

Optimal Modeling of Political-Administrative Organization in Iran

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Abstract: A good governance in society that can increase government satisfaction has been studied by political geographers; in order to achieve the optimal form of political management of space, these scientists have analyzed different administrative-political systems and the reason for their formation, so that with this systematic method, they can develop a model that is most consistent with public demands in order to provide services and facilitate public affairs. With the change in the approach of governments in the world, which was embodied in the Treaty of Westphalia since 1648 and led to recognition of countries, political management of space in countries was practically formed in two ways, centralized and decentralized. Due to the spirit of monarchy at the beginning of formation of countries and until the beginning of the twentieth century, most countries of the world were governed centrally. However, some governments were forced to change their approach to management and delegated public and economic affairs to local governments, until many decentralized governments were formed. In Iran, political management of space was on the agenda of Iranian governments since about 3,000 years ago; looking at the political history of Iran, it is clear this land was governed in a decentralized manner during the time of powerful Iranian governments. Due to the weak and dysfunctional Qajar government and the failure to achieve the goals of the Constitutional Revolution, Iran witnessed the emergence of Reza Shah, who founded the centralized governance in Iran by imitating some foreign countries and without considering the territorial characteristics of Iran; this political-administrative system has not changed significantly to this day. Taking into account the temporal and spatial conditions and movement towards fair and balanced development, we need to develop a national and optimal administrative system that redefines the political divisions, administrative structure and authorities of spatial units and a comprehensive and transparent model which emphasizes the natural and human indicators of the country. This model should also consider new features such as sea and tourism in the process of sustainable development of the country.

Keywords: Country Divisions, Administrative-Political System, Political Organization Of Space, Land Use Planning, Decentralization.

INTRODUCTION

Main Problem

During the past years, the study of the causes of extreme centralism in Iran has been one of the most basic topics in the field of political space management in the country. This scientific research tends to propose a new solution for administration of the country,

relying on geographical and indigenous indicators, which, as a result, will pave the way for development based on balanced justice.

By the weakening of the constitutional movement and extinction of the Qajar dynasty and simultaneously with the World War I as well as revolts of some Iranian tribes provoked by foreign governments, Reza Khan, influenced by centralized systems and relying on military and emphasizing the subordination system, which originated from the nature of military, and with a security approach, led the political space management in Iran to extreme centralism.

It should be noted that, studies and researches were conducted in the Pahlavi period by foreign and domestic experts and researchers in order to move from a centralized system in the form of 15 land use plans and national divisions, and 14 land use plans and national divisions were also developed after the Islamic Revolution in the form of research projects, each of which did not come to fruition for political reasons (the fall of the Pahlavi regime, the Islamic Revolution and the Iran-Iraq war). Under the circumstances, the country is governed by a bureaucratic, centralized and bulky government, which, not only is not efficient, but with this form of administration with the help of national divisions, has limited the balanced and regional development in the country. By addressing the problems of a monolithic system existing in the country and in order to optimally manage its political-administrative space and further delegate the administration to people, an optimal model is proposed that increases authorities of regions and reduces the severe administrative hierarchy in Iran and limits the power of the central government, developing a form of indigenous decentralization in Iran; with fundamental changes in the hierarchy of the executive branch, this model will meet the spatial needs of the country and establish sustainable development in the light of balanced justice.

Problem Statement

Any research with a specific topic tends to provide a solution that can be presented to the target population as ideal solution to the problem. By addressing the problems of the administrative-political system of Iran and examining its existing challenges, this study tends to develop a new model for optimal administration of the country in order to provide public welfare with proper and accurate planning.

Proposed plans developed to identify the situation of the country since 1948 focused on basic agriculture, which has been considered to date in multi-year development plans and annual budgets of the country as the biggest challenge of the planning system. Therefore, the general approach to planning should be changed; from a comprehensive point of view, we should create the conditions for achieving sustainable development in the country, while reorganizing the country politically with emphasis on local zoning. Another challenge of administrative-political system of Iran is that the government refuses to accept inefficiency of the inflated administrative system. Usually, any government takes ineffective actions such as merging of ministries, decentralization of employees from Tehran, etc. while criticizing government organizations, which has not actually reduced the administrative bureaucracy in recent decades, but ultimately has led to formation of a new deputy, organization or department and has increased the number of government

employees in order to solve some problems of the country and fulfil the election promises. Thus, the new system should prevent the increased government size.

