

Good Governance and Urban Management

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Abstract: The pattern of governance is a new topic which has found its traces in urban management, and has the features of continuance, decision making, justice, efficiency, effectiveness, clarity, accountability, partnership, and immunity, all of which are interdependent and empowering. According to this pattern, decisions about civil affairs are taken with the cooperation of government, private sectors and civil society. The present study focuses on the dimensions of participation in the good governance, and tries to measure the status of the 6th region of Tehran, in this regard, through a questionnaire.

Keywords: Participation, Good Governance, Urban Management

Introduction

Urban management as one of the basic concepts adopted its new picture from the appearance of new cities and the increased problems as the results of living in them. It is a belief in European countries today that the governing models base on exerting control from the top, is no longer efficient, or at least, is not as effective as it used to be. This is specially, evident when the imposed competition between social and civil unified activities and the cooperation of many groups and institutions.

As a result of what has been introduced, there are two paradigms available for managing the general affairs of a city. In the first paradigm, which is named government, municipality takes hold of all responsibilities. This institute is supposed to provide all services for the consumption of citizens or those of the civil society (Imani, Jajermi, et al.1994). In the second paradigm named governance, the responsibility of general affairs is divided among three institutions of government, civil society, and private sectors, all of which are instruments needed for human development. These three function interactively, and any extreme strength or weakness of any one of them disturbs the social balance. Thus, it seems necessary to keep their communication and balance, and keep their responsibilities separate, in a desirable society.

Good Governance

Considering the good governance model, inhabitants of different civil zones change from an impotent citizens to more active and responsible ones. A government should both listen to what citizens say, and get them involved, actively in all policy making processes. The philosophy behind making such an atmosphere is that the citizens are expected to be responsible in managing their life and taking actions to improve the condition (Alami, 1384). Civil governance has distorted the old hierarchical top-down organizations by inventing new bottom up policies and self institutionalized organizations. In this way the thick within institutional borders in the government structures have become permeable. A complex, active, and variant civil environment requires a high capacity management, which is easily applicable by good governance.

Characteristics of good governance include participation, stability or sustainability, right of decision making, equity, efficiency and effectiveness, clarity and accountability, and participation and immunity. These norms and principles are interdependent and empowering toward each other. In the present study the focus is on seeking cooperation to measure its extent in urban management in Tehran (a case study on the 6th region of Tehran) to provide a suitable domain for urban management on the basis of good governance in future while

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surveying the weaknesses of the municipality, if any.

The participation of citizens in the management affairs of the city is one of the basic principles of good governance. It is important to have access to the information to seek cooperation and good governance. General rules and policies have to be administered in a clear and predictable order, officials, whether assigned or elected, and other state officials need to pose a high level of coordination in their personal life and working conditions. Today, increase in the number of cities and their population has made difficulties and problems for the major cities. City management and their systems cannot be effective without people's cooperation. Actually, it has to be noticed that people's presence is necessary when solving their own problems. When people are not willing to or are unable to help the officials in the management of the city, it is very probable that urban management becomes incapable in solving the acute problems the city faces. Therefore, presence and participation of people in managing the affairs is of the most important and the elementary steps taken to achieve good governance. Because of the importance of participation in actualization of good governance, the present study intended to conduct a survey study in one of the regions of the 22 regions of Tehran along with extensive theoretical and practical discussions.

Participation (Cooperation)

Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives.



Characteristics of good governance

It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand.

Accepting the principle of cooperation emanates from this point that people become the center of development. People, not only take benefit from development, but also are of its main elements. That is why people get encouraged to participate in groups or associations, in trade unions, in industrial units, in private organizations, in political parties, or individually through journalism, newspapers, presence on the radio and the TV talks, and through elections. In any of the mentioned forms, development requires that people access the institutions in which to cooperate and participate in order to speed up the process.

In traditional bureaucratic constructs and cultures, there is a centralized management, and people's participation and involvement is at a minimum degree. In the modern management concepts, however, the objective is to improve the bureaucratic system in a way to facilitate the participation of people in its best form. This is the insight of good governance. It is very important to relate participation to accountability. In the sector of politics and in the type of democracies with representativeness in which citizens participate in the state elections, it is possible to observe the benefits of participation in most economic systems. These benefits include: improvement in performance, stability in policy making, conducting projects and programs and supporting them.

