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Strategic Orientation for Urban Service Transformation: A Case Study of the Tehran Municipality Sports Organization

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ABSTRACT

This study investigates improving of strategic orientations through updating the general program of urban service organizations as case study research in the sports organization of Tehran municipality. This is a descriptive - analytical survey at the strategic level involving four parts; service quality, gap analysis, SWOT analysis, and strategic plan. Data resources in this study included both human resources specialists and documentary information sources. Participants were managers and skilled experts of Tehran municipality sports organization and well-informed scientific and executive experts of citizenship sports. The sample was divided into three parts for exploring gap analysis, SWOT analysis, and Delphi for strategic framework. Research tools included, documentary analysis, questionnaire, and Delphi technique. The validity of the research was assessed and confirmed by content validity of data collecting tool - Delphi panel method of validation. The results showed that, general domains of updating strategic program of Tehran municipality sports organization for enhancing citizenship sports include; developing sustainable resources for citizenship sports, managing the citizenship sports more efficiently, fostering a healthy and active lifestyle in the urban society, institutional and structural improvement of citizenship sports, and creating more citizenship sports participation opportunities. The Gap analysis showed a big gap between the current condition and the desired condition of the indicators related to the areas of strategic changes. The SWOT analysis showed the strategic position of Tehran municipality sports organization for enhancing citizenship sport is decreasing but tending to stability. Therefore, transformation policies and appropriate strategies were presented for performance gap and strategic position.

Introduction

Environmental changes and today's fast-paced and high-pressure world have compelled urban managers more than ever to employ scientific methods of foresight and future prediction, as their future is influenced by diverse and less controllable factors (Nouri et al., 2021). In metropolises such as Tehran, which face environmental challenges, considering current crises and problems, there is a clear need for forward-looking and foresight studies in universities and organizations (Mahmoudi et al., 2018). One of the critical issues in the country's development path is social vitality and health; therefore, understanding and applying knowledge-based and future-oriented strategic management in the development process is essential. Strategic management is a

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comprehensive and coordinated program that links outstanding talents with the environment and, relying on efficient managerial strategies, seeks to achieve organizational goals (Dimitropoulos et al., 2017).

Urban service management in Tehran is shaped by the challenges and transformations present in the city's ecosystem, resulting in many municipal programs falling short of their expected outcomes (Mahmoudpour & Moradi Chadgan, 2020). Moreover, a lack of information, analysis, and applied knowledge creates significant obstacles, causing delays in program modification and implementation, which in turn adds to the complexity of urban issues (Shahsavari et al., 2020). Therefore, strategic transformation and the updating of urban plans have become key concerns in the urban management system, both theoretically and practically (Avourdiadou et al., 2014). Strategic planning and structural transformation in Tehran must align with new environmental paradigms, accurate key information, and up-to-date practical knowledge to foster positive and problem-oriented changes (Dindar et al., 2024). In recent years, Tehran Municipality's policies have focused on structural and functional changes in the city, strengthening the urban revenue system, improving urban infrastructure, optimizing the efficiency of the transportation system, enhancing urban safety against natural disasters, and implementing modern land-use policies (dadfar & Bandarabad, 2022).

In this context, the role of the municipality as the principal body for urban management and service provision—particularly in areas such as citizen sports, which can enhance public health and social vitality—becomes increasingly significant. Municipalities, as the main authorities of the integrated urban management system (Abdi et al., 2025), provide multifaceted services across welfare, education, culture, arts, economy, politics, and the environment (Seyedali et al., 2023). Sports facilities are among these municipal services, offered with the goal of improving citizens' health and promoting social vitality. Citizen sports, as a multidimensional tool, play a crucial role in health, leisure, education, and other social functions, serving as one of the primary and most sustainable strategies for preventing corruption, behavioral deviations, and social misconduct, while simultaneously contributing to the well-being of both the environment and the community (ghanbarinezhad naseri & Kazemizadeh, 2022).

Despite more than a century having passed since the establishment of the modern urban management system in Tehran, the dominance of state centralization has resulted in municipalities and city councils lacking sufficient independence in decision-making and policy formulation—a concern that requires particular attention given Tehran's population growth, spatial expansion, and the complexity of its urban challenges (Amirantekhi et al., 2023). Accordingly, effective urban management necessitates a precise understanding of the environment, stakeholder participation, recognition of uncertainties and development trends, a holistic and forward-looking perspective, and a long-term vision to address ecological crises (Mahmoudpour & Moradi Chadgan, 2020). Nevertheless, despite the global expansion of health promotion and leisure enrichment programs, quality of life remains a serious concern in Iran, with statistics indicating low levels of public health and happiness. Studies show that participation rates in citizen sports in countries such as Australia (69%), the Netherlands (58%), Denmark (68%), Finland (66%), Germany (48%), and France (46%) are significantly higher than in Iran, where the sports participation rate is below 20%. In Tehran, with a population exceeding 9.5 million and a sports facility per capita of 0.42 square meters, the development of citizen sports requires careful planning and foresight (Tehran Statistical Yearbook, 2022). Examples from around the world include Singapore's 2030 strategic plan, Malaysia's Kuala Lumpur National Strategic Plan for Living (2016–2025), Abu Dhabi's strategic plan in the United

Arab Emirates (2016–2020), and strategic programs in nine other cities. These include: sports facility development programs in Canterbury, Australia; sports and recreation strategies in Christchurch, New Zealand; Ottawa municipal sports strategies in Canada (Rich et al., 2024); municipal sports documents in Poland (2023); British Columbia sports strategic plan in Canada; sports and physical activity program of Casey City, Australia (2021–2025); South Australia's sports and recreation strategic plan (2021–2025); Richmond City sports and recreation strategies in Canada (2019–2024); sports strategies in Vancouver, Canada; and the Wood Buffalo sports strategic plan in Canada.