Given the security concerns around the country, establishment of a centralized system at this time is a necessity. But this system cannot establish a balanced justice to easily perform the public affairs of society. Therefore, it is worthwhile to reduce the potential divergence by changing attitude and economic investment by indigenous people of each region, and to support the expansion of entrepreneurship that will be formed in the context of political space management by supporting investments practically. Another challenge of the centralized government of Iran is multiplicity of executive branch and parallel work of many departments. On the other hand, power has been ostensibly delegated to local units in mild forms of decentralization, such as decongestion and delegation of authority, over the past 50 years. However, with these actions, power and authority have not been delegated to local units in practice; in fact, sustainable development of the country has not been achieved. Therefore, it is suggested that delegating power and authority to local governments, while transferring responsibility for public affairs to local governments and delegating civil and administrative affairs to the private sector will help agility of the government. Finally, the serious determination of the government to delegate power to local governments is the biggest challenge of this study. During the last 5 decades, several land use planning and division projects have been carried out at great financial and human cost, but in the implementation phase, it has been determined that they are not feasible due to political considerations.

Another important challenge of administrative-political system of Iran is its traditional nature. Due to the old structure of this system, in practice, the development process remains as law, plan and directive, and cannot be implemented. If new factors, such as tourism and maritime size, economic outlook, and human factors are considered, the development process of the country will accelerate.

Problem

What is the proposed model for administrative-political organization of Iran?

Methodology

The methodology of this study is descriptive-analytical using content analysis in order to explain and analyze the subjects addressed in the study. Using library resources as well as reliable internet resources and special reliance on important historical documents, the authors review theoretical literature, research foundations, and finally political space organization and divisions of the country. As a result, data and documents are classified in terms of concepts derived from them to achieve a detailed analysis of spatial conditions and to provide an optimal model for the country.

In analysis of documents, the most important objective of the study, reviewing the land use planning, is addressed by using development plans of Iran. The present study also tends to explain the contexts and background of national divisions during historical governments by reviewing the documents related to them. It is worth noting that this information is obtained by visiting the Central Library of Tabriz, the Management and Planning

Organization of Iran, and the National Documents Organization of Iran, so that the documents can be obtained from reliable resources.

LITERATURE REVIEW

Through a study on activities of pre-revolution city councils, Saburi Kashaninejad (1976) concluded that city councils, despite the limited legal powers delegated to them, practically could not use those powers; as a result, what happened cannot be called decentralization (Saburi Kashaninejad, 1976).

Razavian (1995) discussed the current situation of concentration of activities (aggregation) in Iran and enumerated its problems for the location of this aggregation, Tehran province (Razavian, 1996).

Modarressi (2000) studied the history of regional divisions and political geography in Iran from ancient times to 2000 and published detailed information through the Office of Regional Planning (Modarressi, 2000).

In the regional political system, as Mir Haidar and Zaki (2003) suggest, the central government can grant some local, specific and relative authorities to national units (provinces), while maintaining its authority, so that different ethnic groups can make decisions on some affairs related to their region and implement them without direct intervention of the central government. However, they remain subject to the views and decisions of the central government in sensitive and national affairs (Mir Haidar & Zaki, 2003).

Koozegar and Rezaei (2019) point out that well-constructed decentralization not only weakens the government but also increases its legitimacy, stability and deepens democracy and leads to development (Koozegar & Rezaei, 2019).

According to MahmoudiMohamadabadi and Ramesht (2020), analysis of spatial changes of Iran shows that these changes are due to changes in administrative structures and divisions of the country in a century ago, which lead to spatial imbalance, urban growth, spatio-social de-identification and change in public ownership, reduced diversity in social organization and environmental vulnerability of Iran (MahmoudiMoamadabadi&Ramesht, 2020; Zalnezhad et al., 2016; Zalnejad et al., 2019).

BASIC CONCEPTS

Ancient times were the days of military campaigns, empires, ethnic governments, and city-states; boundaries were changed by force, but with the Treaty of Westphalia in 1648, the country-state was born in the modern sense. In principle, independence and equality of the countries were formally accepted by the parties; afterwards, the countries were governed mainly in terms of composition in two forms, centralized and decentralized (Shirazi, et al., 2003).

Absolute monarchy was a government that played a key role in transition of European society from feudalism to early capitalism and carried out significant economic, administrative, judicial and financial reforms and centralized the sources of political and administrative power and paved the way for formation of centralized governments.

As a result, centralized government can be considered as a type of governance model in which decisions in all national and local affairs are made by the political center. In this

case, the central government oversees all local administrations and determines their level of power. In some cases, it may even temporarily take on the role of local administration (Mir Haidar, et al., 2013).

In recent decades, most countries have experienced some form of decentralization. But the main problem in decision-making about centralism and decentralization is to find out what category of social values we should sacrifice under different conditions and various factors of time and place for what kind of values and more important social results. Therefore, it is not an easy decision for a society to find out what benefits and why it should lose in order to gain other benefits. Many analysts still worry that decentralization could weaken the government. Powerful governments are usually characterized by their ability to exercise authority over their land and population. Emerging and developing political systems consider a centralized political system as a suitable factor for consolidating their government and authority. But gradually, the Third World countries and the bureaucracy born of centralist political systems take actions, on the one hand, to concentrate more and more political power and on the other hand, to mechanically eliminate differences, contradictions and dispersal and unify social structures to obey the centralized ruling power (Veysi, 2013). But the interest in the idea of a "strong state as a centralized state" waned during the 1990s, as reforms led to decentralization around the world (Faguet et al, 2015).

