SHORT COMMUNICATION

Urban sustainable development from public participation in urban management

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ABSTRACT: Urban management in any context has a different economic, social and political structure, which is in harmony with the existing models of organization. In spite of these differences, in order to reach a sustainable urban development, several different conferences should be referred to. In the "Brundtland Commission 1987" about urban sustainable development these definitions have been given: "preservation and promotion of the quality level of city life. This consists of ecology, culture, politics, economies, and social participation. However, this development should in no case weigh on and create any problems for the future generations". In all the definitions of urban management and urban sustainable development and in any political context citizens' participation in decision making and insistence on social justice are mentioned. The aim of this article is a descriptive, analytic, and comparative study of different models of popular participation in different developed countries. Each of these countries has different social and political structure. However they all have the same aim which is the citizens' empowerment. To reach the ideal urban management model it is necessary to have a clear image of the place and participation of citizens in order to create a socially, economically and politically sustainable developed society.

KEYWORDS: *Participation; Participatory model; Public participation; Urban management; Urban sustainable development*

INTRODUCTION

City and citizens have an intertwined relationship that creates mutual needs. Cities are social and cultural phenomena that go beyond the physical aspect and structure; they gain their full meaning by the presence of residents and social and cultural interaction with them. Anywhere in the world, it is the dynamics of social relationship among the citizens, and the manifestation of their culture and identity that keep alive the vitality of cities (Dijk, 2016). The issue is how to manage a city and take into account the dynamics of the social relationship among its citizens? Could the management of a city be considered while the citizens are ignored? How can the residents of a neighborhood

have a role in the urban management? The Local Agenda 21 (LA 21) in Chapter 28 of Agenda 21 of the Earth Summit, or the United Nations Conference on Environment and Development (UNCED), in Rio in 1992 emphasized that the participation and cooperation of local authorities would be a determining factor in fulfilling the sustainable development objectives. The local authorities are to play a catalytic role in bringing together all the stakeholders, including the business community, government and non-government organizations, community organizations, youth, women and other marginalized classes, to make the city development process more inclusive. The agenda adopted at the second UN Conference on Human Settlements or Habitat II in 1996 also upheld the role of

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local governments in evolving around a participatory approach to include all stakeholders, towards fulfilling the goal of sustainable development (Ghosh, 2003).

The rapid growth of urbanization, especially in developing countries, has become a very complex issue. There are social, economic, structural and cultural problems and the combination of these presents a true challenge. That is why third world cities (particularly the metropolis) face major issues like massive rural immigration, traffic jams, atmospheric pollution, housing and water shortages, sewage problems, which amount to shortage per capita of every type of facilities. Suitable and adequate management could help reduce the challenging issues and provide better conditions for an acceptable urban life (Latifi, 2004; Latifi and Gohari Poor, 2014).

Unfortunately in most mega cities people faced with all kinds of experimental solutions. Often only economic and investment issues are taken into considerations, whereas researcher needs to create an interaction between investment and local participation, which are inseparable factors. The purpose of this paper is to introduce various models of public participation worldwide, insisting on the tangible effects of the challenges and progresses made by participative management (Deboulet, 2013).

Recent studies show that in most vulnerable neighborhoods, the budget allocated to them is to remedy past mistakes. The wrong unsuitable planning that has been made without preliminary studies cost a great deal to change (Saidi Shahrouz, 2012). An urban problem somehow is a sign of development system inefficiency. In other words, an urban problem is a problem which urban community is dealing with and urban development system is not able to solve and are specifically in the realm of urban development system. During the years, failures of urban development system and urban development plans in solving Iran's urban problem have left a pile of unsolved problems which is a very important key point (Bemanian *et al.*, 2015).

In a comparative study, methods and strategies should be determined, in practical terms, in order to revitalize a neighborhood, in all types of cultural environments. Therefore, accordingly, different ways should be defined in order to make public participation attractive to the residents. There is no doubt that public participation has a major role in the improvement of conditions for a successful urban management.

This study has been carried out in the Department of Architect and Urban Planning, South Tehran Branch, Islamic Azad University, Tehran, Iran in 2016.

