

## **Participatory planning: A strategy for organizing and reinventing urban worn**

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### **Abstract**

The phenomenon of unstable major cities especially in developing countries, is common in urban species. Although the effects of these settlements dating back to their cell, they are generally a reflection of the shortcomings and failures such as the lack of municipal services and capital, uneven and unhelpful networks and pathways, and their environmental problems. Until now, Governmental and private organizations in different countries have tried to excel and rebuild old and worn parts of a city. But, researches show that the most effective action on excelling and rebuilding worn parts is cooperation and participation of citizens. They can create some organizations and NGOs. This study shows that citizen participation in development and rebuilding worn parts is in four axels including culture of people, the availability level of Collaborative Management requirements, and the rules and laws governing people's lives. So, in this article, it is tried to make some managing patterns and human participation methods and finding merits and demerits of methods. These actions can be done by studies in libraries and finding some methods is suggested based on true and scientific management. Results indicated that the program of excelling and rebuilding of urban worn parts are one of expanding cities politics. There are lots of capacities on building houses and increasing urban facilities access. But the realization of this program due to its heavy investment requirement, and according to the widely -worn parts can be done only by public participation and public sector

**Keywords:** participatory planning, community participation, worn fabric, upgrading and modernization

### **Introduction**

Old parts of a city usually form the main and primary core of a city and they are cultural and historical heritage of that city. For this reason, their protection, and empowerment to improve physical performance, is inevitable. During past years, governments experienced different methods for rehabilitating and empowering these parts. But great amount of worn parts and uncompleted programs show that these plans were unsuccessful. Rehabilitation and empowering these parts does not occur unless the issue is done by public participation of citizens and explaining them. It should be in line with the Government, public authorities (including municipalities, relevant ministries, etc) to gain people's trust. The powerful three elements: people, public institutions and government should cooperate with one another to be doing (Habibi, 2002, p 2).

Most part of cities in Iran became worn and inefficient. So human capitals and financial and social and cultural capitals of this country is in exposure of unexpected events and mistakes.

Based on criteria approved by the Iranian Supreme Council for Planning and Architecture, urban worn refers to the area or city block that over 50% of parts are unstable buildings, streets and property-grained.

Residents of urban worn often possess social and cultural authenticity, and in some areas are also rich in architecture and urban planning, but also have infrastructure and superstructure problem.

Economically, the capacity to create different urban land uses including residential, proportional to the potential areas of investment are internal.

Nearly 80 percent of these areas are threatened by danger of earthquake. If you do not pay attention to their modernization and reconstruction, in future we must spend multiplier money for the irreparable loss of human lives and damage opportunities lost soul, along with the national loss (Urban Construction and Organization, 2005, p 1).

In this area, urban poverty, poor physical and compacted services are visible. So improving the living environment and making suitable life is almost gone (Department of Development and Improvement, 2000, pp. 5-3).

So, it is really essential to renew and recreate financial aspect of worn parts. We must modify weak economy of cities and reinvent the parts and then put back the worn parts to economic life of the city.

Also, we need to predispose them to adopt new investment and diversification of financial instruments in the capital market and putting them in the spotlight urban administrators, and inner city development should be emphasized. This paper describes the theoretical basis for urban recreation and participation of people, the city has been recreated indicators. And, finally we examine the approach of organizing and supporting the production and supply of urban housing development and construction.

### **Definitions**

*Burnout*: Inefficiency and loss of one part in comparison with efficiency of other parts are called burnout. This matter happens because of some reasons. Lack of program or having old plans for development and functionality observation is one of the reasons. Burnout causes deterioration and instability and lack of suit between urban spaces. These factors reduce the life and more or less rapidly move the end point (Shafi'ei nasab and Kelabi, 2007, p 20).

*Old parts* : Old parts of a city are areas of cities which refer to legal limits due to physical exhaustion .These parts have lack of adequate roadway access, utilities and urban services and infrastructure that make makes it more vulnerable. The areas have low environmental and economic power.

Old parts due to aging and deterioration in general have things in common with each other (Shafi'ei nasab and Kelabi, 2007).

### **Old parts features**

Worn parts have same conditions and have many features in common such as form and time of creation. They take different shapes in different places. But there are some special features which help to identify worn parts.

*Physical dimensions*: based on form, most of these parts are like organs of state and most of its components, especially components in terms of residential areas are small.

