

Study of Institutional Collaboration in the Management Structure of the City Regions Case Study: Process of Determining the City of Qazvin Growth Boundaries

Mohammad Sheikhi^a, Nazanin Delnavaz^{b*}, Elham Nazari^c

^a Associate Professor of Urban and Regional Planning, College of Social Sciences, University of Allameh Tabatabai, Tehran, Iran

^b M.S. Planning of Regional Development Allameh Tabatabai University, Tehran, Iran

^c M.S. Cultural Studies, University of Science and Culture, Tehran, Iran

Received : 23/05/2015; Accepted: 30/06/2015

Abstract

This article is about the institutional collaboration in the management structure of a city-region. To achieve this purpose, corporate limits of Qazvin are studied as the city is becoming a region.

The possible institutional cooperative in the centralist governmental structure is planned based on the new regionalism theory and its governance pattern, new institutionalism theory and its emphasis on informal rules in institutions and rational dialogue as an indicator of institutional cooperative, in order to become closer to the governance structure.

The methodology of this article is the instrumental case study. Also interviews, questionnaires and archival reports were used as applications of the data collection. An explanation building is the analysis method with the subsystem analysis such as survey and correlation test. There are three level of analysis in these studies, structural, organizational and individual level. The results show that the rational dialogue between urban institutional in both levels of analysis including organizational (formal rules) and individual (informal rules) analysis is not possible in the current situation and Because the governmental structure as a third level of analysis is not changeable, Therefore, the possible pattern of institutional cooperative in this city-region is about the organizational and individual level of analysis. The derived pattern to achieve the institutional cooperative is establishing the sphere for voluntary dialogue between city institutions in order to achieve agreement. Additionally, in the individual level, the experts and managers who are the main attendances in this sphere, have their own values and norms. Studies about the current values and norms show that values are appropriate to establish a rational dialogue but the norms are in the opposite direction. The value for these people should be internalized to achieve the rational dialogue in the organizational level.

Keyword: Institutional Collaboration, City-Region Governance, Rational Dialogue, Qazvin City-Region, Iran.

1. Introduction

City-regions are actually united operations that include various governmental and managerial domains because of their extent and spatial extent and in the situation where coordinated processes and structures are not created with cooperation, a phenomenon called political fragmentation will occur as the result. Although the most fragmentation point in the city-regions is the political fragmentation, regarding the fact that decisions about the public services in the realm of each municipality is not exclusively in the authority of urban management and state or provincial departments ministrations actually hold a portion of offering urban services in hand, another type of fragmentation will come into being that is called operational fragmentation.

Qazvin city-region was not safe from the harm of this political fragmentation which occurs in big - flourishing - cities and during the past years and following the widespread process of urbanization across the country was a suitable center, especially for the purpose of job placement. But because of the high land rates in the main city (Qazvin) most of these emigrants inhabit the surrounding cities and villages, and this process led to the alteration of mentioned cities and villages into places which are close to the city of Qazvin but at the same time becoming detached regions from the city. Of instances of this occurrence we can refer to urbanized village of *Sultan Abad* under the name of *Eghbalieh* and villages of *Choobindar* and *Kheirabad* which turned into a detached city-region.

* Corresponding Author Email: nazanindelnavaz@gmail.com

To solve the provincial managing problem and the political fragmentation, one of the solutions that is set forth is the formation of a single, integral managing system. During the end of 20th century, it was criticized greatly and in response to that, new regionalist theories were offered which disavowed the integral management of the regions of macro cities and proposed the scheme of governance. Governing based on collaboration and cooperation which aims to reach the processes of interaction and collaboration of all the beneficiaries on the management level of city-regions.

The process of fixation of city growth boundaries is one of the most important topics which can reflect the function of governance in the city-regions with excellence. The topic of defying the growth boundary of Qazvin city was always the main point of discussion between organizations like Qazvin municipality, roads and urbanization ministry and the governor. On the other hand, the growth boundary of Qazvin city due to the huge spatial extent which leads to the political fragmentation problems and causes problems of the managerial matters of the subregion's massive generalship structure indicates the issues of operational fragmentations.

2. The research method

The singular descriptive-implemented case study and using a descriptive-analytic model in a syllogism way was done to reach the desirable inductions is the research method for this study. Yin (2001) used three main methods in his book: pattern-matching, Explanation building, and time series. In this study, the explanation building method is used according to the fact that it is used in the main singular case studies that has a descriptive aspect.

This method is used based on the execution of a series of ground rules description regarding the case study. Description of a phenomenon means to count a collection of causal relationships about it. These causal relationships are similar to the independent variables of other methods. Explanation building is a recurrent process, which begins with a theoretical declaration of a condition and then the offered theory is refined through the course of the study goals and the pronounced statements are corrected, this process will be repeated until the time of reaching the final result.

This scripture is formed based on this analysis method. The offered conceptual and analytical model will be considered to exhibit some options for a managerial

structure and then will be refined based on the sample terms throughout the research and in result a model which is possible with the present urban managerial and regional terms will be offered. In the stage of data collection, to analyze the formal rules of institutional terms from the archived researches and to analyze the informal rules, systematic interviews and the survey method is used. To have a narrative analysis of content, in the step of questionnaire edit and interview forms, the viewpoints of aware experts in the fields of urban and city studies are used. Also, to have a final internal measurement of questionnaire, the Cronbach Alpha coefficient is used. In the most of sources relating to the Alpha coefficient, to assign it as an appropriate tool, the minimum amount of it was presumed as 0.7. For the filled questionnaires in this study, the amount of 0.72 was resulted which indicates the internal stability of the questionnaire.

3. Study letters and concepts

Governance: urban government manifests a traditional approach to the government of cities, urban management and metropolises and it pays attention to the relations between municipalities, official organizations and government, and to vertical relationships between them. But, Serinivas defines governance as an aware management of governmental structures with the aim of empowering the public domain. Also, another description believes that, governance covers a duality but it goes beyond it with the regard to the private sector and civil society. Government provides political and legal space, the private sector provides job and income, civil society provides a mutual socio-political action by mobilization of groups to participate in economic, political and social activities. Based on the main rule of suitable governance, the anxiety of mutual action between the three of them is productive. Therefore, governance is a different form of reign which is inclined to the relation between the civil society and the government, legislators and the users of laws, Governors and the people who are governed (Kazemian, 2004:35).

Institutional collaboration: to achieve a complete and joint definition of this concept, the institutionalism approach is used. Institutional collaboration, are sets of rules that interdict organizations and managers and their experts the ways that they should behave and address the people or other organizations. These institutions take two dimensions from these rules: formal and informal rules. In the formal rules, organizations used inscribed the law in

their relations and are impacted by them. In the informal rules, norms and values impact the institutional relationships between organizations (Gholipour, 2004).

Rational dialogue: Habermas theory on dialogue and communication satisfies the both parties through the presentation of reasoning. Thus, dialogue- as a communicative action - means a way to identify the question and to find the suitable answer for it. But the important condition for the start of dialogues is the

creation of necessary realization of other's' opinion - others that should not be thinking like us. While we consider this difference in opinion as a precondition for the start of discussion, then others will have the right to be different and to have different points of views against our thoughts and points of view. In fact, this recognition and respect for others' way of thinking, is a ground making matter for the formation of rational dialogue. In the figure 1, Habermas' model of discussion is portrayed in brief:

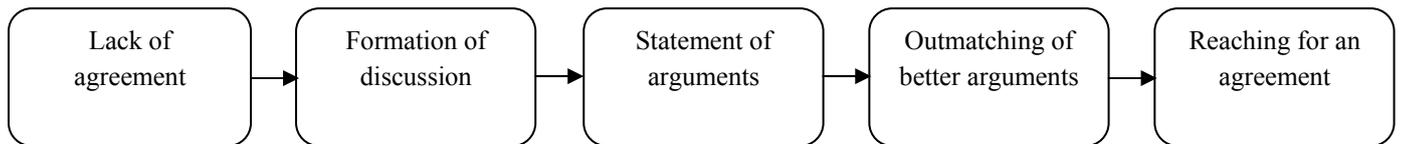


Fig.1. The process of rational discourse

4. Theoretical Framework

In the theories of new regionalism, governance pattern replaces processes to structures:

“Governance, not only becomes related with official and state formations and regional and urban institutions which officially operates the public affairs; but it includes many activities of other political-social groups. Governance is the sum of various methods which operates people, institutions, and public and state sector’s share affairs. Governance is a continuous process which antithetical or different affairs can be adapted through it for the public action to take place.

