

ANALYSIS OF PARTICIPATION IN CREATING AND MAKING DECISIONS IN THE METROPOLIS MANAGEMENT (RASHT METROPOLIS IN IRAN) (ANALISIS PENGLIBATAN DALAM MENCIPTA DAN PEMBUATAN KEPUTUSAN DALAM PENGURUSAN METROPOLIS (METROPOLIS RASHT, IRAN))

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Abstract: The development of urbanization in recent decades has caused cities growth and many middle cities of some decades before have transformed to metropolis today. As cities develop, their problems also develop and to solve these problems, the people should try to improve metropolis living conditions. Rasht metropolis faced considerable growth in the past decades and attracts several thousand immigrants any year. Therefore to prevent new problems the people should participate in the city management issues. This research main aim is to study the citizens' participation rate in Rasht metropolis management issues. The present research method used is descriptive- analytical by Kendall's tau-c test and Likert spectrum. To obtain the results at least participation in urban problems in forming for managers is 49/6 and the most score in participation to hold celebrities is 66/2. To assess people satisfaction rate about urban management, 2 criteria has been used; satisfaction rate about urban council's performance and municipal performance. The satisfaction rate about city council is 46/7 and municipal performance is 42/15. The study of relationship between participation and satisfaction rate, and participation and plans awareness rate in Rasht metropolis is the most important question in this research. The citizens participation rate results in Rasht metropolis are in middle and down level and also there is a meaningful relationship between participation rate and people satisfaction and awareness level.

KEYWORDS: Participation, urban management, Iran, Rasht metropolis.

Abstrak: Pembangunan perbandaran dalam beberapa dekad ini telah menyebabkan perkembangan bandar-bandar dan banyak bandar pertengahan dalam beberapa dekad sebelumnya telah berubah kepada metropolis pada hari ini. Dengan berkembangnya bandar, permasalahan turut muncul dan untuk menanganinya permasalahan memerlukan pertemuan semua pihak yang cuba meningkatkan keadaan hidup di metropolis. Metropolis Rasht telah menghadapi perkembangan yang pesat dalam beberapa dekad dan menarik beberapa ribu imigran setiap tahun. Oleh itu, untuk mengelakkan munculnya masalah baharu, hal ini memerlukan penglibatan masyarakat dalam menangani isu pengurusan perbandaran diperlukan. Kaedah kajian terkini iaitu deskripsi-analitik oleh ujian Kendall's tau-c dan spektrum Likert telah dianalisis. Berdasarkan keputusan yang diperolehi, sekurang-kurangnya penglibatan dalam masalah perbandaran dalam membentuk kepada pengurusan ialah 49/6 dan keputusan tertinggi dalam penglibatan untuk memegang selebriti ialah 66/2. Bagi menilai tahap kepuasan masyarakat mengenai pengurusan perbandaran adalah berdasarkan 2 kriteria, iaitu kadar kepuasan mengenai prestasi majlis perbandaran dan prestasi perbandaran. Kadar kepuasan terhadap majlis perbandaran ialah 46/7 dan prestasi perbandaran ialah 42/15. Kajian mengenai perhubungan antara kadar penglibatan dan kepuasan, penglibatan dan kadar rancangan kesedaran dalam metropolis Rasht merupakan persoalan terpenting dalam kajian ini. Keputusan kadar penglibatan penduduk dalam metropolis Rasht berada di tahap pertengahan dan bawah dan terdapat juga perhubungan yang bermakna antara kadar penglibatan dan kepuasan masyarakat serta tahap kesedaran.

KATA KUNCI: Penglibatan, pengurusan perbandaran, Iran, metropolis Rasht.

Introduction

Increasing metropolis tie procedure in developing countries has caused issues and problems that have provided decision makers and urban planners a main challenge. Such issues and problems are due to lack of knowledge of their identity and metropolitan areas phenomenon dimensions and lack of their right and real determination. Today's metropolises serve as wealth, power, mass production, cultural innovations, various ideologies center and finally mass consumption. In a word, any country metropolis serves as its social and economic wealth.

Anguti knows 20 century metropolis as a new form of human residential place; 20 century social history without looking at the modern metropolis value and its importance (Hajipoor, 1999: 39). Among this should benefit the people participation to realize metropolis tie issues and its problems solving better.

