A Quarterly Journal of Urban Economics and Management, Vol. 5, No3(19), 41-57

A Quarterly Journal of Urban Economics and Management
www.iueam.ir
Indexed in: ISC, EconLit, Econbiz, SID, RICeST, Magiran, Civilica, Google Scholar, Noormags, Ensani.
ISSN: 2345-2870

Investigating Micro-System Management Establishment of Peri-Urban Areas (Case Study: Tehran Metropolis- District 22)

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Received: 2017/03/05 **Accepted: 2017/05/14**

Abstract: Population overflow or attraction, metropolis activity around its surrounding, role and performance changes of centers adjacent to metropolis have positive and negative consequences and dealing with them separately is not possible, efficient and equitable. Since administering one city is an attempt to manage a spontaneous phenomenon, emerging cities and their evolution and growth are because of many decision that people make to determine place of living, work, establishing a company, financing resources, recreation, and education and so on. Peri-urban areas are one of the problematic ones in metropolis management, but political divisions is a concept that some consider it as the most basic issue facing management and governance of these areas. Tehran Metropolis progress and urban-rural development in its per-urban environment, if land speculation is not controlled and there are no tool and mechanism to guide it systematically at different levels, will results in environmental, social, economic, quality of life, and ecological decline in the area. Thus, it has been tried in this research to study management literature of metropolis areas in addition to investigate issues that demand attention to management of peri-urban areas as well. One of the main goals of this research is to present policies in management system of peri-urban areas to improve inter-organization, intra-organization, and institutional interaction and integration. In terms of method, this research is descriptive-analytical. Given the research results, since Tehran district 22 is affected and formed by different factors and forces and it has been expanded in spatial territory of Metropolis surrounding, more attention and accuracy should be paid to its structural-functional management.

Keywords: city management, peri-urban areas, Tehran Metropolis, micro-system management
JEL Classification: M12, J50, M00, N15

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1- Introduction

Peri-urban areas are those around the city in which the cities are expanded within them and affected by cities. Peri-urban is not a new issue in planning literature. Since the beginning of modern planning, city and planning theories have gained awareness of the emergence of such a space reality. Haward (1989) introduced a conceptual plan for dealing with the growth and expansion of European cities known as garden-cities which aim to create distinct boundaries between the city and the surrounding area. However, the challenges of urbanization is far more complex than Haward's predictions, and the seemingly limitless growth of urban expansion across the globe is evident (Amoateng et al., 2013).

By the expansion of metropolises and the emergence of metropolitan areas in developed and especially less developed countries, peri-urban areas have been exposed to the highest levels of transformation. This dynamics, influenced by local socio-economic conditions and global forces, trigger the emergence of spatial domains and different habitat forms in the metropolitan environment (Daneshpour, 2006).

Over the past three decades, developing countries have faced an increasingly urban population. Generally, the urban population growth has occurred on the fringes of metropolises and large cities of these countries. The demographic changes in Tehran metropolitan area also show that the population of Tehran in the past three decades has become 3.2 times, and the peripheral population of Tehran metropolitan area has been 7.8 times higher. It means a large part of the population of Tehran metropolitan area has been inhabited in its per-urban areas (Zebardast, 2000).

The term "governance" in the metropolitan area refers to the establishment and deployment of a specific organizational structure or arrangement for the management of metropolitan areas. In such areas, the administrative area of the metropolitan area should be separated from individual units in the form of interconnected sets such that regional policy can be coordinated. In other words, the main effort in this field is the search for the adaptation of the functional realm (metropolitan area) and organizational territory (the structure of local government) (Asadi, 2004).

In the present conditions, the administration and management of the metropolitan area of Tehran have been divided as a whole among various governmental and managerial territories and various public and governmental service institutions. Political division means the plurality of decision-making institutions and territories in the metropolitan area of Tehran and considered as the main challenge in administration and management of this city. The presence of dozens of operating organizations in the city of Tehran along with the municipality has created a turbulent situation in terms of coordination in the performance of duties and the provision of services and it imposes additional costs on citizens and the city.

Structural and legal weakness in the interactive urban management environment culminates in multi-dimensional instability in providing optimal services to citizens. Financial resources and other sources of municipalities become more limited, the social and physical problems of cities are complicated, and the need for coordination and planning has been increased.

On the one hand, changes and rapid developments in the political, economic, environmental, social and information

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technology fields, and on the other hand partly operation of various government agencies and institutions, the inability to deal with changes in management and planning, especially in the metropolis of Tehran, makes it even more apparent.

In other words, the decision-making authority is not a specialized body and executive committee to be supervised by the mayor. The mayor is not the ultimate decision-maker for the city, there is no integrated urban management and any organization, without coordination with the reference organization, will work independently. This leads to parallel working, additional costs, poor quality of spaces and urban environments, lack of fulfillment of projects and urban designs, as well as creating insecure environments for private sector investment and citizens' dissatisfaction. These problems are rooted from the uncertainty about the position of municipalities and inadequate powers for mayors and city council as a public institution (Akhondi et al. 2007).

