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The role of government decisions on regional development with the approach spatial planning and sustainable development

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Abstract
Power as an institution, governance as structure and spatial organization is considered as an organizational tool in the service of the goals and aspirations of the institutions of power and governance structure. In this framework the spatial organization and geographic environment is a result of social organization (social, economic, political), and its natural and ecological system. Human authoritarianism can be the most fundamental strategies and mechanisms of social-biological will be considered in forming this relationship. This needs to be a strategy used by individuals and organizations, and apply to the exercise of power on the part of the space and its contents. The metropolitan centers are concentration of wealth, power, culture, and management and local, national and global forces. Therefore, special interest of organizations and the power forces to this phenomenon and the desire to intervene in the organization of functional, spatial can be expected in order to use most of the resources and opportunities. Urban society today is filled with many actors who each act according to their interests. Today the spatial function distribution can be considered the most important challenges of metropolitan governance. Thus, the efficiency and effectiveness of metropolitan governance structure depends on the acceptance of functional diversity in the metropolitan area and its reflection in the form of metropolitan governance. The new project of the government - the nation insisted on the unity and similarity more than difference and diversity. The emergence of multiculturalism as a political force is an indication of the failure of city project and future areas must to develop diversity and differences through democratic cultural pluralism. This paper presents an analytical method and aims to answer these questions: Whether it can be constructed such a regional city? What is the basic requirement for this a regional city? It seems principles of social justice (Principles that must fuse with the issues of planning and urban governance), such a difference and discrimination, citizenship, community and civic culture are minimum requirements to create a new system of urban civilization.

Key words: *power, government, decision-making, governance structure, regional development*

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1. Introduction

Urbanization traditions and history of the city of destiny revealed in the complexity and depth "city" and "state" (political power) in Iran. That is why the government's tendency to mental strength and interference in the affairs of Iranian cities Compared to other communities Especially in Western societies, the greater the intensity and depth. While the city and its surrounding areas in a serious relationship and correlation with each other In fact, having the whole area surrounding the city is synonymous with governance. Partial dominance and more common on urban political-administrative functions of these tendencies can be achieved. The tradition of political centralism and state in Iran, the opportunity to "divide and meet the constraints of power" is not provided (Mehdizadeh, J 1383.p 52). This type of urban governance in Iran is centralized, government-centric, with minimal reliance and actual participation of nonstarter actors. In this type of urban governance, non-state actors are removed from circulation and passive elements or conflicting formal processes to become and formal function will be impaired. Under these circumstances, it is natural that Tehran as the capital city and center of political, economic, social Special attention will be given priority governance structures and political power as well. But the concentration of resources and comparative advantages resulting from it, have your vehicle to draw attention to the economic and social actors in order to maximize the benefits or advantages of these power sources. Thus, the "Tehran" for exceptional focus resources, the competitive arena of performance - to benefit from the advantages of its geography has changed. (sarafi, M and Turanian, 1383, p 98), In fact, the government's reliance on political power, and the strengthening of economic power - the financial effects of exogenous oil revenues in contemporary urban development is the main element determining. The unquestioned power to regulate the use of powerful tools and leading actors in the private sector, the public and the public has paid. It is clear that under unilateral femoral power and powerlessness or lack of other actors, the likelihood and extent of violations and deviations from "space frame" seems predetermined minimum. It is clear that under unilateral femoral power and powerlessness or lack of other actors, the likelihood and extent of violations and deviations from "space frame" seems predetermined minimum; But recent developments in the past three decades, particularly in the area of Tehran evidence indicating the beginning of a fundamental change in the tradition of the historical process (Management and Planning Organization, Tehran, 1384, p 85). The major changes resulting from the change in position of power and non-state actors, especially in the realm of spatial interventions - in the metropolitan area of Tehran, is physical. Changes that reduce the power and authority of the state in directing spatial-structural changes on the one hand, and the growing influence of non-state actors this field have been. Result of this change and displacement of the foregoing, the forces and factors affecting the organization of space and transforming "the spatial-structural" The concept of static, regardless of social organization spatial organization, the dynamic concept interwoven with social organizations (Sarrafi, M. 1377, p 57). Detection and Inference change the result of the detection and analysis of trends and tendencies as follows:

a) Continued technocratic approach, the orientation and the orientation of spatial economic planning system and non-governmental actors to ignore. Despite evidence of real ability or willingness to reduce the number of compulsory state intervention and investment in urban affairs and public affairs management planning system and program documentation is still centered attitudes and government policies provided serious operational role for other forces and factors are not considered. The increased difference between facts and policies and planning documents, Underlying lack of