For the last twenty years, the concept of participation has been widely used in development, referring primarily to participation in projects or in the community. Now the processes of inclusion and critical reflection encouraged by participatory methods have been brought into the debate on good governance. 'Participation is now being related to rights of citizenship and to democratic governance (Akerkar, 2001: 17).

Although "participation" is now widely endorsed as an essential component of sustainable development, there are fewer consensuses about what it means and how to achieve it. Participation means different things to different people (Bass *et al.*, 1995: 2). "Participation" is a key concept in the "people centered" approach to development (Kelly *et al.*, 1995: 372).

So the main aim of this study is to analyze the citizen's participation rate in metropolis urban management with Rasht metropolis case study. To reach this aim, this study will use questionnaire technique and statistical analyses.

Issue Explain

Anno Domini third millenary has called burges, because urban population from 29 million in 1800 has increased to 2/8 milliard in 2000. The most main population increasing result is million cities grow in urban system, as in 1800 only 4 cities with up to 1 million population in the world, and that in 2000 has increased to 411 million cities (Rene Short, 2009: 1).

Such burges development and increasing metropolis the phenomenon forming in developing countries have caused social revolution to various problems and metropolis not only has transformed to population, good and things density place but also has transformed to problems severity and unparallel social range increasing, poverty and crime cause.

Metropolises have put many people with various needs. The people should have enough knowledge to participate in plans procedure and administered suitable management.

During recent half century, Iran has observed many revolutions in burges model. Previous studies show 5 times cities number during 1335 to 1385 as cities number has increased from zoo in 1335 to 1012 in 1335 and metropolis number has increased from 1 in 1335 to 15 in 1385. Rasht metropolis is one of the Iran metropolises that during recent decade has observed much growth and faced population increase. The revolution study on population indicates that this metropolis population during 1335 to 1385 has increased in 3/31% annually. This grow rate is much more than normal population grow rate. The cause of such grow rate is city immigration ability and villages combination during different periods in city boundary. So the citizens' participation in metropolis management is inevitable. In this line, the most important question of present research is as follow:

1. How much Rasht metropolis citizens participate in urban management?
2. Is there a meaningful relationship between citizens' satisfaction about urban management and participation rate?

3. Is there a meaningful relationship between awareness about home plans administer and people participation?
4. How is women participation rate in Rasht metropolis urban management?

Research Hypotheses

1. It seems Rasht metropolis citizens' participation rate in urban management is in high level.
2. It seems there is a meaningful relationship between citizens' satisfaction rate about urban management and participation rate.
3. It seems there is a meaningful relationship between awareness about plans and people participation.

Theoretical Principles

Today burges is an important challenge that the most rates is in Asia, Africa and Latin America and annually adds up to 60 million citizens to such areas the poorest countries (Stephens *et al.*, 2008: 300). The third world cities are the most vulnerable world cities.

So burges and civilizations' results are more severe in the third world countries and urban management problems are more and more serious in the third world, such problems are increasing urban population grow, cites grow and becoming more complex urban structure and urban relations (Kasalaie, 2001: 48). Regarding to the importance of the people role in society mentions people as each society real wealth (UNDP, 1999), and could say that participation in metropolis management regarding to advantages such as increasing satisfaction and productivity among citizens, enforcing self-confidence and self-respect among citizens, decreasing public resistance against decision making changes, increasing trust, loyalty and cooperation between people and managers and increasing citizens realization and increasing their flexibility and resistance is an inevitable reality (Chandan, 1997: 355).

Participation Concept

Participation emerged in the late 1970's and has become widely acknowledged as a basic operational principle of development programming. Participation helps people to acquire the skills, knowledge and experience to take more responsibility over their own development, ultimately being empowered to transform their lives and environment (Dianna Peters, 2006: 14).

Individuals or interest groups who will or should be involved in the participation activity being planned must be identified. Generally, people who will be affected by design and planning decisions should be involved in the process of making those decisions. In addition people and designers and other parties that can involve in participation are investors and legislators who each play a particular role in design process (Mahdavinejad *et al.*, 2011: 407).

Research review indicates that has introduced different definitions for participation. Misera serves participation as sharing people in making decision that effect on their position (Rabani *et al.*, 2005: 125). Arnestein knows participation as a kind of power redistribution (Niazi, 2002: 30). Ana Almond and Powel know participation as activities that citizen tries to enforce them on urban policy makings (Keyhani, 2005: 165). In Pooper view participation in society is on the basis of personal, awareness and voluntary decisions (Pooper, 1990: 102). Hart knows participation as sharing effective decisions on personal and social living where any person lives in it (Hart, 2001: 26). In Gritton view, public participation is a process that by it people worries, values and needs transfer to government to make decision publicly. This is a mutual relation and interaction with better decisions aim that people support it (Creighton James, 2005: 7).