MATERIALS AND METHODS

In the literature and the theoretical foundations, descriptive analytical method of the research has been used and the methods of data collection were done through researches in the library studies and documents. Hence, in the present research some of the varied attitudes about urban management and its relation to popular participation in various articles have been compared, so according to those articles, urban management benchmarked with respect to the extent of considering the partnership and people influence in different communities. Bacqué, *et al.,* (2005) in the introduction to the book: «Gestion De Proximité Et Démocratie Participation-Une perspective comparative» have introduced specialists' opinions about urban management. In this work much contrasted views about the subject are exposed according to the geographical situation of their lands as below:

▪ The article of John Diamond is about public participation in Great Britain. Urban poverty in the late sixties was a great political concern; the following strategy was adapted: public participation in any decision concerning urban management. The aim which was twofold: on the one hand to reduce the social poverty and on the other to promote empowerment of the citizens, was pursued from then on. John Diamond believes that decisions concerning decentralization implemented from the eighties onward, and politics aiming at revitalizing the neighborhoods has been successful in attracting public participation (Diamond, 2005).

▪ Henri Rey suggests a global theory about the variety of relationship between the parliamentary participation and the democratization of urban participation in France. Opinions about the development of a neighborhood, theories and views about the different aspects are what people consider as the politics of the city. As in France, mistrust and suspicion seem to be the first reaction to anything "political", most people shun these politics and have a negative attitude towards them. This kind of attitude may lead to refusing all kinds of participation and can reduce the citizen to being a simple consumer. Henri Rey believes that at first the conclusions from observations in France showed how negatively people considered elections and any kind of participation. However, progressively, urban participation gained credit, and this favored participation in elections and also encouraged collaboration in municipal issues (Rey, 2005).

▪ Leonardo Avritzer draws attention to Brazil and the experience of participation in relation to budget

issues. For example in Porto Alegre, where the tradition of local N. G. O s goes back, to 1950, people made the decision to obtain their demands and claimed the right of participation in planning the municipal budget. The second important event happened in the late eighties. Legal changes were made which allowed consultation and participation in planning for the citizens. The Brazilian constitution is flexible and allows all kinds of urban participation in different places (Avritzer, 2005).

▪ Franklin Ramirez Gallegos from Ecuador refers to important political changes in the last twenty years in Latin America and writes about 2 processes, in particular, that took place; first of all the fact that national state is weakened, and then major reforms that had two basic aims: moving from local to global economy, and empowering the city as a political arena. From the beginning of the eighties onward participation was introduced and took over the purely economic and liberal aspects of development. This put an end to workers' angry demonstrations and influenced the economic practices, especially the local economy. It was a way to localize and familiarize life conditions (Ramirez Gallegos, 2005).

In addition, in the book "Urban participation in the urban world" researchers can find a comparison of urban participation models in different municipalities: Germany, Great Britain, Turkey, Japan, and France as the developed societies. In each country the place given to public participation in town councils and town halls reveal the spirit of the model and how this can affect the process of planning, development and management (Fig. 1).

By studying the different models of urban management in different countries, it is very clear that the urban development planning everywhere relies on the participation of citizens. This has become the most important factor of decision making for the administration of the city and will be the main policy of the municipalities in the third millennium. Generally speaking, in the administrative model in developed countries, citizens are informed and involved in all the decision making process, as bellow:

▪ Consulting the local residents
▪ Reunion for opinion seeking
▪ Study of the different views and conclusion
▪ Decision made by taking into account the different views
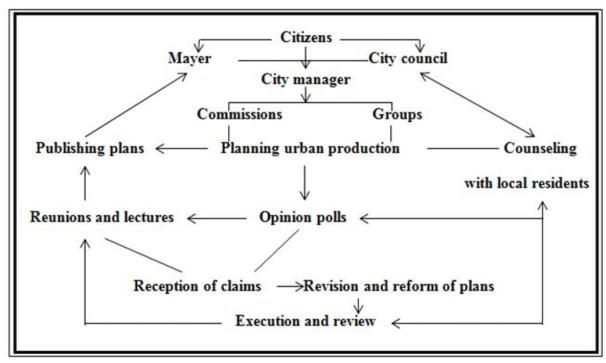

Fig. 1: Model of urban participative planning; common factors and elements that can be observed in each model form our list of developed societies (Nejati Hosseini and Kowsari, 2011)