What participation means to people is that the state constructs have to be flexible enough to provide services to workers, and use this opportunity to improve planning and performing public projects and programs. At a different level, between public and private sectors, participation is considered as an important element in boosting the national economic predictions (Bevir, 2007).

Among state departments, participation, especially in the economic issues, controls and covers not only all private sectors, but also their activities.

This, in fact, makes a new civil society in which the energy of citizens is directed toward a suitable objective. Citizens can, in this way, recognize the national benefits, equip the public intentions, and

direct them toward a scientific organization to put it into operation.

The cooperation of these institutions with the non-governmental organizations activates participation in society and as a result an improved bottom up pattern in social and economic developments is provided.

There are practical instruments to actualize the following principles;

1. Encouragement of local powerful democracy through free and just elections to make participation in the decision making possible.
2. Establishing legal and powerful rights for effective participation in the civil society through development councils and local committees.
3. Increasing the sense of accountability and civil responsibility among citizens through mechanisms like the groups of city guards.
4. Using mechanisms like investigation and public elections, establishing municipality meetings, public discussion sessions, counseling, elections about the city affairs, development of cooperation strategies such as making groups of investigations, and surveys on specific issues.
5. Accepting and respecting the general elections on important issues such as city developments.

At last, it could be stated that good governance is a process according to which interaction among organizations and official institutions of urban management, on the one side, and non official institutions of a civil society and intensifying the general domain of urban management, on the other, can result in coordinating different sources of interest, and finally to the development of the city (Barkpoor, 1385).

Data Analysis

To measure the situation of people participation in management of Tehran, a region (6th region) was chosen as a sample and a questionnaire was administered to two levels of the municipality; managers and the citizens.

To measure the degree of people's participation in urban management of the 6th region of Tehran municipality, following eight topics were intended to be scrutinized:

1. Presence of people in elections and their participation in determining objectives in urban management.
2. Paying and supporting financial expenses to perform the municipality plans.
3. Supplying human resources needed to perform plans (voluntary presence of people in urban activities).
4. Presence in supervision affairs and criticizing them in relation to municipality activities on urban management.
5. Attendance in cultural activities being held by the municipality for different ceremonies and occasions.
6. People's activities in Non-Governmental activities and assemblies, and festivals held on urban management.
7. Communication with officials and experts of urban management.
8. Interest in acquiring news about urban management.

Table No 1 shows the questions in relation to the above mentioned concepts in the questionnaires administered to the managers and to the citizens.

1. Participation of people in elections and their cooperation in determining the objectives of urban management

1.1. Citizens' viewpoints

- a. Participation in elections Elections are obvious examples of participation, in other words, the most important way for understanding people's cooperation, is through the elections. The first and the second questions covered this issue. 43.3% of the citizens responded that they had participated in the last election of the city council. 37.5% responded that they had participated in the last local election council.
- b. Attendance of people in the meetings of the council as spectators is a sign of people's interest in their city affairs. On the other hand, this presence leads to establishing close relation between citizens and the authorities. 38.3% of the citizens had participated in the city councils as spectators. 45% of the citizens had participated in the meetings as spectators. The reason through which the citizens did or did not participate in the meetings of the city council is an important issue to be considered in evaluating people's participation. Because of this reason the remaining questions were specified to this

issue. 30% of the citizens indicated that the reason for their participation in the meetings of the city council was their friends' invitation. 35% stated that the reason for their attendance was to express their opinions, 30% wrote that they wanted to meet the members of the council, and still 30% were those who wanted to get an understanding of the problems of the city. 20% of the citizen respondents gave the reason of the lack of time for their not participating in the council meetings, 15% wrote that they were not allowed to, 35% stated that they did not know about the time and place of the meeting, and 30% believed that their lack of membership was the reason for their absence from the meetings. The responses of the citizens to the above question show that the majority of the people who did not participate in the meetings did not know about the time and place of the meetings. Therefore, the city councils should adopt strategies to inform people about the time and the place of the meetings very clearly and in an appropriate time. This could be considered as the first step.