Totally people participation is a process that through it people with awareness and wish in a certain issue try to meet mental needs by accepting responsibility and in a group and reach predetermined purposes on the basis of real

needs considering equipment and limitations to find individual and public identity (Rajabi, 2012: 104). In this frame could introduce citizens' participation in 3 kinds:

1. Social: in forms and public and local cooperation to make and administer plans and administer plans and supervision and following.
2. Economical: To attract cooperation and private section investment to develop.
3. Scientific and technical: cooperation with professional institutions to make development plans and programs (Mehdizadeh, 2007: 48).

Participation Procedures Review

There are different views in public participation that create different participation forms such as spontaneous (people spontaneous presence), active urban (people and plans administrators cooperation), practical urban (people awareness about plans), ineffective urban (people presence in institution without vote right) and consulted urban (consulting plans administrators) (UNCHS, 1996: 323). The following refers to some of the most important views and procedures in public participation:

Arnestein View

The key subject in participation discussion is power rate that provides citizens. Power relations have different classifications that could refer to Arnestein participatory steps. Such steps consist of 8 step in 3 total groups:

1. Participatory forms that just introduces power fan to my.
2. Grades of nominal or limited participation on the basis of up to down unidirectional strategies including informing, con siltation and relieving.
3. High citizenship power grades (pacione, 2005: 420)

Participation in 1998 by Davidson introduced to how citizens participation. Davidson in this

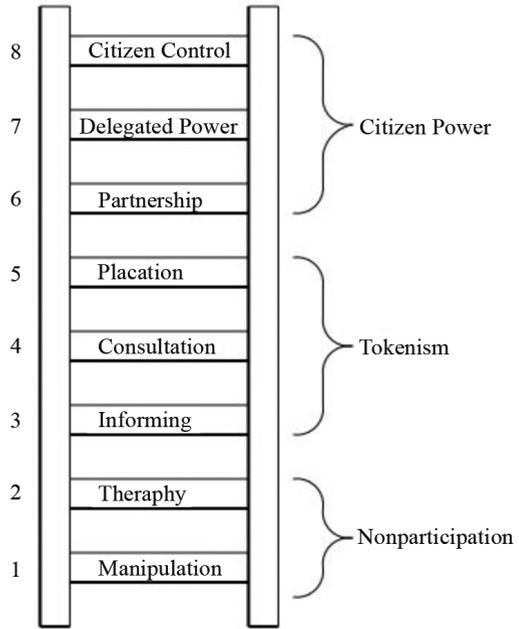


Chart 1: Ladder of Participation Arnestein.

area seeks a suitable participation level and in this area making decision and participation form mutual relation between citizens and decision makers (Ghaffari et al., 2011: 46).

Driskel Theory

Driskel believes that participation is on the basis of three following believes:

1. Development, at first and before all should benefit local residents.
2. People who live in planning area, have the most precise information about area and related subject.
3. People who accept the most effects of decisions have more shares to participate in making decision (Hadian et al., 2008: 7).

City, citizen and urban management are concepts that have close relation. Necessary conditions and fields ire on the basis of law - direction. Law – direction is on the basis of rules and laws determine that its aim is to organize urban life and urban management activities (sarrafi et al., 2006: 125).

Schubele Researches

Scoberler researches about urban management plan Show that participation is in various forms that are from government participation in local-direction development activities to people participation. He suggests four supplemental procedures:

- Local-direction procedure: this procedure emphasizes on urban tries to support local development innovations, enforcing organizational capacity and enabling participation and projects.
- Area-direction procedure: mentioned procedure in government leading that concerns on physical area, service meeting and proficiency and effectiveness and includes aware and forming participatory groups.
- Practical's procedure: this aims cooperation development, in local communities accepts all local activities and municipal is necessary service and substructures meeting responsibility.
- Process-direction procedure: this serves participation as a total concept for total urban substructures management process through de concentrating (Schubele, 1996: 24).

Participation Advantages

Iran Citizens Participation Models

Participation in Iran is on the basis of two traditional and new models. Traditional model creates on the basis of traditions and religion and there is in institutional and spontaneous form among society people and has continued generation to generation. In this type participation urban management has not role to lead and organize issues and all things are people responsibility. In new one a motivation encourages people to activity. This motivation is from government organizations to attract and increase people participation. It could be forceful or voluntary (Ghaffari *et al.*, 2011: 57).