Urbanization theories in developed countries emphasize on strong influence and origin of the city's transformation and its flow into peripheral areas. While the critical viewpoints of prevalent and traditional views of developing countries are to overlook the interactions between city, village, and nature in the vicinity of metropolises. Nevertheless, in a modern approach to the peri-urban emphasizes on the transformation of the relationship between the city and the peripheral area and the continuous redefinition of rural-urban communication as well as environmental management planning and management approaches for peri-urban areas. Outflanking and overflow of development, and also the shift of activity from the Tehran metropolis to beyond its formal boundaries, in recent decades, have shaped an uncontrolled spatial expansion in areas around Tehran metropolis. The process of living in peri-urban areas in Tehran metropolitan area, progress of cities toward existing biological spaces, the formation and transformation of cities in various sizes, the transformation of the rural-urban into the perimeter of Tehran metropolitan environment can be called the peri-urban settlement (Daneshpour, 2006).

With the expansion of the peri-urban in Tehran metropolitan area, the negative consequences of its unplanned expansion also increase. The traditional planning approach shows that traditional planning based on maintaining separation between the city and the surrounding environment no longer responds to the continued growth of peri-urban settlements in Tehran's metropolitan area. The progress of the Tehran metropolis and urban and rural development in its peri-urban environment will degrade the spatial, social and economic organization in the absence of control of the land market, and while there is no mechanism for systematic guidance at different levels.

In this regard, the present study seeks to answer the following questions:

1. Is district 22 of Tehran considered as a peri-urban area in Tehran metropolis?

2- Is it necessary to establish subsystem management of peri-urban areas in Tehran metropolis?

2- Literature Review

a) Foreign Researches

Amoateng et al (2013) in a research titled "Managing physical development in peri-urban areas of Kumasi, Ghana" stated that peri-urban areas, including applied settlements need independent

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management in order to prevent their non-issuing development.

Wilson (2015) in a research titled "Indigenous land management in urban and peri-urban landscapes." concluded that economic factors affect greatly residents' willingness to divergent and independent management of metropolises.

Wilson and Pearce (2017) in a research titled "Management Challenges for Aboriginal Cultural Heritage in Peri-urban Queensland" stated that the development of more constructive and fairer relations between native peri-urban areas and non-native decision makers improves the management of these areas.

b) Iranian Researches

Daneshpour (2006) in a research entitled "Analysis of spatial inequality in peri-urban environments; an efforts to use strategic planning and management approaches in Tehran" stated that the city of Tehran faces with two phenomenon of population movement from inside to peri-urban areas and immigration to the destination of Tehran that due to non-conformity of socioeconomic conditions of the immigrant population with residential properties inside Tehran, they are driven into Tehran's peri-urban areas. Continuity of inequalities, low quality of living conditions and the continuity of damages to the nature in the peri-urban environment and the inadequacy of existing methods demand the necessity of designing and selecting different and possible methods of planning and management, not only in the peri-urban environment, but also in the whole region of Tehran. Therefore, the aim of this research is to emphasize on the necessity of paying attention to the peri-urban environment as an integrated system which itself has the same spatial inequality as cities and it needs to analyze, interpret and explain its specific structure, the reasons for the emergence of unequal structure, the emergence of threats and problems, the presence of opportunities and most importantly, avoiding a traditional approach to environmental planning and management.

Akhundi et. al (2008) in a research titled "The Perspective of the Metropolitan Area System of Tehran" concluded that the lack of an integrated approach to spatial development policy in Tehran's metropolitan area, due to the existence of political divisions in its administration, is the main issue of the existing system of managing this region. Drawing up a common perspective is a method by which different and sometimes-conflicting interests of different public and private groups, informal organizations, individuals and households can be guided by the development of the region in a common direction, thus allowing for regional policy integrated within the framework of multiple managerial and political domains, different departments and groups. The emphasis on the perspective of Tehran metropolitan area governance system is to adopt a regional approach to planning and management of this region.

Moghadam & Shirsavar (2009) in a research entitled "the reasons for marginalization in the metropolis of Tehran" concluded that issues such as the weakness of the economic structure as the most important component and in the first place, the weakness of the urban planning and management system is second, the lack of government support and leadership in the third place, the political events in the fourth place, the natural disasters in the fifth place and social events in the sixth place that influence the development

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of marginalization in the metropolis of Tehran.

Ziyari et al (2015) did a research titled "recognition of homogeneous spatial planning areas in Tehran metropolitan area using k-mean clustering method." The purpose of this research is to determine homogeneous planning areas in Tehran province with an emphasis on urban and rural planning in this metropolitan area. in terms of purpose, the research is applied and in terms of research method is descriptive-analytical. In this research, three main indicators of human environment, socioeconomic environment and natural environment were used to determine homogeneous regions, with a subset of 22 indicators (item).