In line with the above definition, the United Nations recounts eight specific properties: participatory, cooperation, pervasively, clearance, responsibility, efficiency and productivity, the rule of law, accountability (UN, 2007). In this study, to specify the discussion, the debate of cooperation is considered and based on that each regional management structure should organize institutional collaboration between all of the Stakeholder organizations correctly. The theorists of new regionalism

divide the institutional collaborations in two types of formal and informal. Formal rules are the law, plans and programs that existing in the scripture form and impact these relations directly. On the other hand, informal rules have also an impact on institutional relations. Norms and values influence the institutional relations and change the course of it (Lowndes and Leach, 2004). To analyze the institutional collaboration between organizations, rational dialogue theory of Habermas which points out to an adaptive truth between people, organizations and institutions is used. Based on this theory, the indicators for evaluating formal and informal rules which lead to the formation of institutional collaboration between beneficiary organizations can be defied.

To survey the current condition institutional collaborations in the city-region management structure, on the conceptual level, a model have been designed in which the mandatory institutional relations shows for reaching the cooperation as one of the main pillars of governance based on the rational dialogue.

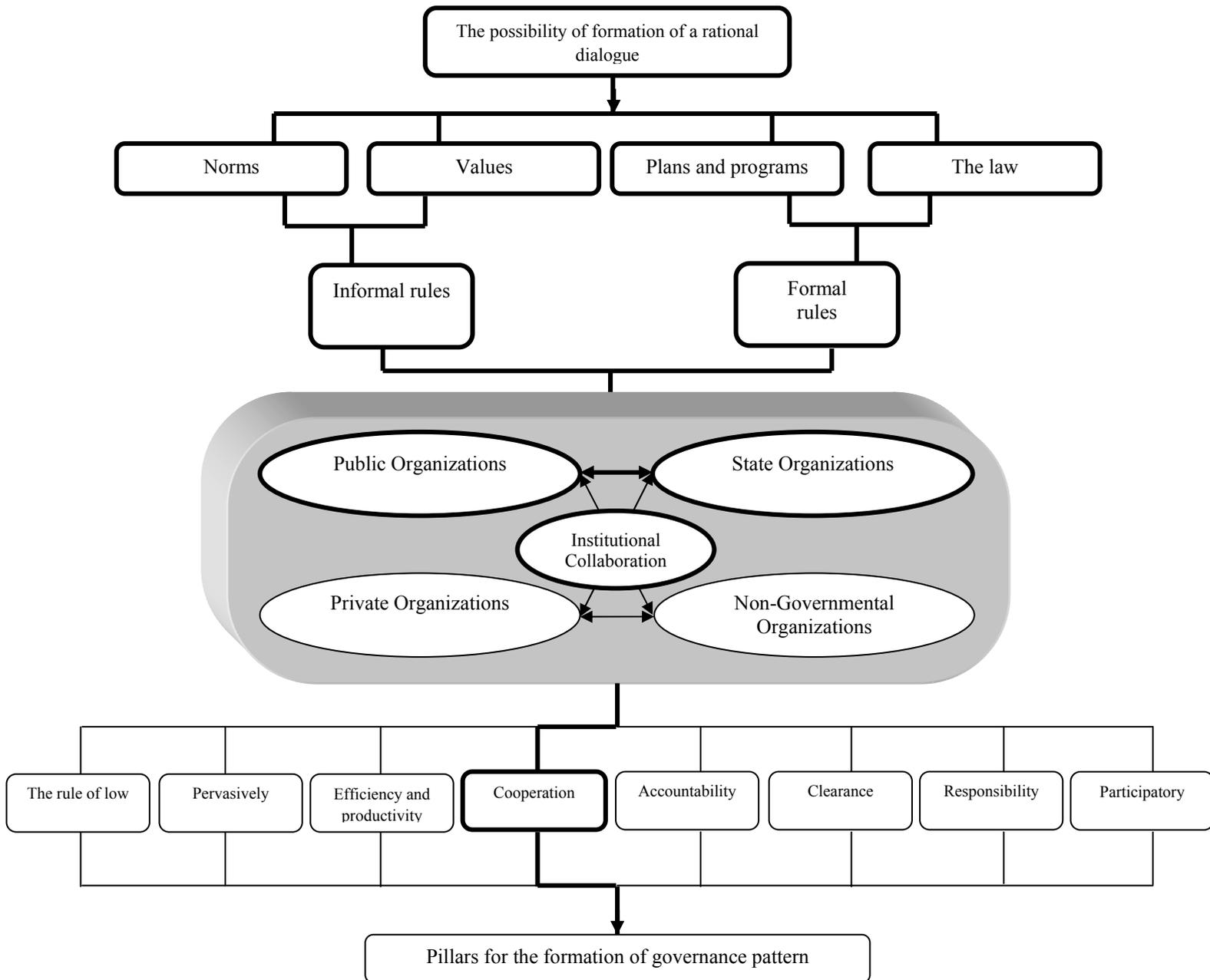


Fig .2. The conceptual model

5. Model of Analysis

Cooperation as the first step in line with the aim of reaching the governance pattern has a closed relation with the possibility of rational dialogue formation. In the communicative action theory, Habermas tries to show that disputes should be resolved without wrath and violence and to reach this goal, a social system must be established in which making decisions and execution of them is done

through reasoning. This social system is based on the communicative wisdom which is based on the conversation logic and free discussion; it is a try to recover the previous lack of agreement.

Discussion, in the Habermas sense of it should be followed up through the valid utterances to reach the desired result. The speaker of it should choose an expressive basis, in a way that he/she and others can understand it and reach a shared knowledge with the

listener by expressing true phrases. Speaker must also utter his objectives honestly for the listener to fully reach his/her declarations. And finally, the speaker should choose some parts of his words that are valid and correct for the listener to accept them. Generally speaking, both the speaker and the listener should be able to find the statements which are based on normative basis that are accepted valid and reliable, only with this condition, the communicative action would be continual and lasting (Ansari, 2004).

Habermas agreement will be gained in a theoretical way of discussion. During the discussion, four types of criteria are posed for the validation of motives and will be recognized by the people involved in the discussion.

- First, it must be discerned that the utterances of the speaker are understandable and recognizable.
- Second, the clauses that the speaker is proposing should be true, it means that he/she should provide reliable data about the subject matter of discussion.
- Third, the speaker should be honest during the utterance of his clauses, it means that he should be recognized as reliable.

- Fourth, the speaker has the right to pronounce these cases, even if he is not honest in the offering of his thesis (Reuters, 2004).

The rationality of Habermas is created via the creation of relationship and discussion is free from any external pressure, dismay and threat. In this type of rationality, the basis of relation is a mutual try to satisfy each other. In other words, the goal is to reach a mutual-understanding. In communicative action, participants will add to their cooperation in the calculation of the instrument - the goal does not gain much importance and it is not only to satisfy the personal revenue and profit. The perspective of the activities is to reach an agreement (Oath Weight, 2007).