In decentralization, the central government delegates decision-making power and sometimes the necessary material resources to local institutions whose administrators are elected by the local people; in centralization, however, public authority belongs to the central government (Ansari, 2000). The main content and basis of the idea of decentralization is to give a human society within a larger society the responsibility to run its own affairs directly (Bahrapour, 1994). Gradstein argues that decentralization increases citizen satisfaction by improving policy-making due to government's approach to the people, and provides an opportunity for citizens to establish local oversight (Gradstein, 2017). Researchers in many studies have concluded that decentralization increases transparency and accountability in local governments (Ballesteros, 2014) and therefore developed and developing governments decide to politically organize the territory. In fact, due to the importance of political organization in development of their countries, governments make great efforts to divide their territory properly, and the level of authority, decision-making power and political function of dividing units within the country largely follow the type of government and political system at the national level (Rennie Short, 1993). In societies, it is formed according to the goals of sustainable development and to bring people to the stage of life satisfaction in the light of access to facilities and services (Ahmadipour, et al., 2011). To this end, they explain the goals of political organization of space in the land with the help of national divisions. However, the purpose of national divisions - which is the concern of all political systems - is to provide services and facilities for the needy regions and facilitate government rule to the lowest political level in the country (Ahmadipour, 2007). In fact, national divisions precede the administrative system of the country and the administrative system of the country is based on geography of the territory. Thus, the administrative system is the result of national divisions. Accordingly, national division is a necessary condition and administrative

organization is a sufficient condition for organizing the management system and achieving national development. The system of national divisions determines and influences hierarchical structure of the administrative organization, spatial establishment of different parts of the administrative system, manpower size, distribution of financial resources of civil and current sectors, ethnic and cultural interaction and management system of delegation to lower levels (centralization and decentralization); generally, the effect of any kind national divisions is decentralization (Karimipour, 2003). Thus, governments tend to solve the problems of the administrative system by identifying them. Thus, by putting an issue on the agenda, governments acknowledge the identity of that issue and discard other issues in order to make it a priority (Daneshfard, 2016). Hence, governments tend to remove obstacles and facilitate the provision of services to people by putting the problems of national division system on the agenda for political space organization.

The next step in political organization of space is to consider land use planning. According to some scholars such as Philip Lamour, the main issue that land use planning introduces is "country management" (Hasmen, 1970). Some also consider land use planning as a kind of long-term planning for better distribution of population, facilities and various comfort activities to increase welfare and harmony of society (Henry, 2002). In terms of concept, land use planning is defined as a balance between three elements: human, space and activity. In relation to human, "management" is discussed; in relation to space, "climate" is discussed; and in relation to activity, "planning" is highlighted. That is, the concept of planning is a combination of three sciences of management and economics, geography and sociology. In the studies done on land use planning, balanced zoning is considered as one of the research objectives in the country. It should be noted that the concept of zoning is not a new phenomenon, its narrative dates back to the 19th century (Mansfield & Milner, 1997; Kenwood & Loughheed, 1999; Pollard, 1974). Following all these measures, all countries tend to achieve development, taking into account infrastructure decisions. Development is a multidimensional process, which covers all political, social, cultural and economic dimensions and represents a state; that is, the conditions in which society qualitatively takes advantage of its few possibilities for the ideal it aspires for itself. Development basically involves fundamental changes in structures of organizations, societies, and managements, as well as changes in public views and, in some cases, traditions and beliefs (Streen, 1999). Over the past few decades, the concept of sustainable development has replaced development; in fact, sustainable development is a development that meets the current needs of the world without compromising future capabilities to meet its own needs. Some consider three basic pillars for sustainable development: environmental (ecologic) sustainability, economic sustainability and social sustainability (Shriberg, 2002). Finally, it is worth noting that recognizing the characteristics of different regions and their inequality in any planning is the basis of work in developing countries, including Iran, due to the need for integrated and balanced development, because in these countries the ultimate goal of regional system analysis is optimal distribution of population and facilities at the regional level. In other words, analysis of regional systems should increase the efficiency and effectiveness of economic activities in all aspects along with social justice in distribution of facilities and act as a stimulus for economic and social activities (Bahreini, 2000).

RESULTS

National Division Systems in Some Countries

A comparative comparison of developed and developing countries shows that the process of improvement and reform in the management structure and establishment of local governments in developed countries has been a very influential factor in growth and development. In contrast, a factor that has affected developing countries has been the rejection of public participation, which did not allow decentralization and delegation of authority to local levels, implying national unity. In these countries, it has been assumed that implementation of economic plans requires the strong guidance of the central government. Although some developing countries have weakly established a form of local government as a result of the remaining colonial traditions, local governments have not been implemented because of concerns about the threat to national integrity (Rowat, 1980).