3- Theoretical Framework

Modern urban management is the process of creating, implementing, coordinating and evaluating integrated strategies with the help of city officials taking into account the operational objectives of the private sector and the interests of citizens in a policy that is developed at the higher levels of government to realize the potential of sustainable economic development (Van dijik, 2006).

The United Nations Human Settlements Commission (1996) identified the most important goals of urban management in three areas including improving the working and living conditions of the population in the form of strata and different groups of economic or social groups, human rights protection, and encouraging sustainable economic and social development and protecting the physical environment (Saeidi Rezvani & Kazemian, 2001).

Regarding the system's attitude, the goals of the urban management system are divided into two structural or procedural and functional or content segments:

- Structural goals are the major goals that relate to their elements, communication and their proper functioning in the urban management system. Policy-making, planning and coordination among the elements of the urban management system are a clear indication of the structural goals that can generally be put all of them in the concept of good urban governance.

- Functional goals are goals that are related to the tasks and functions of urban management. Some of functional goals are to promote competitiveness of city sustainability, provision, preparation and maintenance of urban infrastructure and services, sustainable economic and social development, protection of the physical environment of the city (Ayazi, 2014).

The increasing and diversity of actors and organizations that are relevant and effective on urban management along with a variety of different and even conflicting interests for interfering and exercising tasks within the city and urban affairs culminated in determining the way of organize and efficiently division and focus on urban development and also sustainably improve the quality of citizens life. The challenge that the type of its response can largely determine the structural and functional coordinates of the mentioned system. It is obvious that this response cannot be ignored from the historical, social, and political context of the target society. In this context, the major ways of organizing the urban management elements and its actors also can be summarized in the following three main concepts and approaches:

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- Dispersed urban management
- Single urban management
- Integrated urban management (Ayazi, 2014).

Integrated urban management, a decentralized, multilevel, and integrated powerhouse, is a multifaceted element of urban management meeting the urban governance model. The increasing and diversity of actors and effective powers in urban life on a variety of local, national and regional scales and the necessity of their convergence and alignment, are the most important argument which could be a reason for establishing an integrated urban management model instead of a single urban management unit. A method which should provide sustainability and human-centered urban development by attracting partnerships, all functional forces and all levels of geography and replacing dispersion and divergence by convergence (Wilson, 2015).

Todays, the term "urban management" in our country is a complex concept which is not the meaning of the specific position of the city administration. In other words, in Iran, city management systems have the least systematic structures that fit the needs of today's cities. The broad needs of citizens in all areas, on the one hand, and the different and sometimes conflicting policies of urban services to meet these needs, on the other hand, has provided an area which due to inconsistencies in the devices and the faulty cycle of the city administration, has reduced the effectiveness of policies to the minimum.

Accordingly, modern metropolitan areas require coherent and coordinated management to meet the needs of their citizens such that with the presence of all organizations and public and private institutions within a constructive interaction, to avoid the parallel working, losing the limited resources and delays in the implementation of urban programs.

Today, one of the most important initial impacts of urban migration is spatial development, or their physical growth, and the impoverishment of peri-urban spaces, especially agricultural land. In the last few decades, most cities have expanded unexpectedly. In many cases, this physical expansion of cities is more than a demographic explosion. Therefore, as cities are faced with the growth of the population, they need more vital spaces, but they cannot provide an appropriate space for the entire population. In this case, a portion of the population added to the city is driven to the peri-urban environment where the peri-urban environments are the main attraction of such a population. In the process of city expansion, a certain amount of land - in terms of the extent of the city's development - is transformed into urban construction (streets, dwellings, parks, etc.) because the population and functions that are being added to the city over time or transferred to the periphery require land to settle in or around the city. The importance of peri-urban areas concept is very important as a dynamic and changeable arena because they are connected not only with the economic activities but also with the social backgrounds of individuals and the network of ethnic groups with the main city. Thus, the peri-urban environment is dynamic due to the presence of migratory flows and the density and diversity of environmental activities. Therefore, peri-urban areas need to have a dynamic management, in view of their growing trend, that aims to achieve sustainable urban development in the physical,

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economic, social, cultural, and environmental sectors and with different organizational dimensions. Peri-urban areas have special features that distinguish them from urban and rural areas. Some of them are accelerating the expansion of residential and commercial utilization and reducing rural activities, rapid but unplanned growth with inadequate infrastructure services, low and middle-income residents and market growth (Amoateng et al., 2013).