To reach the agreement and cooperation in the city-region governance, the combined indicator of rational dialogue is portrayed in the following model regarding the variables that makes possible the evaluation of it and will be analyzed on that basis:

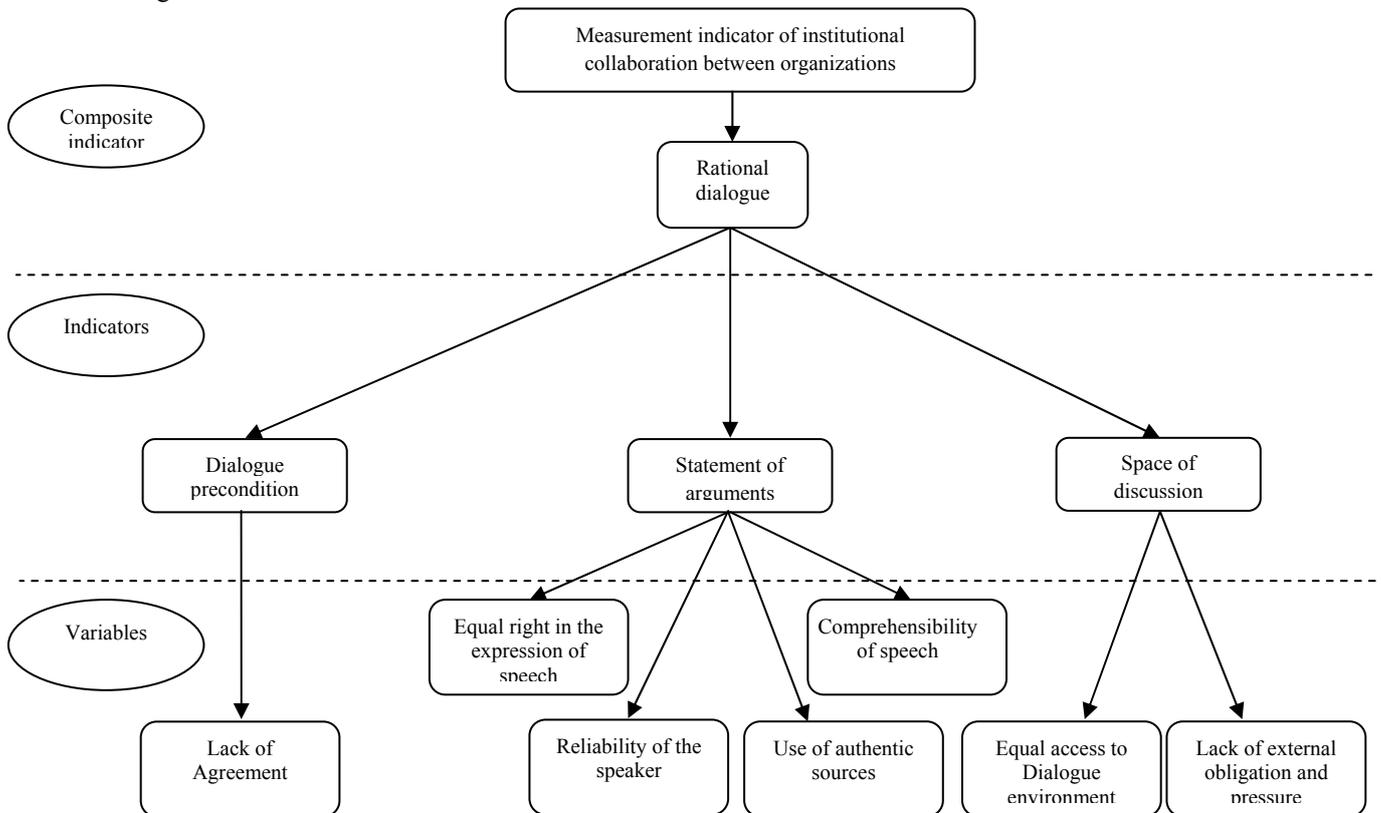


Fig. 3. Analytical model

6. Qazvin City Growth Boundary

The last rule in order to assimilate the definitions and terms related to the borders and frontage of cities and defying the supervisory organizations and their policy was legislated in 2004 and it is called "The law of city growth boundary and range definitions". Right now, this decree must be the main reference for making decisions about the growth boundary and range of cities, based on the second clause of this law, the growth boundary of a city is defined as below:

"The growth boundary of a city includes the intermediary territories around the city ranges that the supervision and control of municipality on them is mandatory, this should not violate the state boundaries related to the townships and regions. In order to protect the necessary lands with a priority of retaining the ones that are suitable for agricultural means, gardens and jungles, any utilization for the construction of buildings and establishments in the city growth boundaries should be possible in the framework of rules, regulations which are enacted as inclusive, guide lining. The supervision over the foundation of any building or facility that is recognized in the growth boundary of the city by the approbation plans and criteria and the safekeeping of the boundaries, except for the industrial towns (which are exempt from the legal span of cities and the rules of municipalities) which is from the responsibilities of the related municipality, any unlawful construction in this growth boundary will be regarded as illegal and the offenders will be prosecuted according to the laws."

Based on the definition, the construction laws in the city growth boundary will be defined by the inclusive, guide lining regulations and the supervision over this boundary is the responsibility of the related municipality. Although it is mentioned in the first note, third clause of the same term that "villages that are located in the city growth boundaries will have their own independent growth boundary and municipality of the neighboring city does not have the right to interfere in the villages construction."

Based on this, the municipality of the city does not have the permission to interfere in the growth boundary of the villages and industrial cities. So, in the growth boundary of Qazvin, except for 10 located

villages, the supervision on the construction and the offering of services will be on the municipality of Qazvin, a point that be causing a political fragmentation in the area and the growth boundary of the city-region.

In the same rule, the reference for defying the growth boundary is described. The 6th clause of this rule, affirms that "The city growth boundary will be defined in the general plan of the city, and until the issue date of that plan it will be enacted in the guide lining plan of the city." According to this enactment growth boundary specifying reference will be the general plan of Qazvin. This plan was enacted in 2007 but it was revised according to the topics like growth boundaries because of a lack of agreements and variances and its enactment was postponed until the May of 2014 in the supreme council of urbanization and architecture.

During the controversies, the map for the growth boundary of Qazvin was provided by the viewpoints of municipality and proclamation of Governor and was presented to the Ministry of Roads & Urban Development to be included in the comprehensive plan of Qazvin. As it will be described on the rest of the study, this process of production and adjustment of growth boundary does not have a legal correspondence and it is based on an outdated law that municipality have referred to it and also as a regulation that Governor proceeds based on it.

With this description and citation of this map, growth boundary of Qazvin which is enacted as the comprehensive plan in the date of 5th July 2009 is the area between the blue lines. But because of certain changes that took place in the process of territorial divisions for Qazvin county revolving the secession of villages like the division of *Qadim Abad*, *Mash'al Dar*, *Jamal Abad* and the *Haaj Fathali* farm, Lia industrial city and Lia industrial complex from the *Pir-Yousefian Dehestan*² of *Alborz* county and their union to the central region of Qazvin county, certain changes took place in this map in which the most important of them is the addition of the southern part of city in the pathway of output road of *Buin-Zahra* and the Lia industrial complex. Based on the proclamation of Governor on 25th July 2010, the final growth boundary which was issued to execute the 6th term of the "Construction of building outside of the approbated city growth boundaries and borders" includes the red line. Based on this proclamation,

² Administrative Division

the approbated growth boundary of Qazvin master plan has changed and its new version was included in the reconsideration plan. This process of specification and approbation will be discussed throughout the study and its weaknesses will be analyzed.