In the United States, power is constitutionally divided between states and the federal government in a way that neither level of government is so powerful that it can easily take control of the other. This modern form of federalism has been observed with changes in other countries such as Switzerland, Canada, Australia, India and Germany and is currently evolving in Europe (Jones, 2007).

In Japan, also, the system of local elections and transfer of authority to local organizations and powers was based primarily on the greater welfare of people. However, this delegation of powers and the system of reliance on centrally-guided local governments not only served this purpose, but also the areas of Japanese states with greater authorities, civil rights, responsibilities, and participations played a key role with the central government in enhancing national and patriotic potentials, and local units actively acted as an integral part of Japan's industrial machine. The organization and responsibilities of local governments across this country are more or less the same, and many responsibilities and powers are delegated by the central government to local authorities. However, the central government has not felt a lighter responsibility in coordinating and directing local organizations.

In Indonesia, the Province Development Plan was designed in the mid-1970s and began in 1979. The program, which operated in ten of twenty-seven provinces and covered more than 50 percent of the population, had three main objectives: creating the capacity and ability to plan and implement it at local levels; relying on small-scale projects to the extent that residents of different regions are able to actively participate and cooperate in its planning and implementation; ensuring that poor villagers use the most benefits in PDP-covered areas (Razavian, 1996).

Political Organization of Space in Iran

In short, the history of national divisions in Iran dates back to the fifth century BC, according to which Darius, the Achaemenid king, divided the country into thirty Kshatras or xšātra (the same country or city) (Badiei, 1984). Following Darius's divisions, the Seleucids divided their territory into twelve states and the Parthians into fifteen states or provinces. During the Sassanid period, the country was divided into four large parts or states, including Iraq, Persia, Azerbaijan and Khorasan (Vosughi, 2011). In the first

centuries of the Islamic era, we regularly encounter the role of Iranians in administrating the affairs of the Caliphate, until the emergence of the first dynasty of Iranian kings, where caliphate was exclusive in the two families of the Umayyads and the Abbasids. Simultaneously with the emergence of Turkish governments, we witness a kind of centralized governments in the country, there is disorder in the country after the Abbasid government weakened and the Mongol invaded Iran. But with the emergence of Safavid rule, a new order was formed in the country, so that elements of political divisions of the Safavid period (states, provinces, blocks and towns) continued to some extent in later periods (Afshari, Zandie and Qajar). The new system of divisions of Iran is rooted in the Constitutional Amendment (1286 AD), which divided the country hierarchically into states, provinces, blocks and villages. Following these developments, in October 1937, the Law on National Divisions was reformed and a new system of hierarchical divisions was introduced, which consisted of provinces, cities, districts and villages. Then, plans were prepared by scholars in the field of political space management and government, which we will review briefly.

The Morrison-Knudsen Plan (1947) was a plan for development of the country based on agriculture. The role of advisers was obvious in preparation of this plan; in a way, four currents of the World Bank, the US Embassy in Tehran, two American consulting companies and a US citizen were involved in approving this plan. This plan reported an overview of the situation in Iran in 1947, which was very bad in terms of infrastructure. The initial goal of the government was to improve the living standards of people by developing national resources and generalizing culture and developing agricultural infrastructure. This plan was presented in 9 topics emphasizing the main infrastructure of the country and it was clear that the country was run with almost no physical infrastructure (Morrison & Knudsen, 1947). Reviewing the plan, Moghisi suggested the need to organize the space and the need to create local organizations such as city council, district, county and receive local tolls and perform public works by this local institution (Nafisi, 1947).

The macro-zoning of the country (1961), presented by the Development and Housing Organization, divided the country into 11 macro-regions as well as middle and micro regions (Vosugh, 1998).

Thorsen's plan (1962): The American team came to Iran to transfer international development and raised the need to decentralize the structure of Iran. However, the proposed plan was in accordance with the system of national divisions in 1937. Finally, an association was proposed for the province, county, district, town and village, as well as formation of executive associations of working committees to elect the governor, district governor and mayor, and Kadkhoda (Khoshkalam Khosroshahi, 1999).

Abadian and Amir Ebrahimi plan (1970): this plan considered the increase in the number of provinces, governorates, districts and villages and suggested the formation of Tehran metropolis for the first time; it pointed out the geographical, social and economic boundaries and decentralization, but it proposed no new model for national division.

The Battelle Memorial plan (1972) was developed by the Battlle Memorial University and divided the country into 11 regions. This plan was a comprehensive and coordinated plan for socio-economic development to reduce differences between regions. The plan divided the regions into three categories: developed, developable and underdeveloped, and raised

the need to pay attention to villages and prevent migration to cities, and considered four levels for administration of the country (Summary of the interim report of the Battelle Consulting Group, 1972).

Zoning of Education and Research Center (1973): This report was compiled by the Regional Planning Office considering the patterns of rural housing in homogeneous regions of the country and divided the country into 6 regions (regional planning office, 1983).