Urban governance model can be used as a model for managing peri-urban areas. Three main aspects of this model are as follows: Institution, organization and structure. Using these three key concepts, the interaction between the urban community (social construction), the organization governing of the urban community (political and managerial construction), and the physical-space structure (spatial construction), can be explained and analyzed. Metropolitan governance is considered as the proposed model of a new perspective on regionalism. The main purpose of this view was to regulate residential patterns, industrial clusters and infrastructure investments in interconnected urban, suburban and regional mosaics within a metropolitan area. In this view, the establishment of an integrated government structure in the metropolitan area was economically feasible to provide affordable services. An institutionalized system for urban development projects is also more efficient and coordinated in the development of the region. Instead of focusing on voluminous institutional structures, this model emphasizes collaborative and participatory processes. This model emphasizes the role of non-governmental institutions, including unofficial networks related to civil society organizations. There is also a voluntary partnership between local administrations and also the emphasis on contracts and agreements between local authorities. In the metropolitan governance pattern - based on current conditions - the tasks are mainly around two fields: On the one hand, attention to economic development and the role of the metropolitan area in the global economy and on the other hand, which is related to the internal territory of the region, includes collaboration and finding a solution to environmental issues, services and regional infrastructure, distribution of justice and sociocultural issues with the participation of all actors (Sarafi & Tooranian, 2004).

The metropolitan area of Tehran first developed and evolved in the context of economic-spatial mechanisms and then, with at least two decades of delay, policy planning and spatial planning; spatial organization of Tehran has become a complex and divergent group with intense internal conflicts (Parhizkar & Kazemian, 2004). In Iran, city management systems have the least systematic structures that fit the needs of today's cities. The wide-ranging needs of citizens in all areas, on the one hand, and the different and sometimes conflicting policies of urban service providers, provide a space for meeting these needs, on the other hand that has reduced the effectiveness of policies, which is due to the incompatibility of the organizations and the faulty cycle of the city administration.

The way of dealing with large cities or metropolises in Iran, often (if not always) has had a kind of prejudice and mentality. On the one hand, a kind of attitudinal and anti-urban approach has led to the spread of negative interpretations of them which, regardless of the inadequacies and inadequacies of such cities, they usually have been considered as the result of economic, social and spatial imbalances

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and their potentials and positive developmental potentials are neglected. On the other hand, a fascination-based attitude in the cultural and bureaucratic modernist areas brings them beyond the power, wealth and progress. Because of these non-documentary and non-strategic attitudes that in designing of planning and management systems of metropolises of the country their advantages and disadvantages are less considered practically. Nowadays, this problem has spread to their peripheral areas which are the urban collections (Asgari & Kazemian, 2006).

Urban collections in Iran lack the legal and official position in the management system and the administrative-executive structures of the country while they are a real and existing phenomenon in the spatial organization of the country. In the present situation and according to the administrative structure of the state and the dominant pattern of land management and also due to the expansion of the boundaries of the city's complexes beyond the territory of a single government and its expansion in several counties as well as in the absence of institutions or organizations and a specific level of management of urban collections, the plurality of decision-making units in the field of policy development and spatial management of development, service and development activities, and so on are so dominant. This divide and plurality are in addition to what is common in any level or territory of a single administrative territory due to the partly and centrality nature and of the administration of the country. Now, the operation and management of district affairs are divided between territories and government units, such as municipalities, governorates, districts' operators, departments' operators, which is one of the biggest challenges for urban management in fulfillment of the integrated planning and management system approach. Therefore, it is absolutely certain that for any decision making and implementation in urban collections it is necessary to have mechanisms for the realization of a kind of regionalism that has come to a consensus on different interests and perspectives (Asadi, 2004).

4- Research Method

This research is qualitative and descriptive-analytic in terms of the nature of data based on library studies, the documents and the results of the reports, conferences and meetings held in the area of peri-urbanization. In this paper, first, the concept of metropolitan and peri-urban areas has been discussed. Then, Tehran 22 district has been analyzed in terms of peri-urbanization and the establishment of a sub-management system in this region.

5- Research Findings

Q1. Is District 22 of Tehran Considered as a Peri-Urban Area in Tehran Metropolis?

The peri-urban phenomenon is the result of cities moving towards the surrounding environment. The city's progress continues to the point where it reduces the city's impact on the countryside and nature, and other urban impacts appear, creating an environment that turns into a place of interconnection of urban-rural systems and nature and it forms the peri-urban settlement in which the villages of the peri-urban areas gradually obtain urban characteristics (Ashnaei, 2013).

Urban progression is a form of metropolitan growth and is a response to complex cases of economic, social and political pressures in the physical body of

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an environment. These forces and agents are derived from factors such as population growth, a steady economy, and decline of central government authority, investment patterns for infrastructure, public subsidy for infrastructure, topographical barriers, and other physical barriers (Amirinejad, 2009).

According to above definitions, 22nd district of Tehran is considered as a peri-urban area because of the following reasons:

1. In the "Farmanfarmayan" comprehensive plan, developing of Kan region (a region located in the west part of Tehran) as a developable land has been predicted.