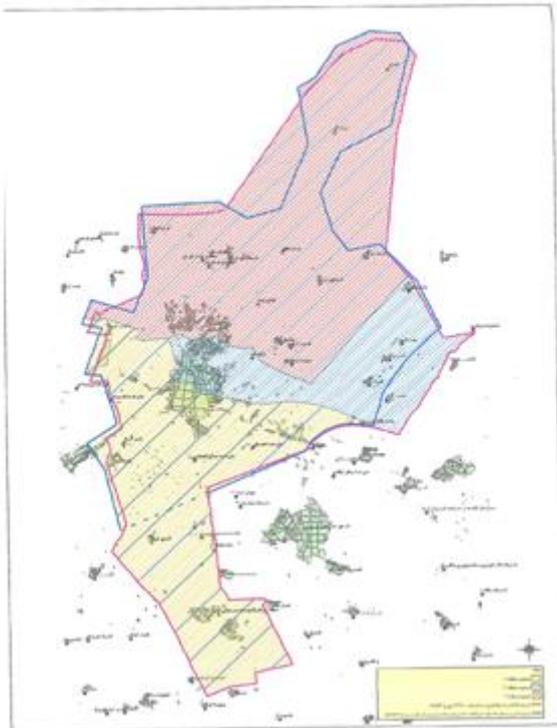


Fig.4.Qazvin City Growth Boundary

According to the laws the involving organization in the process of growth boundary specification are a collection of governmental, public, regional, county organizations. With the same reason, the governmental, public and regional organizations - local organizations that play the main role in the specification and supervision on the growth boundaries based on the law and they are the case study are listed as below:

- Organization of Roads and Urban Development: based on “Law of city growth boundary and border specification” approbated in 2015, the specification of growth boundary based on the master urban plan is the responsibility of this organization. Also, based on the first clause of “Law of the foundation of Roads and Prosperity ministry” approbated in 1964 and the 2nd article of the third clause of “Changing the name of Ministry of Roads & Prosperity into the Ministry of Roads & Urban Development and determination of its responsibilities” approbated

in 1974, the ministry of Roads & Urban Development in each state is responsible for providing the master city plan for its own state. Also, based on the 3rd clause of the “Foundation of supreme council of urbanization and architecture” law, the presidency of this ministration is executed by the Ministry of Roads & Urban Development which based on the second clause of the same law, the reference for approbation of cities master plan and proclamation of them to the relating clients is one of its responsibilities. Also based on the 27th article of “regulation of the planning and development council of the state and expert workshops” approbated in 2006 the secretary of Architecture and Urbanization Workshop is Roads & Urban Development organization, and has the duty of analyzing the city master plans for approbation in the plan and development council in the state. It deserves specify that secretariat of the mentioned workshop will be formed in the same organization.

- Municipality: based on the “Law of definition of city growth boundary and borderline” approbated in 2005, the supervision on the construction of any building and facility which based on the enacted plans and criteria is perceived legal and the protection of growth boundaries except for industrial cities (which are anyway exempt from the legal boundaries and borders of the cities), is the responsibility of municipalities. Also, based on the 2nd note, article 2 and 3rd note, article 3 of the 99th clause of amendment to the “Rules of Municipalities” approbated in 1966 and 1993, municipalities are the reference for collecting the taxes in the areas of the approbated boundaries and based on this basis, up to 80% of the revenues from these taxes should be spend on offering of services to the mentioned localities. So, municipalities are the supervising organizations in the range of the appointed growth borders. Also, based on the first article of this law, municipalities were known as the reference to provide urbanization master plans and recognizing of their own growth boundaries, although as it was mentioned, based on the “Law of definition of city growth boundary and borderline” the responsibility of specification of the growth boundary is on the master plans and

the Ministry of Roads & Urban Development at the moment.

- Governor Notarial: based on the 2nd clause of “The foundation of supreme council of architecture and urbanization law”, the ministry of state which is the obeyed organization of the Governor is the member of this council as the reference of approbation of master urban plans. Also based on the 3rd clause of “regulation of the programing and development council and the expert workshops” approbated in 2003, the Governor is the administrator of this council that based on the article E of the 4th clause, he is the state reference for the enactment of master plans. Also based on the 27th clause of the same regulation, the administration of Architecture and Urbanization Workshop is done by coordination of vice chancellor of the governor in civil matters

whom is the reference in analyzing the mentioned plans. Also it is worthy to mention that the governor of Qazvin interferes based on the regulatory terms of supervision over the growth boundaries and have added a number of spots to the growth boundary map.

7. Official laws governing the growth boundary

In the first portion of this part, the governing laws that govern the growth boundary will be analyzed in the general sense and in the second part the plans related to the growth boundary of Qazvin city will be discussed. The table below represents the related rules and regulations with the determination of the growth boundary and its rules and regulations on the order of their enactment date:

Table.1

Legal decrees relating to the growth boundaries

The law	Participatory organization	Enactment Date (year)
Foundation of Roads and Prosperity ministry rule	Ministry of Roads & Urban Development	1964
Municipalities and their further revisions rule	Municipality	1966
Foundation of Iran’s Supreme Council of Architecture and Urbanization rule	The supreme council of architecture & urbanization and the ministry of Roads & Urban Development	1972
Change of changing the name of ministry of Roads & Prosperity into the ministry of Roads & Urban Development and determination of its responsibilities	Ministry of Roads & Urban Development	1975
The regulation of land use, construction of building and facilities out of the legal ranges and city growth boundaries	The Governor	1977
Regulation of planning and management of Tehran complex cities and big cities and their surrounding cities	Governor, The Governorate and Municipalities	1995
Regulation of the analysis method and approval of development plan and local, regional, national reconstruction and	The Supreme Council Of Architecture and Urbanization, The Planning and Development Council of State, Architecture & Urbanization	1999

urbanization and architecture of the country	Workshop, State General	
Rule of the third Development program, 70 and 71 Clauses	The Planning and Development Council of State	2000
Rule of City growth Boundary and Borders' Definition	-	2005
Regulation regarding the development and planning council of the state and expert workshops.	The Planning and Development Council of State, Architecture & Urbanization Workshop, Ministry of Roads & Urban Development	2006

(Source: Author Using the source of : Kazemian, Saeedi, Rezvani; 2002)

Also the plans and programs related to the growth boundary of Qazvin is as below:

- Master plan of Qazvin: This is the first urbanization plan which is available for the first time with the execution period of 25 years and until the horizon of year 1991 and its execution was anticipated for a five-year period. In this development plan, most effort was used to keep the specifications and the existing textures of the city. The development pattern of Qazvin city considered two main principal factors between the points that the city was facing with: shortcomings and weaknesses during the execution of the plan, and the future growth of population. In order to reach the main goal of the plan and the accurate execution of it, this plan aimed an independent organization constitution that from its main responsibilities were creation of a balance and coordination between activities and the actions of the plan executive organizations and prevention from slow speed of its progress.
- The master elaborative plan: This primary plan is the first master plan of Qazvin city and one of the first programs that schedules during the era of Islamic Republic of Iran. This plan was designed as a separate program (and not a revision of a previous program) and it was authored based on the service descriptions that are operating by the Islamic Republic from the start of it. Its long term goals includes defying

the functions and altering the type of services in the city and it anticipated that Qazvin would have dominant service role and becomes respondent to the needs of the people in the city-region by offering expert services on the city and regional level. Also in this plan, the growth boundary of the city increased and the transport network was changed from a collection of coordinated set that is based on a hierarchical system and turned into a system that only suffice the organization of existing network.

- Observations of Qazvin city's master plans: in this plan, urbanization standards and criterion, analysis of facilities and other matters of the plans are determined by potentials and the problems by the SWOT. The landscape of development of Qazvin city in this plan is produced and offered in 8 axis which includes the green city, tourist center, distinguished social services, sustainable, modern and competitive agriculture, service giving city, healthy and safe city, scientific and academic research center. The plan was executed in three steps: The first step was to research the recognitions, the second step was to analyze and take result and to author the role and the landscape of the city development, and finally for the third step, is to point out a collection of executive policies by having benefit of the goals and strategies. These policies led to the authorship of a development plan for the city.

