Urban Integrated Management Model  
(Case Study: Rasht, Iran)  

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ABSTRACT  

The present study aimed to evaluate and analyze urban integrated management model of Rasht and its optimization. The study was applied-basic and its evaluation method was descriptive-analytical. In this study, some assumptions as parallel working in presenting services to the citizens by various offices (e.g. municipality), weak supervision and unsuitable control on execution of regulations and urban rules, dispersion of civil affairs and presenting urban services, confusion of citizens in following up their requests and dissatisfaction of the citizens of the municipality performance were investigated and tested. The results of the investigations showed that some factors as the lack of coordination in urban management, the lack of coordination in division of the city by systems related to urban management, the lack of inclination of the offices in coordinated presentation of services, wastage of human resources and financial resources of the city and limitation of the authority of urban management in responding the needs of citizens are the important factors of multi-divisional aspects and the lack of coordinated presentation of services to citizens in Rasht. By SWOT analysis model and the investigation of strengths and weaknesses, threats and opportunities, it was defined that only by government support and the increase of authority and delegating city affairs to municipalities, coordination with urban management in division of city by related systems, formation of coordination council and modification of some parts of rules at a logical period of time, we can reach the integration of urban management in Rasht, otherwise Rasht city observes chaos and serious crises and problems in urban management.  

KEYWORDS: Integrated management; Municipalities; Urban management; Multi-divisional urban management; Metropolises.  

INTRODUCTION  

One of the main barriers to urban management namely in metropolises is multi-division of urban management in policy making, decision making, planning, guidance and supervision. City is an open system and its structures have special functions. These performances and functions are changed and re-produced in temporal and spatial continuity but it should be considered that entire system of city is beyond all the components, structures, function and performances. It means that if the structures and performances of a city are separated from each other, their re-connection is not giving a city system form. In other words, city is a dynamic system with interrelated structural performances. To adjust these relations and system stability, management integration and coordination are necessary and we can’t let various functions of the city to separated management without any connection and expect the improvement of condition. The present study evaluates urban integrated management model of Rasht and by identification of Municipality and its position in integrated management field of Rasht city, suitable solutions are presented.  

Definition of subject  

Global model of urban management is different in various types based on their political governance. This model is different based on the fact that local managers in the cities and rural managers in the villages how much authority they have is different. Various countries in their urban planning and management considered principles defined by UN. One of the main barriers to urban management-namely metropolises- are multi-division of urban management in policy making, decision making, planning, guidance and supervision. City is an open system and its structures have special functions. These performances and functions are changed and re-produced in temporal and spatial continuity but it should be considered that entire system of city is beyond all the components, structures, function and performances. It means that if the structures and performances of a city are separated from each other, their re-connection is not giving a city system form.  

According to the studies of researches on urban management field, we cannot escape from developing urbanization and this growth is with instabilities and its reports from environmental, economic and structural
dimensions are concerning. It is predicted that the issues of urbanization in close future are replaced by current problems of macro managers and it will have governance role. Thus, responding to these urban non-sustainability is found in improving the quality of urban management method. Urban sustainability is related to the change of urban management approach. Urban management has different and diverse parameters as efficiency, transparency, participation, public view, etc. One of the important components of urban management to reach sustainable city is integration of policy making, decision making, execution and supervision. In our country, we don’t have local empowered organizations. Although in most countries in the world municipalities have local government and all the local affairs are in their duties and authorities, despite the 100 year life of urban management in Iran, the municipalities in decision making and policy making of local affairs didn’t have important position. It is due to the fact that this depends to some factors as dependency of revenue resources of urban management to government, weakness of civil and local institutions and participation in city affairs and centralized and top to down planning and etc.

The present study was done to attain a good model of urban integrated management in Rasht and identification of weaknesses and strengths of Rasht Municipality by which to determine the problems leading to urban management inefficiency and prescribe the establishment of urban integrated management and to present a good model for integrated management of Rasht city.

**Study significance**

The historical investigations showed that modernism and urbanization history in Iran is one of the longest histories of urbanization in the world and this indicates the age of knowledge and experience of urban management in Iran. Despite such excellent history, the existing image of urban management system in Iran is distorted and imbalanced and despite the changes in current life requirements, complexity of urban issues and development of duties field and responsibility of municipalities, the law approved on 1955 (despite the various reforms and additions) is considered as the main law in municipalities duties.