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realization of plans and the failure of government agencies and authorities, resulting in loss of strength administrative management in assessing the general public and government departments.

Documents such as "national document of Tehran Province", "The city of Tehran", including the latest designs in modern cities can be seen as the process of planning documents indicate. "The establishment of urban management, spatial balance and physical control of population growth and urban Tehran, reversing the immigration ban horticultural and agricultural land use change, population growth, and reduce unnecessary activities and transfer activities of the city of Tehran", the Including the development of national strategies and policies adopted in the framework document that happens to Tehran province should all ministries and public agencies, and not even municipalities - to be researcher. However, the actual processes that are subject to trends in the private sector, the public, and semi-private and public sector organizations even lower levels, the picture above policies act (Kazemian GH, 1388, p 112).

Policies such as "unnecessary and disproportionate gradual withdrawal of 50 thousand jobs in the urban category, strengthening and equipping of new towns, the population tops 15 million for a 65/7 urban and millions of people on Tehran" and ... and that the mold cabinet approves plan to have a set of Tehran, is the subject of conflicting trends.

b) Leave disruption, uncertainty and powerlessness of urban management in the governance structure. Developments and actions of government and politics since 1360 onwards the administration of the city as a whole can be in the form of the phrase "subject to priorities abandonment and removal of municipal power system", summarized. This trend, when coupled with real mechanisms to ensure the legitimate authority delegation and local autonomy and resources to municipalities could be a positive change. But this process is not based on fundamental ideas and programs Based on the determination by the authority, but as a result of the mandatory conditions resulting from a lack of resources and lack of public sector management priorities for the allocation of scarce resources started and continued. As a starting point to the need for self-sufficiency in 1363 and approved by the State Board of municipalities willing to adopt (Sarrafi, M. 1377, p 70).

During this time not only the mechanisms and legal resources for municipal budget deficits and finance them not provide a legal and transparent way, but many of the decisions of the government and Parliament on the municipal limits of the contract is Exemption from payment of several public and private sectors in the municipality, municipalities limiting the use of the Bank's financial resources, including evidence of agglomeration effects, etc. these decisions. Because of this decision-making process and prioritizing the management of the city to receive a share of national funding can be anti-intellectual climate, and management and particularly anti-metropolitan city is dominated by professionals and managers. In the area of decision-making and decision-making in large cities, especially Tehran trait leeches considered as elements Funds that belong to groups and deprived areas to absorb Affluent groups were in favor of living expenses (Technical assistance and development of Tehran 0.1387, p 63). The anti-reflection and anti-Tehran city even senior managers in Tehran were also included. Listened in as one of the first mayor of Tehran after the revolution, in his first speech as head of Tehran Municipality said: Billions of dollars will be spent on subways and highways, until the loss of snow and rain will annoy and harass people downtown ... It is not fair to pay for highway construction; Responsibility of municipal human services and welfare relative to the asphalt road, cleaning city. If the people of Tehran are other things that should be funded by those of at least two to three times a cent to rural incomes,

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they are satisfied. Dr Nikravesh.... [Mayor of Tehran 60] also stated: I think money is spent in accordance with the Sharia is not very big in Tehran. Thus, he urged people to be satisfied Government funds should be used in the most remote parts of the country, not just citizens. "During the same period, the Union of Municipalities as the dissolution of municipal support and municipalities, and the only factor of cohesion lose their studies (ibid, 1387, p85). He intellectual and practical space, although in later years were adjusted to a certain extent, But its association with deficits caused by objective circumstances during the war, the area of the exit triggered and management of urban and metropolitan policy priorities at the macro level and the decision to provide. Under these conditions the system is in critical condition due to protests and mass riots or acute problems of urban management and urban and metropolitan affairs than reacts.