But more specifically, three old features of worn parts are: 1 - at least 50% of the road width is less than 6 meters. 2 - At least 50 percent of the homes have an area less than 200 meters. 3 - At least 50% of homes have no resistance against earthquake (Shafi'ei nasab and Kelabi, 2007).

*Environmental – bioenvironmental dimension*: Worn out parts, usually have a low quality and low ecological environment and their atmosphere are unsanitary and sometimes they have pollution due to lack of sewer system, surface water and garbage collection

*Social dimension:* In worn parts usually we have many non-native residents and immigrants are more among traditional residents. Unauthorized occupancy, a high proportion of rental, unconventional combining, the prevalence of addiction and behavioral abnormalities and criminality and insecurity, especially for children and women, are the social characteristics of the worn parts.

*Economy dimension:* In comparison with other parts of a city, we see that Value of land and housing in old parts are generally low and residents have uncertain income sources (Shafi'ei nasab and Kelabi, 2007).

### Methodology

Urban endogenous development approach by use of public participation has a long history in urban planning literature. But in Iran it is not considered as it deserved. So making mental chart and construction for actions can be the first step in assessing of this approach. This approach is about excelling and renewing the old parts. So in this article by checking valid scientific documents and other progressing plans, we used explaining research to present methods for excelling and renewing urban old parts and assessing public cooperation.

#### Reinvented urban and public participation

The realization of this program, due to its heavy investment required, according to the widely-worn tissues, public participation and public sector are not allowed. But, the question is why are reluctant to participate in recreation, rehabilitation and repair of worn out tissues, not in spite of its value.

Answer to the above question can be complex and multifaceted as the problems of modernization and improvement of urban worn. And, the lack of return on investment in upgrading and modernization of manufacturing processes such as network access and streets, public spaces and green can search. There are also inherited property, dedicated, collaborative or passive obstacles, including resistance to keep some hidden income housing in the context of aging, the problems associated with the release of land and property deterioration, lack of access to necessary and proper for carrying building materials and lack of transparency in investment and return on investment in these tissues from other issues of this process are:

**Table 1. Comparison of the pros participation**

	Benefits for government and government partner	Benefits for citizens participators
Decision process	Education for citizens(aware them) - Persuasion citizens: building trust and dispel fear and alienation - Establishing strategic relationship - Getting the legitimacy of the decision	Education for authorities(aware them) - Persuasion and clarify the issue for the authorities - Acquiring skills for activists - Citizenship
Execution time	- Obtaining the results - Avoiding litigation costs - Better planning and execution decisions more	- Obtaining results - Gaining some control over the planning process better and more operational decisions

Reference (Ardestani, 2009, p.4)

With regard to the contents of the foregoing, for getting social participation and to achieve sustainable urban and having presence of activists and effective participation in the shade and the nongovernmental sector and for the support and encouragement of citizens, we need to make the

base and make them strong. To empower individuals associated with the upgrading and modernization of urban worn and action planning, the following three factors are required.

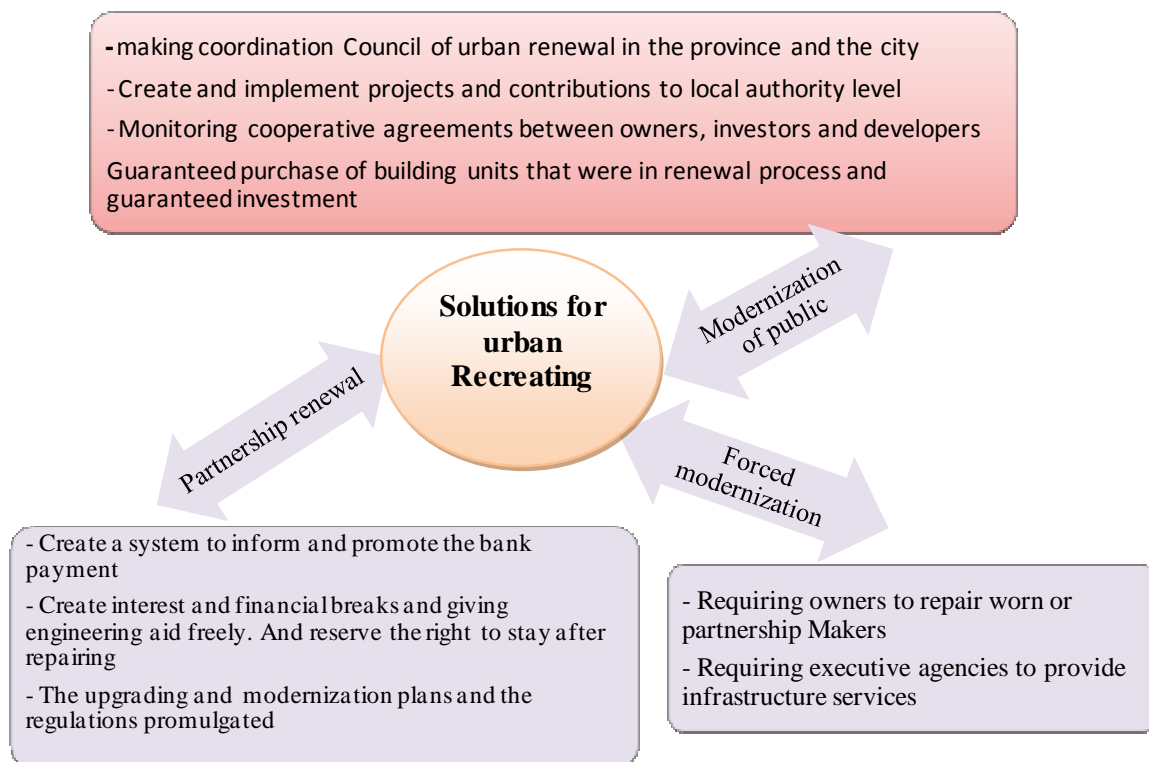
1 - Creating effective incentives between owners, builders and private investment.

