

Feasibility of Strategic Paradigm Instead of an Inclusive Planning Paradigm

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Abstract

Strategic planning proposed as a paradigm rejects any fixed grid pattern and believes in integration of plans with regard to space and time. After nearly 46 years since the emergence of the first signs of functionalist urbanism in Iran, Iranian planning system yet considers the traditional planning as a template for preparation, approval and implementation of projects in its agenda. Therefore, the main objective of this research is to change the inclusive planning paradigm to the strategic paradigm in urban planning. The methodology used in this study is practical, analytical descriptive. The results show the inefficiency of the inclusive planning paradigm and suggest changes in the structure and reform at the national, regional and local regulations, and allocation of power to lower levels.

Keywords: paradigm, strategic planning, integrated planning model, planning system

Introduction

City as a collective residential has a complicated relationships which are continually changing. People as the original inhabitants of cities have different social relations, culture, thoughts, views, ideologies and tastes; therefore, complete and definitive understanding of social phenomena, particularly urban phenomena, is no longer easy. As a result, a theory, an ideology and a single functional system may not be able to achieve a single identification. Therefore, it is required to shift towards uncertainty and relativism which is a feature of contemporary epistemology (Pirzadeh, 2008). In the field of urban planning, there is uncertainty and partial recognition adoption of which leads to deployment of approaches, initiatives and new ways to study and identify and provide solutions for complex unknown problems of the city. As modern urbanism principles of the Charter of Athens, we cannot adopt single approaches; whereas, relativism, which is a global approach, requires theoretical pluralism and diversity of approaches. In this study, the purpose of relativism is uncertainty in understanding and using the various solutions is to achieve recognition. The main approach of relativism is based on negotiation and participation to resolves urban problems. Civil actions cannot be sudden and decisive; instead, it is a gradual step-by-step process to adapt with complex realities and changing conditions of the community (ibid). In a detailed inclusive framework, massively diverse needs of citizens cannot be satisfied. The traditional planning is most interested in producing programs rather than analysing the effects of development on the earth. Because in this approach, the task of producing a 'whole plan' is considered as the main task of planning, all forces and resources are consumed to produce such a plan; Therefore, plan production process takes a long time. Once the plan is developed and approved, the spatial structure of the city has changes considerably; as a result, the plan developed by many temporal-financial resources is no longer timely (Daneshpour, 2008). Traditional planning is entirely physical; thus, it cannot practically deal with social, economic, political, environmental, etc. forces. Therefore, a new approach to urban planning is felt necessary in Iran.

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The main problem is whether the inclusive planning paradigm is responsive to the problems of the citizens. Now, what kind of planning practices can respond to the problems of the city and its citizens?

Hypotheses

- The traditional planning seems irresponsive to citizens' problems in the urban development system of Iran.
- Strategic planning seems more efficient than the inclusive planning paradigm in developing inclusive plans.

Methodology

Methodology used in this study is practical in nature, and analytical-descriptive in terms of data collection.

Theoretical Background (A glance to evolution of urban planning theories)

Modern urban planning as a science was first developed in 1915 by Patrick Geddes, a Scottish biologist and sociologist. Using principles of ecology and biology, Geddes integrated gradual evolutionary theory by functionalist theories of modern urbanism (Charter of Tn- 1933). It was used as a inclusive planning paradigm or the rational planning throughout the world dominating the scientific urbanization for more than half a century until 1960s (Pirzadeh, 2008). The modern urban planning is one of the achievements of the modernism era which is based on everything that fights with traditions and civilization surviving from the Middle Ages (Pakzad, 2010). In fact, modernity is a cultural, political, economic, social and philosophical series survived from the fifteenth century and, in other words, since the emergence of New Astronomy, The invention of printing and Discovery of America and the later Renaissance, to the last few decades (Pirzadeh, 2008). Modernity is based on human intellect, rationality, and destruction of social habits and traditional beliefs (ibid). Believing in standardization is believe in simplicity and genuine, acceptance of international and universal style. Urbanism policies following modern tendencies and opposition to cities conventional in 1930s after urgent need to restructure European countries destroyed in the World War was strictly questioned by theorists in 1960s. Although recommendations of Le Corbusier were carried out and streets became traffic producing machines, at the same time, urban life and social interaction faded. Furthermore, urban planning reduced to separation and preparation of lands for roads and infrastructure. This period can be called as urbanism without urbanist (Ibid).

