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## **Good Governance with Participatory Urban Management (Methods: CDS and NBN)**

### **Case study: Urban Governance Study in Hamedan and Islamshahr**



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Paper Reference Number: 0107-764

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#### **Abstract**

This paper briefly looking through the foundations to create a good governance participatory management methods CDS and NBN in urban management, the first participatory management and theoretical foundations in the field of urban planning and urban management, and it's objectives in today's world studied Takes.

Then how to reach the urban governance and governance discussed with good governance reviews and specifications urban good governance and finally reached local governance the introduction is to invite people to areas of urban governance. If had organized the management with the participation of citizens is associated with better results are obtained it.

CDS (City Development Strategy) a relatively new approach in the management of cities is. Based on the two major default is built. First decentralization of activities. Increasing share of the second active participation of people and using Non-Governmental Organizations(NGOs), both private and trade in all decisions related to urban issues, urban planners. In recent years CDS in Iran, increasing urbanization, especially in developing countries, rapid changes in urban development and population triggered the conscious control is needed.

Another way in which citizen participation in urban management is effective NBN (Neighborhood Building Neighbors) is. One of the most interesting ways in which urban management NBN ten years in Rochester, New York City running.

NBN initiative actually a form of participatory urban management system is. And the people in line with government decisions are about partnership.

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Urban governance research examining cities of Hamadan and Islamshahr reached this conclusion and acts with deliberate changes in urban management can be achieved urban good governance. That last point should be noted that this paradigm change in the present circumstances, the other a subdominant, unnecessary and is not considered luxury but a vital need in the stability of urban governance.

**Key words:** urban management, participatory management, urban good governance, CDS, NBN

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## 1. Introduction

The city is considered as a source of development and urban management position in city development trend and urban residential areas have a very important role and determining. From another point of view, it can be noted the urban management in a process of lawfully and constant development. In this case, most of this is important for the optimal manner to manage the flow of urban life, can play a major role in improvement human settlements and sustainable urban development. Because the permit factor and regulator of the urban planning programs originate from urban management efficiency. In this context, energy rational production, reducing and recycling unnecessary consumption of natural resources, including considered areas is as a source of city development (Commission Executive Secretary Report of United Nations human settlements, 1995: 8-5).

When the city is alive and active that its citizens be dynamic and active, or participate at urban governance, that this partnership makes that the citizens towards their city, their neighborhood Affiliation greater. As there is a right in the name of civil rights in the city, but also the citizens have the responsibility and duties in connection with City and urban management that act to these duties relate laterally to their rights in urban management that cause improvement of urban society prosperity and social safety welfare supplying in cities. If citizens become familiar with their rights in urban society, so the urban prosperity of the cities is more rather than before. Briefly civil rights is citizens' familiarity with the restrictions, urban facilities, urban management and their expectations of the urban facilities and requiring them to adhere to the law of the city. So ultimately every citizen must get right for herself and improve their urban status, and urban Management forced to do his duty to implement citizenship. And they have had participation in municipal affairs and encourage the other citizens to participate in urban governance.

## 2. Participatory Management

The concept of participatory management is to make able the organizations employees to intervene in the process of decision. This style of management has been developed from the year 1950. Main reason for participatory management plan limitations resulted from excessive administrative bureaucracy that was to create new management approaches that most key component of it was group and making empowerment in them.

Participatory management involves four following main components:

- issue or situation
- administrative structure, systems and processes that the participation occurs in them.
- Official system administrators
- citizens

## 3. Theoretical Foundations in city areas and urban management

Management is the approach for achieving the goals that is considered for an organization and also is the tasks that the charge of manager. Management means planning, organizing,

monitoring and making motivation. If the city is considered as an organization, it is necessary in order to use a technique in the head of it and the Urban Governance which is called urban management. Urban management should perform planning for the city, organize urban activities and monitor activities carried out and even create motivation to do for optimum Affairs, (Saeednia, 2001: 21-20). The most important goal of urban management can be called the improvement of the working conditions and inhabitant people life in the form of classes and different socioeconomic groups and protecting the rights of citizens, the encouraging sustainable economic and social development and protecting the framework environment.(Saeednia, 2001: 46).