Research Methodology

The research method is descriptive-analytical, which looked at the concept, identity and properties of participation study and analytical method studies participation Position in urban management. To reach the desired results, Rasht metropolis classified into several areas and sampling was used of random.

Information Analysis Method

A tool and technique used in this study to analyse the citizen's participation Level in Rasht metropolis management is questionnaire technique. The total Rasht Population is the research Statistical community. The case mass has been obtained by kook ran formulation and the case size is 384. To reach the desired results, 400 questionnaires have been introduced.

$$n = \frac{\frac{p \cdot q \cdot t^2}{d^2}}{1 + \frac{1}{N} + \left[\left(\frac{p \cdot q \cdot t^2}{d^2} \right) - 1 \right]}$$

$$n = \frac{\frac{(0.5) \times (0.5) \times (1.96)^2}{(0.05)^2}}{1 + \frac{1}{640000} + \left[\left(\frac{(0.5) \times (0.5) \times (1.96)^2}{(0.05)^2} \right) - 1 \right]} = 34$$

N= total

Population = 640000

p= participation possibility = (0/5)

q= lack of participation possibility = (0/5)

t²= rightness possibility percent = (1/96)²

d² = accepted error grade = (0/05)²

n= case mass = 384

To assess the first hypothesis the distance measuring, Likert spectrum has been used. Zero to 100 distances is on the basis of Likert spectrum in 5 items and has shown participation rate in area; Zero to 20 is very Low capacity, 20 to 40 is low, 40 to 60 is average, 60 to 80 is high and 80 to 100 is very high.

The second and third hypothesis used the Kendall's tau-c statistical test. This test is used to determine a meaningful relation between two order variables as Sig < 0/05 shows that Ho denies in the basis of lack of meaningful level

between two variables and H1 verifies on the basis of meaningful level between two variables.

Introduce Studying Area

Rasht is an Iran metropolis and Guilan center in the North. This metropolis is the largest and densest north Iran city among three Caspian boundary counties (Mazandaran, Guilan, and Golestan). Rasht places in 49’ and 36’’ eastern length and 37’ and 16’’ northern width and is 325 km away from Tehran. Rasht area is 136 km2 and has 5m height from free water level. On the basis of formal statistic in 1390 its population has been 639951. 37% total Guilan populations are Rasht residents.

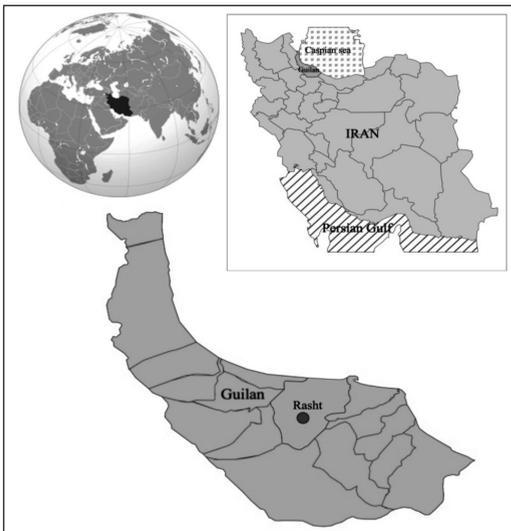


Figure 1: The Position of Study Area in Iran. Source: Authors.

Data Analysis

To complete this questionnaire all classes and employments have been effective criteria as 45% respondents are women and 30% has low literacy. Among them 34% are workers, 17% free employment, 11% retired, 9% unemployed, 8% student and 21% others.

The education and employment kind are effective factors on citizens participation rate, regarding to obtained results in Rasht metropolis high education people have had more tendency to participate in urban management. High

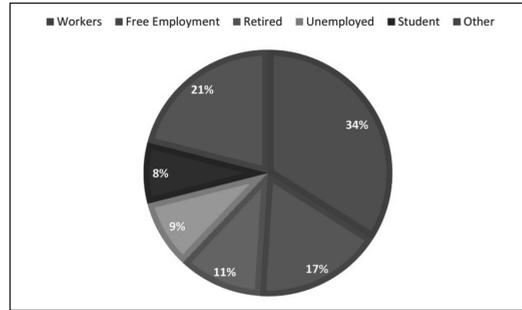


Chart 2: Employment Status by Community.

education causes more familiarity to cooperation dimensions and cooperation importance. Also employment kind effects on participation rate as in Rasht metropolis workers and students have more tendency to participate.