Division based on regional macro-planning (1973-1977): According to morphology, climate, productive forces and urban population, the country was divided into 10 regions (ibid).

Zoning based on the report of social planning and human resources (1973-1977) took into account the characteristics of urbanization and divided the country into 5 regions (ibid).

Zoning based on the report of the Office of Civil Projects (1973-1977): Considering 53 economic, social and political indicators, the country was divided into 6 regions (ibid).

Misra plan (1974): this plan considered the spatial dimension of development and conditions for disadvantaged areas to benefit more from development. Optimal concentration was proposed for it and subjects such as decentralized concentration or balanced concentration were used. Multilevel planning was proposed for the country to help create conversion industries in rural areas and the country was divided into 8 regions (Mabuguje & Misra, 1977).

Homsî's Zoning (1974): The division of the country based on economic and social characteristics as homogeneous regions was first proposed by this plan and the country was divided into 9 regions (Homsî, 1974).

Scetiran Plan (1976) considered three horizons of 37 years, 17 years and 5 years. These horizons were predicted for the country in 2012, 1992 and 1982, respectively, by French consultants. It was proposed to strengthen the rural community, along with economic growth, urban-rural migration and creation of urban-rural areas. Agricultural activity support was top priority and the plan intended to transform the urban management system. It tended to prevent marginalization and slow down the growth of Tehran; in the long run, it sought rapid economic growth and environmental protection and sought to propose a plan, consisting of village, city and special spaces (urban areas), development areas and marginal spaces (scetiran consulting engineers, 1974).

Pourkamal's plan (1977): Mohammad Pourkamal presented a plan that removed Dehestan and district of national division and proposed changing the name of dehestan to county and forming a local assembly. In this plan, a new province was formed of several counties; the governor-general was appointed and executive. The country included the hierarchy of provinces and counties, and the Keshvarbod was appointed as the Minister of Counsel. The country was divided into 7 or 8 or 10 general regions and dual councils were predicted for management of the province and the county. Finally, the desert areas of the country were divided into 5 regions with executive and study centers. In this plan, sea areas were foreseen for the country. The proposal of Tehran Metropolis was also expressed in this plan to balance urban and rural welfare facilities and tended to benefit from direct participation of people in management of local affairs.

Zoning presented in the report of the Sixth Plan (1978): this plan proposed a network of large cities and drew four large urban areas (regional planning office, 1983).

National division plan (1981): this plan tended to match the governance system of the country with goals of the Islamic Revolution; this system divided the country into states, provinces, counties and districts. National foundation was based on homogeneous natural, cultural, social, political and economic units and special attention to nomads was given priority in this project; elements of national divisions included tribes, villages, cities, districts, counties, provinces and states (National Division Office, 1982).

National division plan (1981): In the Islamic government, the only divisions that exist are between the believers and the misguided, and it is without considering anything else. In this plan, national divisions consisted of human, family, unit smaller than district, district, county, province, unit larger than province. The nomadic district was considered with a special governorate; in order to eliminate discrimination between city and village, it pays attention to institution of Islamic councils (ibid).

Zoning of Deprived Areas (1981): With the announcement of 6 provinces, these areas were identified as deprived regions, which were determined by 41 socio-economic indicators. As a result, 997 deprived villages were identified; 1882 target villages were identified and a credit line was allocated for them in the annual budget of the country (Vosugh, 1998).

Basic Land Use Plan of Islamic Iran (1984): After studying the climate, the land, population and communities, the plan divided the country into regions and organized development, industrial, mining and agricultural activities in 11 regions (planning and budget organization, 1984).

Service providing areas (1985): In order to facilitate service providing throughout the country, this plan was developed which prioritized service providing in the country. Due to highly unequal spatial distribution of service providing facilities in the country, the zoning was determined based on access to services. The country was divided into three regions, top service zone, special services zone and special services zone 2 (Vosughi, 2010).

Jihad Sazandegi zoning (1993): Considering rural indicators and combining plans before and after the revolution, 10 regions were determined for the country (Ibid.).

Razavian's theoretical plan (1995): Two small-scale, low-risk plans were designed to attract foreign aid and easy control, and a long-term plan based on education, with tight supervision of central government on local government. Ultimately, it tended to delegate financial resources to local authorities (Razavian, 1996).

National Physical Plan of Iran (1996) emphasized the distribution and delegation of authority to dehestans, districts, counties and provinces; it also proposed the separation of national affairs from local and highlighted the financial independence of municipalities. In order to provide services, it considered the establishment of service-providing departments and prioritized the use of specialized personnel. Ultimately, it proposed the national, regional and local associations. Organizing the scope of municipal activities was important as an effective point of the national physical plan (Planning and Budget Organization, 1993).

Comprehensive plan of national divisions (1999): effective indicators for planning homogeneous zones, in order to govern the country, were proposed as follows: region (9

zones), area (10 zones), district (6 zones), metropolitan zones and free zones. By delegating powers to provinces in order to attract investment and benefit from experiences of other countries, it tended to form government-cities and decentralize the government (Eta'at & Musavi, 2010).