c) Urban Management System leads to the undemocratic and non-participatory methods unconventional financing of urban management and governance-oriented, Remove the backing and resources of the state, the mind - intellectual struggle metropolitan completely cut off the transfer of government funds and transform it into a major financial challenge for municipalities, all of which are factors Who espouse the undemocratic coupled with other fields of urban management and adopting more unconventional methods have been provided (Derakhshan. m, maharaja. m, 1383, p.28). The management system also requires the intake of non-governmental actors, non-traditional, motivation and the power required for active participation of all actors in the urban and balancing processes - their output based on the proportion of all the forces and factors. Under these conditions, the mutual tendency among certain groups in the area of urban management system, and more profit motive was established for communication. Communication is based on the financing structure of urban and regional management on the one hand and on the other influential interest groups and wishes. This vicious cycle, in the context of non-democratic urban governance and rent-seeking groups are growing stronger influence and deepening interdependence has led to urban governance. It is clear that the ultimate consequences of this vicious cycle costs and final consumers in major urban space and urban services (AllexAnas, 1999, P: 2).

d) Space and space vehicle conversion process and the result of the penetration of femoral strength and competitiveness. The paradox of sovereignty and the vicious cycle and competitive "space" in the Tehran metropolitan area status and functional paradox is a paradox that the most abstract and expressive culture of urban governance in Tehran. Space management from the perspective of the priority and importance of the core power is not serious and it has divested its lower layers, as management of urban and regional areas than in urban space is very weak (Sarraf, M. 1377, p 88). In contrast to urban and regional management, and the key space is the most important source of funding - not providing a higher quality of life and it is considered an effective tool for dealing with applicants. Space for development groups as well as manufacturers of building especially in the field of real speculative market in Tehran, space and navigation Operating profit increased financial power is considered undesirable. So much power, influence and competitiveness Takeover and more space for production and consumer needs of the entire metropolitan area of Tehran's main strategy has become. Space for final consumers - including housing, urban services, industrial, recreational and practiced, as well as the commodity space element, rare, relatively expensive, no quality, scattered and dispersed them in the situation where no power is turned penetration is required. The result is paradoxical performance, and is based on a social acquisition, production and exploitation of space. Competitive private sector is not only actors,

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but also elements of government, military and police as well as private functions and useful at the same time supports and represents government rents, is taken. The intense competition and conflicts arising from it is one of the factors that eleven Mayor of Tehran during the revolution of 1380, four members have resigned, three people have been forced to step down, one person was arrested and another was on the verge of imprisonment and fines (Ibid, 1377, p 94).

e) Divergence, distribution and spatial organization of divisions in Tehran metropolitan area.

Tehran metropolitan area in the field of climate change global commodity And thereby extend and expand the competitiveness of the field, led to the divergence of the scattered bellicose upper atmosphere - Physical and consequently the formation of the turbulent atmosphere, dispersed, inefficient, unsustainable and it is based on The dominant characteristic of the entire metropolitan area and the only difference between the various city departments and their strength and weakness. The space agency is not disrupted and dispersed social needs of citizens in the public sphere, not even the long-term interests of the private sector and urban management system will provide; Functional pore space and the spatial organization, not just the narrow interests of providing holistic and speculative real estate owners and businessmen (Ibid, 1377, p 102).

2- Layers of power in Tehran metropolitan area

According to the analysis of the topics and principles presented To clarify the relation between the structure of authority in the metropolitan city of Tehran, It seems layering each of the aforementioned aspects of the structural and functional characteristics May be more appropriate framework for analyzing supply. The evidence presented indicates a different behavior and actions in different layers of the field relative to other fields of action films.

Table (1), matrix equations of spatial and regional levels with the levels of power in Tehran metropolitan area introduces. This ties and willingness to intervene in accordance with the criteria of each of the layers at various levels of spatial planning are explained. Thus, the highest five and lowest preference value is shown with zero values.

