

## **Analyzing the Impact of Imported Plans in Reshaping Iranian Ancient Cities: A Historical Study**

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### **Abstract**

Iranian cities which have grown and reached completion (based on national innovation and creativity) all along the history gradually changed over the decades and have lost their physical characteristics as well as their cultural, social, artistic and historical values.

Periodical changes began with the conditional revolution and from Boos. By accepting modernism and following the Western model, waster changes were initiated. Urbanism Trend in new period was neither improved based on the Iranian vernacular characteristics, nor by creating proper background of accepting western samples. There were only changes by imitating the West and capitalism, which was influenced by Iranian Sick relations with Western countries. These changes destroyed the old urban fabric and evolutionary in Tehran and other large cities that accepted foreign samples, spreading up in all fields of decentralization. Problems such as high population density, pollution, sprawls, etc., occurred.

Findings of this research show that, producing western old-fashioned comprehensive plans couldn't act properly in different planning scales and was not successful in leading cities basically and ordering their development and growth. This present article, based on a historical-interpretative approach, focuses on the roots and causes of Western thoughts, creative processes, and imitations and their symptoms and impacts in Iranian urban development system.

**Keywords:** Urban Development Plans, Urban Comprehensive Plans, Modernism, western samples, Strategic plan.

### **Introduction**

Iranian cities, which have owned complementary characteristics through the centuries, have recently been faced with huge changes. Their physical characteristics were valuable spaces and urban-architectural elements adopted from residential, cultural spaces or urban-architectural elements that have been shaped and completed through time, based on residents' daily needs. Old cities, their urban elements and infrastructure, such as road networks, bazaars, ab-anbars, mosques, inns, etc., add to their inclusive physical design and characteristics, and have specific cultural, social and historical value. However, plans and actions begun in previous decades have been carelessly put aside, to the detriment of traditional urban values.

What is called the new period of urbanism, a wide-spread wave which has influenced large cities and the whole country, is only a reflection of western mutation. Years after its industrial revolution and parallel to western changes in urban lifestyle and urban planning, Iran has been dominated by colonialism, following western lifestyles and urban planning (Nasr, 2001; Habibi, 1965; Tavassoli, 1996).

This issue initially appeared in urban buildings and individual example of architecture, soon spreading to the urban fabric. In fact, all these changes were symptoms of urban planning growth in the west which have been created based according to the West's own social, cultural and economical characteristics.

Additionally, what happened in Western countries was not based on a proper root and complete logical stages, but evolutionary and based on a specific time processes. But not a desirable transmutation and based on residents' needs. In fact, there was a need to turquoise cultural characteristics, neighborhood features, and the intimate relations of residents in order to create a desirable appearance in working towns and industrial cities (Tibbalds, 1992; Krier, 1975).

It is said that nowadays, more than before and more widespread is getting vivid that our artificial cities lack fundamental components. In comparison to artificial cities, natural cities have vital form and life with their real moneys flows; whereas contemporary deficiencies attempts, in creating artificial cities are defeated (Lynch, 1980).

The beginning of the change in urbanism trends in Iran can be taken into account from conditional period (Hamidi, 1998). Of course, before that, in the Qajar era or even the 'Safavieh' era, changes and influences were evident, such as Tehran's Octagon Hesar construction, imitating Paris cramp, or in road constructions. But the beginning of the exquisite changes effected by the growth of capitalism is considered to be Pahlavi's governance. Because Iran's society and economy did not entirely accept capitalist governance in Qajar, the urbanism trend in Iran has entered to a new stage since 1922, called the vicissitude and alteration period. Imitations of western urban planning methods began and plenty of streets were established related to capitalist wishes. The introduction of automobiles to Iranian cities forced commercial activities along the streets: this facilitated the transition to the Bazaar and changed urban structures (Tavassoli, 1982; Gharib, 2007).

The role of Bazzars in establishing streets and creating commercial centers besides and factory products propagation was weakened, and neighborhood systems broke down. Religious and physical elements of the city lost their main function; residential spaces were created without adequate attention to service provision. Eventually, after jackleg destruction of old city fabrics and valuable cultural, architectural and historical buildings, the decision to prepare comprehensive master plans for large cities and guidance plans for smaller ones was taken (Behzadfar, 2008).

Similar stereotypical plans, known as urban comprehensive plans, were implemented all over the country, which was not done as a mistake or deficiency. In addition, because all these plans were not produced in a hierarchical planning system framework, they couldn't succeed enough. These changes were so rapid, and parallel to unqualified experts actions, which ended up to cities, and unable to provide for the needs of their citizens.

These urban planning activities, which were the pioneers of new urbanism and adopted from western countries, ended up to exquisite living, physical and urban dichotomy. The presence of forgotten architectural and urban values and characteristics, which still can be taken into account as samples in architecture and urban activities, and the emergence of various urban system problems and issues confirm the necessity to study this subject.

Indeed, the background of Iranian urbanism has a long history; urban planning provisions do not, their roots are in the present century. Therefore related research literature on this topic refers back to some decades ago.