Pars Vista plan (2000) proposed three models of divisions for the country; the first model was region, county, district, city, rural district, village; the second model was province, county, district, rural district and the third model was province, county, district, dehestan, city and village (ibid).

National document of land planning (2020) proposed the establishment of spatial integration by creating a multi-level, multi-center and multi-functional network, and creation of a region-city at three levels: first region (three levels), second region (two levels) and third region (peer level). Decentralization of metropolitan regions was on the agenda (Planning and Budget Organization, 2021).

After reviewing the plans developed during the last 50 years, we will study the approved laws of national divisions which have been legally implemented in the country during these 5 decades.

Law on formation of states and provinces and instructions of governors (1908): In August 1906, the constitutional decree was signed by Muzaffar al-Din Shah and legal form of decentralization in the country began with the hierarchy of states, provinces and blocks. Initially, the country was divided into four states, and the law provided for formation of state and provincial associations and municipalities and government departments. For the state, governor was appointed by the king and for the province, the ruler was appointed by the interior ministry. The viceroy was appointed for the blocks and the districts. The blocks became subject to important cities, and the center of each block was qasabeh, chosen by the governor or ruler. Ultimately, the village was a subset of the block (National Assembly, 1907). This law was changed in 1921 by the advisor Gaston Morens and administrations and provinces were divided into several bureaus (north, south, east and west). The central administration included calculations, supplies, and elections until 1928, when the Ministry of Interior was divided into first, second, and the center, and it faced many problems due to many inadequacies.

Law on national divisions and tasks of governors and district governors (November 7, 1937) presented a centralized system with divisions of province, county, district, dehestan, qasabeh and village, and the provinces were named northwest, west, north, south. The province was governed by the governor-general, the city by the governor, the district by the district governor, the dehestan by the dehdar, and the deh by Kadkhoda (The Ministry of Finance, 1937).

Amendment of the Law on National Divisions (January 9, 1938): The country was governed centrally in the same way on November 7, with a few changes as follows. The country was divided into 10 provinces, 49 counties and 290 districts; hierarchy of the country was province, county, district, dehestan and qasabeh and village, and the provinces were numbered from one to ten. In 1948, the governor general was added to national divisions; in fact, the province was equivalent to state and the governor general was equivalent to province (National Assembly, 1938).

Law on Regulations and Definitions of National Divisions (July 6, 1983): The administrative-political system of Iran was determined to remain centralized and the hierarchy of national divisions was defined as province, county, dehestan and village. The dehestan became the smallest unit of national divisions and the mobile nomadic district was considered for the tribes; in practice, district was composed of several dehestans and cities, county of several districts and province of several counties and all provinces were subject to the central government (The Islamic Consultative Assembly, 1983). In the 1990s, the Dehdari unit was removed from the national divisions and its duties were assigned to the district governor. Also in the 2010s, a special governorate was formed with a description of vague duties. The last changes in the level of urban management continued in 1998 with formation of Islamic councils in cities and villages.

CONCLUSIONS

The current administrative system of Iran is not efficient and is considered as a serious obstacle to development (Faghihi & Danaeifar, 2011). Different types of administrative-political systems, which were formed, studied and analyzed in order to politically manage the space in different countries and at different times, have tended to properly organize the space politically and achieve development. But what is clear is that sustainable development in fully centralized systems has not been realized due to the lack of proper, transparent and systematic communication between people and the government, and transfer of administrative and executive powers to people is recommended as a suitable and optimal solution to achieve balanced and fair development. In fact, giving real powers to local governments will provide the solution for the exit of centralized countries and the move towards equitable development. Intensity of the transfer of public affairs to people in the form of local governments is the measure of the government will in order to objectify fair and sustainable development and reduce the costs of the central government.

Demana Model

Demana, derived from the name of national divisions of the Median period, is a bottom-up design; for the first time in the country, it tries to avoid the involvement of state officials and political elites and unofficial agents in administration of regional affairs. Considering the specialized and indigenous human resources, establishment of local government with an independent position and socio-economic approach, which can lead the country towards sustainable development, in the light of a central government, with a different view and support for local governments, is suggested that in this regard, the elements of Demana are suggested as follows.

1. Local governments (city council, supervisory council and municipality)
2. Local administration (local assembly, supervisory assembly and governor)
3. Assembly of governors of geographical areas (Kestak)
4. Guardian court of the local law

Demana Local Government

The local government (mayor and city council, supervisory council) is a public institution that will be formed to provide municipal services independent of the local government and by direct election of people and will consist of the following parts.