2. With the new definition of the documents of the comprehensive regional recreational- tourism plan with the aim of providing superior services to Tehran has been introduced.

3. These lands are basically agricultural lands which due to labor market opportunities within the city of Tehran have changed their land uses.

4. In terms of socioeconomic structure and ecology, it is also integrated with the functions of the city.

Also, with regard to the development of the 22nd district of Tehran as peri-urban zone in Tehran and the emphasis on the upstream documents, this growing area is doing its role from three directions:

1. Responsibility for providing superior services and tourism-recreational services, such as the 1000+1 town project, Prof. Samiei's Hospital, advanced backup services such as financial - credit services, insurance, auditing, legal, marketing, advertising, professional advice, e-commerce, architecture and building and … for Tehran's residents.

2. Due to its neighboring to the Alborz province and biological communities such as Qods city, Garmdareh and ..., there is a crowd of users of these uses or even their demographic influx.

3. As an urban area, it should also play an active role in providing services to its inhabitants.

In Table 1, the dimensions and concepts of peri-urban areas and the adaptation of the 22nd district of Tehran to these concepts have been investigated.

Table 1 Dimensions and concepts of peri-urban areas detection and adaptation of the 22nd district of Tehran to them

The Concepts of peri-urban areas	
Peri-urban from the locational perspective	As the geographical edge of the city and its surrounding environment, the surrounding area around the city, waste and disposal areas or large-scale recreational and entertainment facilities such as a zoo or game town and some agricultural activities.
Peri-urban from the conceptual perspective	The rapid growth of society, the interdependence between natural resources, agriculture and urban processes, the existence of contradictions between the need for housing for low-income people and the general need for environmental protection.
Peri-urban from the institutional perspective	Extremely complex, overwhelmingly in the justifications, the management of the peri-urban areas often without any specific coordination with the structure of public administration, under the management of more than one area of management.
The general conclusion of these concepts regarding the case study of this research; 22nd district of Tehran Municipality	From the locational perspective, the location is some of the application that cannot be established due to the zoning rules or lack of space in Tehran, and is included in the future plans. A tourist-recreational region with coarse-grained parts to provide superior services to the city of Tehran and solve the problems of shortages of tourism, educational, recreational, green spaces and sports services. In terms of concept, it has been accompanied by rapid social and economic growth. From the institutional point of view, in the areas of management due to the existence of influential and informal beneficiaries and the proximity to the province of Alborz, it is very complex and sometimes is in a confusing situation.

Reference: (Narain & Nischal, 2007; Adell, 1999)

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In Table 2, the expressed typology of the per-urban areas, and the 22nd district of Tehran have been analyzed.

Table2. The typology of the peri-urban areas and the conclusion of the 22nd district of Tehran

Different types of peri-urban areas		
1	Rural peri-urban (rural places with citizenship awareness and thinking)	Geographically, they are not in the city center, they are geographically distant from the city but experience some kind of urbanization.
2	Scattered peri-urban	It is located in the immediate vicinity of the city and has a great variety of ethnic diversity and beliefs due to immigration and settlement purpose.
3	Chain peri-urban	An ancestral migration process, such as the transfer of geographical location of a village population to another, ethnic and family chain migration, having ethnic integrity and also integrity beliefs.
4	peri-urban in a place (around the city in a proper position and in its place)	Close to urban centers, resulting from urban development, connected to urban areas, urbanization in their own place, these areas are located in areas full of attraction in the city.
5	Attracted peri-urban	An old group of people has been transferred by new successors, preserving traditional or traditional institutional arrangement of primary residents.
The general inference of this typology regarding the case study of this research; District 22 of Tehran Municipality		In terms of physical-physical structure, district 22 can be located in the 4th category which has been attracted by the physical expansion of Tehran. But, in terms of socio-demographic dimensions, it is considered as scattered peri-urban with ethnic and social beliefs diversity.

Reference: (Ashnaei, 2013)

