Necessity of Reconsideration in the Process of the Cities' Development: An Introduction to Reach the Desired City's Image

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Abstract
The current view and image of the cities of Iran are far from the desired quality. One of the reasons is the present process of the cities' formation and development. In this process, which includes the two general stages of creating urban plans and executing them, because of reasons that are stated in this study, reaching the desired goal is not possible. In this paper, by library inquiries and based on the experiences that were gained in the area of designing in different cities and cooperation with related organizations to the planning of urban programs and executing them, such as the Ministry of Housing and Urban Development and the municipalities, this process was reviewed and recommendations were made for its reconsideration and reformation. We hope that these recommendations are the beginning for further studies to reform this process, and eventually reach the desired urban view with quality.

Keywords: Development process, urban view, desired quality

Introduction
The lack of quality and identity is the common issue of all the cities of Iran and the consequence of this issue is the formation of misanthropic spaces in the urban structure that do not have the expected ability to respond to and be flexible in face of the citizens' behaviors. In fact, the urban spaces, instead of inviting people to pause, be present and form social interactions, encourage them to escape and the experience of facing people, the sense of belonging to the society, face to face encounters, social interactions and the experience of seeing and being seen as one of the most important needs of human beings does not take place properly anymore and its results include the coldness and lack of utilization of the urban spaces. This lack of attention to the spiritual and mental needs of man in the creation of the urban spaces adds up and leads to the sorrows and mental disorders such as stress and uneasiness in modern cities.

Therefore, to reach man-based human spaces in the cities, the improvement of the quality of the view of the city is a matter of necessity and the reformation in the cities' current formation process can be the first most important step to reach this goal.

City's view and image
By city's view, all the things that are seen in the vertical and horizontal surfaces of the city are meant and it takes place in the first stage of understanding the urban environment and without any mental reaction, in other words, it resembles the mind's pictures of a city. But in the second stage, which of course is simultaneous to and inseparable from the first stage, the mental picture of the city, merges with the feelings and emotions derived from the observation and this stage is called the city's mental image (city's image). Therefore it can be said that:

City's image: It includes all the urban elements and factors that are observable by the eyes and are formed in the citizens' minds and memories.

City's view: It is the visual and structural integration of the buildings, streets and places that make the urban space (https://www.seppidar.ir).
The current process of the formation of city's image and view

Together with the formation of the cities, their image and view are also formed, in other words, the city's view and image are the products of the cities' construction and development and by the process of the formation of the city's image and view, the process of the city's construction and development is meant. Currently, this process in Iran includes two general stages:

Providing urban plans

With regard to the necessity for controlling urban development and creating order in the urban civil measures that are taken, creating urban development plans approximately started in 1963, in the form of Hadi plans for the cities and then, with the establishment of the High Council of Urban Development and Architecture, more detailed plans were started for the bigger cities of the country.

City's Hadi plan

The Hadi plan is a plan for the future development of the city and the way urban lands are utilized for different functions to resolve the city's severe issues and present short-term and suitable solutions for cities that do not have comprehensive plans. In fact, the Hadi plan pays attention to the general principles of the development of the cities and guiding this development. What should be studied in detail in comprehensive urban plans, are presented in the Hadi plan in a more general fashion. Hadi plans can also be considered as guides for the city's development. Usually, they are created for periods of ten years for small towns or cities with a population of less than 25000 people. They are mostly created for cities who lack the comprehensive plans or in which there is no possibility for executing the comprehensive plan. The Hadi plan has a longer history than the national plans and was devised by the Ministry of Interior. By the establishment of the technical offices in the governors' offices, the duty of providing Hadi plans in each city is given to that office.

City's comprehensive plan

The way the lands are used and are localized for residential, industrial, servicing and official fields, urban facilities and public needs, general connection lines and the needed level to establish facilities and determining the ranges for renewal and reformation is determined. Mostly, they are planned for big cities and those with populations of more than 25000. In fact, it works as a guide program or a system that determines the principle and general method of urban policies. The method of incorporating the comprehensive plans includes studying the current situation, analysis and getting a conclusion regarding the current state, determining the goals and priorities, taking the needed measures, presenting the plans and programs for the urban development and executing them. In point of fact, comprehensive plans are provided in two stages. The first stage includes the analyses and getting to know the city's current state by geographic, regional, historical studies and reviewing the economic, social and skeletal characteristics of the city and in the final stages of these studies, are conclusion and analysis. In the second stage, the city's skeletal plan and related reports are presented.