Today, municipalities instead of being a trans-sectional organization (as it is common in civilized countries) are turned into an organization that by gradual losing of a part of their duties and authorities, are responsible for the duties without authority or the duties that are suspended an there is no agreement on the mentioned duties with the state organizations and on the other hand, the public expectations and expectations of state authorities of municipalities are increased and in civil society, the institutions achieving their existence from the inclinations of people, on behalf of people should play an important role in local affairs management and by public and non-state council, they are the most important features of municipalities but by various reasons, urban management system and municipalities in Iran didn’t fulfill the rightful demands of people.

Based on the lack of coordination of executive systems in Rasht in presenting all civil and service plans and governance of the views based on executive separation, without considering the planning dimensions and futurism, self-centralization and the lack of management allocation, the lack of autonomy of executive systems in local level led to the inefficiency of urban system and in such conditions, attaining a good model of urban integrated management, prepared a good ground of plans for more coordination and unity and cohesion in performance of the organizations and urban development authorities and the attempt to present good solutions for vertical and horizontal coordination with the aim of avoiding the parallel working and lack of planning and management coordination and a movement to fulfilling the integrated managed and sustainable development of Rasht are considered.

**STUDY METHODOLOGY**

The study was applied-basic and the evaluation method was descriptive-analytic. The study population was including experts, chiefs of offices and managers of organizations and deputies of municipality of Rasht and members of Islamic council of Rasht city and top, technical and executive managers of Gilan province and Rasht city and some of the citizens and visitors to Municipality and various offices of Rasht city.

The data collection instruments were information, resources, documents, questionnaires and interview. Then, by SPSS software, the collected data was extracted. By SPSS technique, the data were analyzed and good solutions for establishment of urban integrated management of Rasht were proposed.

The applied software for calculation of statistics was Excel and SPSS. The sample size for all people visiting municipality and offices were 10% of people. The sampling mechanism was simple random method. Due to the high number of visitors to municipality and offices in the city, 100 visitors were interviewed. To provide the map, Arc, view, Auto cad, GIS, GPS software were used.
Application of results of the study

The most important institutions that were effective in writing this study were: Gilan governor office, Municipality and Islamic council of Rasht city, Urban service offices including electricity, water, gas, telecommunication and other offices and executive and services systems of Rasht city and the result of this study can be considered in implementation of urban integrated management in Rasht city as a documented study at macro level by Islamic council parliament, government and ministry of affair and it is good as a scientific source to be used by the researchers and students.

Identification of Rasht city

Center of Gilan province is located in the northern half of Iran with the area 136 km$^2$ in eastern longitude of 42°, 36° and northern latitude 37°, 16° from Greenwich Time meridian. This city is bounded on north to Khamam and on south to Lakan, on west to Somesara and on east to Kuchesfahan.

From topography view, Rasht is a flat city and it is located on a hill with the length 4km and width 2 km. The height of central parts of the city is ranging +1, -2 and balance level in crowded areas is equal to -7 people. In the south and southwest and east, the land is leading to river, it is lower.

The population studies of this city showed that the population of this city during 7 censuses during 1956, 1966, 1976, 1986, 1991, 1996, 2006 was 109491, 150239, 197827, 311236, 365089, 417748 and 557366 people. The average annual growth of the city during 45,35 was 72.8% and in decades 45-55, 55-65, 65-70, 70-75, 75-85 were 75.9, 63.5, 85.2, 87.3 and 74.9%, respectively and its average annual growth from 1956 to 2006 was 76.6%. During 1991 to 1996, due to the great rural and urban migration of the various regions and cities of this province to this city, the population was increased considerably and urban social organization was faced with many problems. In these years, considerable migrations to this city developed the physical aspects of the best agriculture fields and surrounding gardens. Today, urban management of Rasht city is encountered with some problems as establishment of some of the incompatible applications in the city, housing shortage and marginal living, shortage of structural space of city development, density in old texture and city center, overlapping of the duties of organizations involved in urban management, the lack of pubic participations and shortage of financial resources and the annual costs of urban affairs are increased.