Basic concepts and theories of urban planning

The term paradigm, which has become prevalent in the last three decades, is usually used in the sense that any scientific knowledge lacks absolute certainty and objectivity; it follows needs, fundamental questions and social conditions in any given historical period. Therefore, its credit is relative and subject to change.

Governance structures and framework of spatial planning systems

A major role of the Constitution is to define levels of government and their special powers, including powers which may be related to spatial planning; however, this is not always true. For example, this task is a responsibility of the legislature of France and there is no civil code for this in UK. In general, countries can be classified into three state structures, federative, regional and unitary.

- Federative systems consider sharing of power between the national government (central) and the states forming the federative system. However, a level can have complete autonomy in a certain domain. Some countries are not literally federative (Gathering a number of countries

together have led to the emergence of a form of federative); these countries still have a strong management at the regional level defined by the law or the constitution.

- Regional or decentralized systems are not exactly federal; therefore, these systems have a strong regional structure, autonomy and a significant independence including a legislative delegation at this level (regional).

- Unitary centralized systems transfer the mere authority to the national (Central) government. This authority can be used by regional or state governments which have jurisdiction over a part of the territory, or may be transferred to local governments (municipalities). Below are examples of some of the countries in three categories (federative, regional and unitary) (Qarib, 2008).

Table 1: governance structure of some countries

Country	Governance structure	Sharing of powers
Denmark, Finland, France, Greece, Netherlands, Portugal, Sweden and the UK	Unitary system (with varying degrees of decentralization)	Power is possessed by the national (Central) government; however, it can be delegated through specific duties and responsibilities to state agencies and certain territorial departments or local governments.
Italy and Spain	Regional system	Power is possessed by the national (central) government and ranks below the national level and it is delegated by the constitution or other laws.
Austria, Belgium and Germany	Federative system	Power is divided between the national government and regional governments (states) and each of them is independent in some cases to legislate.

Theoretical Framework

From the perspective of strategic planning, urban development plan is a decision for the future development of the city. This decision process consists of two distinct but interrelated stages that describe the responsibilities and tasks involved in the development:

A) Decision-making: Decision-making involves the first stage of the planning process in which the objectives, strategies, policies and paradigms of urban development are defined. The essential role of planners who form the decision-making group based on the required knowledge is to draw the prospects of development.

B) Deciding: deciding involves the second stage of planning process which determines implementation, organization, operation, conduct, monitoring and review of decisions. The primary role and responsibility of managers and institutions responsible for urban development is to make final decisions for operating plans and implement them relying on recommendations of the decision-making process considering the managerial responsibilities.

It is noteworthy that above two stages are interrelated; however, separation of them first helps both levels of planning (strategic level, operational level) coordinate and second lies the types of measures and the partial, fragmented, everyday decisions on the principles of prospectation (Pirzadeh, 2008).

Characteristics of strategic planning for urban development

- As much as possible, it stresses on integration of individual and collective interests, present and future, considering the interaction between economic, social, environmental and physical factors.

- Strategic planning distinguishes and relates both processes of decision-making and deciding.
- Strategic planning is seen as a continuous process, not producing a final product.
- Strategic planning is based on a cyclical process (down-top-down) rather than a linear process (status quo, analysis, and scheme).
- Strategic planning interactively integrates the decision and action or the planning and implementation.
- In strategic planning, studies and baseline data collection are based on decision-making; therefore, the selection of information and objectivity of studies are a principle of its methodology.
- In strategic planning, there is no definite prediction; future is pictured as a prospect by considering different options and the future is continually reviewed and revised over time (ibid).