▪ Execution
▪ Consultation during execution
▪ Consulting the citizens about the result

This system of administration is made up of public opinion and the spirit of participation in decision making is promoted. Contrary to the centralized systems, this participative system comes with these particularities:

▪ Exchange of information both ways: citizens opinions and specialists' views

▪ From this double exchange arise all kinds of reconsiderations about urban planning and urban policies

▪ These reconsiderations and ideas must be examined by the municipal administration for final decisions

▪ Finally urban participative management process takes shape and the most important result of it is participative development plans for the city (Nejati Hosseini and Kowsari, 2011)

With regard to the cases mentioned already and also in a general conclusion have done by (Bacqué *et al.*, 2005), popular participation is split into five different types of models (Table 1).

▪ The management model (Managerial)

▪ The participative modernization (Participatory modernization)

▪ The local participation model (Democracy of proximity)

▪ The empowerment model (Bottom-up)

▪ The democratic participative model (Participative democracy)

Table 2 describes the goals which associated with collaborative activities, social and political conditions, substrates the process and also, a fourth power in the five collaborative models. On the analysis of these models can be specified that in a different State in what extent the effects are part of these models.

According to the analysis of the contents of the title and with the emphasis on Fig. 1 and Tables 1 and 2 could conclude that these results shows, there is close communication of the management structure and the amount of any type of urban governance of popular participation. Whatever this Government is more popular participation in the sense of belonging be more popular and social dynamics participation increases. And on whatever decisions made from top to bottom and also dictated by the government, amount of popular participation will reduced. The continuation

of this matter causes recession in communities and reflects reduction in sense of participation and motivation. And the reduction of the items listed causes gradual self-destruction in its city structure and citizenship behavior thinking. Despite of the huge differences, in the advanced societies both in the states and structural, the explicit attention is the amount of popular participation in decision-making matters in order to achieve a sustainable development of the city, which is available on the agenda and in the management hierarchy in such communities. In addition, in this way communities can also have common interests that in the following some of them can be mentioned. There are, however a few common factors. Globalization is the first common factor that influences investment, and can bring crisis in parliamentary democracy; it also calls for the reassessment of administrative practices.

"Participation" is the second common factor. But in practice it can have many different aspects. This new idea is not understood in the same way everywhere. In general we can claim that in relation to state administration it is a new concept that favors public consultation and goes against one way decisions. The third common factor is the "govern largo" which means no centralized government. Progressively elected members of parliament lose the monopoly of decision making. Democratization progresses slowly but surely. From the heart of the population, non-governmental groups, join the known personalities and collaborate with them. The classical pyramid of power is weakened, the popular network becomes dynamic and forces out the incoherence of the state. The last common factor consists of modern technology. Modern specialists give rise to new organizations, however these same specialists have to adapt to the new system they have elaborated. There is a need for a new social study, on the national and international level, to determine whether these experiences are limited to one context or regardless of the context continue to grow. For example, at present, the development of the virtual space and internet give access to all kinds of information about participation in the world (Nejati Hosseini and Kowsari, 2011). The new structure is present everywhere and a common way of thinking and similar social aims can be observed. A new perspective can be noticed where modernists and conservatives are both present and a focus on the middle class and a special attention to the poorer classes is made. This phenomenon helps create