Citizen sports and the Tehran Municipal Sports Organization possess strengths, weaknesses, opportunities, and threats, and understanding these strategic components can address various needs and contribute effectively to problem-solving (Najdsajadi et al., 2017). For instance, the economic crisis and declining purchasing power are key factors affecting public health and social vitality. Under such circumstances, low-cost methods to promote citizens' health and well-being should be prioritized (ghanbarinezhad naseri & Kazemizadeh, 2022). While the aimless development of sports and its misalignment with the intrinsic characteristics of this sector remain fundamental challenges for urban sports in Tehran, the direct dependence of all aspects of the urban sports system on the municipal and governmental sports management further weakens forward and backward linkages. The immediate consequence is limited access to sports opportunities and facilities, leading to reduced sports participation (Amiri Ghala Rashidi et al., 2023). Therefore, research and strategic planning for development can strengthen forward and backward linkages, fostering greater focus on citizen sports.

Studies indicate that Tehran Municipality's performance in public sports is weak, and the principles of good urban governance have not been realized (Hosseini et al., 2017). Furthermore, strategic analysis of this organization shows that the financial outlook holds the highest priority, while internal processes are given the lowest (Najdsajadi et al., 2016). In addition, organizational performance is linked to organizational intelligence as well as executive and process-related factors (mahmoudi et al., 2019). In this context, concerns related to leisure and health through physical activity represent urgent needs for Tehran's citizens. Despite efforts and initiatives by various groups and organizations to provide opportunities for sports participation and recreational activities, changes in lifestyle and enhancement of public services remain essential (Hosseini et al., 2017).

Meanwhile, the development of citizenship sports, like other social systems, requires the distribution of responsibilities among institutions and the participation of all individuals and social groups, and all organizations and bodies involved in this domain must engage in this process. In addition, future-oriented planning should be considered in the further development of sports (ghanbarinezhad naseri & Kazemizadeh, 2022). Since transformation entails fundamental change, it involves altering the structure of a system and subsequently recreating a new order. Urban planning, which is crucial in the urban development process, includes the municipality's medium-term development programs; however, necessary feasibility analyses in this regard have not been conducted. Evaluating these programs is important as it provides valuable information for effective program management, enhancing positive outcomes, addressing urban challenges, and eliminating ineffective initiatives (Dindar et al., 2024). In this context, studies indicate that the assessment of performance and the development of citizenship sports in municipalities have been examined through various approaches: Hallajian et al. (2020) proposed a framework based on the CIPP model, nasiri and Dastoom (2020) analyzed the citizenship sports ecosystem, Mahmoudpour and Moradi (2020) identified strategic spatial planning, Alaei-Rad et al. (2020) confirmed the impact

of management information systems on conflict management, and Pourmehr et al. (2021) investigated the role of a holistic approach in enhancing organizational image.

Since social systems are highly complex, managing them requires a holistic approach. Frameworks and models help simplify the overall system, providing a better understanding of system-wide perspectives and performance. Although various models and approaches for development management exist worldwide, for example, Prastiou et al. (2018) indicated that municipal sports systems in Indonesia require the development of sports information and improved system management. Bettin et al. (2018) suggested that the general policy for urban sports management in the Brazilian Plateau should focus on leisure and public spaces. Machado et al. (2019) emphasized the dominance of public policy in Greek municipalities over urban sports management. Krishchionas (2019) argued that implementing urban sports policies in Lithuania depends on government support to create coordination processes among municipal departments and councils. However, each country and organization requires its own localized and specialized model (Pormehr et al., 2022).

Therefore, in today's world, which is characterized by rapid environmental changes (nasiri & Dastoom, 2020), managers of various institutions and organizations are compelled to anticipate the future, design operational plans for their managed structures, and develop strategic planning processes that enable adaptation to environmental transformations. Accordingly, it is necessary first to create a clear picture of the current situation and then plan a feasible future, taking into account the pathway, potential resources, and possibilities for improvement, so that organizations can be guided toward a prosperous future. In this framework, a holistic systems-thinking approach can play a key role, as the Tehran Municipal Sports Organization is considered a subsystem within the city's social system, the national sports system, and public sports, with its performance across various domains influenced by internal and external organizational factors. A common challenge in organizations in the country is the design of development programs without regard for the fundamental principles of previous plans and the implementation of enhancement projects without considering the organization's strategic orientation and positioning. Accordingly, the present study was conducted to improve strategic orientation through updating the overall planning of urban service organizations, with the Tehran Municipal Sports Organization selected as a case study. The significance of this research lies in its ability to identify urban sports management perspectives regarding the strategic orientation of Tehran's municipality and to serve as an informational resource on forward-looking principles and strategies for improving the current situation. Meanwhile, the Tehran Municipal Sports Organization, as the main authority for managing and developing urban sports in the capital, organizes and supports high-volume sports activities through sports boards in 22 city districts. In metropolitan Tehran, this central program is implemented within the framework of the Fourth Development Plan, and activities are carried out in accordance with strategic orientations and municipal regulations. The organization's strategic plan was first developed and implemented in 2015; therefore, its review and updating are essential. Since strategic planning involves the stages of formulation, implementation, and evaluation, this plan must also be scientifically reassessed. Furthermore, extensive changes resulting from the COVID-19 pandemic and shifts in citizens' behaviors and lifestyles on the one hand, and challenges such as insufficient distribution of sports facilities, limited access to amenities, reduced public participation, low physical literacy, and weak social motivation on the other, have made this review even more necessary. The current strategic plan of the Tehran Municipal Sports Organization, aligned with the city's Fourth Development Plan for the horizon 2025, facilitates both the fulfillment of the

organization's mission and the achievement of the municipality's overarching urban development objectives. In this regard, Tehran's comprehensive plan (strategic-structural, development, and construction), the organization's charter, and its strategic document for the 2015–2025 period are considered foundational references.