This table indicates that the surfaces of the space that the informal sector governance (private sector) and power are more willing to intervene and exert power, Public sector and the tendency is less formal of urban, suburban, and metropolitan area are clear examples of this situation. While a vacuum of power and the exercise of power and control section consists of citizenship, has led the competition in the case of a competitive two-way relationship between actors and private sector actors undermined the government becomes (Kazemian GH, 1380, p 111). Table (2), the situation is depicted in more detail. In this table, the three parts of participants in various stages of action and spatial organization are shown. In this table, the highest and lowest number five has zero effect on the spectrum is presented. These tables indicate that the total area of spatial-structural measures and consequently the spatial organization of the metropolitan area of Tehran, And particularly between urban and rural areas, the poorest layers of interaction and confrontation of state power, the most vulnerable layers of urban management (municipal and structural elements responsible for overseeing the areas outside the city limits), the pale layers of citizenship the strongest and most ambitious films of the private sector is. Deviation and adaptation processes organized according to the interests and desires of the group space femoral influence (actors in the private sector and quasi-public-private), noncompliance with the public interest and the attendant instability, the result is a pattern of interaction (Kazemian GH, 1380, p 141).

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3- Analysis of the relationships and outcomes:

3.1- Issues and axes

Tehran metropolitan area governance system interaction with the organization of space and spatial consequences of which can be summarized and analyzed in this regard are as follows:

A) The pattern of urban density and creep relaxation. The existence and operation of centrifugal forces and drift of the surrounding neighborhoods and central cities of metropolitan areas is the inherent nature. In Tehran metropolitan area, formal governmental organizations involved in the issue have tried through the preparation and implementation of urban and regional planning areas such as interactive, comprehensive and detailed urban plans, the conductor, the industrial towns, the New Towns, etc. - to guide and control these forces and thus the spatial organization regularly and consistently achieve. While the informal forces to establish the minimum distance from the place of low-priced Tehran and outside the formal organization responsible for the tendency have direct supervision. Real evidence in Tehran represents the relative dominance of the private sector trends and tendencies in the process of organizing public space. Failure to develop and complete new industrial towns and cities on the one hand, And spread outside of urban areas, the development and growth of the automobile and informal settlements scattered settlements, Growth centers and workshops and scattered centers activity in the region following the relative superiority of the forces and mechanisms such as economic indicator.

B) Urban and regional transport and infrastructure; Presence or absence of transportation facilities and infrastructure such as guidance and control factors that might be considered habitable land. Thus the security system and the allocation of resources to different parts of the metropolitan area of Tehran As well as the legal requirements in this area in a manner that facilitates informal settlement activity was illegal almost all the land is put under construction. The conditions for safeguarding the interests of owners and merchants of the earth are real and serious obstacle to the formation of a coherent spatial organization are. Fully distributed communication network structure and function requirements and current trends especially at the lower levels of the network hierarchy, structure and penetrated radial main roads into the city center of Tehran And severe congestion of the construction of this road margins, follow the lines of public transportation considerations and the pressure from informal settlements And non-compliance with planning considerations, Legal requirement to issue title deeds without the permission and approval of the Town As well as water and electricity supply, regardless of the official establishment or illegal, are evidence of this interaction..

C) Environmental conditions; Patterns of accommodation, activities and transport the increased willingness of owners and traders of agricultural land and horticultural land separately and change and take control of the natural and recreational areas for the benefit. Despite the fact that despite the numerous rules and guidelines relatively straightforward to preserve agricultural lands and orchards and protecting the natural elements, Even elements of the state - public and semi-public, have been entered for this process of change and transformation. The SHAHRIAR of the gardens and agricultural lands area, land Lavasanat and Fasham, Karaj, Latian land around dams are signs of this condition.

3.2- Format and content of the communication in terms of criteria and indicators

Criteria and indicators for the interaction with the urban authority Space Agency launched. Here, each of the criteria and indicators is provided in the Tehran metropolitan area.