In the opinion of Vaughan<sup>5</sup>, urban governance officials, including city managers, builders and private sector should improve city residents' life through promoting arts and providing education (Lees, etal, 1976:1815 - 1914). Cities must be managed in such a way that to prevent the fear and anxiety for the city and the city people. In the opinion of Lewis Mumford<sup>6</sup>, the modern improved cities are mainly different with the many last cities. In today cities mainly without objective production, expanding without limits has given the city character as a factory, a railway and a slum. In this passage, which should be emphasized that urbanization and growing urban management should be combined criteria and social welfare. If you accept that urban management is focused on major urban problems, you should ask, who will determine, what are these problems? World Bank course of Urban Management is introduced the main problems as follows:

- Governance and city tax;
- to create competition ability between cities;
- comprehensive and objective ability to attract private sector investment;
- to encourage employment; the ability to supply to urban public services efficiently;
- environment management power (urban)

#### 4. The transition of urban management to urban governance

Governance is concept that is developed in order to note the increasing role of other shareholders and actors that in addition of government have a role in the growth and development of cities. Governance is dynamic interaction between government, market and social actors that each affects on others actions and decisions through formal and informal processes. Governance has a broader sense of the government and in fact, it includes both the formal institutions of power and civil society organizations. In addition, many components of good governance are part of the ruling concept. Today, different groups of people along the state's institutions are involved in administration of the city affairs in their lives. (According to Table 1)

comparison agents	Government	Governance
actors	*very limited number of participants * executive factors essentially governmental	*very high number of participants * Public and private sector actors
Functions (Tasks)	* will not be consulting. * There is no cooperation in classifying	* Consulting * If possible cooperation

<sup>5</sup> - R. Vaughan

<sup>6</sup> - L. Mumford

	policies and their implementation.	scheme and implementing policies
Structure	*closed borders * Involuntary membership	* very open borders * Voluntary membership (free)
Interaction contracts	* hierarchical authority, attached from the top leadership * Hostile interactions / conflicting relationships * official Deals * Secret	* Horizontal counseling / internal mobility * Agreement on norms technocratic / cooperative relationships (based on cooperation) * the very informal deals * Openness (transparency)
Power Distribution	* release of a government high society (guided) / state control * Community stakeholders have no influence in government. * There is no balance or coexistence between the actors.	* Little freedom of government from community (self-organizing) / scatter dominate of government * Beneficiary groups have scattered influence in the state. * There is balance and symbiosis between actors.

Table 1. Comparison of government and governance main features {Source: (12 - 11, 2001, Schwab et al)}

governance has main three dimensions:

1. The political system form;
2. The process of exercise of power in the economic and social resources management;
3. Ability of the government in the plan, making balance and implementing policies related tasks;

Criteria of being good governance are resulted of these 3 dimensions.

#### **4-1. Good Governance**

Good governance, in general, is the participation for all individuals interested (or at least most of them) in the design and development policies and institutions function that affects on different aspects of people's lives matters. Accordingly, good governance is defined based on full accountability by interested parties (including workers, shareholders, employees, departments, or different social strata and the like) during the activity or elected persons representative functions, whether in central or local government areas, public or economic Companies management, public agencies or institutions of civil society.

#### **4.2. Profile of Good Governance**

##### **4. 2. 1. Equality of citizens:**

In the good governance, all people including women, men and different parties will find opportunities to work for their welfare conditions.

##### **4. 2. 2. Citizens Participation:**

All people, either directly or indirectly, whether through the formal institutions of government or nongovernmental organizations (NGOs) share in the urban governance, neighborhoods and entire community.

#### **4. 2. 3. Transparency:**

People should be able freely access to information at issues in which shareholders are.

#### **4. 2. 4. Accountability:**

In the modern forms of the decision makers governance, whether in the public sector and in civil society organizations, are considered to be people representative and are accountable about their decisions and toward programs that are running against the people as affairs main owners.

#### **4. 2. 5. Strategic Look:**

The leaders and people must rely on long-term prospects to advance the affairs are going in governance areas.

#### **4. 2. 6. General - private partnership:**

One of the features of this is common plans between formal institutions, civic and rural organizations and the private sector.

### **4.3. Urban Governance:**

Urban governance is a process that is formed based on the interaction between organizations and formal institutions of city government on the one Hand and informal institutions of civil society or public arena on the other hand. Informal institutions partnerships and strengthening in the public arena of city governance can lead to diverse interests and thus sustainable urban development.

If the way of managing cities, especially ancient cities, belonging to communities that have long history, range can be classified based on urban management, can be cited levels or types as follows:

- city alderman administration;
- Imperative management;
- urban concentrated imperative management;
- Local management;
- participatory urban management;}
- city public managing or urban governance;
- city people wisely managing or good urban governance.