2 - Creating a climate of trust poses for the participation of landowners, developers and private investors together.

3 - Creating an appropriate legal framework for the commitment to modernization and participation in the modernization of existing legal obstacles, including conflict between the interests of public safety and sanctity of individual property rights, the reverse applies.

In explaining the reasons for choosing the top three axles, many articles are presented such as: planning and organizing, supervision and motivation are the most important tasks of urban management (Khub Ayand, 2005, p 141). Development of common work and mutual participation of all residents, landowners and interested stakeholders in the reform and modernization of the city, will happen just in a transparent substrate, confident and full of mutual trust.

Regardless of the legal issues, legal and contractual, the individual must trust to executors and administrators of rehabilitation and new construction projects, including governments, municipalities and non-governmental enforcement and have emotional relations. So trust is the golden key or main code in participation of people in the city reinventing (Ayini, 2007, p 199). However, some remain who for whatever reason are not willing to join and participate in the development and modernization, To overcome this obstacle, there is no choice but to use legal means.



**Figure 1: Solutions for recreation and improvement of urban worn parts**

In figure above, three axes (spontaneous public renewal, modernization partnership, and Forced modernization) reviewed and evaluated. These axes can be used as a criterion for assessment of urban development plans reinvented and used. Accordingly, the optimal plan can be evaluated in the aforementioned three areas required to provide any degree of deficiency is present, the degree of its success, program is desirable, will be reduced.

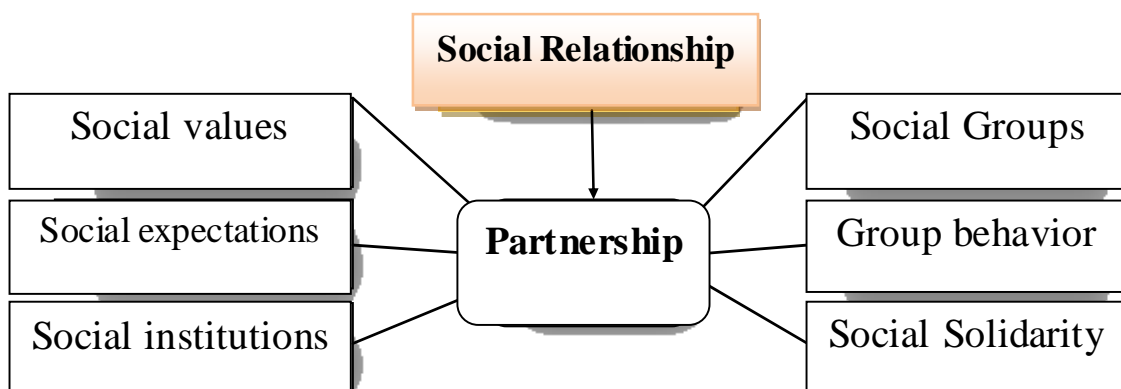
**The need for use of participatory planning to recreate the old part of town**