City's master plan

It is a plan that is determined based on the general standards and principles of the comprehensive plan, the way urban lands are utilized in different neighborhoods of the city, the location and accurate area of each land and the exact and detailed state of the transportation network and the amount of popularity compression, compression in urban units, priorities related to the rebuilding areas, developing and solving the urban issues and the location of all the urban elements. After the comprehensive plan and to do the approved execution plans of this plan is provided. The master plan is in fact the adjustment of a detailed program and taking the measures one by one in the urban areas and neighborhoods and executing them. It includes four stages: recognition, stabilizing
the execution programs and plans, identifying and determining the priorities, executing the contents of the plan and the function of the lands.

The Ministry of Housing and Urban Development, with the urban development consultants of the private sector, devises the comprehensive and master plans. These plans were first incorporated for the cities in which the comprehensive plan was approved. The basis of the idea behind devising master plans in the 1970s started when the municipalities did not see the possibility for their minutely execution in face of the comprehensive plans in terms of the generality of the studies (https://www.persianblog.ir).

**Criticizing the process for devising urban plans**

The pattern of comprehensive plans in urban and local planning lost its credibility in early 1970s and is known as the traditional pattern in most of the world's countries. In Iran, after the first decade of these plans being devised and executed, their issues and shortcomings became more and less visible. One of the main reasons for the current disorderliness in the view and image of the cities lies in the process through which these plans are devised and incorporated. The most important critiques of these plans include:

- The fact that the national and local policies are not determined and the lack of a land use planning and local programming and plans and consequently, the lack of a systematic connection between the different parts of planning in different levels and also, the lack of the needed primary frameworks for devising comprehensive and master plans and not devising these plans in the form of the local or national economic and social development programs
- Lack of attention to mutual economic and social relations between the city and its surrounding villages and only considering the calculation factors of that city for devising urban development plans and consequently, the creation of basic transformations in the development process of cities which highly depends on economic and social factors in their surrounding villages and also the reduction of efficiency in the mentioned plans
- Lack of forming the needed connection between the economic and social studies that were done in the city and analyzing them and the conclusions that were reached with the devised skeletal plans in most comprehensive and master plans
- Inattention to the multi-dimensional nature of the city and its unpredictable variances
- Presenting only skeletal recommendations in most of the plans and the lack of a program for the city's economic and social development and the skeletal recommendations that are incomplete and are in the area of land use, road network, heights, etc
- Lack of enough attention to the necessity for combining the skeletal goals with the environmental and socio-economical goals
- Lack of enough attention to the preconditions and the facilities needed to achieve the plans' execution, change and adjustment (Majedi, 2012)
- Limitations of the city's development plan in the flexible framework of "land use map" (Dastgerdi Shafiei, 2013)
- To imposition artificial patterns to the city's skeletal partitioning and the homogenization of the city's image and the lack of coherence among the stages of programming, planning and execution
- Use of western principles, regulations and standards in devising the plans and the lack of their adaptation to the current realities and facilities and the economic and social characteristics of Iran's urban society (Majedi, 2012)
The fact that the principles that guarantee the creation of identity for the city's image and view are missing in the regulations that are presented together with the comprehensive and master plans which are the control and observation guide for execution and observation institutions for incorporating the plans

- Segmentations of the land in the field of residential and commercial uses and giving them out to people in the form of personal properties and allowing the municipalities to sell the compressions to gain profits, which creates a right for the people and the municipality that allows them to construct in each form and height; with regard to the fact that the view of the public spaces in the city such as streets, alleys, squares, etc. is created by this very segments and eventually make up for an uneven and undesired image and view in the city

- Regulations regarding the buildings being occupied or vacant, which usually leads the buildings to be constructed in the northern part of the land in all cities and all pieces of land necessary (in residential places, added to the fact that the buildings are constructed in the northern side of the lands, a maximum of 50 to 70 percent of the land's area which differs from city to city and from location to location, can be constructed) and with regard to the small area of the pieces of the lands (especially the residential pieces), this regulation causes the lack of variety and creates monotony in the urban view and image as in all the pieces of lands, the northern part is used for the building and the southern part for the courtyard

- The areas and proportions that are considered in the segmentation of the lands with residential use, with the priority of economic issues such as the cost of the land and the reduction of the costs for urban infrastructure; in terms of the regional regulations and the other bases of regional and sustainable architecture, only the desired orientation is regarded; for instance, the pattern of the central courtyard which fits the hot and dry climates is not operable in the segmentations that are presented in the master plans of the cities that are located in this climate

- The basis dependence of a lot of comprehensive and master plans on unreliable statistics, unreal hypotheses and incorrect plans