Prerequisites for strategic planning of urban development

- Compliance of long-term needs by various levels of government for implementation, coordination, planning and investment in land uses and infrastructures
- Coordinated spatial planning at national, regional and local levels, as well as coordinated planning in economic, social, physical and environmental fields
- Promotion of strategic thinking and institutionalization of planning and strategic management at national and local levels
- Strengthen of funding sources and legal and administrative supports necessary for development and implementation of strategic plans for urban development (ibid).

The process of developing and implementing strategic plans for urban development

The strategic planning process involves a series of targeted, systematic and interrelated activities which require a proper methodology and classification of activities to different steps to be successful.

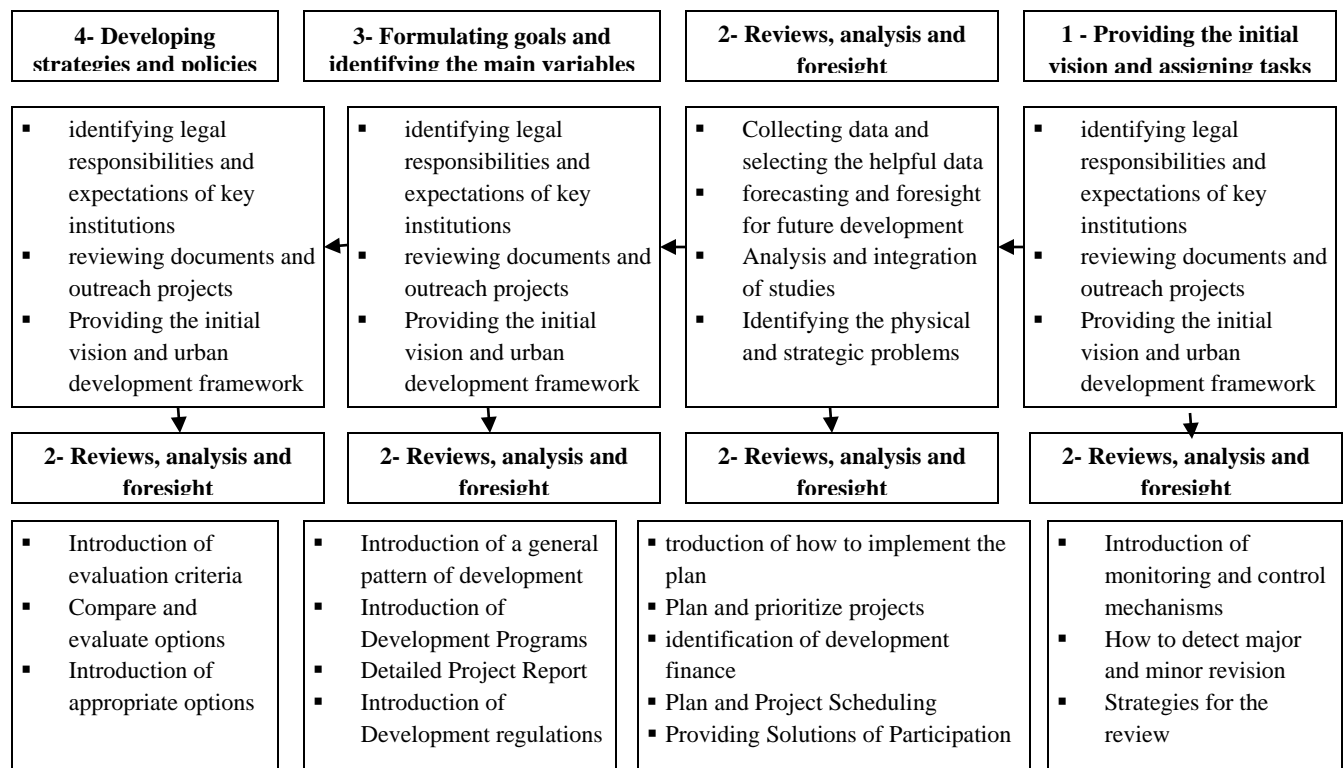


Figure 1: development and implementation of strategic plans for urban development

Analysis of the Urbanism System in Iran

Contemporary urbanism system of Iran can be analysed at three different periods including Qajar period, the first and second Pahlavi period and the beginning of the Islamic Revolution to now. The focus of this chapter is on identifying and analysing the structure of urbanism system, from the beginning of the Islamic Revolution to the present day.