As an effect of changes in the city-region, the role of future of the city is suggested a ultra-city and regional service providing role. Also it is pertinent to mention that based on the requirements, the revision in the master plan of the city took place until the year 2015 and the growth boundary of Qazvin was analyzed in the reconsideration plan.

8. Study of content of the rules

Based on a number of rules that will be described in detail in the rest of this study, both the municipality and the Ministry of Roads & Urban Development has benefits and of course expenses in the growth boundaries of the cities which the same matter can be effective on the formation of rational dialogue in the institutional relations of these organizations. Of course because of its supervisory and political role, the Governor does not have any benefit or loss on this case.

- Municipality:

Based on the 2nd note of the article 2 of 99th amended clause to the municipalities that is related to the duties of municipalities in the growth boundary, the incoming taxes from the contracts, they must be paid to the sources for municipalities of the locality where those contracts were executed; although, based on the 1st note, 3rd clause of the law regarding the description of borders and growth boundaries, villages that are situated on the boundaries of the cities is independent according to the guide lining plan of the village and they have independent boundary and borders and the neighboring municipalities does not have the right to interfere in the construction or other matters of the village. Thus, the mentioning taxes in the 2nd note of the 99th article regarding the rules of municipalities is about the constructions outside the boundaries of villages and also the construction related to the industries. On the other hand by the addition to the growth boundaries of cities, it adds to the duties of the

municipalities. Based on the 3rd article of 3rd clause of amended 99th article to the rules of municipalities, all the municipalities across the country are bound to spend at least 80% of the revenues and incomes which they gain from the growth boundaries of the city jurisdiction area with the supervision of Governor and the relating sheriffdom in order to enhance and reconstruct the villages and complexes situated in the growth boundary, especially for the purposes of road construction, education, healthcare, supplying of potable water and agriculture.

Related to the notes and articles of the 99th clause of municipality rule, the addition to the city boundaries will cause expenses beyond the vast income it creates. Based on the same axis and the interview with the urbanization experts of Qazvin city municipality, the villages that are located in the growth boundary area cause expenses and the industries that are located in those areas are the sources of income.

- Organization of Roads & Urbanization:

Based on the article 10 of the urban land, enacted in 2013, all the lands belonging to the ministries and governmental institutions and banks and the relating organizations to them are those which require to the inclusion of their names and all the revolutionist foundations and institutes will be adopted by the Ministry of Roads & Urban Development. Related to this, breakdown and the sale of the growth boundary lands to the private sector is the responsibility of the Ministry of Roads & Urban Development, the same point that will bring revenue for this organization.

Finally, according to the analytical model, the source of all mentioned the law and plans plus those which are related to the growth boundary can be analyzed based on the main indicators and variables. The following table shows a summary of the survey result.

Table.2
The analysis of the official regulations content

Indicators	Variables	Possibility	Explanations
nt of arguments	Equal right in the expression of speech	Legal gap	Although there exist an equal voting right for the decision making in the state's council meeting, certain collaborative process which organizations can participate was not formed during the design process of providing the growth boundary

			map.
	Reliability of the speaker	Legal gap	Lack of certain rules to require organizations in performing processes in order to create trust.
	Use of authentic sources	Legal gap	There is no formal process in order to analyze sources of data and organizations should execute analysis actions if they want to do a precise analysis which causes a parallel work in addition to reach obstacle in the lack of legal obligations for accessibility of data.
	Comprehensibility of speech	Legal gap	The lack of scientific data assimilation and also other regulations to oblige organizations for providing understandable descriptions for other organizations that are unrelated but have the right to vote.
Space of discussion	Equal access to dialogue space	Not exist	Existence of hierarchical rules for accessing data and the lack of existence for the organizations which are eager to study the plans.
	Lack of any external force and pressure	Legal gap	Existence of sub regional management structure in the country states.

It generally seems that the rules and regulations don't cause any obstacle to create the process of rational dialogue, but serious legal gaps exists for preparing an collaboration map of growth boundary and the trust-making processes which make an obstacle in the formation of argument statement index in the pathway of rational dialogue. Also, the discussion environment will not be formed because the organizations do not have equal access to the data and facilities, and the law on give the possibility of accessing other organizations' data to the Ministry of Roads & Urban Development. On the other hand, other medial intervening properties like the fact that the municipality organizations and ministry of Roads & Urban Development have benefits and expenses in the growth boundary area; will cause a number of defects on the course of growth boundary determination based on the rational dialogue. These specifications caused an aggravated lack of settlement and functions related to a problematic factor in the way of reaching a productive agreement and final collaboration based on the mentioned legal gaps. According to the fact that the law has not created any considerable obstacle to reach the rational dialogue and have just include a number of gaps

for the formal formation of this process, the informal rules can help the formation of this dialogue level if they are shaped correctly.

9. Informal laws governing the growth boundary

Identification of existing values and norms existing in the relationships between the organizations was done in two levels. On first level, it was done based on the amount of each organization propensity to the desired variables based on the frequency of responses on two dimension of values and norms separately and on the next level the relation between values and norms of each variable was analyzed separately. The significance between values and the norms is rooted in the fact that each person's norms are resulted from his/her internalized values. This theorem has verity about the values and norms of organizations' experts. Thus, to find whether the mentioned values are internalized in the organization personnel or not, or in other words if the norms and committed actions are done based on the proposed values, correlation tests was performed. Summary of the survey on the both levels are inscribed in the following table:

Table.3
Evaluation of unofficial rules

Indicators	variables	Roads & Urban Development	Governor Notarial	Municipality	Correlation between Value and Norm
Statement of arguments	Comprehensibility of speech	Suitable	Not suitable	Suitable	significant relationship
	Use of authentic sources	Suitable	Suitable	Suitable	significant relationship
	Reliability of the speaker	Not Suitable	Suitable	Suitable	no significant relationship
	Equal right in the expression of speech	Suitable	Suitable	Suitable	no significant relationship
Space of discussion	Equal access to dialogue space	Suitable	Non suitable	Suitable	significant relationship
	Lack of any external obligation and pressure	Suitable	Suitable	Suitable	no significant relationship

The Organization of Roads & Urban Development and municipality highly value the simplicity and comprehensibility of the speeches and correspondences and also adjust their actions based on this, as well as, in action, they adjust their speech and correspondences based on this simplicity and comprehensibility (which does not necessarily mean vulgar way of speaking). The Governor experts believed that although simplicity and comprehensibility of speech is one of the organizational values of this institution, even with these descriptions, in action they behave differently to some extends. According to the more in-depth interviews that were done in line with deepening of the questionnaires' data, it seems that this difference is more related to the organizational characteristic of the Governor. As a supervisory and political institution, has the highest rank in the state. Hence politically speaking as a double-barreled way form

and imperative nature of the speeches and correspondences is one of this organization characteristics of which reflects itself on their responses. With the same reason, half of the Governor experts believe that this organization does not regard the rules of clarity and Comprehensibility of speech on their meetings and correspondences. To these descriptions and on a general view, based on the correlation tests, there is a meaningful relation between the discussed norms and values that shows the more each value gains a higher level, norms become operative the higher in their level.

Also, based on the expertise of the growth boundary, all the experts have regarded the significance level of it source reliability their related organization as high, and they have described the level of acting according it, in a way that it is seemingly that there exist a significant

relationship between value and norm has been formed that the more the related value get the importance, the practice of it goes further.