City council: it will be responsible for urban legislative duties (such as approval of municipal bills, approval of local toll tariffs, approval of urban development plans, approval of traffic plans, approval of investment plans, approval of comprehensive urban cultural programs, urban development plans and approval of office proposals sent to the parliament by the mayor) and for approval (appointment and dismissal of the heads of the municipal departments). The members of this council will be determined according to the factors of population, size, cultural characteristics and political position that will be adopted in the general urban law. The members of this council will be elected by direct public vote and will be responsible for approving and monitoring the actions taken at the city level.

City supervisory council: This council will be responsible for controlling and adapting the laws approved by the city council with general laws of the city and upstream laws of the country. The members of this council will be composed of 1 member of the city council, 5 members of the local legislative assembly, 7 members of the local supervisory council, 3 lawyers introduced by the district prosecutor, 3 lawyers introduced by the bar association. The law will be notified to the mayor for implementation when both councils pass the law. If the city council approves a law and the supervisory council finds it illegal, it will be returned to the city council for amendment; under these circumstances, if the city council resolves the objections and the bill is approved by the supervisory council, the law will be notified to the municipality for implementation. However, if the city council insists on its decision, both councils will convene a joint meeting and the vote of the joint council will be notified to the municipality as a law. If the law is not passed in the joint council, the issue will remain silent for a period of time, and if for any reason, the votes of the joint council are equal, the vote of the mayor will be decisive because the mayor will be elected by direct popular vote. If, for any reason, city council elections are not held in a city, duties of the city council will be delegated to local government council; if municipal elections are not held, the mayor will be appointed and will perform duties upon the proposal of the local government council.

Mayor: The mayors of all cities will be elected by direct popular vote and will be considered the highest executive director of the city. The mayor will send the municipal plans to the city council in the form of an annual budget and will implement them after approval. All heads of departments in cities are appointed according to their expertise on proposal of the mayor and approval of the city council. The heads of departments are present in the city planning and development committee, which is chaired by the mayor, and all urban development programs will be formulated based on national macro policies and will be implemented after the approval of the city councils. The mayor will compile the main development plans of the city after receiving expert opinions from the target universities and send them to the city council for approval. The city development plans include a master plan, comprehensive plan, detailed plan, traffic plan, investment and employment plans that the mayor is responsible for

implementing and the city council will not have the right to interfere in executive affairs of the municipality. The local government and the ruler and local assemblies are not allowed to interfere in affairs of local governments (municipalities and city councils) and urban management is the responsibility of these two institutions. After obtaining permission from the city council, the mayor can establish technical relations with all municipalities in the country.

Demana Local Administration

The local administration (governor, local assembly and supervisory assembly) is a public institution that manages each of the regions and consists of the following organizations.

Local legislative assembly (local assembly): This assembly is responsible for regional legislation; the number of members of the local government assembly will be determined by considering the population, size, political position and cultural characteristics. The members of this assembly will be elected by direct popular vote from all the towns and villages in the county, which will be called the local government. The scope of activity of the local legislative assembly will be on political, cultural, social, economic and environmental issues.

Local supervisory assembly: The members of this assembly will be appointed by direct popular vote in the order noted in the general law, and will be responsible for supervising the laws passed by the local legislative assembly. Like the city council system, if a law is passed in both local assemblies, it will be notified to the governor for implementation. If the law is not approved by the legislative assembly and not approved by the supervisory assembly, it will be returned to the legislative assembly. If the objections are corrected and re-approved by the supervisory assembly, the law will be notified to the governor for implementation. If the legislative assembly insists on its initial resolution, both assemblies will convene jointly. If the law is approved by the legislative assembly in a joint session, it will be notified to the governor for implementation. The law will remain silent for a four-year term unless it receives the required vote in a joint session of assemblies. When, for any reason, the votes of the assemblies are equal, the vote of the governor will determine the status of the law, because the governor will be elected by direct popular vote.

Governor: The governor of each region will be elected by direct popular vote and will be the highest executive authority in the region and will introduce the heads of departments to the legislative assembly for a vote of confidence. In addition to the plans approved by the legislative assembly, the governor has a duty to send bills to the legislative assembly for consideration. The governor is responsible for negotiating with local administrations, the cabinet and the president, and none of the local assemblies will be allowed to interfere in the administration.

Rural management: Local administrations are allowed to decide on rural management. If the rural population is very small and lacks productive manpower and sufficient income to run, the rural executive director will be elected upon the proposal of the governor and approval of the legislative assembly; when two-thirds of the villagers apply for local elections and election of a rural executive director, the legislative and supervisory assemblies will consider the application one year before the election. In the event that assemblies vote not to

hold elections and to form an administrative organization for the village, village members will have the right to send their protest to the local administration guardian council. If the assembly votes to form a village council, the village will be allowed to hold elections and pay 80 percent of its current and development costs. In the event that the village council presents a positive balance sheet, the local administration must provide 20% of the village development credits in order to invest and provide some of the development costs of that village. If the local administration refuses to do so, the rural government can file a lawsuit with the local administration guardian court. If the rural government fails to do its duties, it will return power to the local administration after four years, and the villagers will not have the right to re-run for two four-year terms.

