

The Creative City, Reflecting New Planning Tendencies for Cities

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Abstract

The dramatic economical , cultural and social transformation of cities will demand new tendencies in planning thought .Classical thoughts with their predictable and inflexible virtues could not solve contemporary problems .It was essential to reconstruct methodology of thoughts on phenomena .Emphasizing on linear tendencies of city planning thoughts in some Asian cities , Tehran city , for instance, caused to lack of enough control on immediate emergences .For coping with global movements , cities should change as innovative and creative hubs. All cities , small and large need to reassess and rethink their roles .This challenges cities to think their opportunities and problems. Cities have to ask themselves: who am I, where do I go, what is my identity , what is distinctive about me and what are my assets.

Methodology of this study is based on comparative; recognition of classical thought in urban planning hierarchy and restructuring new movement to provide flexible , adaptable and resilient system .

Key words: Creative City, Classic Thought/Instrumental Rationality, Innovation/Communicative Rationality, Emergence, Complex Theory.

1. Introduction

This paper aims to discuss the classic thought in planning, as instrumental rationality and innovation in planning thought , as communicative rationality , which developed "creative city " concept through the world .Our purpose is speak about governance structure of creative city . Creative city concept marks as a solution of classic thought restrictions .We will be able to systematize "creative city " governance model in order to foster future reflections , as global movement that deconstruct boundaries(walls) of ancient city which was primarily a political settlement, a kind of organized public memory for mortal human beings, securing the actions of human society against the ravages of time. City is not only place of power but also place of continuously emergence of new phenomena and new demands . With growth of diversity and complexity in urban space and society , new tendencies beyond classic thought is essential for stakeholders to cope with them .Emphasizing on linear and comprehensive point of classic way could not enclave new demands and emergences in society . But flexibility and creativity literature can be our point of view to overcome problems in society . Although , flexible and creative planning always bothered planners as who can predict all phenomena and for them there is not any place for unplanned emergences .

Friedman drew the attention of scholars by saying that direct control cannot be the role of planner. He defined the role of planner to guide society towards desired objects:

The ongoing stream of life does not wait for planners to give it direction. Planners must act upon social and economic processes with the fragile instrument of their minds (amplified by whatever practical means they may command) to guide society towards desired objects. A comprehensive model of planning must, therefore, include forms of thought as an important category for analysis[6].

For delineating the paper's discussion, it is important to gather some of the most important issues about role of "creative city" concepts in city planning. Creativity-led approach requires for modeling new tendencies in planning thought. Point of view is based on evolution of classic thought subordinates by creativity - led approach.

This exercise will experience in Tehran city, Iran capital, based on health planning for providing tangible discussion between new tendencies and classic thought in restructuring government . The healthy cities project is based on the spirit of real cooperation , not only among municipal sectors , but also between cities and countries , national and international networks, have been established to promote the exchange of resources , knowledge , information , experience , offering mutual support and developing new strategies. Reorienting decision-making processes towards health requires changing decision making and implementation processes. This can only be achieved with political support at the highest level, beside that needs to disseminate decision making process throughout the whole city ,not just in one department or area of work [8].

2. Creative city

Today , rapid growth of cities population lead to dramatic changes in cities continuously . This dynamic process requires a dynamic, independent, flexible, innovative and "creative" point-of-view in thinking, producing, acting and planning in the existing urban structure. Creative infrastructure is a combination of hard and soft infrastructures . The latter includes a city's mindset, how it approaches opportunities and problems. To be a creative city, the soft infrastructure includes: A highly skilled and flexible labor force, dynamic thinkers, creators and implementers. Creativity is not only about having ideas, but also the capacity to implement them. The classic way did not work sufficiently well. To explanation , classic method of education did not prepare students for the demands of the new world and organization, management ,leadership with its control ethos and hierarchical focus did not provide the flexibility, adaptability and resilience to cope in the emerging competitive environment[12].