C. Providing Comments to the Urban Officials the other question that was asked was whether the citizens inform the authorities about their views on the city problems. Providing these comments is an example of Voluntary participation of citizens which emanates from their sense of responsibility. 49.2% of the citizens stated that they had commented on the city problems to the Authorities, out of whom 22.5% had used tele

phones, 25.8% had used correspondence, and 7.5% had e-mailed their comments.

Answers to the above questions indicate that half of the citizens had commented to the urban managers and in one way or another had participated in the process of urban management. What is not clear yet is that to what extent the managers have noticed these comments and have taken necessary steps toward them. What is noticeable here is the self induced participation of the citizens which can force the authorities to pay more attention to their opinions, when they continue to be expressed.

1.2. Managers viewpoints

The managers believed that the people had participated in the local city council elections under the following patterns: 15% to a very large extent, 20% to a large extent, and 65% to a moderate extent. Upon participation of the people in the meetings of the city council, 65% of the managers believed that people were spectators, and 35% believed that they did not participate at all.

85% of the managers believed that people do transfer their comments to the authorities, and 15% believed that they do not give their comments of any shape to the authorities.

85% of the managers who gave positive response to the above question stated that people had contacted them by telephone, and 15% stated that they had received the comments through correspondence.

Table No 1 Concepts and the number of questions on each

Concepts	No of Questions asked of Citizens	No of Questions asked of Managers
Participation in elections and people's active participation in determining the objectives of urban management	10	6
Participation in supplying financial expenses for conducting municipality plans	3	---
Supplying human resources needed for conducting plans (voluntary presence of people in civil activities)	5	4
Participation in the supervision affairs in relation to municipality activities and urban management, and criticizing them	2	2
Participation in cultural and athletic activities being held by the municipality in different occasions	8	2
People's activities in Non-Governmental Organizations and festivals about urban management	8	5
Contact with authorities and experts about urban management affairs	9	---
Interest in getting news on urban management	3	3

About the main reason for people's reluctance in active participation for solving the city problems, the managers believed that they do not attend actively. In the next question the managers were asked to express the reasons of the mentioned behavior.

35% of the managers said that people are not in the mood of participation, 20% believed that people do not have enough time, 15% stated that these activities are among the responsibilities of the managers, and 15% believed that people's efforts are considered useless.

Considering the responses given to the above question, it can be concluded that people are actively participating in solving the city problems. According to their responses the mostly used instrument used for contacting the municipality is the telephone, and the less used one is letters. According to the managers the reason for peoples not participation is the lack of enough time or not being in the mood of participation. Only those who were sure that their comments can be used, participate.

Therefore, contrary to what the citizens say, managers of the 6th region of Tehran estimate the attendance of people in the elections and their participation in determining objectives for urban management, suitable.

2. Provision of Financial Resources of the Municipality Plans and Projects

Timely payment of taxes and voluntary donations to the municipality can enhance the urban plans in a better way.

70% of the citizens believed that paying the taxes on their due time will improve the activities of the municipality, but 30% did not have such an idea.

53.3% of house taxes, 34.2% of work place taxes, and 5% of public place taxes had been paid on time.

Concerning the above issue, it has to be stated that 37.5% of the citizens said that they are supposed to pay the house taxes. 35.8% said that the work place taxes concern them, 12.5% said that the public place taxes concern them, and 14.2% stated that the different other types of taxes concern them.

According to the obtained data from the above questions, it is evident that citizens have positive views toward paying taxes and as they claim they had paid their taxes on time.

3. Human resources needed to perform the plans (voluntary presence of people in urban activities)

3.1. Citizens' responses

The issue of attendance of people to the urban activities to provide human resources is an indication of people participation in urban management. About the motivation of people in being present while solving urban problems, 62.5% of citizens believed that their efforts have been useful and effective. 20% of them stated that they participated in the activities because of religious duties they felt. 60% said that it was their citizenship duty, and 15% stated that it was because of the rewards that made them participate. 30% of the citizens had participated voluntarily in constructing public parks, but 70% had not participated in this activity. 31.7% of citizens had introduced other people to the municipality who could meet the requirements for the activity. 30% had participated voluntarily in making public pathways, and finally 68.3% had not have participation at all. 31.7% of the respondents, however, had voluntarily cooperated with the fire fighting agents.