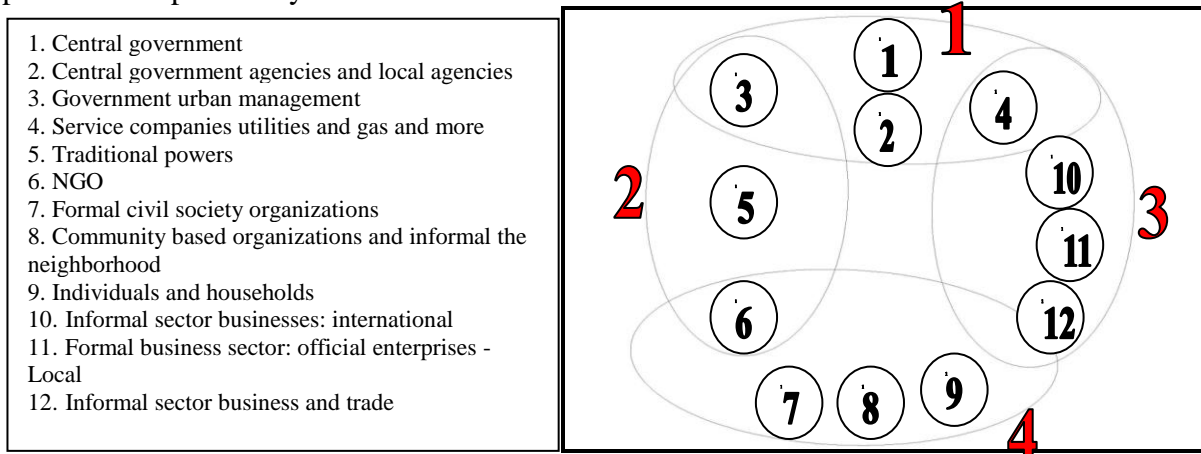
Thus it is clear that the behind of concept of administration is the guidance and control, talk of entering their citizens and institutions in urban management, sharing the people at things that traditionally government have been responsible for it and the government is also desired, everything that was necessary, brought the appeal, the city is run.

City public administration or public comprehensive management is based on the following four main actives and their interaction:

- levels of government;
- Private economic sector - enterprises;
- governmental organizations;
- individuals and families;

each of the quad levels are divided into the institutions and their branches that have been introduced in the figure (1), all together and communicate together. It is not possible the city

public administration without the coordinated cooperation four major urban areas, and is provided the possibility of domination one over the rest of the four actives.



**Fig 1:** 4 activists in connection with the urban level

For this reason, Hayden to run the city efficiently and optimally introduces three condition categories, each of which consists of three components which will include:

• **Citizens influencing and their monitoring:**

1. High levels of political participation;
2. Integration tools of public preferences and their inclination (usually through the intermediary institutions of civil society)
3. Accountability methods of the state against the people

• **Responsible and accountable leadership:**

1. Amount of practical and real respect for the public- civil realms;
2. Rate of being transparent and clear policy development and decision making processes;
3. Rate of adherence to the law;

• **Integration and social cohesion:**

1. Amount of political equality of individual people;
2. Tolerance levels between the groups;
3. Public acceptance of the membership associations and organizations, without exclusion of individuals and groups.

## 5. What is CDS?

In 1999, CDS was formed with the aim of removing shortcomings. City development strategy Plan (CDS) is the process of supplying long-term vision of the city future. Upon in it is made the short –term executive program (Action plan). CDS are the practical programs that consider physical and social economic aspects beyond the physical aspects and help the city in decision-making and policy preparation process. These applications are provided with the aim to create balanced and sustainable development with public participation for living level of all citizens. CDS is a comprehensive planning framework and flexible at the same time that are developed in order to empower urban communities to control administration and economic rapid changes results of increasing growth of economic and social inequalities that are by no means escape. An implementing program development strategy is for homogeneous growing in cities that is developed and sustained; to improve the quality of life of citizens

comes into force.

### **5.1. CDS goals:**

It includes a collection of administrative perspectives and programs centralized to improve administrative system and urban management while increasing investment to improve the employment rates and services as well as reduce urban poverty permanently and systematically.

Overall, it can be said that the CDS specified targets must be prepared in all stages of its preparation and running. These objectives generally include:

- Achieving to the economic growth, increasing employment
- Improving urban management
- Sustainable Development
- The poverty reduction and its sustainability

### **5.2 .Three of the final products of CDS plan include:**

#### **5.2 .1. Visions:**

Vision is the vision that is agreed completely or partially key actors and is the consensus collective effort of the key actors. In this document, they are determined the city development prospects in the future. These perspectives include all sections in urban management.