- Lack of a sight for the transportation of the population and immigration in that range (from villages to cities or from smaller towns to big cities) in most comprehensive and master plans and the attention that is solely focused on the cities' fixed population and their growth rate and the fact that this population becomes the basis for the calculations of the recommended services and the future development of the cities, which together with the lack of response in the determined range in the considered period of time for the development of the city, the unauthorized residences are constructed in the margins of the cities and in contrast with the comprehensive and master plans and in the city's future development, these parts become a part of the city and are accepted as the current state of things

- The fact that the comprehensive and master plans are empty of the people's real needs in general and providing them in an abstract form and without the collaboration of the people and lack of responsiveness to the demands of the citizens

- The fact that the process of devising and analyzing comprehensive urban plans are linear in the three stages of recognition, analysis and presenting recommendations and its separation from the process of execution and the conditions for the fulfillment of the recommendations

- The lengthiness of the process of devising, analyzing and approving the plans and the absence of the municipality in the mentioned process and also the lack of coordination between the plans' recommendations with the execution facilities of the municipalities
Criticizing the process of executing urban plans

Urban plans are notified for execution to the municipalities by the Ministry of Housing and Urban Development. With regard to the different field for the execution of these plans in the current texture and the new development of the city, this part is analyzed separately.

City's current texture: With regard to the fact that in this part of the city, the ownerships are predetermined, their renewal based on the demands of the citizens is done to do new constructions. The exiguity of the residential lands, the formation of the views and the shape of the new buildings based on the tastes of the owners and designers of different lands, cause the creation of contrast and inconsistency in the structures of new and old buildings and undesired urban view in this part of the city.

In cases where the construction or renewal of the urban public spaces is very necessary, for instance, in building new roads, widening the current roads, constructing public parking lots, parks, etc, the municipality, with the approval of the owners of buildings that need to be destructed, does these activities. Renewal of the neighboring lands of the mentioned streets is not done simultaneously and in the same place and it is done based on the tastes of the different designers and owners, which eventually leads to the creation of an undesired urban image and view.

City's new development: The segregated lands in the master plan are given away by the National Organization of Land and Housing, a subordinate organization under the Ministry of Housing and Urban Development to the people and different institutions (for public uses like offices, education centers, health care facilities, etc.).

The construction of the new texture of the city is done based on the demands of the people and different institutions by issuing building permits by the municipality. Each person or institution, based on their taste and needs, does the construction independently and there is no control in terms of the quality of the frontages' architecture and the forms, the material used in the frontages and the coherence and consistency of each building with its neighboring buildings. The controls done by the municipality are mainly about the amount of the occupation of the land, compression, number of parking spaces that are provided and the depth of the balconies.

Municipality, as the executing institution of urban plans is not that adhere to the regulations of these plans and by doing things such as selling compressions in the land and height, legalizing the illegal constructions through receiving fines, selling parking lots and not building public parking lots (the courtyards of residential units and complexes which are originally built for the purpose of green spaces, practically turn into parking lots) cause the further undesirability of the urban image and view.

The Ministry of Housing and Urban Development is the supervising institution on the execution of urban plans, but the activity of this institution is only limited to giving away the lands through the National Organization of Land and Housing and it has almost no supervision over the execution of these plans. It has turned into a passive institution in this area.

Recommendations for modifying the process of the formation of urban image and view

Because of the several complaints about the current pattern of devising urban plans, and also the undesired results from the execution of these plans in the form of this pattern, the construction of cities with the desired qualities cannot be expected. One of the patterns that can be chosen as an alternative for the current pattern for devising comprehensive and master plans is the pattern for devising structural-strategic plans in which first, the determination of the economic, social and skeletal development of the city is considered and then, the needed strategies for fulfilling the mentioned structures are presented. Furthermore, devising "local" master plans for places of the city whose ranges are determined in the structural-strategic plan and the "thematic" master plans for the...
themes that are mentioned in the plan are incorporated in the form of projects and with the scale of urban designing.

The necessity of analyzing the characteristics of the city and its influence range, in a coherent form and considering the mutual relationship between the city and its surrounding rural areas, and the necessity for connecting urban planning with the higher levels of planning (national and regional) on the one hand, and also the necessity for paying attention to the programs of economic and social development, added to the plans and programs of the city's skeletal development on the other hand are among the most important issues that should be regarded in the plans of structural-strategic development.

In devising master plans, the two following basic issues should be observed:

First, we must know that there is a distance between the current master plans, which are the most operable plans of urban development in the country and urban constructions, and architecture, and that distance is the presence of the urban designing area. Master plans are devised in two aspects and in them, together with the presentation of the transportation network and the land use map, construction rules and regulations such as the minimum area of the land's segregation pieces and construction compression in the city's different areas, rate of employment, number of the floors, height, accessibility, the needed parking spaces, spaces' lighting and the likes for the urban constructions are determined. To devise the architectural plan based on these rules and regulations, the current gap between the city's master plan and architecture must be reduced through urban designing. After devising the master plan, the plan for the urban development's detail must be also provided regarding urban designing and the third aspect must be added to the recommendations of the two aspects of the master plan. The goal behind providing the map for the urban development details is that by creating desirable urban spaces, the urban identity and the desirable view and image of the city are also given attention.