It can be stated with 90% confidence that the situation of providing human resources for conducting the plans and projects (voluntary participation of people in urban activities) in the 6th region of Tehran municipality can be considered ineffective and unsuitable..

3.2. Managers' Viewpoints

According to what the managers said, the condition of the attendance and participation of people in performing the municipality plans and tasks is moderate and undesirable. Thus, from the viewpoint of managers of the municipality, providing human resources for performing plans (voluntary participation) in the 6th region is moderate. Even people's inclination toward these activities is estimated moderate.

4. Complaints and People's Presence in Supervising the Municipality Activities on Urban Management

4.1. Citizens' responses

25% of citizens would refer to the local munic

pality when they want to protest against the performance of the urban management of the region, 57.5% refer to the local council for the same, 17.5% refer to the central municipality. They believe that, if needed, they will protest and supervise the agents' activities, and their first option for reference is the local council. In other words, majority of the citizens believe that the condition for protesting and supervising the activities of the municipality and urban management is acceptable.

4.2. Managers' Viewpoints

30% of half of the managers believed that people would refer to the local councils, 20% of the same group of managers believe that people would refer to the central municipality, if needed.

They all believed that the above conditions had been observed before. Their responses show that the Citizens are always present when it is necessary to criticize the activities of the municipality and they would refer to the related agents. Managers believed that the citizens' reference is at the most cases to the central municipality. All in all, managers consider the citizens' presence for supervision and their protest toward the activities of the municipality and those related to the urban management, appropriate.

5. Presence of the Citizens in Cultural Activities Held by the Municipality

5.1. Citizens' Responses

Attendance of people in cultural programs held in "Farhangsara"s or Cultural Houses is an indication of people's participation in cultural activities. 47.5% of citizens has participated in these activities and 52.5% had not had such participation. Cultural Houses or :Farhangsara"s, because of their small sizes and their places that can make relationship among the citizens of a region in its best way possible, can play an effective role in institutionalizing people's participation. 21.7% of citizens believed that the presence of Cultural Houses can increase the participation and cooperation of people in urban management. 11.7% to a very large extent, 40.8% to a large extent, 38.3% to a moderate extent, and 9.2% to a very limited extent consider the performance of creational and religious ceremonies in these places, positive. Thus it can be estimated with 99% of confidence that the

presence of people in cultural activities held by the municipality in different occasions is appropriate.

5.2. Manager's Viewpoints

45% of the managers believed that people participate in cultural competitions. 30% of managers believed that people agree to a very large extent with these programs. 55% believed that this agreement was to a large extent, and 15% believed that people to a small extent agree with holding such program. It can be estimated with 99% of confidence level that citizens agree with the performance of different ceremonies in the local municipality. The results of the responses to the above two questions indicate that managers of the municipality claim that participation of people in programs held by the municipality is acceptable.

6. People's Activities in Non Governmental Organizations (NGOs) and Festivals in Urban Management

6.1. Citizens' Responses

- a. Presence of people in Non Governmental Organizations (NGOs): Today NGOs play important roles in the process of institutionalization of people's participation in the management of urban affairs. Existence of these groups helps the municipalities in better performing their activities while listening cautiously to the ideas of non- governmental sections. 45.8% of citizens who are active in the urban management affairs are the members of the NGOs. 58.3% had participated in one way or another in the workshops or gatherings on urban management. 41.7% appreciated the existence of such organizations, to a large extent. This belief was moderate for 42.5% and small for 15% of citizens.
- b. Participation in gatherings or workshops on urban management: Voluntary participation of people in these gatherings is a sign of citizens' enthusiasm getting involved in urban affairs. 58.3% of citizens had already participated in gatherings and workshops on urban management. 60% of citizens believe that holding gathering or workshops can lead to more participation of people in urban management. 53.3% of them had participated in gatherings or workshops held on supervision of citizens.