A) Criteria and indicators of governance

1- Divisions of land management

- The number of divisions terrain: in-

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creasing the frequency of each three-level city, and the newly established district - Independent of the number of urban management: incremental newly cities and municipalities and lack of coordination among organizational.

2- Autonomy of local and regional land management units

-The existence of values, interests and policies distinct from the upper levels: officially, but in practice very few relatively large, especially in the current financial resources

-The upper level of compliance and support of policies and programs at relatively low operating

-The attitude of local officials and members of the local and regional councils to central government: References away Regardless of the fact Unfamiliar with the local needs and requirements Regardless of the realities and needs of the local and familiar with the requirements and constraints on an impressive administrative and operational policies and programs

-The attitude of local officials and members of the local and regional councils in local government: Reference no power, authority, tools and resources necessary for the administration

3- The legislative, policy and governance: too little practice and a lot of obstacles and interference by government agencies, local, regional and national.

-Legal powers and responsibilities: very low, incomplete, overlapping and fragmented

- The influence of local authorities and the legislative policy process: much less formally and in practice

- Record of officers and directors and councilors: In larger cities, mainly among people with experience in public administration and in the smaller cities of the state and the people trusted government officials and private sector

4- Rule of Law

- Size and type of relationships between organizations and managers to implement the rules and decisions: Legal relations predefined in very low particularly in relation to urban managers and regional managers and mutually relatively large informal relationships based on personal relations managers.

- The nature and extent of exceptions and exemptions law are relatively numerous groups and classes

- The attitude of administrators at various levels of administrative efficiency and feasibility rules: Most urban and regional laws are not updated and failure to respond to issues and conflicts and contradictions are met, the efficiency and feasibility are not required.

- Quality rules and regulations of Earth and Space (reward / punishment or deterrent motivation, intensity, etc.). Major barriers and negative mood regulation have been restrictive.

- The existence of appropriate tools and mechanisms for law enforcement: very low, inconsistent and lacking motivation and benefits of deterrence against non-compliance with the law

5- Pattern and composition of the Finance

- Sources of income: income sources management Organization Tehran metropolitan area is mostly residential and industrial construction will be financed by the private sector

- Items cost and geographical distribution

6-Accountability

- Mechanism for reporting and information: limited reporting and informing public officials and the City Council and the selection is done periodically.

- Local media: the media and public to focus on specific issues Tehran does not exist. In most cases there are internal bulletins and newsletters.

B) Criteria and indicators for private sector

1- Investment attraction (desire to attend)

- Price of the building process and make incremental changes at the level of the average price index of goods and services in Tehran

- Investment profit margin:

- Labor productivity

2- The presence and potential impact

- The number and density, workshops and

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construction companies, industry and services: the formation of large and medium sized construction companies to go home now chopped into small workshops and medium industrial units. These changes, particularly in areas close to the city of Tehran (Karaj, SHAHRIAR, Islam, cities and JAJRUD) more intuitive.

- Multiplicity of organizations and professional associations: these organizations and their adherence to a variety of fields of activity, increasing the number of units and the number of divisions is rising terrain.

- The pattern of ownership and economic trend being particularly micro and small - Land ownership pattern: Trend Micro and small, particularly in the sectors of housing, agriculture and industry The share of construction and development activities: The rise in the level of over 80%

3- Spatial pattern of Physical Distribution and Deployment

- Focus and concentration zones: the center of the area and the population density and activity will affect the three following axes (order of importance): close to the city of Tehran, near the main road and close to the cities of the second and third area

- Pattern and content managers and suppliers at all levels of government and the various functional and geographic layers: financing for the acquisition and construction of residential and industrial building permits

- The presence of formal institutions, private sector organizations in the formal process of organizing space: The official attendance was very low.