Some urbanism activities in Qajar period

With emphasis on the traditional characteristics of the core capital, the first developments in the field of urbanism were during the Nasereddin Shah era. During his trips to Europe, he was strongly influenced by European modernism in all areas, including urbanism. Comparison of European capitals and cities with Tehran and other Iranian cities put him in a new conflict. On the one hand, he admired the Western civilization and on the other hand, he knew that a king like him would not be possible in such a situation. Accordingly, he reluctantly chose compromise solutions so as not to damage his traditional authority. Despite the desire for modernity and modernism, Ghajar could not use the new opportunities for modernization of traditional societies and alignment with international developments, because their social origin was tribal and traditionalism, superstition, scientific poverty, low level of political consciousness and severe conservativeness were so common among the Qajar that even they could not tolerate the presence and activities of Amir Kabir. Conflict between traditionalism and modernism started with murder of Amir Kabir. Issue of the Constitution (1906) by Mozaffaraddin ruled out the Qajar era which was terminated a few years after by coup d'état in February 1921. Qajar was so stuck to its tradition that could not understand the needs of that time and align with global developments; therefore, it was inevitably removed from the scene without being able to meet the requirements of society, including in the field of urbanism and urbanization (ibid).

Some urbanism actions during the first and second Pahlavi

Actions of Reza Shah were in connection with interests of citizens and entrenched social and economic rights; these actions are listed below:

1. Repression of nomadic tribes as threats to the security of cities followed by secured roads
2. Sedentism of some migratory tribes for ease of control
3. Construction of roads and bridges and development of civil organizations in order to develop economic, social and political interactions
4. Development of a new organization and bureaucracy to communicate directly with the central government and separate tasks from each other (Habibi, 2009)

Unlike the traditional urbanism, physical changes happened inside rather than outside, and beyond the walls. This is why no inclusive plan is considered for the city unlike in the past. The first development plan of Tehran was called as street plan (1930). The plan prepared for Hamadan was also called the same (1931). The Act of Baladieh (1930) led to a helpful basis for massive interventions in the old urban areas, hereafter traditional and inefficient. Though this legal basis was provided by enactment of Baladieh (1907), it could be executive since 1930 (ibid).

In the first half of 1970s, spatial planning was examined at the national scale. Considering the oil revenues and changes made in it, this was to plan the socioeconomic development whereby the physical-spatial development of Iran by the year 2000. Establishment of roads and poles of development on a national and state scale was the main heading of "Land Master Plan". The emphasis on increasing growth of services and its considerable role in planned years, Limited growth of the industrial sector and the declining contribution of agriculture to GDP, are Evidence for the claim that growth and development of Iran is still seen as exogenous and it does not rely on available resources and existing limitations (ibid).

Some urbanism actions from the beginning of the Islamic Revolution to the present day

although official changes were made in social and political structures of Iran after the Islamic Revolution, there was no fundamental shift in the urban planning and urbanism systems, and the prevalent model of inclusive planning was continued (Pirzadeh, 2008). Below are some of urbanism laws of Iran.

'The terms and conditions of qualitative improvement of the urban landscape (clearance and improvement of façades and walls, convenient streets and sidewalks, organization of the urban landscape' adopted on December 15, 2008

According to the Paragraph C-3.1, the revival of the Iranian rich culture of architecture and urbanism, which has been proposed as the purpose of this legislation, seems to be considered only theoretically, because it somehow evokes culturalism. What exactly is the period of our rich culture of architecture and urbanism? That is, which culture of architecture and urbanism? In this case, Jahānšāh Pakzad, PhD., writes in History of the City and Urbanization in Iran:

Prior to the arrival of Islam in Iran, Most developments and sedentarization occurred in Imperial territories, in the western part of the Zagros Mountains in the Fertile Crescent; a region in which sedentarization had been common centuries and even millennia before Medians and Achaemenids Because of the two great rivers Tigris and Euphrates and its surrounding fertile soils. Even Ctesiphon and the wide area surrounding Ctesiphon which was considered as the imperial capital of the Parthian and Sassanid was in the Mesopotamia region not in the current borders of Iran. This is why no ancient city in a sense of a populous settlement with houses and markets is recorded in East Zagros, and places like Ray, Nishapur, Isfahan, Tous, Samarkand, Bukhara, Balkh, have been an area not a settlement.

By arrival of Islam in Iran, sedentarization Flourished and expanded in the region of Transoxiana because of Muslim campaigns; since then, the Eastern Iran became one of the centers of settlement and urbanization. Nevertheless, let us not forget that the purpose of the city, as mentioned earlier, did not change during this period, and included a geographic-administrative area. For example, when Isfahan, Kerman and Hamedan were spoken, it was not obvious which was referred to, province, capital, or even city in its modern meaning. Unfortunately, the problem is still there and the listener would not understand the meaning without hearing additional descriptions (Pakzad, 2010).

Jahānšāh Pakzad writes:

In Iranian society, a citizen never had his rights which are called citizenship and civility in Europe. For example, men of certain age and higher had never the right to attend the City Council, the right to vote and comment on solving urban problems. In fact, the decision was not taken within the city and by the citizens, and they were not implemented by citizens. Even in the earliest cities of the Middle Ages in Europe, citizens sought to increase their rights and take back the civility rights of feudal. Autonomy and governance of the citizens and the city council and the mayor elected by the citizens of Europe is a thousand-year history, while the City Council has been in Iran for 12 years.

'Establishment of the Supreme Council of Iranian Urbanism and Architecture' (with subsequent amendments), adopted on March 03, 1973

According to Article 1, the Supreme Council of Urbanism and Architecture is established to coordinate urbanism plans in order to create a better environment for people, as well as to Promote Iranian architecture and respect for different styles of traditional and national architecture, to present original terms and aspects considering the new scientific and technical methods, and As a result, to find appropriate building practices and principles in different regions according to climate conditions and local needs and lifestyle. Iranian architecture is not focused on an earlier period; the

architecture is not a science of the past and tradition. Instead, architecture is a creative art and ingenuity of its designers. The architect creates. Various styles of traditional architecture have been related to the past and the needs of that time. Now, the architecture should be based on current conditions and needs of the community and its citizens. What aspects of traditional Iranian architecture are original? Why the architects are focused on a principle? Architecture and urbanism are the art of communication in both space and time, fully customizable and flexible.

According to Article 3, members of the Supreme Council of Urbanism and Architecture are:

1. Minister of Housing and Urbanism Department
2. Secretary of State
3. Minister of Industries
4. Minister of Islamic Culture and Guidance
5. Secretary of Energy
6. Secretary of Agriculture
7. Secretary of Defence and Armed Forces Logistics
8. Minister of Jihad of Construction
9. Head of Planning and Budget Organization (vice president of strategic planning and monitoring)
10. The head of the Environmental Protection Agency
11. Secretary of Transportation
12. A member of the Housing and Urbanism and Transportation Commission of the Parliament suggested by the Commission and elected by the Parliament as observers in the meetings of the Supreme Council for Urbanism and Architecture

At first glance, everything looks right. Suppose the urbanism as an interdisciplinary science; all those who participate in the Council must be as a high-level representative of each of these disciplines; they must be able to enact development projects in urban, regional and national levels and fulfil their tasks by harmonizing projects. The problem is that things are not that simple. Most of the projects are not fulfilled; they do not even reach the stage of implementation. Where is the problem? According to this Act, the Minister of Industries, Minister of Culture, Minister of Energy, Minister of Agriculture, Minister of Defence and Armed Forces Logistics, Minister of Jihad, head of the Environmental Protection Agency and Minister of Transportation are introduced as a member of the Supreme Council for Urbanism and Architecture. Are these people competent to decide on the approval of plans and policy making on urbanism system? Do they even have the legislative authority? How much these people are familiar with knowledge of programming and planning, both at the national and local levels? Do these people as an authority to approve inclusive plans consult people about the plan, even for once? Is the social aspect of the plan is considered?