Duties of municipality of Rasht

In the questionnaire of this study, the managers and visitors to Rasht municipality were asked to define doing or not doing the duties and the problems. The results of the study showed that average doing of total municipality duties was about 78.4% and the duties of Rasht municipality are divided into three groups:

a. The duties that absolute majority of municipalities (more than 80%) do and they are considered as the main duties emphasized by municipality.

b. The duties being done by 50 to 80% of the municipalities and they are the important duties.

c. The duties being done by less than 50% of the municipalities and they are considered as low-important duties of municipality (in practice and from their view).

The eight duties being done by more than 80% of the municipalities in Iran (including Rasht municipality) are including:

1. Infrastructure, kern, pavement asphalt
2. Pavement construction
3. Construction and maintenance of parks and public space
4. Collection and healthy garbage disposal
5. Pavements cleanliness and urban places
6. Issuing building license
7. Formation of article 100 commission and legal act with building offences
8. Avoiding blocking

Construction and management of urban services installation as slaughter site, cemetery, market and launching asphalt factory, library, management of taxi affairs, presenting safety and fire fighting services, creation of protective installations (flood prevention and etc), creation of surface water collection network, cleaning wells, elimination of the risks of the buildings, controlling interfering industries, naming the passages and installation of number and different boards are duties done by 50 to 80% of the municipalities.

Some of the duties that are performed in all municipalities and their execution doesn’t depend upon the population or specific conditions of city but in most municipalities- more than 50% of them- are not done and they are publishing and issuing executive regulations with the city region map, holding educational courses for the employees of municipalities, construction of restroom, construction of cultural center, building playground,
construction of parking, collecting information about the number, type and age of trees, putting number on the trees of the passages and parks after writing the features, take necessary measurements to keep the urban non-restricted areas clean, trash recycle, fight against air pollution, taking effective measurements to protect the city against fire and taking required measurements to protect the city against earthquake. Some of the duties are done hardly as publishing and issuing executive rules and regulations with the map of city zoning and they are the duties of municipality in giving information to the citizens and making them familiar with their rights and duties to urban detailed plans and in seven cities (19%) including Rasht were done. By taking effective measurements to protect the city against fire like providing the safety ID of the places that are important but it is done only in 35% of the cities.

The duties of Rasht municipality and other municipality’s mostly in improving urban traffic, improving urban environment and urban control and supervision and in other fields, the duty done by more than 80% of the municipalities is not observed.

The reasons and problems of current urban management of Rasht city

Based on the results of research and interviews with some of the authorities of various organizations on urban management of Rasht, the most important management problems and zoning of Rasht city is the lack of integrated urban management. Because the existing various managements in the city caused various city divisions, confusion of citizens, increase of administrative bureaucracy, reduction of citizens satisfaction, the lack of providing good services by various systems in the city including Rasht Municipality and all the items wasted human resources and financial resources of city and citizens. The problems of urban management of Rasht are briefly presented in the following chart.

<table>
<thead>
<tr>
<th>Cause</th>
<th>Problem</th>
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<tbody>
<tr>
<td>The lack of a national strong will to delegate local services to local government.</td>
<td>Lack of coordination in urban management</td>
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<tr>
<td>The interference of various elements at three levels of national, regional and local in urban management.</td>
<td>Lack of coordination in urban management-related systems</td>
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<tr>
<td>Section without activities of various organizations</td>
<td></td>
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<tr>
<td>Lack of coordination in urban management</td>
<td></td>
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<tr>
<td>Sectional activity of organizations</td>
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<tr>
<td>The lack of need to coordinated zoning</td>
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<tr>
<td>Considering various criteria for division</td>
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<tr>
<td>Lack of coordination in urban management</td>
<td>Wasting human resources and financial resources</td>
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<tr>
<td>Lack of coordination in division of the city by urban management relates systems.</td>
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<tr>
<td>Doing civil operation by various organizations</td>
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<tr>
<td>Lack of coordination between the measurements of various organizations</td>
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<td>Lack of a guiding organization</td>
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</table>

RESULTS OF THE STUDY

Based on the investigations and studies on duties of municipalities of Rasht, it was proved that this municipality like other municipalities in Iran acts as a limited service providing organization for urban services and other services that are presented now in most of the countries in the form of urban integrated management, due to the lack of coordination of other offices of municipality activities (e.g. offices and water and sewage organizations, electricity, gas and telecommunication and etc) and the lack of division and adjustment of the service limits of these offices with municipality service scope, cannot be presented. Each office presents services independently and this parallel working caused the lack of suitable responding to real needs of the citizens, their dissatisfaction of urban management and wastage of financial and human resources of the city.