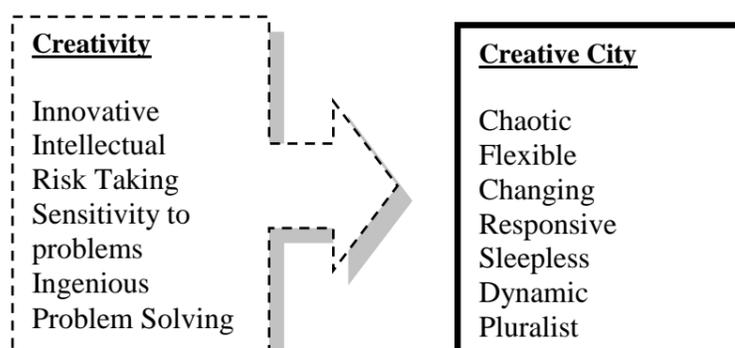


Table. 1, Creative city Attitudes

Appreciation of creative city backs to early 1980, crisis of post Fordism era and the welfare model began to dissolve and leaving its place to a more entrepreneurial dynamics in government .After 1980 , with rise of neo-liberal , three theories of commercialization , commoditization and privatization came to discussion . That ‘neoliberal’ project was based on deregulation, free-market domination, reduced social policies, privatization and socio-economic flexibility. In the post-Fordist era, we can identify four economic processes having an impact on the urban change since 1980s: (1) globalization and deregulation of finance, (2) sectoral shifts (from manufacturing to the service sector) and the rise of new finance-related services, (3) the increasing mobility of capital, and (4) the increasing internationalization of investment[13].

Following what mentioned above , in contrast with republican or communitarian views , liberal democratic theory does not rely on strong assumptions about what citizens must have in common to form a sustainable polity . It is essential to make balance between Republicanism and Liberalism (Fig 1) .

The communitarian point of view, defines communitarians as a movement designed to bring the changes in values, habits and public policies that will allow us to do for society as what the environmental movement seeks to do for nature: to safeguard and enhance our future[4].

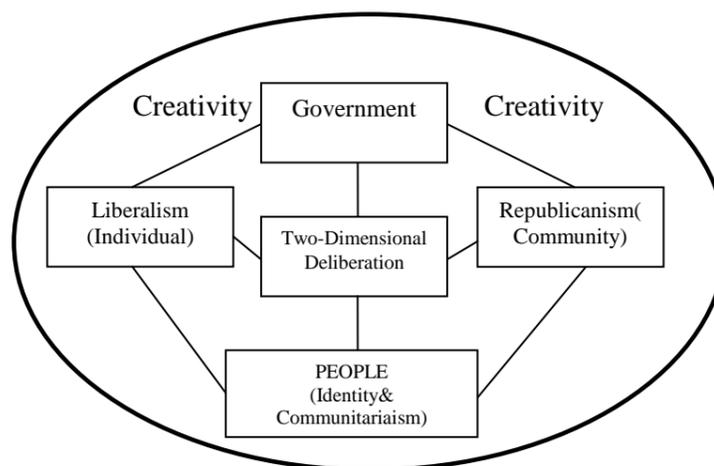


Fig. 1, Combination of Liberalism & Republicanism Governments equal to Participation inside of Creativity Theory

Combination of Liberalism & Republicanism Governments will facilitate function of creative city instead of being only ‘feel-good’ concept for consultants, policy makers and politicians that becomes a serious agenda for radical change. Post industrial city with creativity-led approach is far from equilibrium point and non linear process. These principles return to complex theory which is inside of creativity -led approach .(table 2)According to these principles ,cities have to shift their regime from top - down decision making to bottom - up. There are issues will affect on creativity planning over times :1- shifts towards participatory democracy, governance, and non-linear decision-making, shifts towards project-led urban development and shifts towards a multicultural & diverse society.

<i>Principles of Complex Theory</i>	<i>Explanation</i>
Far from equilibrium	System is never fully stable
Interactions are non-linear	Small events can have large effects on system
Complex systems are open	There is not fix boundary between system &its Environment

Table 2. Briefly ,Complex theory attitudes inside of Creativity Concept

The aim of creative city facilitates collaborative and participatory planning rather than rational comprehensive and advocacy planning. However , some developing countries as Iran, still could not be successful to implement based on communicative planning .Nowadays , Tehran city planning strive to achieve participatory planning by coping with world Health Organization (WHO) for putting priority step in rescaling national boundaries through global standards for planning viable city .To explanation , 22 region of Tehran municipality made relation with WHO , they have annually meetings about revitalization of 22 region of Tehran city .The WHO healthy cities program has relation with local governments in health development through a process of political commitment , institutional change, capacity building, partnership-based planning and innovative projects [11].But today planning situation of Tehran city is according to table (3) , because Tehran city is still in transition stage between global and national , instrumental and communicative planning. But, this stage - between classic and modern tendencies- has influenced on health of city social structure .