Methodology

The research method of this strategic study is descriptive-analytical, and the Tehran Municipal Sports Organization, along with the urban sports service system, is considered as a single unified entity that participates in the process of planning transformation and strategic orientation by analyzing its internal and external environment, aiming to achieve an optimal level of organizational and urban performance in line with its capacities and responsibilities. The theoretical framework of the study is based on Bryson's (2018) Bryson's (2018) strategic management theory for public and non-profit organizations, which, adopting a systemic and contingency approach, emphasizes environmental dynamism, stakeholder participation, and continuous evaluation of mission and vision, providing a foundation for strategic analysis in urban service organizations. Within this framework, strategy formulation, implementation, and evaluation are defined as a cyclical and feedback-oriented process, enabling the organization to update and redesign its plans according to environmental changes. The aim of the study is to evaluate and update the strategic document of the Tehran Municipal Sports Organization and to provide an operational plan. The conceptual framework of the study has been designed in four stages, presented in Table (1). After reviewing and analyzing strategic planning models and frameworks, Bryson's ten-step model was selected as the base, which includes initial agreement and project implementation, identification of upstream documents and expectations, formulation of mission and vision, evaluation of the internal and external environment, identification of key performance indicators, strategy and operational plan development, program implementation sharing, and final review.

Table 1. Conceptual Framework of Research

Table 17: Conceptual Framework of Research										
The First Phase of the Research			The Second Phase of the Research		Third Phase of the Research			The Forth Phase of the Research		
Knowledge discovery and system identification			Gap Analysis		Strategic analysis of Influential Environmental Factors (SWOT)			Strategic orientation and program transformation		
			Key Indicators		Internal Factors of the organization		External factors of the organization			
Identification of mechanisms	Identification of Factors	Identification of the Indicators	Current Status	Desired Status	Strength	Weaknesses	Opportunities	Threats	Policy	Strategy
Conceptual Framework			Gap Between two statuses		Strategic Position Evaluated by Matrix			Strategic role		

Sources for information extraction included both human and documentary resources. Human resources comprised scientific and executive experts in the field of urban sports in Tehran, with a focus on the Tehran Municipal Sports Organization. The sample size was determined based on a sufficient number of individuals for strategic analysis, between 30 and 60 experts (Bryson, 2018). A purposive sampling method was employed, selecting participants based on criteria such as education, experience, specialization, and occupation, as presented in Table (2). Additionally,

information sources were confirmed to include three categories: organizational documents (13 documents), credible research (32 articles, plans, and media), and media content (18 media sites).

Table 2. Description of Samples of Opinions Taken From Experts Informed of Research Topic

Informed Experts	Interviewing	Gap Analysis	SWOT Analysis	DELPHI Panel
Managers of Municipal sports field	8	18	10	4
Experts and specialists working in municipality sports	7	15	15	3
Consulting academic specialists in the municipality sports organization	7	5	11	5
Total	22 people	38 people	36 people	12 people

The research instruments included document analysis, interviews, questionnaires, and the Delphi method. In this phase, additional English and Persian sources were collected using available library resources and web searches. Exploratory semi-structured interviews were conducted both in-person and remotely with 22 experts. These interviews complemented the findings from the desk research and informed the development of the questionnaire. The questionnaire comprised two sections: Gap Analysis and SWOT Analysis, designed on a five-point Likert scale (from very low = 1 to very high = 5). The content validity of the questionnaire was evaluated and confirmed using the opinions of four expert researchers in sports management and four managers in the municipal sports sector (all holding PhDs in sports management). To ensure the reliability of the study, multiple concurrent approaches were applied. First, a purposive sample of 22 managers, experts, and academic consultants in the municipal sports sector was selected to capture perspectives from different angles and ensure observational consistency and reproducibility. Additionally, the Delphi panel, with multi-stage feedback, was employed to reinforce group consensus and response stability.

Data analysis methods were as follows: (a) conceptual framework for the qualitative research process, theme extraction following the six-step method by Braun and Clarke, (2006), (b) descriptive statistics for the Gap Analysis section, and (c) evaluation matrix for SWOT analysis. Excel 2016 and SPSS 22 were used for quantitative analysis. In the Gap Analysis method, the current state (organizational performance) and the desired state (organizational goals) were assessed by the respondents. SWOT analysis consisted of four components: strengths, weaknesses, opportunities, and threats. The SWOT matrix serves as a strategic planning tool for evaluating internal factors and analyzing external factors. To identify the strategic plan, a researcher-designed questionnaire was used to assess internal and external factors, distributed among 36 participants, and the data were analyzed. In evaluating external factors, opportunities and threats were prioritized and then weighted from 0 (low importance) to 1 (high importance). In the Gap Analysis, coefficients indicated the relative importance of each factor. Strength factors were assigned numbers 3 and 4, while weakness factors were assigned 1 and 2, representing the efficiency level of the organization's response to each factor. Furthermore, to enhance validity and achieve expert consensus in data analysis, the Delphi method was employed. This involved multiple rounds of consultation with a panel of experts, with two rounds conducted in this study. In the first round, experts' opinions were collected and analyzed to identify areas of agreement and disagreement. In the second round, feedback from the first round was provided to the experts, who were then asked

to revise their views based on the information and perspectives presented. This process facilitated a relative consensus on the importance and prioritization of internal and external organizational factors, thereby enhancing the credibility of the research findings.

Results

The findings, according to Table (3), comprised three sections: Gap analysis, SWOT analysis, and strategic framework. Through qualitative study it was tried to identify fields of strategic transformation and axes of updating Tehran municipal sports organization's planning which involves 5 fields and 11 axes. Five main fields involve the development of citizenship sports resources, enhancing the efficiency of citizenship sports management, promoting a healthy and active lifestyle, Institutional promotion of citizenship sports, increasing opportunities for sports participation.

Table 3. Identifying Fields of Strategic Transformation and Axes of Updating Tehran Municipal Sports Organization's Planning

Strategic transformation Field	Axes of Updating programs
Development and sustainability of citizenship sports resources	Financing and diversifying the funds and credits of citizenship sports
	Participation of volunteers, NGOs in financing
	Using The facilities and capacities of the private sector for Sports development
Knowledge-based and efficient citizenship sports management	Knowledge-based development and enhancing citizenship sports standards
	using Educational, Innovation & Research works for promoting public sports
Promoting a healthy and active lifestyle in urban society	Promoting an active lifestyle as an aspect of Iranian Islamic lifestyle
	Developing new models of public sports & traditional and Indigenous sports recreation, Economic constraints and urban life
Social and institutional promotion of urban sport	Brand development and excellence of organizational image as lofty position of citizenship sports
	Developing status of citizenship sports with emphasis on moving sports management and resources to Tehran municipality.
Increasing opportunities for sports participation of citizens	expanding sports facilities and potentials regarding demographic characteristics
	promoting sport activities in public open spaces

Gap analysis: Gap analysis between the current state of an organization with its desired state in strategic axes specified according to strategic plan, was performed as the Table below. In all 11 strategic axes the Gap is more than 2points and the Gap between current and desired state is significantly high.