The researches done in urban management of other countries in the world and its comparison with current urban management of the municipalities of Iran including Rasht Municipality, formation of integration and avoiding division in management of Rasht city by delegating some of the authorities to urban management of Rasht in a good model can be effective in alignment and unity in presenting good services to citizens, avoiding the wastage of time in executing projects, facilitation of planning financing budget, social cohesion among administrative organizations of city, more supervision of most of the municipalities on urban subsidiary organizations.

limited framework of municipality duties and the lack of integration in urban management of Rasht besides increasing dissatisfaction of citizens and wasting their time and costs among various offices of the city for a small administrative work wasted great budgets of offices in the city and wasted also the human resources and by
formation of an integrated management, the organizations and companies located in Rasht city- other than exceptions- are enabled to coordinate themselves with municipalities, by which study hypotheses are supported.

The investigation of strengths and weakness of urban management of Rasht

SWOT is a good method to analyze the findings of the study.

General form of SWOT

<table>
<thead>
<tr>
<th>Weakness</th>
<th>Strengths</th>
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<td>-1</td>
<td>-1</td>
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<tr>
<td>-2</td>
<td>-2</td>
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<tr>
<td>-3</td>
<td>-3</td>
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</tbody>
</table>

Strengths

1- The urban management infrastructures and required experience of the past on urban management of Rasht.
2- A selective institution as Islamic council in Rasht.
3- The specialized group in each of the organizations and companies located in Rasht.
4- Short-term and long-term plans for each of the companies and organizations related to urban management.
5- Doing various activities as specialized from each of the companies and organizations.
6- Confession of the organizations to the fact that their sectional activities led to interference in each work and wasting the resources.
7- Preparation of most of the organizations and companies for coordination in urban management in case of forming integrated urban management of Rasht.
8- Starting primary steps from some of the organizations and companies to coordinate with each other.

Weaknesses

1- Non-establishment of new form of managing the city as selective.
2- The lack of coordination between various organizations and companies effective in urban management of Rasht.
3- Lack of adjustment and coordination of urban division from various organizations.
4- Lack of exact and adequate information for urban coordinated divisions of the organizations and Rasht municipality.
5- The lack of a center or institution at local level for coordination of the measurements of the organizations and companies.
6- Lack of formation of strong NGOs to put pressure on these organizations and local government.

Opportunities

1- The legal article of formation of urban integrated management.
2- Preparation of the ministry of affair to delegate some of the duties and responsibilities to municipalities
3- The importance of Rasht city as one of the metropolises and its importance in terms of tourism and economic aspects in the north of Iran.

Threats
1- The lack of inclination of central government to delegate the main duties and authorities to local government.
2- Legal articles for interference of the national and regional organizations for activity and interference in local issues
3- The lack of presenting an exact scheduled plan to delegate the authorities to local government

Conclusion
To propose any strategy and plan based on SWOT, we should emphasize on strengths and opportunities and deletion and reduction or converting the weaknesses and threats. In this study, by strengths and opportunities and converting and deletion of weakness and threats in the form of three short-term, mid-term and long-term plans, proposing a good model for coordination and helping to achieve it is presented and it is stated at the end of study.

To improve urban management, it is required that at national and local levels, some measurements are taken. In this chapter, based on the study of the existing condition of Rasht, three stages to achieve urban integrated management are proposed and maximum time to achieve urban integrated management of Rasht was considered 7 years.