#### **5.2 .2. Development strategy:**

In the landscape framework proposed, it is regulated vision of development strategies. This strategy has been prepared in different sectors or is provided or formulated within integrated part.

#### **5.2 .3. Executive Program:**

For each development strategy, Executable programs related are prepared.

### **6. CDS in the urban management:**

Good management is a management that is accountable and be transparent in the work. Creating caring, efficient, integrated and coordinated management (coordination within area in the cities regarding that the scheme in the existing frameworks is not flexible) is essential, by applying the new methods of urban management, urban management is more stable. It is required a social process in the urban management relationship current with citizens, to tackle unexpected natural events with appropriate action plans, to provide good service through proper use of urban potential, urban management is the city comprehensive management.

### **7. Urban Management with the NBN method**

One of the most interesting and most successful urban management practices for ten years in the city, "Rochester" New York are running, is NBN initiative plan that in fact a form of participatory urban management system in which people participate along with the government in all decisions. In this way, everyone is attempting to organize their environment and is trying to participate in all constructive measures to improve life in his/her location. This strange policy that has already a very good performance in the term "surrounding neighbors in your neighborhood to organize» NBN has been called. According this plan, the residents of "Rochester" plan for the future of their city and determine their city budget priorities. It should also pointed to the fact that the projects administration presented is not fully responsibility of citizens but also efforts are toward the more their participation in this

field and supporting the projects provided by the public. All parts of NBN with a central computer system or city connective network are connected to each other that it is possible access to city information for all by it. Gis drawing Software, three-dimensional planning information, reliable e-mail and files management system are of other available facilities. Within the last ten years, NBN has played an important role in reconnection of the population and the government.

Moreover, the article suggests that local government can also act in line with people targets somehow the citizens can control the affairs of their lives and able to participate in all programs. Afterward retirement of "Bill Johnson", Mayor of "Rochester" and innovative of NBN design in the first January 2006, new forces are determined to maintain the same principles of the NBN goals along with people participation.

### **8. Review the urban governance in the cities of Hamadan and Islamshahr:**

For measuring indicators of urban governance, two following middle cities due to the Generalization ability of study results to many of the other cities are selected.

- **Islamshahr City**; as one of the vehicle intermediate and satellite cities with rapid growth and expansion.

- **Hamedan city**; as one of the middle and old cities of country with the gradual growth and expansion.

Hamadan with long old and the gradual growth of many new institutions responsible for controlling and guiding development of the city in it, represent a major part of Iran that system of decision-making system and city government decisions in them is according with the national level.

While Islamshahr is representing cities and vehicle stations in which two recent decades on the sidelines of the big cities in the country have formed and are expanding.

In these cities due to rapid development, it has not existed deployment possible and consolidation in the official and state institutions in conducting urban development. So, in many cases and especially in local needs, a new social experience has been formed.

Islamshahr, southwest of Tehran, in 1967 had a population of over 2769 people that has increased in 1977 to 53,809 people. City population in 1988 with significant increasing has reached 236,749 people, but by the statistics of 1999, Islamshahr population has been counted with slight increase about 26,450 people. Hamadan of population growth has been fairly regular. This city's population of 124,167 people in 1967 to 165,785 people in 1355 and to 274,274 cases in 1987 is reached.

Review criteria of urban governance through measurement and evaluation indicators related to each criterion is performed. The indicators have the relationship with three following criteria that form the research statistical community.

- Organizations and formal institutions of city government
- Elected, non-governmental and voluntary groups and organizations
- Citizens

Aforementioned groups have the fundamental and determining role in defining of urban governance (as a process of interaction between the public and state areas in city government). Among the official organizations and institutions, municipalities are considered most immediate and most effective organizations. Hence, for research in the field of formal organizations, collecting and analyzing data from municipalities has been considered. Among the organizations and nongovernmental organizations, the councils are



considered the most comprehensive and important association. Therefore, collecting information from councils, as sampling, necessary data is collected.

### The final score in the urban governance in the samples cities:

In this review, the urban governance is defined with ten criteria and each criterion with several indicators. In examining the concept of urban governance in the Hamadan and Islamshahr cities, among 10 defined criteria for urban governance, the indicators of six criteria are measured: participation, effectiveness and efficiency, responsiveness and being receptive, accountability and responsibility, transparency and rule of law. But the other four criteria, namely the consensus orientation, equity, strategic insights and decentralization for reasons such as lack of written information and documentation, was not possible to combine and compare data and other limitations of general research and review have not been measured. However due to the broad statistical community in three areas of private, public and government (nee; citizens, council members and municipal officials), relative high sample size (with more than 300 questionnaires distributed in Hamadan and Islamshahr) and expanding the number of measuring indicators, the relative possible to test and compare the concept of urban governance in the sample cities is provided.