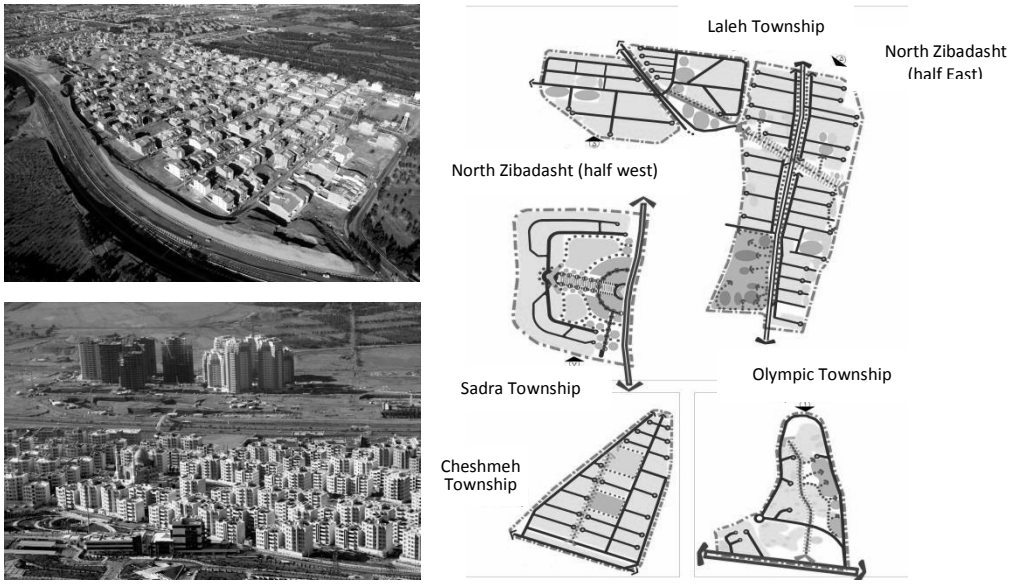


Fig 1. Residential Textile Types in the Area
Reference: Information received from the municipality of District 22: 2013)

Another distinction between district 22 and other districts in Tehran is the presence of many trans-regional uses such as:

Persian Gulf Lake, Javanmardan park, Alborz waterfall of Tehran, recreation complex of 1000+1 town which is under construction, Tat Mall commercial-cultural

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and sports complex, Tehran Mall commercial complex and Prof. Samiei Hospital in this area.

- The overall purpose of Tehran's urban complex is to identify the problems, meet the needs of the population and the activities of various groups of the population, within the framework of the principles of sustainable social, economic and environmental development, in the process of future physical development. Diversification, economic efficiency and social utility in the future demographic centers, reducing the costs of services, transportation and displacement, preventing the spread of pollution and protecting the environmental values and conservation of agricultural land as a general policy of guiding the physical development of the area have been taken into consideration (Consulting Engineers of Sustainable Ecosystem Development, 2006).

- According to the urban complex plan, the main open and green spaces of Tehran urban complex, consists of four forest parks (Chitgar, Qarchak, Lavizan & Sorkheh-Hesar), as well as the green belt of Tehran, multipurpose Pardisan park and national botanical garden on the Tehran-Karaj axis for future needs are not adequate for future needs of urban complex. It recommends the development of urban forestry, the promotion of gardening patterns inside and outside urban areas, the revitalization of mountain slopes and the creation of forests around cities. Moreover, in this plan, the 22nd District, which has a significant potential for the role of super-urban and transnational role in terms of communication status and vast grounds, is "the heart of the urban complex". The use of the name of the heart of the urban complex, the placement of urban and national facilities, and national and transnational and international, indicate the strategic importance of the area.

- The strategic position of the 22nd district, due to the geographical and important connection between Tehran and Alborz province, passage of the main transit arteries of the country, such as Tehran-Karaj autobahn, Tehran-North autobahn, the end of Shahid Hemmat highway (Shahid Kharrazi) and Shahid Hakim Highway, in addition to promoting the city role for the whole city of Tehran, it has created unique accessibility capabilities for the region, making it the most important gateway for the entrance to Tehran.

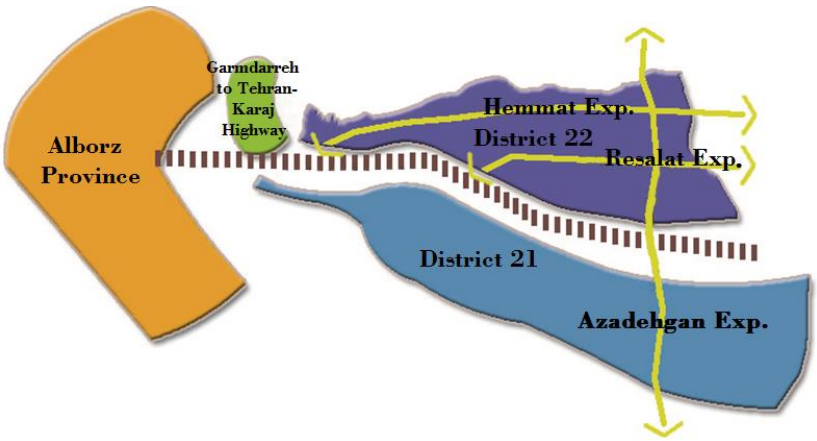


Fig. 2 The strategic position of the 22nd district

Reference: (Adapted from the Western Entrance Reconstruction Studies of Tehran, Consultant Engineers of Armanshahr, 2010)

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Q2. Is It Necessary to Establish Subsystem Management of peri-urban Areas in Tehran Metropolis?

About four decades ago, various factors have led to the physical development of Tehran and its relations to its peripheral region, and also it has gradually shaped the functional area or Tehran's urban complex. Some of these factors are as follows: natural increase of the population, increase of migration from villages and cities to Tehran, approval of the comprehensive plan of Tehran and increase of land prices within the scope of this plan and as a result the settlement of low-income families in peripheral lands, restrictions on the establishment of industries and factories in the city area and another issues like these (Akhondi, et al., 2006).