Table 4. Gap Analysis Between the Current State of an Organization With Its Desired State Towards Strategic Goals According to Strategic Document

Area of transformation	Evaluated axes in organizational report	Current state	Desired state	Gap
Development and sustainability of citizenship sports resources	Total indexes of financing and diversifying the funds and credits of citizenship sports	2.36	5	2.65
	Total indexes of Participation of volunteers, NGOs in financing	2.69	5	2.31
	Total indexes of Using The facilities and capacities of the private sector for Sports development	2.38	5	2.63
Knowledge-based and efficient citizenship sports management	Total indexes of Knowledge-based development and enhancing citizenship sports standards	2.04	5	2.96
	Total indexes of education, Innovation & Research works for promoting public sports	2.31	5	2.70
Promoting a healthy and active lifestyle in urban society	Total indexes of Promoting an active lifestyle as an aspect of Iranian Islamic lifestyle	2.62	5	2.38
	Total indexes of developing new models of public sport& traditional and indigenous sports recreation, economic constraints and urban life	2.27	5	2.73
Social and institutional promotion of urban sport	Total indexes of brand development and excellence of organizational image as lofty position of citizenship sports	2.32	5	2.68
	Total indexes of developing status of citizenship sports with emphasis on moving sports management and resources to Tehran municipality	2.37	5	2.63
Increasing opportunities for sports participation of citizens	Total indexes of expanding sports facilities and potentials regarding demographic characteristics	2.63	5	2.38
	Total indexes of promoting sport activities in public open spaces	2.18	5	2.82

Description of the Gap between Organizations' current and desired state in achieving strategies according to strategic document shown in figure1.

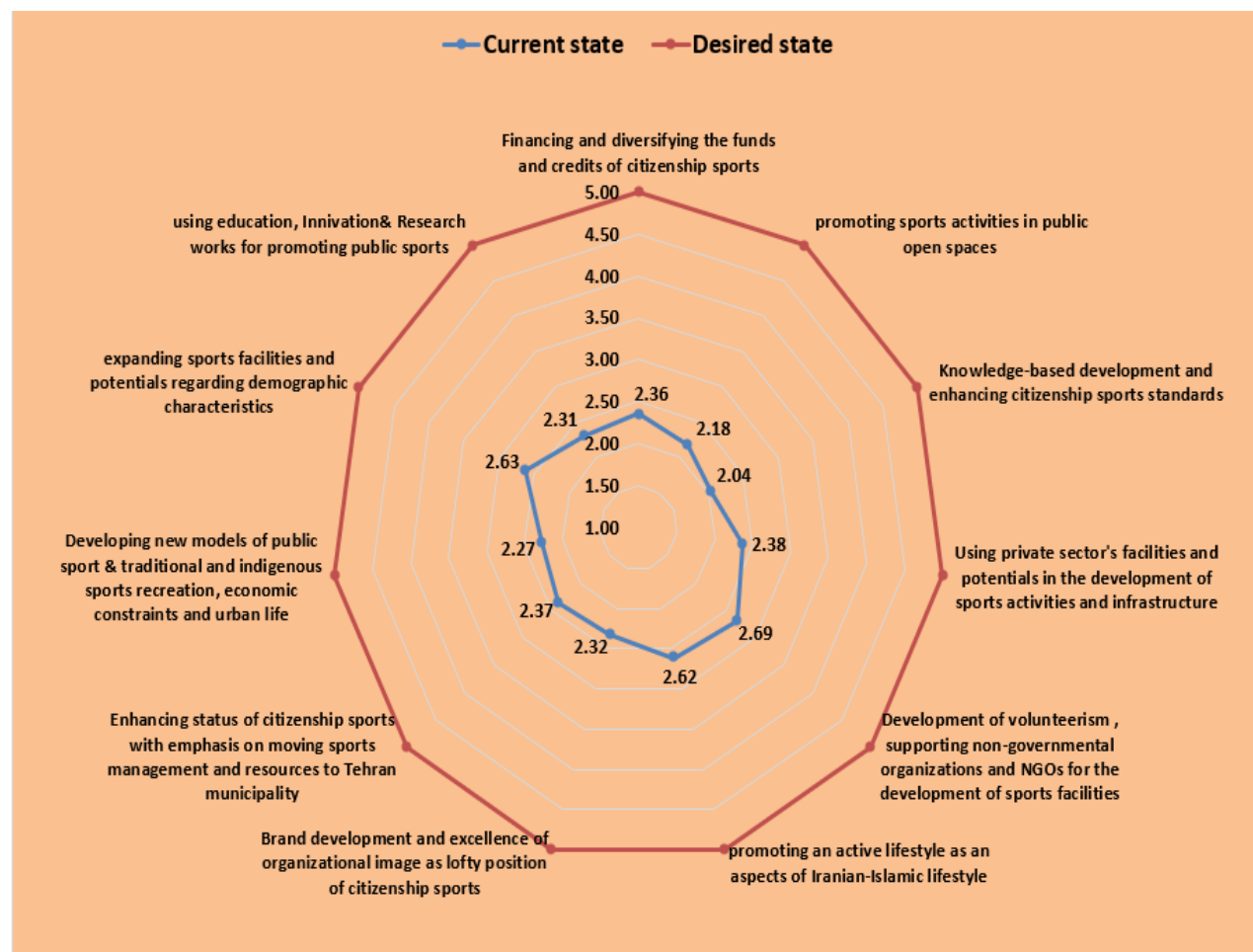


Figure 1. Gap Analysis Between Current and Desired State of Organization Towards Strategies According to Strategic Document

Strategic analysis (SWOT): According to Table 5, The results of 50 strategic factors for 5 fields of transformation include; Development and sustainability of citizenship sports resources (11), Knowledge-based and efficient citizenship sports management (16), Promoting a healthy and active lifestyle in urban society (12), Social and institutional promotion of urban sport (11), Increasing opportunities for sports participation of citizens (10). These 50 factors separately are: 11 strength, 16 weaknesses, 12 opportunities, and 11 threats. Questionnaire evaluation and scores in Matrix showed that total scores of internal factors are 1/73 and total scores of external factors are 2/71.