Secondly, another complaint about the comprehensive and master plans, which is the lack of flexibility in them, must be investigated. These plans are devised with time horizons of ten or fifteen years, and then, in case changes were necessary, they are not properly applied in these plans. Added to this, the continuity in the devising of the comprehensive and master plans and changes in the process of their procurement, which is done in a linear way and through the three steps of recognition, analysis and recommendation, make it a matter of great significance. The desirable process of urban planning is a circular process that starts from a point and after the different phases of recognition, determining the goals, presenting different options, choosing the best option, execution and feedback, goes back to the beginning point and with regard to the new conditions, the stages are carried out again. Therefore, it is recommended that the consultant engineers of urban designing be presented in the city constantly and as they procure the city's annual civil plans based on the recommendations of the master plan, devise the maps of urban development details and analyze the recommendations for changes in the master plan (Majedi, 2012).

In the area of executing urban plans, the law of selling compression in the current form should be lifted and if changes in compression were needed in different parts of the city, measures must be taken with regard to the opinions of the urban designing consultant.

In case there was a violation of the law in the area of urban development, the ultimate decision maker must not be the municipality, but the urban development consultant.

Urban development consultants can also act as the supervision executive of the high supervisor in the area of urban development, which is the Ministry of Housing and Urban Development so that this ministry becomes more active in the area of supervising the execution of urban plans.
Conclusion

With the studies that have been done in the current process of the cities' development, which includes the two steps of devising urban plans, executing the plans and supervising their execution, it was determined that with this process, there is no possibility for reaching a desirable urban image and view. General recommendations and regulations in the form of determining the land use, widening the roads and heights, lack of complete and comprehensive regulations regarding the urban image and view in urban plans, wrong calculations regarding the needed development in the cities and the formation of unauthorized residences in the margins of the cities and accepting these residences with their undesirable view and image as the current state of the city in the later stages of the city's development, improper areas and proportions of the segregations based on personal ownership and not devising a variety in the full and vacant parts of the lands because of the rule that obliges the owners to build in the northern part of the land with a fixed percentage of land occupation of 50 to 70 percent, which leads to monotonous form of full and vacant parts of lands, constructing the buildings independently and without attention to the neighboring buildings and based on the tastes and needs of the different owners designers and lack of any kind of supervision over the coherence of the buildings with their neighboring buildings, selling the compression by the municipality, selling parking lots and not building public parking lots that are needed and the fact that the courtyards and open spaces of the residential units and complexes have turned into parking spaces and the lack of proper supervision from the Ministry of Housing and Urban Development over the execution of urban plans are among the reasons for not reaching the desirable urban image and view in the current process.

By devising structural-strategic plans for the cities instead of the comprehensive plans, the possibility for a universal approach to the urban issues, beyond the city itself and in connection with the city's areas of influence is provided. Furthermore, considering the role of local organizations and councils in making decisions regarding civil activities in the city is facilitated and the independence and self reliance of the municipalities and local institutions in the area of planning and executing the city's civil plans becomes possible.

The most important feature of the city's structural-strategic plan is its collaborative aspect and the needed studies are done in the four aspects of developing urban economy, eradicating poverty in the city, keeping and expanding the environment in the city and economic sustainability of the urban development with the help of the members of expert task forces related to each of the above mentioned fields and the collaboration of all the beneficiaries in the city.

The city's future development perspective with the collaboration of the members of the expert task forces is devised and discussed in several workshops and also the city's assembly, which consists of the authorities, members of the expert task forces and all the beneficiaries. The recommended perspective for the future development of the city, with the basis of the city's economic development and by the people's collaboration in providing the financial resources for providing the infrastructures and services in the cities by the municipality is devised in a way that the presentation of suitable methods and related operable programs and plans is also possible.

It fulfills the devising topical and thematic master plans, realism in the city's civil plans and programs and provides people's collaboration in the process of devising, analyzing, approving and executing the plans of urban development.

The constant presence of urban development consultants in the city to devise urban development maps and attention to the third aspect of the city, creating an even and coherent urban image and analyzing the possible changes in the master plan, together with the municipality and as the supervising executive force of the Ministry of Housing and Urban Development can lead to the creation of suitable urban spaces and desirable urban image and view.
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