- The attitude of the private sector on policies and needs of the state and the possibility of interaction and influence in various parts of the state and different geographical areas: Non-transparent policies, overlapping and contradictory, yet changeable through

- influence and decision-making mechanisms and elements of legal, quasi-legal and informal decision-making and licensing

C) Criteria and indicators for the public sector

1- Ability to organize and collective action

- Social stratification: trends in low-income groups tend to increase the share of the informal settlements

- Rate and composition of employment and unemployment: the unemployment rate as the national average. The pattern of employment in the industrial and service jobs in small enterprises are changing.

- Ethnic composition - relationship: the smaller settlements, especially in the early stages of development, ethnic polarization - relative in terms of the origin of migration is quite tangible.

- History of peaceful collaboration and collective action: The history of the beginning of the process of formation and growth of settlements with limited scope in terms of neighborhood relationships there. But with more growth, especially after finding recognition and establishment of urban management officials to rapidly decreases.

- The history of social movements: spontaneous protest movement and the mass of the cross and to receive recognition for finding and have been mostly successful.

- The pattern of ownership and operation of real estate (property and leased): Towards micro and civilian ownership

2- The presence

- Participation in local council elections: rather extensive but largely based on relationships and mechanisms supporting cross-rearing

- Participation in local council elections: rather extensive but largely based on the cross - the number of NGOs and Traditional relatively high but largely inactive in public affairs and urban planning and support mechanisms

- The number of non-governmental organizations (CBOs, NGOs) in exceptional and extremely low, especially in urban issues

3- The quality of interaction and influence

- Template and content managers and suppliers of state: One-way communication based on performance and regulations and payment of accrued, particularly in urban affairs and in

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the absence of a relationship based on mutual trust

- Template content in relation to the private sector: Communicate the essence of a concept based on the desires and policies of the government on the one hand And communication tool for progressive goals and desires in the formal sector, on the other hand

- Attitudes of citizens and organizations about the goals and aspirations of the organizations responsible for space - physical: Dissatisfaction of not satisfying the acceptance of the goals and outcomes of the project space limitations – physical

- The reliance on the objectives, measures and methods of government and private sector organizations. Lower confidence level associated with the avoidance of confrontation and formal organizations and low trust level with passivity in the private sector

D) Criteria and indicators of spatial organization

1- Pattern of administrative divisions: overcoming segregation and fragmentation process based on legal considerations, and far too independent of particular physical spatial considerations metropolitan areas.

1- Patterns in urban areas: overcoming the diffraction and interference reduction and increasing divisions and functions and conflicting with the line

2- Patterns of land use zoning: Dispersed development pattern and overlapping with the suitability and compliance of rules Agent-oriented microeconomic and macroeconomic forces of law and sustainable environment – physical

3- The establishment of the Centre for Population and activity of supernatants overcome random pattern based on microeconomic principles.

4-Conclusions

On the basis of findings from this study Basic characteristics of the three areas of study power, dominance and spatial organization of Tehran metropolitan area can be summarized as follows and the conclusions.

A) The structure and power relations

Structure and relations of power in Tehran can be found in the following three elements:

- Institutional centralization of power demand weakened and highly permeable

- The power and the outbreak of civil unorganized cross

- Semi-organized economic power

In total, divided and confused as structural explained.

B) Governance structure

Identification in the metropolitan area of Tehran's governance structure in terms of components, revealed the following features:

Elements and public institutions (municipalities): multiple, scattered, inconsistent, vulnerable and permeable

Private elements: multiple, dispersed, crushed and without a formal presence in the metropolitan Management

Mass of citizenship: fragmented and lacks a sense of power to influence the organization's governance structure, with the exception of the cross

Civil elements: notably in the field of urban and regional affairs do not exist or are extremely rare.

C) The spatial organization of the metropolitan area of Tehran

Spatial Organization of Tehran metropolitan region can be explained with the following basic characteristics:

- Radial structure - Sector unbalanced and unstable structure

- Territory and territorial divisions: multiplicity, plurality of diffraction and rent

- Net settlement: scattered settlements upper limit of the car in front of management development of informal settlements

- System Action: Cloudy supernatant Auto Centers towns and industrial complexes in the absence of complete official

- System of land use: developing sparse, fine and disproportionate compliance with ecological considerations and business-oriented

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microeconomic forces

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