Table 5. Results of SWOT Analysis of Strategic State of Tehran Municipal Sports Organization

SWOT Analysis					
Internal environment of Organization			External environment of organization		
Field	Strengths	Weaknesses	Opportunities	Threats	Abundance of factors
Development and sustainability of citizenship sports resources	– Experienced & skilled workforce in organization	– Lack of using the capacities of the private sector for development of Sports facilities	– New technologies And health and sports performance evaluation equipment and the possibility of using it in the organization	– People's low satisfaction with the services of the organization's sports complexes and facilities	
	– The use of subsidies in organization's services and building a competitive	– Weakness in marketing advertising		– Decreased	

	advantage	- economic activities for generating revenue – Accumulated depreciation of sports facilities and equipment's	– The existence of federations, Ministry of Sports and Youth, National Olympic Committee (NOC), The Ministry of Education in Tehran and the possibility of interaction and taking advantage of the capacities of the parties	economic power and financial strength
Knowledge-based citizenship sports management	– Using job description& – Job Specification in organization – The existence of Educational & Research capacities	– No access to systematic sports information systems – Lack of continuous program monitoring and their pathology – Imbalanced resource allocation system	– Attention to the development of sports in the fourth development plan of Tehran municipality – The existence of sports faculties and research centers in Tehran	– Insisting on applying political and non-sports managers in sport careers – Lack of integrated management system – Organizations not oriented toward high quality services
Promoting a healthy and active lifestyle	– Direct communication with citizens and target community in Tehran – The existence of the capacity to recruit volunteers in the organization	– Paying no attention to the needs, leisure time and favorites of all people – Poor mass media campaigns and advertising for physical activities – Poor media coverage to announce upcoming Sports events – Failure in the assessment of needs and interests and paying no attention to what people needs in their everyday life	– Doctors' emphasis on the health benefits of sports and exercises – instilling confidence in people towards sport departments of the organization – The presence of people who are interested in participating in public sports – The existence of media and virtual space for increasing public sports participation	– Tehran's air pollution cancels sports events – People are more interested in virtual spaces than sports
Knowledge-based and efficient citizenship sports management	– Membership of the sports organization in influential sports institutions (Federations, TAFISA and...)	– Lack of scientific Pathology of planning in organizations and adhering to traditional ideas and views	– The emphasis of The Supreme Leader of the Revolution on public sport and promoting people's	– Increase in costs due to inflation – Multiplicity of sports policy-making institutions and sports

	Organization's strong background of Participation and involvement in sports	Weakness in constructive interaction of the organization for implementing Memorandum of understanding	- participation in sports - Existence of Sports Complexes in cities of the country	management professionals	
Increasing opportunities for sports participation	- The immense power of the sports organization in organizing socio - cultural and sports events - Existing numerous and diverse physical infrastructure in the city	- Lack of continuous and stable calendars in providing services to the public - The increase in tuition fees and the relative decrease in people's willingness and tendency - Unfair distribution of sports facilities in the city and insufficiency of facilities in some areas - Lack of fascinating programs to attract people to sports	- Existence of open spaces including parks and natural attractions in Tehran - The possibility of providing services to the public	- Inability to pay tariffs by less privileged citizens - No motivation in the youth to participate in sports organization programs compared to other age groups	
Total number of factors	11	16	12	11	50
Rank× weight Score	1/73		2/71		

Description of Strategic Position Matrix using the Internal Factor Evaluation (IFE) matrix and External Factor Evaluation (EFE) matrix scores that is conducted based on four strategic positions (aggressive, conservative, defensive, or competitive) and 9 positions (Growth, Stability, Decline). According to the figure (2), in 9 positions Matrix, the position of the organization located in the range of decline near to stable and in 4 positions Matrix, the position of organization is located in conservative near to defensive.

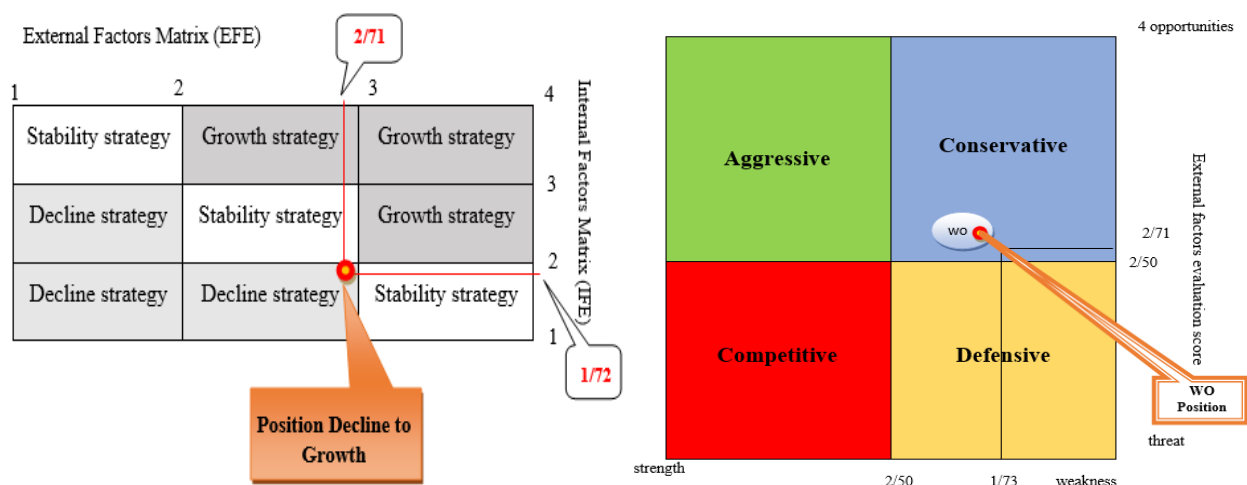


Figure 2. Strategic Position of Tehran Municipal Sports Organization

Strategic orientation for program transformation: Based on the gap status and strategic position (Table 6), appropriate policies and strategies were developed for the five fields of strategic transformation.