According to Article 5, inclusive urban plans are enacted and modified in each province by a commission headed by the Governor (or in his absence, Development Deputy), the mayor and representatives from the Department of Housing and Urbanism, the Ministry of Agriculture and Ministry of Culture and Tourism, as well as the chairman of the City Council and representatives of the Engineering Organization of the concerned province (specialized in architecture or urban planning) without the right to vote. The president of the City Council who is elected by people does not have the right to vote; that means, neither people, nor the elected representatives of the people have role in deciding on the future of their own city. Thus, participation practically means nothing in urbanism system of Iran.

'Organizing and supporting the production and supply of housing' adopted on May 22, 2008

Paragraph 6, Article 2 enforces Housing Foundation and donors (introduced by the Housing Foundation) to support the construction of housing complexes for low-income groups of people.

This policy approaches to the capitalism. Efforts to build any sort of housing complexes for low-income groups of people mean to recognize class differences in society and broaden it. Our approach should be toward the economic aspect of the society. Efforts should balance the revenues and costs. According to the Article 3, 'in order to plan urban and rural housing, Department of Housing and Urbanism is required to prepare, enact and implement the twenty-year inclusive plan for development of housing for all towns and villages in accordance with the provisions of the Act and other relevant provisions by the end of fourth Plan for Economic, Social and Cultural Development'. Department of Housing and Urbanism is not able to provide inclusive housing plan for all cities and villages of Iran; if so, plans will be only be a bunch of numbers or most projects may not fulfil. In general, social and cultural aspects are not considered in these residential complexes; for example, consider the Mehr Housing Project in which none of the cultural, social and human aspects is included lacks mental quality, as well. Mehr project is more like a shack occupied by humans. According to Article 20, the government is required to preserve Iranian-Islamic culture in the field of architecture and urbanism, considering principles of respect for the Iranian-Islamic identity in all urban projects, architecture, and housing. Mehr Project and its architecture, as a public project, have no resemblance to the Iranian-Islamic culture and identity.

Urban Development Management in Iran

Urban development management can be classified according to the role of organizations and institutions, as follows:

- Policy making
- Guidance
- Planning
- Monitoring
- Enactment
- Implementation
- Supervision on the implementation
- Review and Modification (Pirzadeh, 2008)

Conclusion

In fact, utilization of strategic planning as an endogenously practical system is based on infrastructures and requirements shaped in advanced countries over time. These infrastructures and requirements can be divided into several different categories:

A) Socioeconomic infrastructures (a stable political system, economic balance, balanced growth in population, urbanization and ruralisation)

B) Juridical, financial and administrative infrastructures (inclusive urbanism laws, land legislations, hierarchy of national and local governments, financial and organizational resources)

C) Scientific and technical infrastructures (development of planning and urban design knowledge, methods and equipment of information production and processing)

D) Participation and implementation infrastructures (public awareness, professional organizations, social organizations, administrative institutions)

In the proposed urbanism system, the corrective actions are suggested in eight areas at national, regional and local levels, as follows:

- Policy making
- Guidance
- Planning
- Monitoring

- Enactment
- Implementation
- Supervision on the implementation
- Review and Modification

To implement the strategic paradigm, it is proposed to divide the urbanism structure into following levels:

Structure of Urbanism System at the National Level

Currently, the Supreme Council of Urbanism and Architecture plays a determining role as decision maker in four areas of policymaking, guidance, enactment of development plans, and modification of the inclusive plans. Among these four functions, policy making and guidance are strategic functions of urban development (ibid). In this study, the structure of urbanism system at a national level is based on three elements, policymaking, guidance, and development of the land use planning, follows.