Additionally, experts regarded the significance of speaker's reliability as high and they believe that it is important for their organizations that people or organizations take part in their meetings should be reliable. In this case, it is only the Governor and municipality that have the trust in other parties and the Ministry of Roads & Urban Development does not have the necessary trust in other organizations. This matter contributes in the lack of a formation between the mentioned value and norms. It means that, the boost of trust in the speaker's reliability, in its related action, would not be formed. According to deeper discussions, the reason of this difference is that experts believe that the only specialist organization in this case is the Ministry of Roads & Urban Development which have the required strength and expert personnel and other organizations like the municipality and the Governor does not own the required expert personnel or they cannot utter scientific and expert testimonies because of the political reasons. So, the Ministry of Roads & Urban Development does not have the proper trust in these organization and because of the same matter, 80% of the experts believed that the shaped trust is due to the justification meetings that was held by the organizations or in the form of council of planning and development programs of the state.

10. Analysis of informal rules

Based on the analysis model and the found results, the process of institutional collaboration of regional management organizations of Qazvin, related to the growth boundary have resulted as follow:

The Governor have been communicated the map related to the construction outside of Qazvin based on the "Land usage, construction of buildings and installations out of the legal area and growth boundary of the cities" regulation to the municipality and recognizes the municipality responsible for such supervision. The important point is that this process is not legal and the Governor cannot delegate a duty to municipality which is a non(half)-governmental public organization, so the municipality can refuse to accept this map. Against, municipality have prepared the growth boundary of Qazvin according to this map and its own studies and have offered it to the Ministry of Roads & Urban Development. This process is based on the recited rules

that charge the Ministry of Roads & Urban Development to consult the municipality. But, this process is not in the form of consultation right now and the growth boundary map is provided from the municipality and the Ministry of Roads & Urban Development presents it in the form of the comprehensive plan.

As it is evident, according to the interview with the Governor and municipality experts, the growth boundary of Qazvin was not provided by consulting engineers but through these organizations and is given to the consulting engineers for the inclusion in the comprehensive plan. Subsequently, the comprehensive plan including the growth boundary would set forth in the state workshop meetings and will be transferred to the expert assembly related to the comprehensive plan to be checked for being enacted in the workshop. This assembly deliver their opinions to the workshop and the approved map would be eventually be accepted by the workshop and enters a higher level of decision (approbation in the council of development and planning of the state and then the supreme council of urbanization & architecture). The note for deliberation is that, the next process include a number of relations and both in regard to the legal and formal relations or to the informal rules as it is listed below, would not continue its course in line with rational dialogue:

- All the three systems of Governor, municipality and the Ministry of Roads & Urban Development consider the duty of growth boundary specification as one of their responsibility based on their rendering - best said interpretation - of laws and regulations.
- As a legal matter, municipality and the ministry of Roads & Urban Development have their own benefits in defying the type and size of Qazvin growth boundary.
- The Governor as the main organization liable for the specification of growth boundary has more power in comparison to other organizations and the supervision of this organization is repeated by other organizations.
- Municipality as the main responsible organization for supervision of the growth boundary, take part in the workshop and council assemblies only during the process of checking the comprehensive plan and has one vote and other related organizations like the city council and the city representatives do not have a role. Generally, the local institutions have a slight role

in the legal terms of specification and approbation growth boundary, and in the current conditions they have a light presence in the process of its approbation.

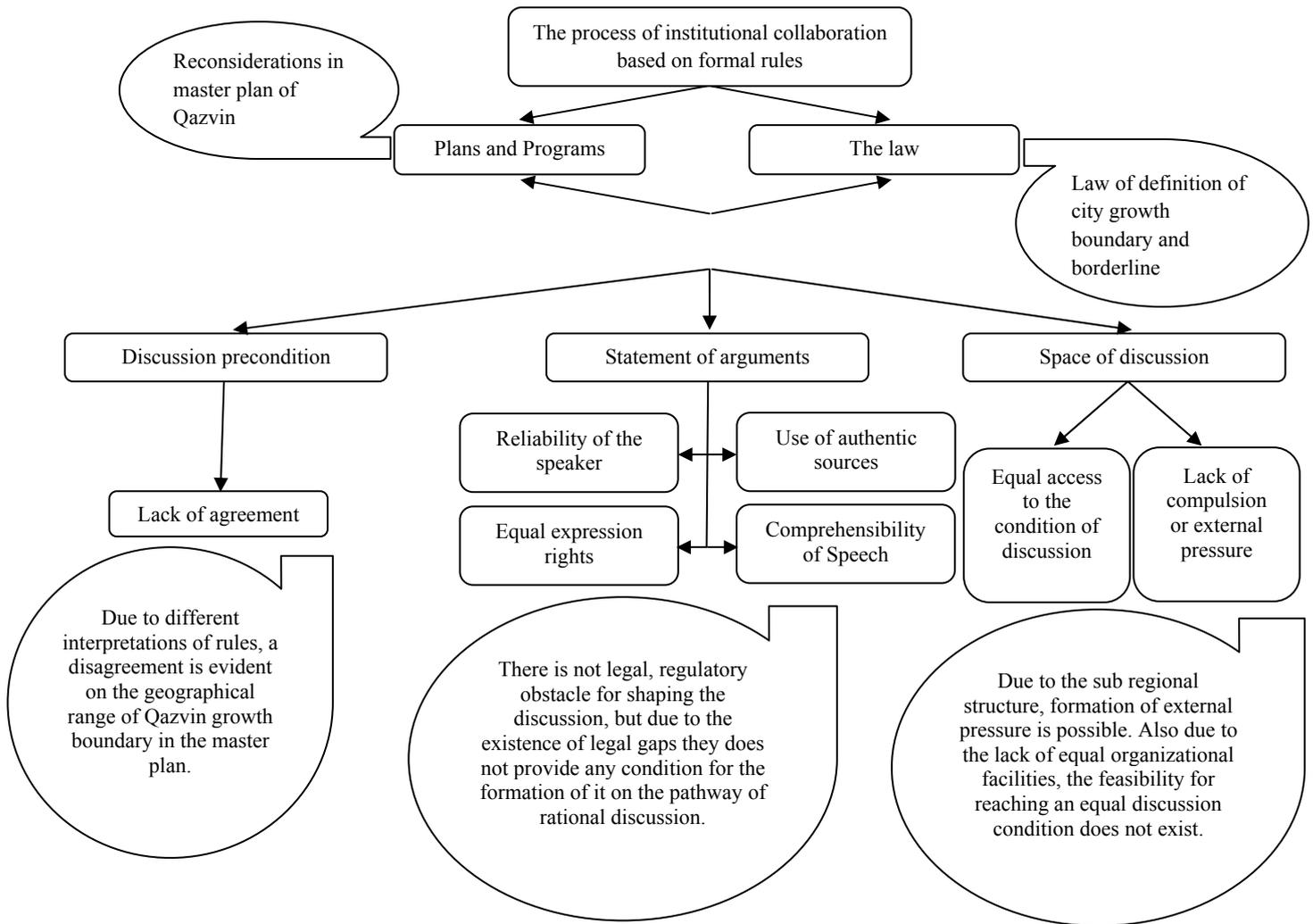
- Laws have not forecasted any process in order to form organizational agreements in a voluntary and collaborative way, although there is no legal obstacles for the formation of such arenas in which organizations can voluntarily take part to reach agreements.
- The studied organizations, specially the Ministry of Roads & Urban Development, does not have the necessary trust in each other and based on the interviews they consider each other's expert actions as incomplete and lacking required standards.
- Although the organizations have the equal voting right in the workshop and the state council, due to the impotency of the Governor, the opinions of these organizations is repeated by other organizations that are present in the assemblies which does not have any specific observation, profit or loss regarding the growth boundary.
- Imposition and external forces from superior or parallel organizations was so much for the specification of growth boundary which influences the process of providing the growth boundary map. For instance, based on the interview whit expert of State generally and the Ministry of Roads & Urban Development, the preparation of growth boundary by the ministry of territorial matters easily goes under pressure. Also, there are a number of forces from the cities councils, villages around the growth boundary and the city representatives.
- Officials of the villages that are situated in the growth boundary are neither consulted in any of the assemblies related to the growth boundary nor in the preparation of the growth boundary map. According to the interview that was done with sheriffdom of one of the villages in the growth boundary, they were not invited to any of the meetings related to the growth boundary.
- Based on the executed enactments, the public sector is not satisfied with the enlargement of the growth boundary since being situated in that area causes more expenses to them.
- Growth boundary of the cities sometimes becomes larger due to the lack of supervisory force of sheriffdoms on the constructions, and

they are sometimes becoming bigger, based on the regulation by the Governor (Although it is done illegally).