Regarding to women participation in many world countries today one main research question was the women participation rate in metropolis urban Management. The results indicate that the women participation rate is low.

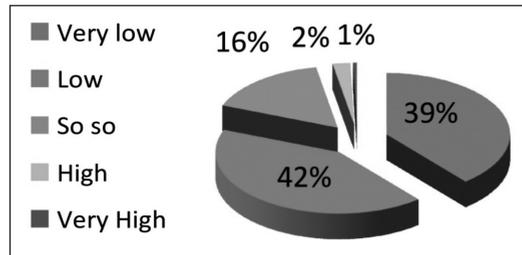


Chart 3: The Rate of Female Participation in the Metropolis.

One of the people critics on urban management in this metropolis is the low regulations informed by urban management. In a question on the basis of regulation informing by urban management, many people believed that weak informing is a block to participate.

Hypotheses Test

Hypothesis 1

To study citizens participation in urban management, the participation criteria in local decision making, urban tolls payment, celebrations holding and city development capacities serving were used. Regarding to

Table 1: People Participation Rate in Different Civic Management Criteria.

	No reply	Very low	Low	So so	High	Very high	Criteria capacity score (in %)
Participation in local making decisions.	19	35	41	162	91	52	61.34
Participation in urban tolls payment.	31	23	44	206	76	20	56.64
Participation in celebrations holding.	15	22	39	113	170	41	66.2
Participation in city development capacities.	17	14	28	261	43	37	60.5
Regarding to constructions rules.	8	48	59	182	55	48	58.6
Urban problems in forming to managers.	22	59	103	158	37	21	49.6

Table 2: Measurement of Public Participation in the Management of the Metropolitan City of Rasht Likert.

Position	Very high	high	So so	low	Very low
distance	80-100	60-80	40-60	20-40	0-20



Figure 2: Metropolis City on People's Participation in Urban.

obtained results, at least participation in urban problems informing to managers is 49/6 and maximum score in celebrations holding is 66/2. As clears foam table participation rate is more in local levels and people like to see their participation results in at least time. Tolls payment score is 56/64 in this metropolis. People contract cities and cause city grow in average position. While many problems in this metropolis, people participation rate in problems informing to managers has at least score and this issue has caused weak relationship between people and managers.

Regarding to obtained results, participation rate in study area with 58/81 final score is 40 to 60 range and has average position.

Therefore hypothesis 1 denies on the basis of high participation rate in area.

Hypothesis 2

To assess people satisfaction rate about urban management has used 2 criteria, satisfaction rate about urban council’s performance and municipal performance were used. The urban council’s performance is 46/7 and municipal performance is 42/15.

To assess hypothesis 2, Kendall’s tau-c test was used according to meaningful relationship

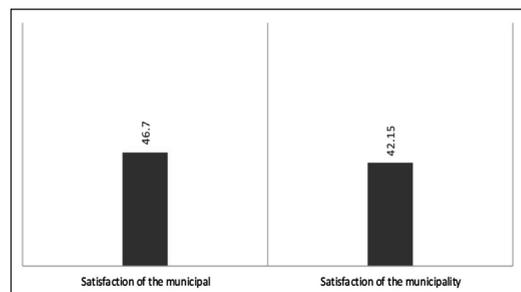


Chart 4: Satisfaction of People in Urban Management.

Table 3: The Relationship between Urban Participation and Satisfaction.

	People satisfaction rate about urban management						Total
	No answer	Very low	Low	So so	High	Very high	
No answer	18	1	0	0	0	0	19
Very low	0	34	0	0	0	0	34
Low	0	51	1	0	0	0	52
Participation Average	0	0	146	35	0	0	181
Match	0	0	0	78	0	0	78
Very match	0	0	0	6	25	5	36
Total	18	86	147	119	25	5	400

Table 4: The Relationship between Civic Participation and Satisfaction.