<i>Level of Participation</i>	<i>Planning Tradition</i>	<i>Rationality</i>	<i>Control of Power</i>	<i>Actors</i>	<i>Legitimacy</i>	<i>Planning Method</i>
-Consultation -Informing -Argumentative -Deliberation	Social Guidance(Mutual Learning)	Instrumental /Communicative	Government /Governance	-state -Local Residents -Advantage Groups	Achievement Public interest through institutes & deliberation	-Synoptic Planning -Incrementalism -Structure -Corporate

Table 3. Tehran City Planning Situation in Two Decades

3. New Tendencies Versus Classic Thought In Tehran city

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. 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 [10].

In Tehran Region 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 [8]. Inspired by the globalization process and under the influence of international institutions such as the United Nations and its affiliated organizations including World Bank Organization, 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 and undergoing transition to new structures.

Restructuring in Tehran Region means 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-centralization, devolution of responsibilities to appropriate levels, privatization, creating a special regional governance level, creating strong coordination, cooperation, collaboration and participation mechanisms among different governmental, public, private and non-governmental sectors throughout the region.

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-institutions, Governmental-Public institutions, Nongovernmental institutions, Private sector institutions and International Institutions. The government-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. Municipalities can be cited as an example of such institutes in Iran. Non-governmental institutions consist of organizations which follow some public goals such as public welfare, influencing policy-making. Usually work in these organizations are voluntary and without payment. Private sector institutions are organizations 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. International institutions are organizations which operate in the lands of a country in accordance with the mutual agreements between a country and the government of other countries or international organizations such as "the United Nations Organization".

Fragmentation in integrated policy-making for Tehran Metropolitan Region, has contributed to the problems and challenges for realization of coordination and integration in a situation where state organizations do not cooperate and pay attention to local organizations, in fact 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" and "Non-government organizations", Tehran Metropolitan Region governance has been scattered between two systems of National and local governance. 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 [8].

Many scholars in Metropolitan Governance 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 urbanization process or Metropolitan Regions scale [3].

Tehran Metropolitan Region can be seen as an attempt to answer this question: (Table 4)

"Which components and institutions (governmental-state, governmental-public, private sector, Non-Government Organizations, 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?"