Geographical regional assembly of governors (assembly of governors or Kastak)

Kastak is derived from the name of national macro divisions during the Sassanid era and the country will be divided into the following five geographical regions: north coastal region, western mountainous region, northern mountainous region, inland desert region and south coastal region.

In these regions, the Assembly of Governors is held and the meetings of this assembly will be held every six months in one of the local administrations of that region. These regions will be created based on natural features of the country and without considering an independent political-administrative center in order to prevent ethnic tensions and conflicts, and its tasks will be as follows: using the experiences of geographical regions to draft local and national bills, coordinating decisions for inter-regional cooperation, developing inter-regional and development plans, sending draft bills to local assemblies for approval and informing the public, providing credit or attracting investors to implement projects, sending regional proposals to the Islamic Legislative Assembly for approval, assisting more developed regions after the plan was approved in the Assembly of Governors and local assemblies, directing less developed regions on the path of progress with continuous supervision.

It should be noted that the chair of each meeting is determined based on the meeting in each region.

Capital

The new administrative capital of the country should be defined in a new place that will reduce its current problems; for this purpose, it is proposed in order to achieve the following goals: reducing the growing centralization of Tehran, creating a modern city that has all the necessary hardware and software to run the country, constructing a new city with benefit of Iranian-Islamic architecture as a model city of Iran and introduction to the world and preventing the spread of land rents in the capital and eliminating the false attractiveness of housing and land and focusing on administrative-political affairs.

Guardian Court of Local Law

None of the pillars of the political administrative system of the country is allowed to revoke the approvals of local administrations and governments that have gone through their legal process. This court will be formed in order to prevent the interference of formal and informal institutions of Demana and elements of Demana. Its members include 10 lawyers approved

by the Islamic Legislative Assembly, 10 lawyers elected by the President, 10 lawyers nominated by the Bar Association, 10 judicial officials nominated by the President of the Judiciary, 10 lawyers nominated by the Assembly of Governors (Kastak).

The court will hear the following: rural government's complaints against the local administration, local government's complaints against the local administration, local administration's complaints against the state governor assembly, local government's complaints and local administration's complaints against the central government.

However, public complaints against local administration and local government institutions will be heard in the Court of Administrative Justice.

National and local revenues

Considering that various industries have been established, constructed and managed by the central government in the past decades and have been owned and supervised by the central government, under the new plan, fully state-owned centers will continue to be run by the central government to meet national needs. After the formation of the local government and administration, depending on which of the two local administrations the new investments fall within, the decision on how to attract the investor will be made by that government or administration. The central government will not be allowed to make new investments in the country and must support investments in different parts of the country. Local administrations can cooperate with any of the local administrations if they need domestic and foreign investors, with the approval of the assemblies. If this investment needs more support, the investment will be suggested in the governor assembly and approved by the local assemblies and the Islamic Legislative Assembly and it will be made by obtaining national support. In addition, a few percent of the value added tax on these investments will be transferred to the central government treasury account for national affairs. Taxes received in each region will be paid into account of the local administration and the local government upon receipt. Regarding oil, gas and customs revenues, after depositing a percentage of the sale of these products to the account of local governments of that region, the rest will be allocated to the account of the central government to carry out national affairs and support the less privileged districts. Imposition of various and different taxes in local administrations and local governments in the country, according to various jobs and services allocated to citizens of these areas, is a new income source. In general, revenues include the transfer of tax imposition to local governments and administrations, the transfer of state-owned industries and mines to local administrations, investment in the seas around the country by the central government (in order to transfer revenue sources to the local government and administration) with participation of local governments and administrations and investors, investment in the central deserts by the central government in order to transfer revenue sources to the local government and administration) with participation of the local administrations and governments and investors, attraction of foreign investors through the Assembly of Governors (kastaks), planned and scheduled central government support to the local administrations and governments by supporting private sector investors through national resources, the shift in security approach to economy in border areas through joint ventures by local administrations and neighboring countries.

Form of Madna national divisions

In this plan, the country will be divided into current number of cities, ie 430 local administrations. In the country, people and local officials have always sought to upgrade their political unit in order to achieve political and economic opportunities. Hence, by dividing the country into current number of cities, all these political units will be upgraded to a level beyond the current province and will be referred to as local administration and will have much authority in public affairs.

As this plan intends to propose infrastructure changes for political space management, these divisions should not be different with the current situation. Because the introduction of new models of political space organization may confuse people and we will face resistance in implementation of the plan.

Considering that Iran is composed of various ethnic-racial groups and these ethnic groups are also composed of subcultures that differ from each other in details, almost all subcultures of the country will be given the authority to decide on public affairs of the country with formation of new local administrations.

Finally, Demana intends to improve economic conditions by optimally distributing power in the country and managing the territorial space by delegating executive powers to local regions, while increasing popular participation, with the help of ethnic-cultural factors, and finally establish balanced justice in the country by providing a proper socio-economic platform.

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