Table 6. Strategic Orientation of Transformation in The Program

Fields of transformation	Transformation policies	Implementation strategies
Development and sustainability of citizenship sports resources	Development of financial resources for promoting participation-based citizenship sports	• using the capacities of the private sector for the development of Sports facilities, advertising activities and taking part in sports events • employee empowerment • Fair improvement of sports per capita with the approach of developing and equipping centers in underprivileged areas.
Knowledge- based citizenship sports management	enhancing efficiency of citizenship sports management system based on knowledge & technology	• Strengthening the capacity of policy making, evaluation, and monitoring in the organization • Providing Smart services and using Knowledge- based Technologies in plans and events that are involved in organizations • Improving management and Productivity of available sports complexes
Promoting a healthy and active lifestyle	Promoting a healthy lifestyle based on modern sport	• Promoting an active lifestyle as an aspect of Iranian Islamic lifestyle • attention to the needs and sporting interests of all people in all regions and districts
Knowledge-based and efficient citizenship sports management	institutional promotion of citizenship sport based on social responsibility	• Benefiting from all the capacities of Tehran municipality in order to execute the decree • Attention to the indicators of the sports organization in the fourth development plan of Tehran
Increasing opportunities for sports participation	Increasing opportunities for citizenship sports based on diversifying	• Promoting public sports through fascinating programs and sports festivals

Fields of transformation	Transformation policies	Implementation strategies
		• promoting citizenship sports activities in public open spaces • Identifying sports talented citizens

Systemic transformational strategic plan, From reported findings a conceptual map of Tehran sports organization's transformational strategic landscapes was drawn as Figure 3. According to the Figur3, during the transformation in strategic plan of the organization, the political orientation of the transformation and chain orientation of the strategies should be toward lowering the Gap between current position to desired, enhancing strengths, and improving weaknesses in Internal environment, and using opportunities and decreasing the threats in External environment.

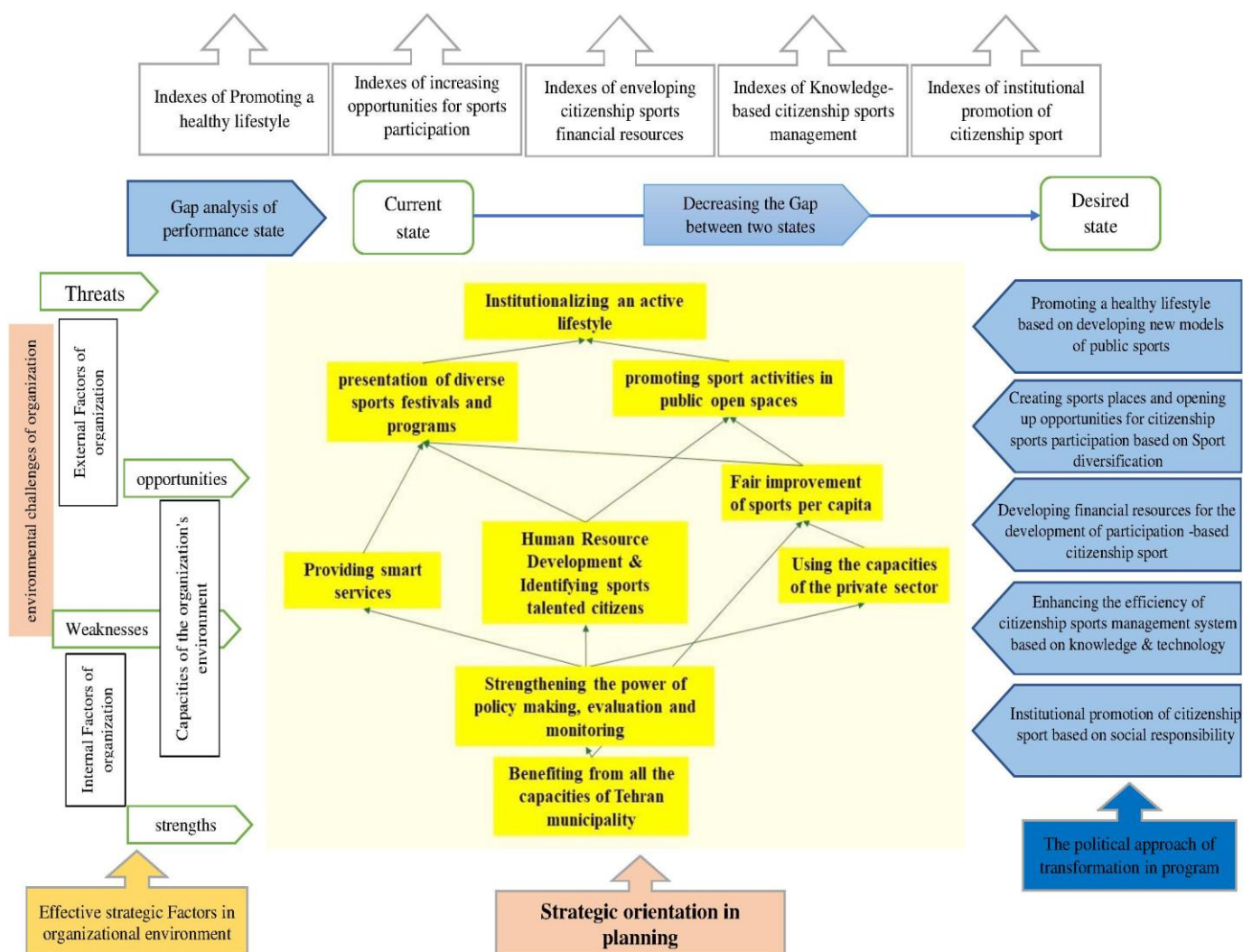


Figure3. Conceptual Map of Tehran Sports Organization's Transformational Strategic Visions

Discussion and Conclusion

Discussing and considering research findings involved; expressing the importance of indexes and Identified factors ,interpreting priorities and their status and applying their extracted framework

according to Theoretical foundations, Environmental evidences and research results. qualitative section consisted of program transformation vision and strategic orientation; Development and sustainability of citizenship sports resources, Knowledge- based citizenship sports management, Promoting a healthy and active lifestyle, Knowledge-based and efficient citizenship sports management and Increasing opportunities for sports participation. The main conclusion of these findings, is that the identified components represent the result of the perception of experts surveyed and abundance and the type of components confirms the real instance of program transformation and Strategic orientation of Tehran municipal sports organization and the development of citizenship sports.