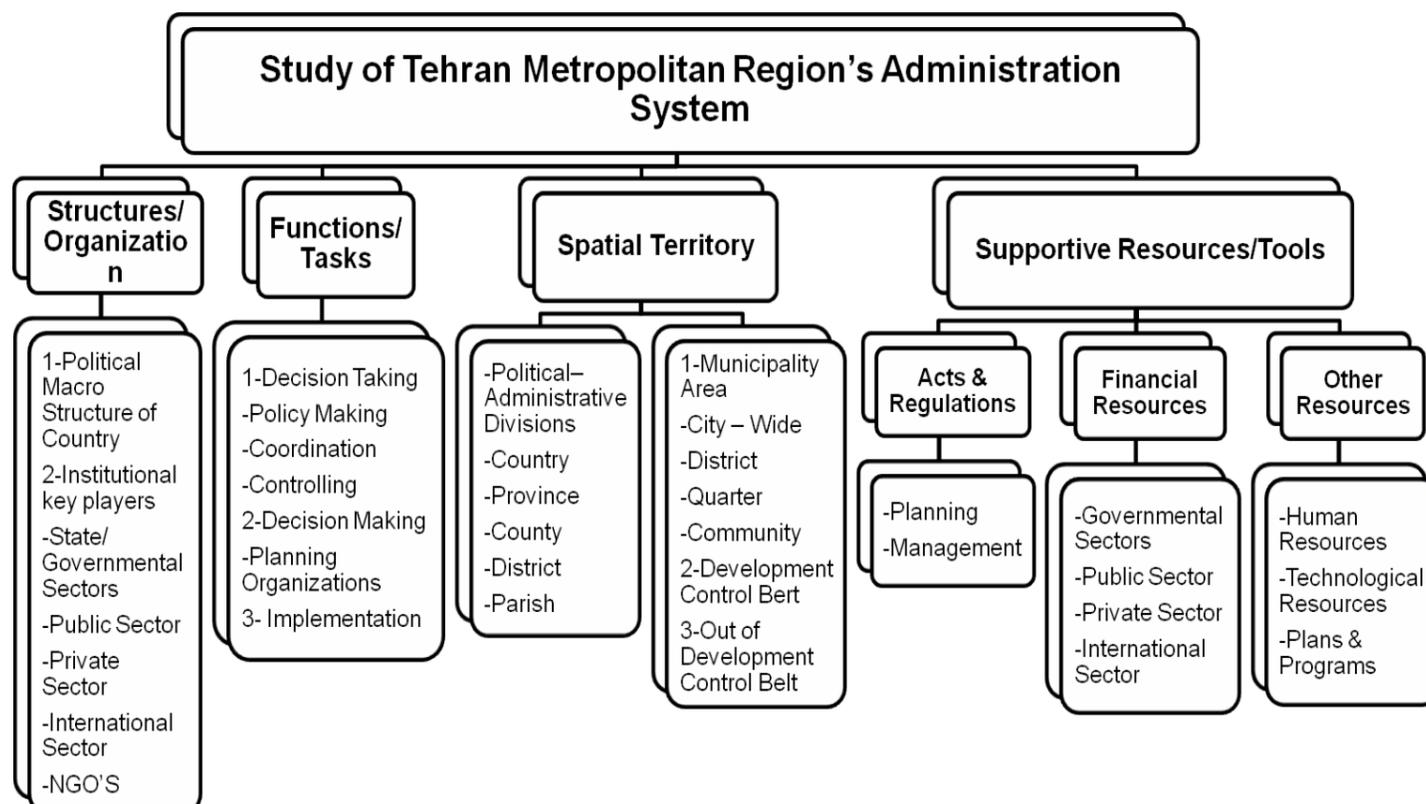


Table 4. Study of Tehran Metropolitan Region's Administration System.
Source:[8]

Iran's government system (Table 5) is based on State Division law. 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 organization 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 organizations) sometimes creates problems in local decision taking processes. 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 centralized 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 [8].

<i>Level</i>	<i>Organization name</i>	<i>Type of function</i>
National	- Islamic Assembly	- Policy-making and legislation
	- The Cabinet	- Policy-making and coordination
	- High Council of Urban planning and Architecture	- Policy-making and spatial planning
	- Management and Planning Organization	- Policy-making, economic coordination and budgeting
	- Ministry of Housing and Urban development	- Policy-making and spatial-physical coordination
		- Policy-making, coordination and spatial control
Regional (Province and County)	- Governor General Office	- Policy-making, coordination, supervision, and spatial management
	- Provincial Planning & Development Council	- Policy-making, spatial-economic planning, budget allocation
	- Provincial Planning & Management Organization	- Policy-making, economic planning and budgeting
	- Housing & Urban development Organization	- physical-spatial planning
	- Architectural Jihad Organization	- spatial planning and management
	- Governors Offices	- Spatial Policy-making, coordination, supervision and management
	- County Islamic Council	
Local level	- City and Village Islamic Council	- Spatial Policy-making, coordination, supervision and management
	- Municipalities	- Spatial, physical, and executive management

Table 5. Main functions of governmental and public institutions in different national, regional and local levels

According to what mentioned above ,the WHO can change Traditional top-down decision making and the municipality try to increase the opportunity for NGOs to operate within it .The existence of NGOs gives the opportunity to concerned citizens in order to have dialogue regarding particular issues within their communities . Through these dialogues and discussions regarding what have been practiced in one similar communities ,these organizations can share the knowledge of what would work in differing circumstances with the municipality of Tehran. By giving more capacities to these organization, the local government of Tehran would open an environment for more public -private participation.

WHO effects on Tehran Region :

1. The healthy city plan is integrated into long- term national planning and should have links with other development plans such as urban development , tourism , housing and agriculture .
2. The national coordinating structure made connection with all relevant ministries and departments at the national level in supporting healthy projects . The national coordinating structures try to support the state/provincial governments to monitor and evaluate the activities at the state/provincial level. Non government organizations and the private sector encouraged to participate in healthy cities projects at all levels. This is to obtain sponsorships from the private sector and develop local projects that are revenue generating .
3. The documentation from local city projects shared to improve awareness of healthy cities projects among leaders and practitioners.
4. The national coordinating structure is emphasizing on local ownership and show that the project is beneficial to the local community .

4. Conclusion

The paper has used the case study Tehran city to demonstrate that communicative and participatory planning of a city is a creativity-led approach and follows the principles of creative city theory .How can creativity concept help us to rethink potentials of communicative planning ?Creativity can help Tehran Metropolitan Region to rescale boundaries and join global branding .That is possible with attract human resources to invest in Tehran city .