Overall, according to recreate the urban worn in many different dimensions, this should be done gradually. One of the most important issues in this regard is the issue of citizen participation. When it comes to the discussion of public participation, it is expected that the costs associated with restoration and improvements must be paid by the people and residents of these parts, while in principle, old part regeneration and protection of historical monuments, and cultural heritage and values of ancient architecture, is a national issue. So, you cannot expect that all costs of such projects be paid by residents of old parts (poor people are living in these parts and they try to escape from there). Here are two very important and significant issues to be considered:

First, if the government is solely responsible for intervening in urban worn, the people and residents of deprived of interest and as a result, these tissues were not sustainable, because they have never been restored naturally. Second, if the government (as a strong investment) does not to interfere in worn tissue and does not encourages people to cooperation, people never, ever alone will not repair these tissues and eventually will leave the old parts (Naraghi et al, 2001, p 13). In this way, three powerful elements must work together to take action: government, public institutions and the public. The government should intervene in the heavy action, and state rules. On the other hand, some organizations and sponsorship must become involved in the project.

Third, public participation must be specified. Besides, important mentioned matters, importance of public participation in the development and modernization of old tissues in recent years has led to a debate regarding participation in the country .In this regard, in the thirty-second regular session of the City Council of Tehran (Volume III), a statute entitled "Organizing Social Contribution in worn tissue regeneration in Tehran" was adopted (Council of Tehran, 2007).

Participation or assistance is essentially a social concept, because for its occurrence, we need more than one person. So, it represents a variety of social relationships between people and with the realization that automatically "social group" is formed.



**Figure 2. Social structure**

### **The benefits and barriers of urban worn recreated based on participatory planning**

Experience has shown that when communities are involved in projects, initiatives and projects and situations have a greater chance of survival. In general, the advantages of participatory planning in the context of the old city can be outlined in the following cases:

- Planning and management process that creates an effective, efficient and fair.
- Increasing communication and accountability over the planning process.
- Increasing sense of community and social cohesion and affinity groups.
- Creating impressive citizenship, commitment and sense of responsibility for programs and projects and their approval by the citizens.
- Saving the cost of upgrading and renewal of old tissue through citizen participation.

Barriers to participation in the development and modernization of old tissue are divided into several main issues:

- Structural barriers
- Cultural barriers - social
- Lack of real people and the lack of public involvement programs
- Legal restrictions and lack of belonging to the neighborhood
- Lack of understanding of the status of non-governmental organizations, limitations on participation in economic and political obstacles.

### **The context of the planned intervention practices based on participatory planning**

*Modes of state intervention based on participatory planning* : As previously mentioned, in order to revitalize urban worn we must activate the three forces of the government, public institutions and the public must work together. More emphasis is on the concept of participatory planning and local communities in urban projects. The government should also be worn as an investor to inject capital in the context of the company.

In fact, the government is twofold: 1 - Starter and facilitator of project 2- as the controlling force.

*Modes of public intervention based on participatory planning* : The next issue of the performance of public institutions, as is the interface between people and government. To achieve non-handed regulation based on public participation, can be composed of smaller divisions attempted to councils at the neighborhood level. Election shall be from the bottom up. It means neighborhood councils must first be established and then by interaction and cooperation with each other, district council and regional councils can be created in the next step, the member of this Council can be Representatives of main council. So, every citizen can be contact by his local council representatives (Sho'a forum, 2005, p 4).

Since motivating citizens to participate in the projects without suitable association is impossible, so forming a non-governmental organization in the form (NGO) seems appropriate. These associations are formed by citizens. They make two flows (government and people). Goals of these (NGO) are as follows:

- 1 – They concentrate Knowledge and experience of individual and group of two generations.
- 2 – They work on the development and provision of written translation and dissemination of ideas.
- 3 – They convince Government for doing action in this area and justify people about correctness of the project.



**Modes of public participation**

Citizen participation in development and tissue repair worn on a general classification can be performed in the following four items:

A) participation in decision-making and management, in the sense that those involved in the decision-making structure to determine how to deal with projects now be worn.

B) Participating in the financing and costs of the projects.

C) Participation in the provision of manpower, as it could be unemployed and seeking work force in place to help aging tissues were organizing projects.

D) Participation in the interest of creating a more favorable environment for all those involved in the application context is created.

The need for public participation in the planning process and plan of reorganization, modernization and upgrading of old tissues are returned to the nature of the project.