11. Conclusion

"The essential collaborative process in the relationship of governmental and public organizations management structure of city- region" was described based on theoretical studies in the form of conceptual model. There was also a try to describe the current institutional relationships between organizations like municipality, Ministry of Roads & urban Development and the Governor as the most important organizations related to the growth boundary of the city and the process of specification of it. In this study, data analysis and the offered model is categorized according to the multi-volume analysis and also according to the theories of institutionalism which facilitates the analysis of organizations on three level of structure, organizational; or individual; in three groups: The level of structural analysis which returns to the macro national structures in the specification of institutional relationships, the organizational level which is related to the organizations and their interrelationships as well as the medial level and the personal or micro level which returns to the institutional informal relationships on the personal or team level.

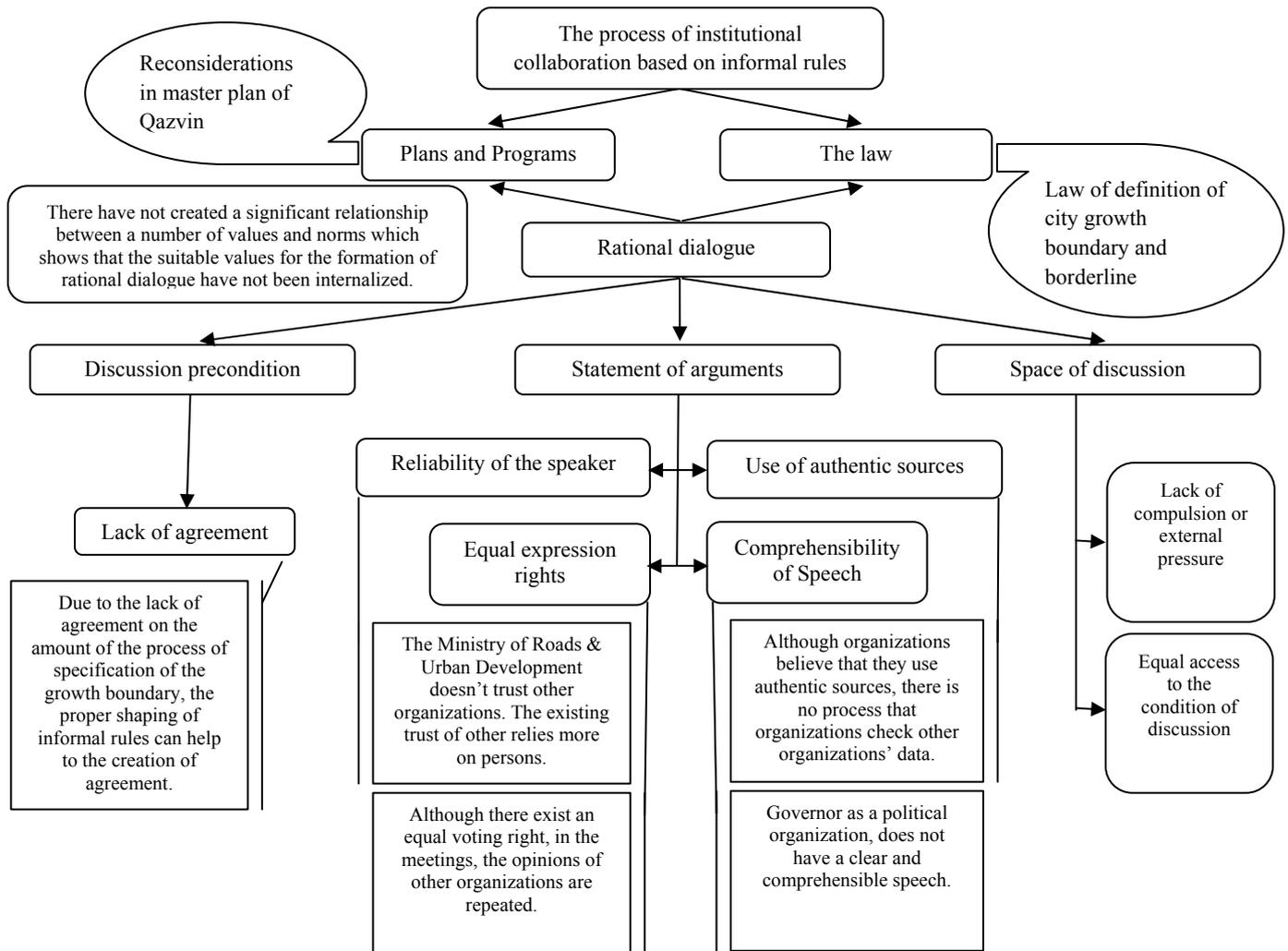
Based on the offered groupings, the presupposition of this study is to assume the structural level as static and invariable based on the existing conditions. The aim in this study is to make possible the cooperation on the regional and local level with the minimum structural changes in an intensive system. Thus, the structural level is indicated as invariable and there was an effort for the analysis on the organizational and individual level to be performed with accuracy. The study result on the organizational analysis level can be summarized as follow:



Based on the conceptual and analytical model, to study the institutional relations on the organizational level, the law and regulations including the parliamentary approved acts of Islamic Council, Regulations which are approved by the ministers' assembly and the approved rules of supreme council of urbanization & architecture as well as the law of state were considered. Also, based on the fact that the only plan and program which have discussed about the growth boundary of Qazvin is the comprehensive plan of Qazvin and other plans like CDS or Qazvin city complex plan and also the programs related to development or perspective of the city have not offered any dissertation about this case.

According to the findings and summary of the offered results, the legal gaps and shortcomings of the plans have caused the limitations for the possibility of formation of a pathway for the rational dialogue and no process is shaped in line with it. But it is also necessary to note that these rules do not create an obstacle for the creation of such process.

On the level of personal analysis, the results of the studies can be summarized as below:



According to the offered conceptual and analytical model, the institutional relationships can be described on the personal level on the set of informal rules, because on this level, the operational of persons which defy the result of assemblies. Thus, to reach cooperation in the inter-organizational relationships, one of the main levels than can be analyzed to recognize and enhance the relationships is people and their actions. So, to reach the cooperation on this level it is mandatory to regard the note that people's dialogues should go through the pathway of rational dialogue. to formation of any dialogue, or the values that the organization have transferred to the person is rooted and formed on the values that the person have gained from the society. Finally into these values, a number of norms are shaped that can be indicating the pathway of rational dialogue or the other way round.

To analyze these values and norms, the questions in the form of questionnaires were asked from all the present experts of organizations like Governor, Roads & Urban Development and municipality which are concentrated on

the growth boundary and the related matters. According to the gained results, the conditions of rational dialogue in order to reach the cooperation on the regional level are not provided. Because the Governor as one of the most important related organization regarding the growth boundary due to its political-supervisory nature does not have a simple and clear speech and proceed in policy. Although the equal discussion variable act according to the opinion of assembly managers and superior organizations like the municipality, the organizations which are interfering in decision making has their loss or benefit on the type and amount of growth boundary. On the other hand the Ministry of Roads & urban Development does not have enough trust in other organizations because it is a special institution regarding the specification of growth boundary and urbanization and believes that it's the only organizations that have the qualified experts for this purpose and consider other organizations' information and resources as unauthentic. Also the Governor does not state its findings and reasons

for making decisions clearly, it don't release them for the access of other organizations.