The identified framework shows that, on the one hand, the main essence of sport in municipality is a public service category so, it is a dynamic and complex system; on the other hand, major problems are related to the sports management system and is structural-executive type that can be caused due to inefficient islanding management of Tehran public and citizenship sports resulted in Parallel working or negligence. Only through suitable orientation and strategic program, did the organization can provide its required resources and reach a suitable functional system (AmirEntekhabi et al., 2023). Staggering environmental changes lead organizations to use the latest experiences and the latest scientific information in order to survive (Narkhova et al., 2020), and this won't come true without a strategic plan. Identified Key axes and fields are aligned with the results of the related study conducted by Halajian et al. (2020).

In explaining the perspective of developing citizenship sports resources, it can be said that regarding to critical situation in Tehran municipal services and lots of problems ahead, providing resources, especially physical and financial resources, is the most important need and challenge. Among the challenges of financial credit for urban sports are transferring credits allocated by upstream institutions and spending on non- sports affairs. Sports management in Tehran city, in order to interact with ecosystem, should be such that to provide the context for participation of private sector, and through suitable strategies take steps to provide opportunities for industry and market orientation (Jakar & Rosentraub, 2023). Private sector entry into the sports department can solve most of the problems. On one hand, this decreases government's political involvement and influence and on the other hand, by injection of appropriate financial resources, financial problems will be resolved. Therefore, the development and supplying resources for it, is the basic task of a sports manager and indicating the efficiency of the system and its structure. These findings are consistent with the results of study by Turki et al. (2022).

In explaining the perspective of Promoting active and health lifestyle it can be said that according to the previous studies trying to change beliefs and assumptions and then values and norms in order to present physically active behavioral model can lead to increased public participation in sports and active hours in society, and sports Value and culture models have a key role in this respect. The sports community needs a change in general attitude toward setting goals in the development plan, like providing social and physical environment. so, considers formulating of national strategies as effective policy for increasing sports participation (Abdi et al., 2025). For expanding participation, it is necessary to make people interested in physical activity, giving information, creating attitudinal changes, and building Positive motivational atmosphere, and this can be done through media and public education (Kriščiūnas, 2019). Since promotion and culturalization of sports creates a sport mentality this strategy can be effective in approaches toward culturalization of sport (Amiri et al., 2023). Norms determine how people behave, and what they speak about and their courses of action and shape modeling for individual's behavior as a sign and symbol which are efficient in popularization of sports, so, famous sports personalities and popular athletes increase its functions by confirming it.

In explaining the perspective of institutional promotion of citizenship sport ,we can say since most effective factors on development and transformation of urban sports are connected with institutional structure of sport or environmental factors that shape behavior in macro level, so institutional and political factors have key role in management and development of sports, but this involvements are associated with constant challenges for the professional, technical ,and main parts of sports system. Formulation of laws and documents is considered appropriate for improving management of sports development and prior to organizing and structuring. Generally, in order to

solve sports development problems, the society needs modifying and updating the rules and regulations for supporting organizational norms and consequently, changing general attitude toward sports (Bettin et al., 2018). Tehran municipal's independent sports management, is like a double-edged sword and when used correctly it is constructive, but otherwise it is destructive. It should be mentioned that sports management is part of a macro municipal management; therefore, some of its managerial measures (constructive or destructive) originates from higher levels of management. The first drawback in this case, is multiple structural changes in management that halted the activities of this sector over a long period of time, and probably make changes to programs (Estelles-Miguel et al., 2017). The second one, is that if sports management does not follow documented programs which has been developed according to the goals and standards of physical education, then there would be arbitrary decision making in all sports activities (Machado et al., 2019). Component of management, regarding to its authority, has absolute priority to others. This is because the manager has the authority to direct other components like human sources, financial sources, research and development these findings are consistent with the results of Aznar's studies (2022)

In explaining the perspective of making efficient Knowledge- based citizenship sports management, it can be said that, according to the principle of management, sports development plan involves common activity areas of various sports organization in a city which like a container contains all sports activities and it affects people's behavior and participation in those environments. Sports management is responsible of positive and constructive engagement in creating common models of sports participation, so as the basic requirement must have access to the right information (Prasetyo et al., 2018). Obtaining the required information is possible through research and needs assessment, so access to an efficient information system is required for sports management (Avila et al., 2021). The existence of Knowledge-based Systems and technology-oriented aspects of the sports events and classes has a key role in the quality and efficiency of performance. Regarding to the promotion of sports technology and sports events in the world, accessing to knowledge and modern technologies in order to achieve sports goals, especially championship sport, is impossible except in the shadow of scientific development. This perspective is consistent with similar results of previous studies, including the research of Dindar et al. (2024).

In explaining the perspective of increasing opportunities for sports participation, it can be said that Sports environments are the main context and foundation for sports participation and sports role models affect other factors, during the life time. therefore, most of the changes in individuals' sports orientations is the result of how an individual interacts with his socio-cultural environment (ghanbarinezhad naseri & Kazemizadeh, 2022). Diversity of opportunities and events is directly related to the quantity and quality of sport. So, to increase the quantity and quality of sports, diversity strategies in development can be used (Bettin et al., 2018).