Urbanism Act of Iran

In most advanced countries in the world, urbanism law is considered as one of the main rules in line with civil law, commercial law, criminal law and other laws of the constitution. In Iran, however, different laws and institutions which lack a coordinated and integrated system are responsible for urbanism and rural and urban development; in many cases, these responsibilities are associated with iteration, interference, ambiguity and silence. Therefore, a leverage to review and modify the pattern of urban development and urbanism in Iran is to review the laws and systems of urbanism and to develop a inclusive law of urbanism proportional to current needs and conditions (ibid).

It is recommended to repeal any law adopted by the listed entities and substitute them by new legislation based on democratic attitudes.

It is recommended to abolish the Supreme Council for Iranian Urbanism and Architecture and to form the Iranian Urbanism Association which can be responsible for policymaking.

Members of the Iranian Urbanism Association can be composed of representatives of the Association of Regional Planners in each province and representatives of the government.

Guidance

The main objective of guidance is to enrich the urban development system relying on academic achievements in progression of goals, strategies and macro policies at national, regional and local levels in the area of sustainable development, land use planning and physical design. The Iranian Urbanism Association is recommended to develop the guidance for urban development in Iran.

Structure of Urbanism System in a Regional Level

Regional planning covers abroad geographic areas of single state boundaries, which have common social, economic, political, cultural features, based on natural sources, or defined by traffic. They are often a framework or structure for local government projects and plans of a certain area, which develop unique assumptions, forecasts and strategies. The following information is taken from Guidance of Rapid Growth of American Urbanism Society (2002):

Definition of Region

- The followings are factors that can define a region:
- geographic or topographic forms, especially blue ridges
- political borders, especially the boundaries of the city
- traffic patterns, especially those related to working travels

- facilities in serving the region, such as hospitals, airports, terminals, roads and water treatment facilities
- social, economic and environmental problems
- Population Distribution
- Relations within the existing government, which are usually drafted as agreements
- boundaries of the metropolitan area or urban area that have been identified in the American Census Bureau
- boundaries of existing regional planning or multi-systemic agencies or provision of services, such as regional sewer districts

Regional Inclusive Plan

Regional Inclusive Plan determines facilities or resources specified in several areas of law. It also makes economic, demographic and land use forecasts to guide local planning for common assumptions for local projects and planning decisions. As a result, the regional inclusive plan suggests a more general model of development compared to what existed in the local inclusive plan.

For example, the land use pattern is quite simple in the regional inclusive plan which specifies lands in rural and urban areas; moreover, it is associated with general indices of the hierarchy of activity centres. Such centres may be targeted by more centralized residential, administrative, commercial and industrial developments and supported by a transportation network which delivers services to a large part of the area. In this context, the purpose is to use the regional plan as a model for guiding public and private sector investment to guarantee such developments.

Regional Planning Association

It is proposed to replace the State Development Planning Association by Regional Planning Association. Members of the Regional Planning Association include the Mayors of each city within the region of interest and the professionals who work to coordinate project at the regional level. They also develop an inclusive regional plan and provide the necessary conditions for local managers to make decisions at the local levels.

Structure of Urbanism System in a Neighbourhood

Urban planning council

Urban planning council includes municipality, the City Council, local governments and local councils which are separately described as follows:

Local Councils

Local councils are public agencies the members of which are elected by the direct vote of people in the neighbourhood. After the formation, the councils establish local governments. They are responsible for approving projects in the neighbourhood.

City Council

City councils are public agencies composed of representatives from local councils and local governments, responsible for approving and reviewing projects in metropolitan areas. They are responsible for coordination between local councils; they also select the mayor.

Municipality

Municipality is a public agency the president of which (the mayor) is selected by the City Council. Its responsibility is to implement projects adopted by the City Council in the metropolitan area. In general, development projects and urban planning in cities is the major responsibility of the municipalities, which develop the projects, either independently or in collaboration with the private sector. Other organizations which cooperate with municipality include The General Council, the City Council or board of supervisors, who are all involved in the formulation of plans for urban development.

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