Table 1: Five participatory models

	Managerial	Participatory modernization	Democracy of proximity	Empowerment	Participative democracy
Objectives of participatory approach	Call for private partnership integration of usage knowledge, customers' service taken into account.	Administrative modernization involving consumers of public services, integration of knowledge in use (customary).	Privilege proximity in management and adaptation of public services, integration of knowledge in use.	Delegation of services to NGOs or community groups, private partnership values, integration of knowledge in use, re-consideration.	Active participation of citizens in the management, integration of knowledge in use, control of pure administrative machine active by citizens.
	Create bonds social capital to preserve social peace. No redistributive objectives.	Create social bonds to preserve social peace. No redistributive objectives.	A "solidarity" free of redistributive objectives.	Popular Empowerment of groups and minorities. Marginal redistributive effects.	Reverse social priorities redistribute resources.
	Low politicization of issues, weakening of political power.	Depoliticized dynamics: meaning "policy" more than official politics.	Politicized rhetoric reconciliation between representatives / citizens, adding proximity to representative democracy.	Uneven politicization, indirect political issues.	Highly politicization, transforming the political system and share the power.
Socio-political context	Removing or weakening of the public power, dominance of the market.	Repositioning of public power, renegotiating support to public services.	Repositioning of public power by proximity.	Dissociation participatory structures / state and institutional policy.	Power recomposition public by the call to the third sector (outsider) and democratization.
	Top down Dynamics, weak social movements or investing little participatory approach.	Top down dynamics, weak social movements or investing little in participatory approach.	Top down dynamics, weak social movements or investing little in participatory approach.	Bottom-up dynamics, very active social movement.	Dynamics up down and bottom up, strong social movement and involved in the approach.
Procedural form	Decisional capacity.	Mainly advisory role.	Mainly advisory role.	Decisional capacity but side by side with beside political power.	Decisional capacity, co-decision with the local government.
	Participation hardly alters decision process, often impenetrable deliberative quality possible.	Clear rules relate to the transparency of administrative operations.	Unclear rules (especially in the conclusion of the discussions), low deliberative quality.	Procedural standing very uneven in according to context.	Research of clear devices, deliberative quality.
	Encourage compromise.	Little room for conflict.	Little room for conflict.	Encourages community consensus.	Between conflict and collective discussion of general interest.

Table 2: The use of participatory models in five policy scenarios (Bacqué *et al.,* 2005)

Participatory models	Neoliberal scenario	Authoritarian scenario	Social-liberal scenario	Social-democracy scenario	Scenario of participatory governance
Managerial	+++		++	+	+
Participatory modernization	+		+++	+++	++
Democracy of proximity			++	++	++
Empowerment	+		++	+	++
Participative democracy				+	+++

social groups in favor of ordinary citizens. These groups can consist of ordinary citizens and sometimes popular organizations and at times they focus on investment and the market. Often these groups are anti-capitalistic.

Finally, this theory can be confirmed that societies are welcoming a new kind of urban management and will take over the usual parliamentary democracy. Probably they will not be limited to a small local scale. In the future public participation in urban management will depend on the importance that the society gives to administrative modernization.
Evidently dynamics have an important role to play in the degree of urban development.

CONCLUSIONS

According to the references and examples given from different parts of the world, we can clearly see that the contexts, the activities, the parties involved and the methods concerning public participation is different in each country. As there is no unique model, we cannot recommend a particular one. Cultural, social, geographical, economic, data in each society will help determine the best methods for participation. However, the most important point is the spirit of exchange that brings about the feeling of belonging to a society, and feeling responsible and also results in a sense of unity. In this context new generations grow up with a new state of mind. The feeling of belonging to a

neighborhood is stronger, and young people have often new ideas. At the same time the sense of unity brings about more security. On the whole in this respect there is reason to be hopeful about the future. The conclusion that can be reached is that a suitable urban management, anywhere in the world, must help empower the local organizations, and prevent them from falling apart. To reach these targets new organizations should not be created to compete with the old ones.

So, if a new organization is to be created, it must be in harmony with the existing ones and bring financial help to them as far as possible. It can be claimed that if new organizations were created that work from top to bottom they destroy the potential and diminish the responsibility of the citizen. Therefore every urban management should be aware of others' negative experiences and elaborate its own set of principles for the future. At the end of this theory, it can be stressed that social dynamics of the relations of citizens in any location, their identity and also cultural manifestation anywhere in the world has direct connection with the continuity of life and urban management. Social relations dynamics of citizens cannot be achieved except by citizen's involvements in decision making and urban issues that will create the sense of belonging to their living environment. Due to this, the main purpose of urban management in various communities, and especially in the advanced societies, achieve a sustainable urban development and to achieve that purpose depends on the structure of urban preservation and improve the quality of life of citizens in a town based on ecology, cultural issues, policy, economic and social participation. It applies to the participation of citizens to make the decisions which emphasis on urban definitions, in the context of a political system and also is dependent on social justice and sustainable development.

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CONFLICT OF INTEREST

The authors declare that there are no conflicts of interests regarding the publication of this manuscript.

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