In addition, external sources play a great role in the specification of growth boundary that can have destructive results on the rational pathway of dialogues. Finally, the correlation tests that was employed between values and norms indicate that the learned values by the persons regarding mutual-trust, equal speech and actions that are free from external forces does not have any significant relationship which the related norms and thus it can be argued that the norms are shaped on the contrary to the existing values. In result, according to the fact that all the mentioned values are proper ones in the pathway of rational dialogue, some of the norms are going in the opposite way around. So, it can be summarized that on the level of people who form the organizations the rational dialogue pathway is not formed.

The possible model for institutional relations in regional city management:

According to what mentioned, certain possible solutions can be described to form the rational dialogue process on the two organizational and personal level. These solutions can be described on the organizational level as this:

- Formation of dialogue circumference: **Creation of a public arena in order to form organizational agreements.** It seems that the first step an arena should be titled in order to form voluntary dialogues out of the formal range of councils in addition to formal arenas which are shaped in order to found the council on the regional level (Like the council of development & planning and the Architecture & Urbanization workshop) to finally create a pathway toward the formation of voluntary inter-organizational agreements. Regarding the topic of growth boundary specification, the possibility of an assembly of the three main discussed organization (Governor, Roads & Urban Development Organization and municipality) can be provided in order to discuss the mentioned disagreements which are the preconditions of rational dialogue formation in that space. Thus, this space should be designed in a way that organizations voluntarily take part in it and become convinced to do so not to be obliged or take part based on organizational manuals. On the other hand, this space should have equal facilities to access the dialogue conditions; it means that all the organizations offer their facilities and findings for

the other present organizations in a free access way so that the shortcomings in one organization would not be leading to the weakness of that organization in discussion and presentation of arguments which will be described on the personal level.

- Statement of arguments: **The possibility of forming the argument.** In the condition that organizations voluntarily take part in the meetings due to the need that is caused by the disagreements on topics like the specification of growth boundary, the stated arguments can be converged in axis with the formation of rational dialogue. Considering to the fact that organizations are convinced that to eliminate the disagreements and to reach the best result they should be gathering together, the possibility to form a clear, simple and comprehensible dialogue will be provided. Also, formation of a free environment based on equal facilities and considering the point that decisions are ultimately taken collectively and based on mutual-understanding and organizational force and power does not have any effect on the statement of results caused the arguments to be stated in an equal manner. Also, in the case that the duties of each organization are according to their positions and organizational perspectives and are allocated based on collective decisions, mutual-trust will be established in organizations because when they have allocated the responsibilities based on this, the amount of this trust will be maximized. Also, the equal conditions in facilities of discussion environment and statement of arguments will be possible by offering authentic resources. Generating data and maps can lead to the divergence of all incorrect arguments in opposition to rational dialogue. Thus, it seems that regarding to the previous agreements and the voluntary nature of forming this arena for rational dialogue, organizations should offer authentic resources so that by reaching an agreement, whatever is becoming possible and predesigned for each organization is fulfilled and there would be no obstacle for continuation of disagreements.

In this stance, and based on the implemented researches, the described process would have no inconsistency with the offered rules, plans and programs because all the three mentioned organizations find themselves responsible for the specification of the growth boundary. Thus, this area gives the possibility for each organization to enter this

gamut on the basis of their organizational terms and remove the previous disagreement results.

Additionally, related to the subjects that were mentioned on the personal level, it seems that the possible solutions for the formation of rational dialogue process in this level can be stated in line with the inter-organizational instructions. In the case that tries for the formation of rational dialogue on the organizational level exist with the purpose of reaching inter-organizational agreements, the organization can transfer this goal with the methods of culture-education and instruction to the people who work inside of it and to lead them to this goal. In the case that a voluntary arena is formed for the dialogue, it is mandatory that before reaching inter-organizational agreements, intersubjective agreements come into being between the people whom are present in this arena. As mentioned before, these agreements are shaped in the conditions that the meeting discussions pass through a rational pathway. Based on the fact that these meetings would be taking place voluntarily, the present people should take part voluntarily and be justified about the processes of reaching the agreement before it.

As it was mentioned, the performed correlation tests marked the fact that norms were shaped in adverse to the present values. This shows that people, or even organizations are not aware of proper values, but the norms are going through the opposite way either because the existing values are shaped differently in the society or because they are not internalized in the organizations. The macro level is considered irreversible in this study, it does not cover the values related to the society so the inter-organizational values can be led to the proper points with these solutions:

- stimulation of organizational solidarity through assemblies, execution of festivals, and organizational memorials, ...
- Offering of certain instructions in line with the goal of internalizing the existing values.

References:

1. Ansari, Mansour; (2005), Discourse democracy; Markaz publications; Tehran.
2. Gholipour, Arian; (2005); Organizations' Sociology, sociological approach on organization and management; Samt publications; Tehran; Fourth pub.
3. Habermas, Jurgen, (1996), "Between facts and norms", translated by William Rehg, Cambridge, Massachusetts, MIT Press.
4. Habermas, Jurgen, (1996), "Between facts and norms", translated by William Rehg, Cambridge, Massachusetts, MIT Press.
5. Habermas, Jurgen, (1996), "Further reflections on the public sphere", in Habermas and the public sphere, edited by Craig Calhoun, Cambridge, Massachusetts, MIT Press.
6. Habermas, Jurgen, (1996), "Further reflections on the public sphere", in Habermas and the public sphere, edited by Craig Calhoun, Cambridge, Massachusetts, MIT Press.
7. Imam Khomeini University; non-approved; CDS plan of Qazvin city; Municipality; Qazvin.
8. Kazemian, Gholamreza; Saeed Rezvani; Navid; (2003); Testing the opportunity of giving new duties to municipalities; Municipalities' Organization of the country; Tehran, second edition.
9. Lowndes, V. & Leach, S., (2004), Understanding Local Political Leadership: Constitutions, Contexts and Capabilities, Local Government Studies, vol.30, N.40, Winter (2004), pp. 557-575 UN, (2007), *Public Governance Indicators: A Literature Review*, Department of Economic and Social Affairs, United Nations publication, New York.
10. Lowndes, V. & Leach, S., (2004), *Understanding Local Political Leadership: Constitutions, Contexts and Capabilities, Local Government Studies*, vol.30, N.40, Winter (2004), pp. 557-575
11. Naghsh-e-Jahan/Pars consulting engineers; under approbation; Qazvin urban complex plan; Ministry of Housing & Urbanization; Qazvin.
12. Oath Weight, William; (2007); Habermas: Critical introduction; Translation by Leila Jo Afshani and Hasan Chavoshian; Akhtaran Publication; Tehran.
13. Reuters, George; (2005); Sociological theory in the contemporary area; Mohsen Salasi; Elmi publications; Tehran; Fifth edition.
14. Shahr-o-Barname Consultant Engineers; (2008); General Plan of Qazvin city; Ministry of Housing & Urbanization; Qazvin.
15. Sharestan consultant engineers; (2010); CDS plan of Qazvin city; Ministry of Housing & Urbanization; Qazvin.
16. UN, (2007), *Public Governance Indicators: A Literature Review*, Department of Economic and Social Affairs, United Nations publication, New York
17. Yeen, Robert K.; Research and case study about social investigations; Ali Parsaeian and Seyyed Mohammad Aarabi; Daftar-e-Pajooeshhaye Farhangi Publications; Tehran; Second Pub.