanded internal environment comprises different influential fields and recent trends at national level and its government system which can create opportunities and threats for metropolitan region management at national level.

The internal environment which includes weaknesses and strengths of the governance and management system of metropolitan region under current conditions has been set out by reference to fields of study within the metropolitan region. The following diagram shows components of combinational analysis.

Diagram 6: components of combinational analysis

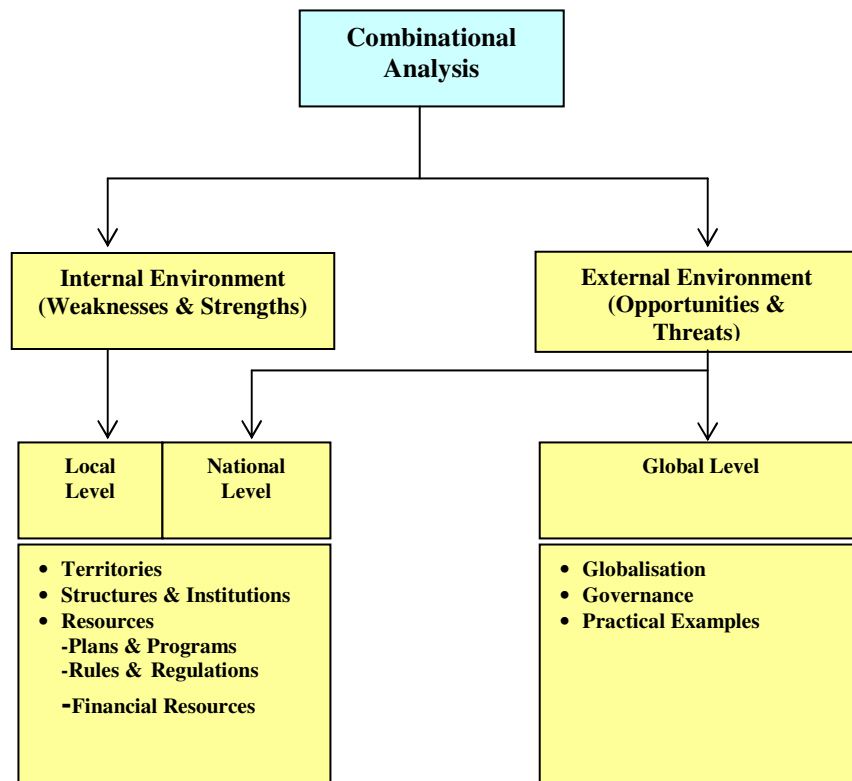


Table5: Combinational Analysis: External Environment (Opportunities)

Global Level	Globalisation/ Localism		-Changing Territorial competition scale from state to city and regional level , and the necessity of attention to the management system of metropolitan region for capacity building , facilitating development, and increasing competitiveness
	Transition from government to governance		-Tendency to create management and governance systems on the basis of governance principles including accountability, rule abiding, and pervasiveness at all levels of territorial management
	World Experiences		-Long history in the formation of metropolitan regions management and governance systems(about 50 years) -Existence of different management systems in other countries , and the possibility of using their experiences and achievements in proposing a management system for Tehran Metropolitan Region
National Level	Territories		-Continuous attention of policy makers , legislators ad planners of Iran to the limits and territories of the state metropolitan regions in the last decade(from 1995 onward) in the form of different approvals of the Cabinet (2004,2003, 1995), and official recognition of metropolitan regions' planning in the form of preparation of metropolitan region plans
	Structures & Institutions		-The emphasis of Iran's constitution on the necessity of public participation in the for of councils and decision making organs -Creating some frameworks for horizontal and inter-sectional(regional) coordination –such as province planning and development council -Continuing decentralisation policies in 3 recent five-year plans -Existence of experience of formation of some institutional mechanisms for governing Tehran metropolitan region, such as establishment of the supervisory council for the expansion of Tehran city
	Resources	Plans and Programs	-Official recognition of metropolitan regions' planning in the form of preparation of Tehran metropolitan region plan -The emphasis of The Fourth five- year plan on facilitating regional planning and management and establishment of regional institutions -Emphasis on re-consideration of state divisions for decentralisation and devolution of authorities to local managers
		Rules and Regulations	-Different attitude towards Tehran planning and management from the beginning of legislation in Iran (existence of around 30 laws in this respect) -Tendency to creating a distinct legal structure for the management of metropolitan regions in general and Tehran region in particular
		Financial Resources	-Suitable economic potential of Tehran Metropolitan Region for creating the revenue sources of the region's management system (21% of Gross domestic products of the region , excluding oil) -Allocation of regional financial resources (as per second, third, and fourth five - years development plans) and creating the province auxiliary treasury -Government attitude towards reforming municipalities sources of revenue

Table6: Combinational Analysis: External environment (Threats)