The rapid development of Tehran's functional zone without foreseeing and deploying institutional and legal arrangements required for controlling and directing the development and also the lack of provision of appropriate services throughout the region has led to numerous problems and challenges such as the expansion of informal settlements, environmental degradation, destroying landscapes and agriculture farms, water, soil and air pollution, inefficiency of transportation network and so on. Additionally, another challenge to the procedural dimensions of policymaking and implementation of decisions that is critical and acute in the metropolitan area of Tehran is a political and governmental divide in the management of Tehran's functional area. The challenge is, in many cases, the cause of the formation or intensification of the problems. The scope of political divisions is the existence of a large number of independent government/ management territories in the urban areas, which impedes the adoption of integrated policy decisions across the entire region. Tehran's urban complex faces with functional disparities in a country like Iran that making decision about public services within each of the management territories has not been made exclusively by municipality or urban management institution and the provincial and urban branches of the ministries and central organizations are practically the major part of urban services (Akhondi, et al. 2006).

One of the major issues in the metropolitan areas that it is increasingly needed to be resolved on a regional scale is transportation. Because of the interdependence of the residential center and activity center in a metropolitan area, the resort between them is evident, Daily trips to the workplace and, to the same extent, for recreation, shopping, sports and cultural activities, and other things, are a predominant part of the daily routine activities of the inhabitants of these areas. Thus, one of the features of the metropolitan areas is dependence on the vehicle as a major form of transportation (Sarafi & Tooranian, 2004).

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Other serious issues in metropolitan areas are environmental issues that are closely related to other issues such as creep and shipping. This issue has resulted in widespread reactions and sensitivities across the region and beyond. Due to the lack of regional management and the existence of a separate institutional structure, metropolitan areas in many countries are facing with declining quality and environment destruction problems and so it goes beyond the territory of the municipality and has spread to other areas. One of the environmental complications of urban creep pattern is the threat of natural and outdoor sprawl which play a vital role in maintaining the good quality of urban life. Other environmental issues that affect many metropolitan areas are pollution. Since air pollution affects the vast environment and penetrates beyond the territory of the municipality, finding a solution for that requires a regional effort.

Similarly, the urban capacity of district 22 can be seen in different branches. As in the recent years, due to the efforts of the city's management, the region has grown considerably in the creation, supply and construction of urban and suburban utilities. Also, this progress is somewhat acceptable in the following fields: construction of cultural-religious facilities, recreation centers and entertainment centers, health centers, public transportation network, supply network, social security and social discipline services, urban facilities and parks and urban green spaces (Sharestan, 2006).

Table3. Developments and physical expansion of District 22

Period	Developments and physical expansion of District 22
1961-1979	With the approval of the first comprehensive Plan of Tehran in December 1968 and the approval of two 5-year periods (Tehran municipality's service) and 25-years (the ultimate limit of continuous physical development of the city), the 22nd district was located in this region. In the first comprehensive plan of Tehran, which is a city's long-term physical design strategy, multi-core and on a regional scale of a twin city, the 22nd district is located between twin city.
1979-1987	With the victory of the Islamic Revolution and appearance of several changes in all areas and consequences such as the abandonment of the restrictions imposed on the expansion of the city, the increase in the natural population growth of the city and the acceleration of migration to the urban area of Tehran, physical growth accelerated and the range of services in Tehran increased more than 2.5 times.
1987-1995	After the end of the imposed war and the inability of the authorities of the country to solve the problems of the Tehran using the first comprehensive plan of Tehran, the preparation of the "Plan for the preservation and organization of the city of Tehran" was put on the agenda. In this plan, the 22nd district was dedicated to industrial, recreational and sports areas based on the fivefold zooning. . In 1995, the "Tehran Urban Plan" was also prepared and it was a turning point in the developments of Tehran.
1995-2001	Supreme Council for Urbanism and Architecture in Iran in the decree of Tehran's Second Comprehensive Plan (Plan for the Preservation of Tehran), liberalize the land development in the west part of Kan region, and by approving the 22 zoning in Tehran, district 22 has been created.

Reference: (Sharestan Consulting Engineers, 2003 and Research Findings)

As you can see, district 22 is an area where the spatial organization and its structure are physically high altitude residential, commercial and administrative

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complexes. A high density is formed in a limited plane. But, settlements that are more ancient, such as the Olympic township, Rahahan Towns, Cheshme Town or Azadshahr special design, are designed in low-altitude and organic-style collections. The 22nd district of Tehran as a peri-urban area has the following characteristics requiring special management and planning:

- Continuous change in peri-urban areas: With the expansion of the city and its impact in these areas, new neighborhoods and communities will be added to these areas continuously and will be joined to older communities resulting in a diverse mix of urban and rural activities in peri-urban areas.