		Value	Asymp. Std. Error ^a	Approx. T ^b	Approx. Sig
Ordinal by Ordinal	Kendall's tau-c	.787	.019	40.555	.000
N of Valid Cases		400			

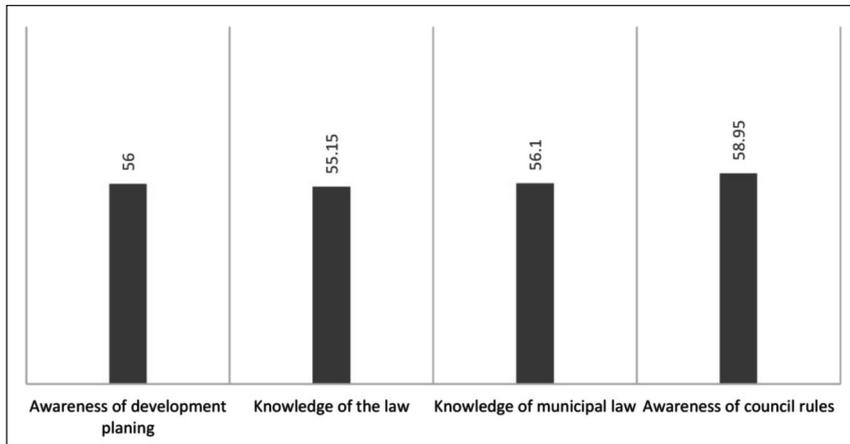


Chart 5: The Level of Public Awareness of Urban.

between citizens' satisfaction about urban management and their participation rate. Regarding to this sig < 0/05, Ho denies according to lack of meaningful level between satisfaction rate about urban management and people participation then hypothesis 2 verifies.

To decrease negative reactions, public participation is an important issue. Regarding to that satisfaction is relative, urban managers should meet conditions to improve life quality

and meet popular needs. Urban councils role is more important as they are the people and government bridge.

Hypothesis 3

Awareness rate about plans has used awareness rate criteria about construction plans, familiarity rate to country rules, familiarity rate to municipals rules, and awareness rate about council's rules.

Table 5: Relationship between Urban Partnerships with the Knowledge.

	Awareness rate about plans						Total
	No answer	Very low	Low	So so	High	Very high	
No answer	19	0	0	0	0	0	19
Very low	7	17	10	0	0	0	34
Low	0	0	43	9	0	0	52
Participation Average	0	0	0	181	0	0	181
Match	0	0	0	40	38	0	78
Very match	0	0	0	0	14	22	36
Total	26	17	53	230	52	22	400

Table 6: Analysis of the Relationship between Urban Participation and Awareness.

		Value	Asymp. Std. Error ^a	Approx. T ^b	Approx. Sig
Ordinal by Ordinal	Kendall's tau-c	.712	.027	26.320	.000
N of Valid Cases		400			

The obtained results ($\text{sig} < 0/05$) indicate the hypothesis 3 verification. More awareness means more people participation rate. Therefore managers who want to attract people participation could introduce people awareness about how plans administer, verify, administer results or lack of administer. Therefore an active participation is when people advance with dimensions awareness.

Conclusion

This research studied the citizens' participation rate in Rasht metropolis urban management. To reach this aim, the questionnaire technique and statistical analysis were used. Results show that Rasht metropolis during one past decade has attracted much population. This metropolis is the largest Iran north city and there is more cultural diversity. The results show that this metropolis people participation rate is average.

Furthermore, 81% statistical community believes that the women participation rate in Rasht metropolis management system is low and very low, meaning that we hold half of the society as ineffective unwantedly. Therefore,

this group talent should be used to reach a desired management.

Regarding to results at least participation is in urban problems informing to managers with 49/6 score and the most score in celebrations hold ion is 66/2. To assess people satisfaction rate about urban management, 2 criteria has been used that is satisfaction rate about urban council's performance and municipal performance, that urban councils performance is 46/7 and municipal performance is 42/15.

The following factors have the most effect as citizens' participation blocks in Rasht metropolis urban management:

1. Lack of mayor and urban council enough administrative power.
2. Lack of expert personnel in urban management.
3. Low people participation in urban management.
4. Low citizens' information about many plans.
5. Low people satisfaction about urban institutions.

6. Weak relationship between responsible and people.

Participation is effective when conducts completely aware and vulnerably and will occur when people would have enough recognition about issues and plans and free making decision power. Therefore todays' people trust responsible has lose but should not continue and participation could begin in a public place to develop in all economical, social and management parts. Finally, this study suggests some procedures to raise this metropolis participation level:

- attract expert personnel in urban management especially councils.
- determine and publish rules and laws in newspapers and magazines.
- develop discussion and challenge places in areas and city level.
- regard to attitudes and people different interests.

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