Recommendations
To improve urban management, a great part of measurements is out of the scope of municipalities and city council and require the modification of some parts of law from the brokers living in the city center. Another section is local government asking for more responsibilities and authorities and take practical steps and change the work field. Based on the study of existing condition of Rasht and method of urban management of Iran to achieve urban integrated management, three steps should be taken and it can be presented in the form of short-term, mid-term and long-term. This proposed method is done by opportunities and strengths and elimination and reduction of threats and weaknesses as it was said before. The proposed method both for municipality and Islamic council of Rasht (local government) that finally should have the duties and authorities of these organizations and also for central government to accept this principle to delegate the local responsibilities to the local representatives and it had lowest risk and loss. To move from the existing condition to the best condition-urban integrated management of Rasht-three stages should be taken. The stages can be done in a definite time period to adapt the local organizations to new conditions and central government prepares itself for delegation as it hardly starts delegation.

Based on section (b) of article 137 of the fourth development plan and ministry of affair movement to delegate affairs to Municipalities, the best measurement is delegating the affairs in a definite time period that in the fifth development plan, the full fulfillment of urban integrated management is expected. This recommendation is taken 7 years and the first step (short-term) is two years and then three years for the second step (mid-term) and after the end of second stage, urban integrated management is formed as its elementary form. 2 Years are predicted to eliminate the probable problems (third step) and total implementation of plan is taken 7 years.

- First stage (short-term)
In the first step of the recommendation, various organizations as gas, electricity, etc companies continue their activity as before and chiefs of the organizations appointed form the central government and their employees are government employees and the budget of these organizations is provided via central government. Various organizations and offices in this stage stated their future one year plans to the institution called “coordination council” active under the supervision of municipality. This council coordinates future plans of various organizations with each other to avoid work overlapping of the organizations.

First stage recommendation (short term)

<table>
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<tr>
<th>National</th>
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<tbody>
<tr>
<td>o Continuing financial aids to the organizations and institutions as before</td>
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<tr>
<td>o Giving more authorities to local organizations under the supervision of ministry and state organizations</td>
</tr>
<tr>
<td>o Continance of supervising the work of municipality and city council from the ministry of affair</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Local</th>
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<tbody>
<tr>
<td>• The attempt for more coordination with centrality and increasing role of municipality</td>
</tr>
<tr>
<td>• Formation of coordination council from the local government to coordinate the organizations</td>
</tr>
<tr>
<td>• The focus of the study on the companies and organizations as electricity, gas ,etc that are on the priority of coordination</td>
</tr>
<tr>
<td>• Taking initial steps for integrated management</td>
</tr>
<tr>
<td>• Preparation of municipalities for coordination of each organization with it</td>
</tr>
</tbody>
</table>
Second stage (mid-term)
In this stage, the chiefs of different effective organizations in urban management with the full coordination of municipalities are selected from the government. The chiefs of the organizations participate in the sessions of municipalities. The coordination council is active in this stage and doesn’t let the organizations involve in each other works and the works of municipality.

The budget of organizations is provided from central government. Some of the organizations as traffic at first work under the supervision of municipality. The organizations with no financial burden on municipality and improve the image of municipality before the citizens as cinema, hotels, etc delegated to Municipality. Municipality prepares itself to accept more responsibilities and authorities, at the end of this stage, all the organizations and municipality prepare themselves to form urban integrated management.

The organizations and companies such as water, sewage, electricity and gas, etc as common with each other coordinate themselves with municipality and they are coordinated by this method.

Second stage recommendation (mid-term)

<table>
<thead>
<tr>
<th>National</th>
<th>Local</th>
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<tbody>
<tr>
<td>‏The continuaion of financial aids to the organizations and institutions as before and self efficacy of the companies and organizations</td>
<td>Selection of the chiefs of various organizations in urban management with full coordination of municipality</td>
</tr>
<tr>
<td>‏Supervising the municipality and city council as their decisions are not despite the national security and policies of country</td>
<td>The participation of the chiefs of the organizations in municipality sessions</td>
</tr>
<tr>
<td>‏Elimination of legal articles letting the interference of various organizations in municipality task.</td>
<td>Implementation of decisions of coordination council</td>
</tr>
<tr>
<td>‏Approving law to develop municipality activities and city councils</td>
<td>Delegating some of the responsibilities as traffic to municipality to improve the image of this institution before public.</td>
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<tr>
<td></td>
<td>Full preparation of municipality to accept more responsibilities</td>
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</tbody>
</table>

Third stage (long-term)
In this stage, the chiefs of various organizations and institutions are selected directly from Municipality and municipality has all the authorities as local aspect and the employees of these companies and organizations are considered as the employees of municipality. The activities and services being done from government as computer based.