Table 2 indicates how government intervenes in old parts and how public participation happens. (Table 2):

**Table 2: Evaluation of public participation practices and state intervention in the urban fabric**

Kind of Texture	Style intervention of government	Style of Public participation
Historical context and authentic	The full involvement of governments, through their respective institutions	Cooperate in the sale of residential or commercial units for extended passages, within the context of integrated land use, public utilities institutions and unloading create texture.
And historical contexts of dispersed	Login to prepare the detailed design But the people kept faith with respect to population and to facilitate the continuation of settlement And activities in the context of the development and creation of pathways and spaces needed services	People can participate in the formation of neighborhood groups across the lane or pass, and so on. To work with governments to facilitate the sale of portions of tissue that would merely create a passageway or public spaces will be allocated. And instead of giving landowners and residents within the tissues, including the allocation of adequate reconstruction loans, providing additional density incentives, relief, transfer utilities, gas, telephone and Ultimo: Enable tissue and create a residential complex appropriate cultural and social characteristics of residents.
Worn tissue lacks historical value	Government intervention and appropriate to provide detailed design and create pathways to reform welfare institutions and services needed to be done. Through the guidance of social groups and changing social context-free housing and a suitable living	In such regions, we face with two groups of people: The first group of landowners and other residents of housing units that is different from each other. The first group of enthusiastic sale and payment are concerned, they have already left the area and wait for buyers. The second group opposed to disturb the existing conditions and to deal naturally with any changes. These conditions do not improve their economic conditions are good, and they are not willing to cooperate. Such as the implementation of the Regional

	environment of low-income groups of society and ...	Government log file is not in the interest of rebuilding, but they are required to prepare projects, the participation of private sector participation in the field of tissue regeneration created. Road construction, municipal services required for the construction of a residential complex by the presence of private or public companies will provide part of the owners.
New eroded tissue.	The state as the ruling government must recognize anyone in these areas and to prepare a restructuring plan in action. Regulatory initiatives include the establishment of appropriate passages, and issuance and will be serving the area. Each of these factors to encourage residents to cooperate and participate in shaping the quality of the region and the boys need to create an entity for the creation of a partnership is.	The state as the ruling government must recognize anyone in these areas and to prepare a restructuring plan in action. Regulatory initiatives include the establishment of appropriate passages, and issuance and will be serving the area. Each of these factors to encourage residents to cooperate and participate in shaping the quality of the region and the boys need to create an entity for the creation of a partnership is. In these areas we are not faced with a coherent urban mission But the region's ethnic and tribal groups are formed within the coherence necessary to have but in relation to each other may have a lot of contrast. It is important in these areas, rents a lot of people to participate in projects of the government is. And the displacement and spreading them in the city, the sociologist does not recommend any of them to settle in the same area so it is considered, But the necessity of providing municipal services can enable the organization to participate in the project. Important in this context is the state of climate and other institutions to form partnerships with the participation of public institutions (the Board) is its residents.

Reference: (Taleb, 2001, p.7)

In line with the stronger relationship of three main elements (government, public institutions and people) in urban upgrading and renewal of old tissue, the following can be considered:

- Engaging more residents in these tissues empowerment projects and initiatives.
- Creating public spaces FAQ for more citizens to implement projects in local communities.
- Formation of jurist's citizenship and information exchange in the area of the neighborhood.
- Reforming plan after consultation, deliberation and consultation, especially after the financial analysis, the terms of all members.

**Analysis Approach to Regulatory Reform and Modernization Act of urban worn**

Organizing a matter of law as well as its approach to urban upgrading and renewal of old parts can be supported. In fact, at law, to support the whole process of reform and modernization to which Article 12 of the even temporary housing has clearly been stated on the banking system needing to pay facilities for the upgrading and modernization of urban worn and many different



designs for different applications including residential, residential, commercial, office, public service and prepare. In other words, the basic approach to organizing other law "empower" individuals is associated with the upgrading and modernization of urban worn.

### **Conclusions and recommendations**

Excel in improvement of urban worn without the cooperation of the government, public institutions and citizens are not possible. Rehabilitation and restoration of old tissues and popular participation are linked together and in fact they are inseparable components. According to widely worn tissues, public participation and public sector are not allowed. At the end of the study, according to the findings of previous discussion, the following suggestions are offered:

1. Enhancing their confidence and sense of security for residents to form partnerships with community organizations and the individual's concerned resident population.
2. Dealing with residents for land acquisition are fair and equitable.
3. Attention to the spiritual and cultural fabric of the residents.
4. Strengthening project financing for real estate acquisition (according to most people's willingness to sell the property).
5. Adopting necessary actions and generalized stable model of urban management to develop projects of repairing old parts.
6. Adopting necessary sociocultural studies prior to implementation.

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