Findings of the research show that people's inclination in participating in such gatherings on urban management, supervision, and participation in Non Governmental Organizations is remarkable, and that the citizens consider it effective. The average degree of the responses to the questions is 1.45 which is less than 1.5, an indication of equality of positive and negative responses. When the received mean is negative, either above or below the real mean, it can be stated with 99% of confidence that it is meaningful. This means that people have, mostly, given positive responses to the question. Thus with 99% of confidence, it can be claimed that people's participation in Non Governmental Organizations, and gatherings on urban management is estimated desirable in the municipality of the 6th region of Tehran.

6.2. Managers' Viewpoints

For 85% of the managers existence of Non Governmental Organizations is necessary to a very large extent, and for 15% this necessity is to a large extent. Findings of the questionnaire show that managers of the municipality have positive views about the Non Governmental Organizations which are active in urban affairs. They also agree that people are active in these activities. Thus, managers consider people's activities in Non Governmental Organization and gatherings on urban management in the municipality of the 6th region of Tehran, appropriate.

7. Contacting the Authorities and experts on Urban Management

7.1. Citizens' Responses

- a. Familiarity with the systems of 137 and 1888 of the municipalities

The municipality of Tehran has established two systems of 137 and 1888 to make it possible for citizens to contact the authorities via telephone to express their complaints and objections, to give their view points, and their encouragements, easily, to the municipality. Citizens' use of these systems is a very important sign of their contribution. 53.3% of the citizens were familiar with the system of 137, but 46.7% were not aware of it. 48.3% of the citizens who had given positive response to the previous question had used the system of 137 to express their complaints or suggestions, the present

year. 54.2% Of those who had used the system of 137 to express their complaints were satisfied with the outcome. Also, 54.2% of the citizens were familiar with the system of 188, and 45.8% were not familiar with the system. 58.3% of the citizens, who had given positive responses to the previous question, had used the system of 1888 to express a complaint or suggestion, from which 56.7% were satisfied with the outcome.

- b. Attendance of the citizens in the general meetings of the mayor of the region or of the center 50.8% of the citizens had participated in the general meetings, from among whom 49.2% had expressed their demands or complaints, and 41.7% were satisfied with the outcome.

The results of the above questions indicate that the majority of people have contacted the municipality through the systems of 137 and 1888 and had the chance of participating in the meetings in which the mayor himself was present, and had continued their contact with the municipality through these channels.

Thus, it can be stated that the condition of contacting with the authorities and experts of the urban management is considered acceptable with 99% of confidence level.

8. Interest of People in Getting News on Urban Management Affairs

8.1. Citizens' Responses

- a. The degree of people's interest in acquiring news and information about municipal regulations and rules: One of the necessary factors in cooperation is having information about the rules and regulations. The free flow of information is a bilateral process. This means that the authorities should inform people, clearly. On the other hand, citizens need complete information to have better and more cooperation in the urban management affairs. 63.3% of the citizens were interested in getting information about the rules and regulations of the municipality.
- b. Channels of News Gathering: After knowing about the degree of people's interest in getting news, it seems important to know how they access the sources of information. To continue the free flow of information, it is necessary for the municipality to activate the process, clearly.

44.2% of the citizens used internet, 34.2% got information through the audio visual means, 5.8% heard the news from the other people, and 6.7% through notifications acquired the news on the urban rules and regulations. The results of the above questions show that the majority of people are interested in acquiring news about the urban regulations, and they, mostly have access to the news through the newspapers and the internet. Thus, it can be stated with 99% of confidence level that the condition of people's interest in acquiring news on urban management affairs of the municipality of the 6th region of Tehran appropriate.

8.2. Managers' Viewpoints

Looking at the results of the questions in this section gives an indication that the managers claim that information is basically transferred to people through newspapers, Notifications and audio visual instruments. There are, of course, other mechanisms designed to attract more cooperation from the side of people, in the municipality. Results of the Responses to the Main Question of the Research.