- The impact on the population that is directly affected by the situation in these areas is constantly changing. There are a number of actors and related planning institutions in these areas. The identity and interests of involving institutions affect the identity processes in peri-urban areas. This makes it difficult to create sustainable and transparent institutions that have the long-term management capacity of natural resources and improve the living conditions of low-income groups.

- These areas are sacrificed by parallel institutional structures. It seems very difficult to implement competitive benefits without a proper institutional framework that strikes balance and justice between them, which reduces poverty and protects the environment. Problems and environmental opportunities in the peri-urban areas, like the 22nd district of Tehran, should be investigated in a political economy context. The importance of multiple institutional presences with strategic tasks cannot be ignored. Therefore, it is necessary to plan, manage and select new and possible methods and to pay attention to the necessity of establishing a coherent and integrated mechanism with local features for planning and management of peri-urban areas.

6- Conclusion and Discussion

The most fundamental and decisive bottleneck and threat to manage the country's urban complexes are lack of metropolitan view of planning and spatial - physical management of urban complexes in all mental, objective and institutional fields.

This flaw and a major vacuum are rooted in other issues, most notably as follows:

- Weaknesses and inadequacies in the scientific and research resources
- The long tradition of leeway and also note that urban planning and management systems obey the urbanization process
- Lack of or at least a severe defect in horizontal, spatial, local, urban management layers in the metropolitan structure of government in Iran
- Conceptual and operational duality governing the system which divides the states
- Lack of attitude and tradition of regionalism in the general - administrative culture of the country

Among the most urgent and effective tools for urban planning and urban management, appropriate and efficient laws and regulations can be mentioned. In fact, any form of official intervention and action at the city level and in urban areas requires legal supports and documentations. Basically, urban rights in Iran are less widely considered than other fields of study and also they are considered somehow less than areas of public law, and as a result they are fraught with

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structural deficiencies and severe content. As a result of this general weakness, the development and adaptation of the changes of citizenship, urbanization and urban planning, and the legal requirements for the management and control of these developments, is one of the most important shortcomings in the urban rights of Iran. The perspective of the metropolitan area or urban complex, and the necessity and legal requirements for the planning and management of this new phenomenon, have been considerably and completely ignored, and sometimes it has been even controversial in the country's legislative system. Although the existing laws, even in the field of physical planning and supervision over urban complexes are also very incomplete, but the dimensions of urban management in existing laws have been completely neglected.

The peri-urban areas of the city, due to its transient and controversial nature, are usually ignored by scholars and planners in metropolitan areas of developing countries such as Iran. Urban landowners and urban planners address issues within the city's boundaries and disregard issues surrounding urban areas unless the study of the region or the formulation of regional plans is on the agenda. The dynamic and integrated nature of the peri-urban areas is a major constraint for the physical development of these areas. While the peri-urban areas are multifunctional and have a lot of potential for their nature in order to be changed, their physical development is complex and has no specific characteristic. This development is known by unconventional development, non-integrated development and land use change.

The spread and complexity of the living and activity centers, and the correlated areas which pulse with the metropolis at a single point, establish the management of the metropolitan areas in a higher level in comparison to isolated institutions and all the municipalities. In such a situation, the most important challenge for metropolitan cities is their management in such a way that they can play a desirable role in the new global environment as well as creating sustainable development and also a habitable environment for their inhabitants.

Widespread areas facing with unconventional constructions and also the areas without coherent coordination which create spatial turbulence reduce the capabilities of the current development and jeopardize future growth capacities. By the way, it is not possible to sink into the metropolis and solve its problem separation from other parts of the region.

The traditional structure of multidisciplinary management of each living and activity center is not capable of solving multiple and interconnected issues in the metropolitan area and does not have efficient management practices. This structure has the following basic problems: lack of resources and incentives to solve transnational problems, lack of comprehension in explaining regional issues, impossibility of integrated planning, inconsistencies in presentation of infrastructure and regional services, and finally, there is no provision for the participation and partnership of all development actors in the management of metropolitan areas. It seems that issues related to peri-urban areas of metropolitan cities are affected by various factors and forces growing through the spatial territory around the metropolis. Therefore, it is vital to pay attention to the structural-functional management of the peri-urban areas more precisely and sensitively. Therefore, the structure of these areas, the set of elements and the links between

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them, should be considered, these relationships can be between components and components, or between components and the whole. On the other hand, its function, which is the flows between the set of elements, must be examined. Since each system and body with its own construction and its specific nature has specific functions for its organs and its members, and organs, conversely, organs are obliged to play a role in the whole system in order to achieve harmony and balance in the system. In the peri-urban areas, the functioning or operation of all elements with the goal of coherence, balance and system integrity in the rules framework, regulations of these areas should be fully considered.

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