Global Level	Globalisation/ Localism		<ul style="list-style-type: none"> -Increasing complexity, speed, and scale of changes and developments due to globalisation -introduction of multiple factors and variables in the dynamic planning and management of metropolitan regions, including the increase in the speed of information production and transmission, intensification of regional competitions, effects of international and trans-national institutions -Ignoring some local requirements
	Transition from government to governance		<ul style="list-style-type: none"> -Transformation of decision-making, to a multi-level and multi-actor bargaining process , and the weakness of traditional structures of decision making and governance under new conditions -prolongation of decision-making time and process
	World Experiences		<ul style="list-style-type: none"> -the ,multiplicity and diversity of models and patterns for the management of metropolitan regions in different countries , and lack of a consensual governance pattern for the management of metropolitan regions
National Level	Territories		<ul style="list-style-type: none"> -nonconformity of political divisions with judicial organisation of Tehran functional region -lack of official recognition of he metropolitan region territory in political and management divisions laws(changing the title of Tehran metropolitan region to Tehran General Region in 2004 approval of the Cabinet) -the multiplicity and diversity of governmental territories (political divisions) and urban management territories
	Structures & Institutions		<ul style="list-style-type: none"> -Independence of the government from the society, resulting from financial independence of the government due to oil reservoirs and limited space for the activities of public and people organisations and institutions -Failure in the implementation of decentralisation policies and decreasing government size -weakness of private organisations in service provision in the metropolitan region -lack of a fixed inter-institutional cooperative attitude, thought and practice
	Resources	Plans and Programs	<ul style="list-style-type: none"> -inattention of most national programs to the formation of Tehran metropolitan region and necessity of appropriate mechanisms for its management -lack of coordination of plans and programs for Tehran region at different levels
		Rules and Regulations	<ul style="list-style-type: none"> -inconsistency and lack of a legal discipline in the rules and regulations for controlling and guiding urban development in metropolitan regions -tendency to increase the volume of rules and regulations for urbanisation and urban development control -lack of commitment to the implementation of laws
Financial Resources		<ul style="list-style-type: none"> -unclear central government relations with municipalities and ambiguous macro-policies in this field - an abstract, detached attitude towards municipalities sources of revenues which stands out of macro-structure of state governance 	

Table 7: Combinational Analysis: Internal environment (Strengths)

Local Level	Territories		-Setting out the territory of Tehran metropolitan region and its official recognition in the cabinet approvals, followed by delineating urban territories
	Structures and Institutions		-Existence of institutional mechanisms for managing Tehran Metropolitan Region due to its relative conformity with Tehran Province -Formation of city and village councils, higher level councils and non-government organisations
	Resources	Plans and Programs	-Preparing and approving Tehran metropolitan region plan and recommending the establishment of a single institution for coordinating metropolitan region management for it
		Rules and Regulations	-Existence of special regulations in planning and management of Tehran Metropolitan collection -Relative success of some rules and regulations in controlling and guiding urban growth and development
		Financial Resources	-Suitable financial capacity of municipalities in Tehran Metropolitan Region compared with municipalities in other parts of country (more than 50% of country)

Table 8: Combinational Analysis: Internal Environment (Weaknesses)

Local Level	Territories		-interference of political and financial territories in Tehran Metropolitan Region -Increase in the number of governmental territories and decision making and executive institutions
	Structures and Institutions		-Minimum level of cooperation and participation between effective factors in governance of Tehran Metropolitan Region -Weakness of public participation mechanisms in decision making and execution
	Resources	Plans and Programs	-lack of review and reconsideration mechanisms for urban development plans
		Rules and Regulations	-limitation of special rules and regulations for planning and management of Tehran Metropolitan Region to the cabinet approvals -using rules and regulations as instruments for providing revenue sources for municipalities and governor offices in metropolitan region
		Financial Resources	-Imbalance in the per capita revenue of municipalities in Tehran Metropolitan Region (specially between the central municipality and the municipalities in the periphery) -Extensive reliance of municipalities to unstable and unsound revenues and construction revenues

- **Conclusion**

Under present circumstances, the multiplicity and fragmentation of governmental and managerial territories from one side ,and centralised system of planning and its dominant sectoralism from the other side (political and functional fragmentation)have created a formidable challenge for integrated policy-making in Tehran Metropolitan Region . Due to the special status of Tehran Metropolitan Region, re-consideration in its governance structure seems to be very necessary. Increasing political fragmentation due to increasing number of political and managerial territories, increasing complexity and diversity of decision-making patterns which stems from the lack of a uniform regional perspective and approach in its governance and management, and processes such as globalisation and transition from governing to governance highlight the necessity of this re-structuring.

In the last decade, government agents , experts and specialists have understood that the removal of many major issues in this region , including traffic, air pollution, environment deterioration, and open space system of the region, and finding a stable ,bright and appropriate economic and political position in global economy , requires a new approach to the region's governance and management which shall be adopted for transition to good governance system of Tehran Metropolitan Region in the age of globalisation. The most important factor for the realisation of this goal is creating a common perspective and its acceptance by all influential elements in the region's governance and management. This is the only way for unifying and directing diverse and fragmented forces of the region for the realisation of a single, common perspective.

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