Summary of the Findings

As it was shown in the table above, managers consider almost all the cases, appropriate (except 2 cases). They have evaluated all the cases for which they were asked questions, appropriate. It can be concluded from the findings that the social participation of people in the urban management affairs of the municipality of the 6th region of Tehran, is to a large extent appropriate.

It was intended, in this research to investigate about the participation of the citizens in urban management affairs of the 6th region of Tehran municipality, as the main question. The hypothesis stated that the condition of the participation of people in the region is appropriate.

In the questionnaire, the reason for the respondents' participation was asked. The responses showed that people were willing to participate in the city elections, and the level of their participation in determining the objectives was found less than moderate.

Findings of the research can be summarized as follows:

Table No.2: The Results of the Responses Given by the Managers and the Citizens to the Questions of the Research

Questions of the Research	Citizens	Managers
Attendance in elections and active participation in the decision making for the urban management	Inappropriate	Appropriate
Provision of financial resources for the expenses on managing the municipality plans	Appropriate	-----
Provision of human resources for operationalization of the projects/ Voluntary participation of people in urban activities	Inappropriate	Appropriate
Supervision and scrutinizing the activities related to the municipality on urban management	Appropriate	Appropriate
Participation in cultural and athletic activities held by the municipality in different occasions	Appropriate	Appropriate
Participation of people in Non Governmental Organizations and meetings on urban management affairs	Appropriate	Appropriate
Contacting the authorities and experts of urban management	Appropriate	-----
Interest in acquiring information on urban management	Appropriate	-----
Total score people gave to the municipality	14.55	
The main question of the research: What is the condition of people social Participation in the urban management of the 6 th region of Tehran:	Relatively Appropriate	

1. People's interest and willingness to participate in the city elections and decision making sessions is estimated as mid to low degree.
2. The main reason for which people participated in the above mentioned activities was that their friends had invited them. If they did not participate was because of the lack of information about the time and the place of the gathering.
3. The reason they stated for not participating in the activities on solving the problems of the region was the lack of time, and considering their own efforts useless.
4. Managers believe that people participate in the process of solving the urban problems to a large degree.
5. Managers believed that the main instrument

used for contacting the municipality was, at the first place, telephones, and at the second level, correspondence.

6. Managers believe that people who do not participate, are, either not in the mood of, or do not have enough time, to do so. And those who participate believe that their efforts are effective. Thus, contrary to the citizens, managers of the 6th region of Tehran municipality consider the attendance of people in elections and their participation in decision makings on urban management affairs, appropriate. Therefore, it can be stated, from the view point of the managers, with 99% confidence level that people's attendance in elections and their active participation in decision making processes, appropriate.
7. About the supervision, citizens stated that they would participate if it was needed, and their first choice of reference was the local council. Thus, for the majority of the citizens the condition of their supervision on the municipality activities on urban management affairs was appropriate. The responses of the managers, also, indicate that citizens supervise, complain, and/or criticize, when needed. They believe that people, mostly refer to the central municipality to comment. The managers estimate this activity, appropriate.
8. About providing financial resources, the citizens believe that they actively participate in providing financial facilities for the administrative plans and projects of the municipality. This issue is estimated appropriate with 99% level of confidence.
9. About people's participation in providing human resources for operationalizing the projects in the 6th region of Tehran municipality, it can be stated that the condition is appropriate with 99% of confidence level. Managers estimate the voluntary participation of people in these activities, moderate.
10. Participation of people in cultural and athletic activities held by the municipality is estimated appropriate with 99% level of confidence..

Conclusion

The present investigation which is a field study shows that people's participation in the urban

management affairs of the 6th region of Tehran municipality is, to some degree, appropriate. Exposure of activities and services by the municipality, issuing the information, and being fair and clear in the activities have made people get involved in the affairs of the municipality of the region. It can be considered as a model for other organizations that are related, in one way or another, to the urban management affairs. The authorities can improve people's participation in the management affairs of the city by following the pattern presented in the 6th region of Tehran. The municipality of the 6th region of Tehran is getting benefit from people's participation because of their own efforts and providing suitable services.

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