Its budget is also provided form central government and if the municipality needs the aid of government, it is supported via long-term and low-interest loan financially.

At the beginning of third stage, urban integrated management is formed but to eliminate the probable barriers, it should be eliminated completely.

Third stage recommendation (long-term)

<table>
<thead>
<tr>
<th>National</th>
<th>Local</th>
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<tbody>
<tr>
<td>‏Continuing the national helps from the government to the institutions that were presenting services via computer or free to the citizens.</td>
<td>Selection of chiefs of the various organizations and institutions in urban management directly from mayor</td>
</tr>
<tr>
<td>‏Giving long-term, low-interest loans to local government, if necessary</td>
<td>Being responsible for all the local authorities and responsibilities from municipality and city council</td>
</tr>
<tr>
<td>‏Supervision on municipality and city council as their decisions and ratifications are not despite the country security and general policies of Iran.</td>
<td>Full coordination of the organizations and institutions with local activity with municipality and city council</td>
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<td></td>
<td>Finally formation of urban integrated management</td>
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</tbody>
</table>

The proposed final model
Management institution, providing and updating development and urban civil plans of Rasht, that is done to coordinate the offices and organizations of urban management and avoiding the overlapping of their duties and coordination and reform of expert system in providing and ratification stages of development and urban civil of Rasht city and the coordination of them with upstream plans with urbanization plans of Rasht municipality and in this law it is briefly called “institution”, it is a pubic and non-state institution related to Rasht Municipality with independent legal entity and administrative, employment and financial affairs are done in accordance with this law.

Note- Development and urban civil plans in this law is master and detailed plans and alternative plans and other urbanization plans that are provided for Rasht city scope and it is implemented.
The duties and authorities of institution
1- Coordination and guidance of the organizations and offices associated with urban management of Rasht to urban management integration
2- Providing urban development plans in a unified and continual process
3- The investigation and approval of temporary and subject plans and civil 5-year plans of Rasht municipality in terms of coordination with approved plans before presenting them to the ratification organizations.
4- Participation in councils and decision making groups about city development and construction, urban complex of Gilan province.
5- Establishment of center and base of information of urban development and urbanization of Rasht city via production and synchronization and centralization of information and documents of other systems.
6- Conducting the study on urban development issues and production of required documents for coordinated decision making in development of Rasht city.

Note: The urban development plans of Rasht after the final approval are enforced for municipality and all the state companies, institutions and offices and non-state public institutions in Rasht city and to prove the civil plans in Rasht and Rasht city border should follow them.

Institution principles and the members
1- Policy making council
   - Gilan governor
   - Chief of housing and urbanization organization of Gilan province
   - Chief of building engineering system of Gilan province
   - Chief of Islamic council of Rasht city
   - Rasht Mayor
2- Technical and strategic council
   - Civil deputy of governor office
   - Deputy of urbanization of housing and urbanization organization
   - Agent of engineering system organization of province
   - Chief of civil commission of Islamic council of city
   - Deputy of urbanization and architecture of Rasht mayor
3- Chief of institution (duties and authorities)
   - The investigation and approving of annual budget of the institution and financing it from state resources and municipality and ratification of financial regulations, trade and employment and regulations of institution are the authorities of policy making council.
   - Determining the type, content and explanation of technical services of development and civil plans of Rasht and supervising the providing and initial approval of detailed plan and final approving of master plan and updating and its correction and coordination between them and upstream plans and other development and civil plans are duties of technical council.
   - Detailed duties of each of the principles are determined in article of association.

Financial resources of institution
- The money that is considered with the approval of policy making council in budget of the country as aid and the government can give it directly to the institution.
- The money that with the approval of policy making council and Rasht municipality is required to assign in its annual budget for doing the activities of the institution and Islamic council of Rasht should approve it.
- The incomes of doing technical and research services and other services of institution
- Public aids and gifts
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