If we look at city as learning organism ,each time , it can make new form of literacy .Management of these new literacy needs creativity-led approach .The creative city balances a dynamic and occasionally tense equilibrium since when the old and new come together , there is a creative rub . The move from traditional city to more innovative one requires thousand of changes in mindset , creating the conditions for people to become agents of change rather than being passive recipients or victims of change .

For increasing numbers of active citizens should pay attention on imbalances , there are in Tehran city managements .Imbalances between right and responsibility. It is return to imbalances between society and community .In fact , our society is composed of community and society .Traditional society is so limited and homogeneous , while modern society much more diversity , but what we need to make balance between unity and diversity :

- Open climate for dissent(avoid tight network),
- Making an opportunity for sub communities to get their identity,
- Redesigning our physical environment to show it more community friendly ,
- Fostering volunteer endeavors,
- Need to cooperation to provide friendly community,
- Designing mixed spaces,
- Need to public,
- Community should play by institution,
- Need to public safety can increase importance of making balance between unity and diversity,
- Bring government close to people(Decentralization of power-sentencing nonviolent offenders),
- Sometimes ,granting rather than punishment (Public Shaming) as , Homosexual rapes , Drug abuse(encouraging moral expectations),
- Based on multi culture view ,
- Pluralism within unity (Civil society seeks to resolve differences without internal war - by drawing on shared values[4]).

Therefore ,emphasizing on integrating policy is a crucial point in Tehran region management for achieving healthy city criteria .Therefore, integration must be sought horizontally between sectors and vertically between policy levels to achieve greater coherence of policy and actions within cities , regions and avoid contradictions across levels .Following points should pay attention to achieve goals:

1. Establish a common language among policy makers, planners and various stakeholders,
2. Define a policy making framework/ guideline on how to develop a policy document; clarify the roles and responsibilities of relevant bodies,
3. Benefit from reasonable contributions of relevant stakeholders (professionals, managers, and users) in devising and implementing policies,
4. Make evidence-based policies, using both the study results as well as stakeholders' views,
5. Make all policy documents functional, using effective monitoring and evaluation mechanisms,
6. Assist implementation of devised policies, through required education of staff, users, and by making the implementation phases as transparent / simple as possible,
7. Co-ordinate all proposed interventions in policy papers with those appearing in mother documents, such as national goals, as well as the country's commitments at international/ regional levels,
8. Make the policy process more priority based, to avoid any probable duplications at different inter-sectoral as well as intra-sectoral levels,

9. Build capacity at national and provincial levels for policy development, policy implementation, progress monitoring and knowledge brokering skills,
10. Define a unique responsible body to supervise the whole policy making process,
11. Governance through partnerships opens up possibilities of participation to all sorts of organized groups, including local communities and neighborhood residents.
12. Decentralization of government to civil society where communicative rationality can be meaningful
13. Government should understand that Public sphere cannot be stable with bracketing inequalities .Separation of state and civil society will cause to unable imagine the forms of self managements , inter public coordination and political accountability.
14. Strengthening Public private partnership(Partnerships roles: Partnership as management reform, Partnership as problem conversion, Partnership as moral regeneration, Partnership as risk shifting, Partnership as restructuring public service, Partnership as power sharing [15])

Although ,policy makers did not put prominent step for civic engagement in Tehran city and there is imbalance between representatives and constituents. Machiavelli's theory ,concludes that "freedom should not be exclusively located in or associated with either the nobles or the people, freedom rather requires a specific form of interaction between the two and can only come into being between them instead of having its exclusive location in the people (as the believers of popular sovereignty always argue)" [1].Here , for all groups inclusion ,collective right can be not only instrumental in fighting specific discrimination , but can also serve to integrate marginalized groups into the polity .

Iris Marion young pointed out that collective rights ought to remain subordinate to individual ones .(opposition to liberal thought). she mentioned three issues:

- 1- Self organization of group members ,so that they gain collective empowerment
- 2- Group analyzing ,so that social policy effects individuals
- 3- Having veto power , as reproductive rights for women [2].

In short ,Planners should not look at phenomena based on fundamental & Newtonian sciences for radically changing the way of thinking and the action of institutional actors .Besides , Creative city theory involved all levels ; for achieving creativity- led approach needs to creative economy , creative society , creative culture and invite and educate creative people . With these levels of creativity , participatory strategy(Communicative Rationality) will be possible .

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