Sports management can stimulate investment and competition and facilitate sports participation by improving the quality of sports events. The findings of the gap analysis section between the current and desired performance of the organization in the axes determined according to the existing strategic document showed that there is a significant gap in all axes. Experiences and evidence have shown that the municipal sports organization, even with extensive facilities and great potentials can not increase the development of civic sports alone; Because sports participation is a social behavior and an interdisciplinary product and output of the entire urban society. The Tehran Municipal Sports Organization should transform its system and make it more efficient so that it can both properly resolve problems and use its resources and capabilities appropriately. The examined axes are aligned with the framework used in some studies such as Khaksar et al. (2023).

Based on the results of the SWOT analysis, a significant number of strategic factors were identified in the internal environment (strengths and weaknesses) and external environment (opportunities and threats) of the municipal sports organization. Description of the strategic position assessment matrix based on the sum of the scores of internal and external factors in the two approaches of the four position matrix (competitive, offensive, conservative, and defensive) and the nine-position matrix (growth, stability, decline) showed that in the nine-position matrix, the organization's position is in the range of decline close to stability, and in the four-position mode, the organization's position is in a conservative close to defensive mode. This identification position indicates that despite the

various programs, requirements, and capabilities in Tehran's urban sports, the current trend of Tehran Municipality's sports management has generally reached relative instability, and its overall direction is tending towards decline and stability. It can be said that, due to the dominance of weaknesses over strengths and the existence of environmental threats and opportunities, this organization should formulate and implement its strategies and programs with an emphasis on a reduction and conservative strategy. Decline strategy tending to stability (conservative) emphasizes that the organization should seek to eliminate and solve internal weaknesses by using external opportunities. In general, the existence of opportunities and weaknesses in the organization indicates the existence of growth conditions, and in this regard, strategies and programs should be prepared with an emphasis on this framework. Considering the identified strategic position of municipal sports management, it is necessary to take a conservative approach for managing challenges and improving performance indicators. SWOT method is one of the strategic tools for matching internal organizational strengths and weaknesses with external organizational opportunities and threats. This systematic analytical method is for identifying those factors and developing a strategy for creating the best matches between them.

From this perspective, this model is an appropriate strategy maximizes strengths and opportunities and minimizes weaknesses and threats. For this purpose, strengths, weaknesses, opportunities, and threats are linked together in the overall framework of growth, stability, and reduction strategies. Ultimately, a conceptual map for the transformation of the Tehran Municipal Sports Organization was presented in a systematic-strategic framework, combined with the reported components and findings. Based on the conceptual map of transformation in the organization's strategic plan, the policy orientation of transformation and the chain orientation of strategies should be directed towards reducing the gap between the current and desired status, activating strengths and reducing weaknesses in the internal environment, and taking advantage of opportunities and reducing the effects of threats in the external environment. Based on the map drawn, a comprehensive analysis can be made regarding the program structure in the Tehran Municipal Sports Organization. since sport is a pervasive category in urban society, the strategic structure presented can well demonstrate the capacity for transformation in the development of Tehran's citizenship sports. Although this organization, along with other departments of the Great Tehran Municipality, has made the transformation one of its annual priorities and has tried to develop, implement, and evaluate diverse but targeted programs to improve citizen sports services, the strategic orientation and daily routine of the organization's current program must flow from the highest to the operational levels of the organization. The program is designed based on modern principles of sports management knowledge, the legal environment and policy framework of sports (Soñta, 2021), the goals and missions of the Tehran Municipal Sports Organization, and national and international principles of urban sports management and development, and is extracted from scientific, organizational, and media information sources, needs assessment of individuals and organizations, and opinion of experts.

The general concept map from conceptual, leveling, and operational aspects, is consistent with the presented model in some studies such as nasiri and Dastoom (2020), Mahmoudpour and Moradi Chadgan (2020). Finally, based on the conceptual map, Tehran Municipal Sports organization works to develop and promote public and recreational sports in all regions and neighborhoods of Tehran through holding sports events and festivals and providing standard, knowledge-based, productivity oriented and various sports services, relying on skilled and committed human resources, together with developing infrastructure and providing facilities and equipment ,education and building culture, identifying and introducing sports talents in order to improve the health and social well-being of Tehran citizens. Tehran Municipal Sports Organization considers its vision to be an organization with suitable, inclusive sports spaces and diverse, fascinating and smart services, that its goal is to create a sports-friendly city with active, healthy and cheerful citizens.

Application of the results of the present study can be anticipated for the following areas: a) Application of information and its framework for planning and decision-making by managers and experts in Tehran Municipal Sports Organization and other executive sports organizations such as sports and youth departments of subordinate sports boards. b) The use of its content for education and research, in universities by professors and students, especially in the field of sports

management. c) The use of its key information for media activists and virtual space pages of sports and urban affairs. Based on the framework presented in this study, the process of program transformation and strategic orientation in the Tehran Municipal Sports Organization can be analyzed and a new type of classification can be achieved that is based on the principles of sports management and development. This research is also a suitable and indigenous framework for studies in this field. As an introduction for the scientific and structured development of sports in Tehran, it can be the basis for activities, and creates a comprehensive understanding based on identifying strategic factors affecting the development of urban sports and how they interact with each other. This strategic structure can be the rational basis for the development of sports in Tehran Municipality, which creates the ability to continuous evaluation.

Research limitations and the researchers' initiatives to correct them are: 1. Lack of cooperation in some organizations and experts (using supplementary scientific sources to correct this limitation) 2. Lack of documented environmental information about the research topic (using examples and evidence of events to correct this limitation). 3. Critical orientation and different views of different people towards some aspects of the research topic (using at least two people in each specialty related to the topic to correct this limitation).

Research proposals are as follow: 1. Since in executive system of municipalities and sports organizations in the country, there is a long delay between recognizing a need (informational and practical) and finding a solution for it (analysis, research, etc.), so it is suggested that users and beneficiaries of the information and content of this research, update the information in order to use it 2. Considering that the framework and findings are theoretical, conceptual, and analyzed, it is suggested that managers and researchers examine this framework in a semi-experimental and survey method .3. Regarding the significant Gap status and unfavorable reported strategic position, it is suggested that the Tehran Municipal Sports Organization focus on key indicators and basic factors in implementing the presented program so that it can leave behind the current performance status and inappropriate strategic position.

Ethical Considerations

Ethical Considerations Compliance with ethical guidelines: Ethical points have been observed.

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