Because of having indicators of each criterion in term of measure scale (relative scale, nominal scale, and ordinal scale, interval scale) to calculate the final score of urban governance has been used the quantifying technique of qualitative data through the weighting and uniting the scores. Work process to obtain the final score of urban governance has been in each of sample cities as follows:

- New data on SPSS software
- Weighting indices by type of study and unite variables
- Each index score calculated from samples algebraic sum
- Points calculation of each benchmark rates by points sum of relevant indicators
- Calculation of the final score urban governance collected through criteria rates sum

Islamshahr	368	646	363	76	121	614
Hamedan	317	614	349	62	77	635

Table 2. The final score of the urban governance criteria of Islamshahr and Hamedan

From algebraic sum of the criteria points of urban governance, urban governance final score in each city as follows:

$$(\text{Score of urban Governance}) \text{Sug}_{\text{Islamshahr}} = S_P + S_e + S_{Re} + S_R + S_T + S_L = 2188 \quad (1)$$

$$(\text{Score of urban Governance}) \text{Sug}_{\text{Hamedan}} = S_P + S_e + S_{Re} + S_R + S_T + S_L = 2054 \quad (2)$$

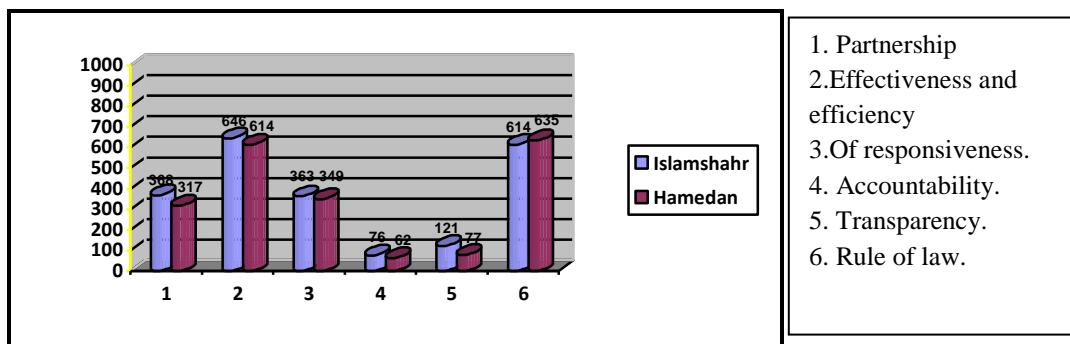


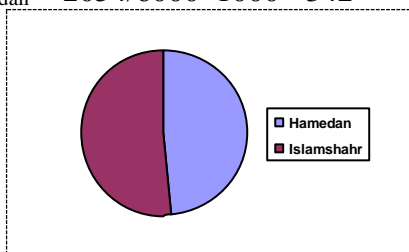
Fig 2 : Comparison Chart of urban governance standards in the cities of Hamedan and

### Islamshahr

Maximum possible score for all criteria in all subjects (respondents) in two city of Hamedan and Islamshahr is earned the equivalent of 6000. Therefore:

$$\text{Sug}_{\text{Islamshahr}} = 2188/6000 * 1000 = 364 \quad (3)$$

$$\text{Sug}_{\text{Hamedan}} = 2054/6000 * 1000 = 342 \quad (4)$$



**Fig 3:** A comparative chart of Urban Governance final score

Final Score of the urban governance in Islamshahr equal to 364 (in thousands) and in Hamedan equal to 342 (in thousands) are calculated.

This rating indicates the system of urban governance and decision making in both the sample cities in terms of urban governance standards is at the relatively low level. (Source: Barakpoor2003)

### Conclusion:

Poverty and social & economic settlement are the main factors of urban development. This phenomenon indicated that there are the threats that jeopardize social cohesion and the possibility of growth and purchasing power of people. Thus, CDS or urban development strategy now essentially is referred a strategic planning process. It is possible that lead to decrease and increase the probability that only outcomes related to the process gain. CDS approach is originated of thinking look. Economic growth is necessary for reducing or dismantling of the poverty. NBN also is a new style of urban management that citizen participation in urban management makes bolder. Every citizen in this way is his/her mayor and urban Management is available. Therefore, good governance will be achieved through people participation in managing of the city affairs. So if any experience, work to be done as a group, the better result is achieved. Hoping that one day we all think we own the town and try it for more stability.

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