Nonetheless, most of the research done on this subject in the past three decades has been done by native researchers, through the frameworks of academic activities and research articles. Some of the references on this subject are listed chronologically below:

- Ghamami, M., A Synoptic Study & Critics On Urban Development Plans (1993), which analyzes government intervention in growth procedure and urban development over the past few decades through tools such as comprehensive, detailed guidance plans, and by naming three specific insufficiencies and inadequacies in present urban management systems:

- inconsistency of plans with nature;
- inconsistency of plans with social situations; and

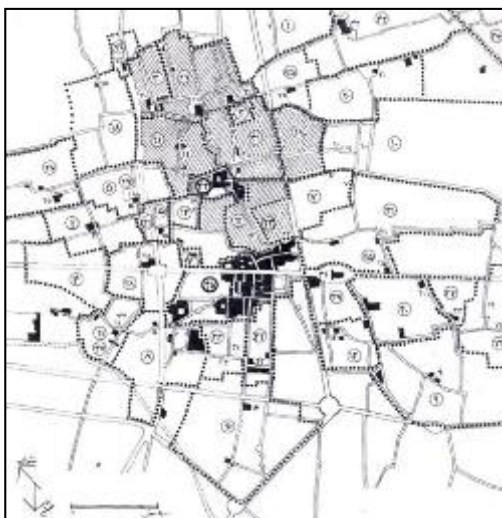
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- inconsistency of present urban management issues.
- Mashhadizadeh, N., *An Analysis of Urban Planning Characteristics in Iran* (1996), which attempts to provide a general recognition of:
  - cities and urbanism systems in Iran;
  - the urban formation process; and
  - urban evolutions to date.

In Chapter 4 of this book, the author analyses urban activities and the formation of comprehensive urban plans, and their strengths and weaknesses.

- Saeidnia, A., in *Raw Urban Development Ideas* (1993) mentioned that the beginning of urban master plans in Iran was synchronous with their obsolescence in Western society and their inconsonance with urban and urbanism dynamicity; practical inefficiency was the crisis of master plans as the basis of Iranian urban Development plans. He also proposes strategic plans as a tool to organize urban physical structures.

- Tavassoli, M., in *Architecture Space and Iranian City In front of West* (1993), analyzes three historical periods: the time before the dominance of modernism, Modernism, and the present perplexity. The author defines the solution as a deep awareness of pure Iranian national architecture and urban spaces.



**Figure 1: Spatial Structure of the Yazd historic city. Map showing the division of city into neighborhoods and the spatial relationship between the city center, neighborhood centers, and main passageways.**

- Habibi, M., in *De la Cite a la Ville* (1994) codifies Iranian urban evolution through an analytical view point of the historical development process. One of the most important topics of this book is a historical affection of Iranian cities from Western samples, concentrated and governmental planning formation by delivering tetraploid dimensions of subject, object, place and time for reconstructing Iranian urban spaces. The author believes that an Iranian city, through its own historical process and influenced by international and external plans, has been changing its identity from temple-city to power-city to mirage-city and today's deception-city.

- Sharmand Consulting Engineers survey the preparation, inaction, impairment and implementation processes of urban development plans in Application Manner of the Urban Development Plans (2001) by a systematic perception of urban planning. In addition, the concept, content and method of production, inaction, impairment and implementation lacks and the problems

of urban development plans in Iran at various stages are compared with similar ones all over the world. The study describes the fact that nowadays theoretical backgrounds of urban development plans are based on a positivist model (recognition, analysis and planning), whereas the prevalent global method of various countries is the systematic model (analysis, plan and policy), which delivers options in flexible and feasible production plans, such as public participation and management through planning preparation stages (Sharmand, 2001).

- Mashhoodi, S., in *An Introduction to Urban Fluid Plans* (2002) tries to describe a vivid aspect of comprehensive plans over 25 years and changes in planning all over the world. He also surveys and criticizes the circumstances of conventional plan production, inaction and implementation in the past, such as master/comprehensive plans. By showing the weaknesses of these plans in conjunction with facts and present urban needs and by attending to their inefficiency, inflexibility and determinism, he proposes that more flexible plans to be produced.

- In addition, others such as: Ehlers, E., in *Capitals and Spatial Structures of Tehran, Shiraz and Isfahan* (1993); Graber in *Middle East Cities and their Architectural Changes*, Hossein Zadeh Dalir in *Analyzing Iranian Cities and Comprehensive Plans*; Hamed, J., *The Reasons of Unsuccessful Comprehensive Plans*; Roshdieh, S., *Urbanism and City Planning in Iran* (1965); Rahnamaei, M., *Urbanism & Urban Development in Iran: Origin, Evolutions & Present Situation* (1993); Habibi and Poorahmad, *Analytical and Spatial Development Pattern of Sanandaj City* (2004), and others have analyzed and surveyed structural, spatial, physical and functional structures of Iranian cities.

### **Methodology**

This article discusses the main phases and trends of the urbanism processes in Iran and how these act upon actual imported Western plans, illustrated by case studies of large cities. Although the past is not accessible to direct inspection, it has left ample traces of itself in the present, in the shape of documents, buildings, coins, institutions, procedures and so forth (Walsh, 1958, quoted in Arnold 2001: 4). Based on the summary of points from the literature review and the nature of the research questions (how and what questions), it is clear that the research methodology for the purpose of the research can be defined as mostly in the realm of explanatory inquiry. This means that the orientation of the research follows a descriptive approach to the primary findings and information concerning the changes of the ancient city structure formation in relation to the imported western urban plans. This leads the research to approach the main impacts of the Western plans for the case studies. Considering this perspective, this study should follow at least two main principles: data sources and methods of generating information are the analysis of documents (existing and historical records), observation of the cities' existing building forms and their comprehensive plans, and analytical drawings (wider urban analysis of the building forms). The information was collected during two periods of fieldwork in 2008 and 2009.

### **Materials**

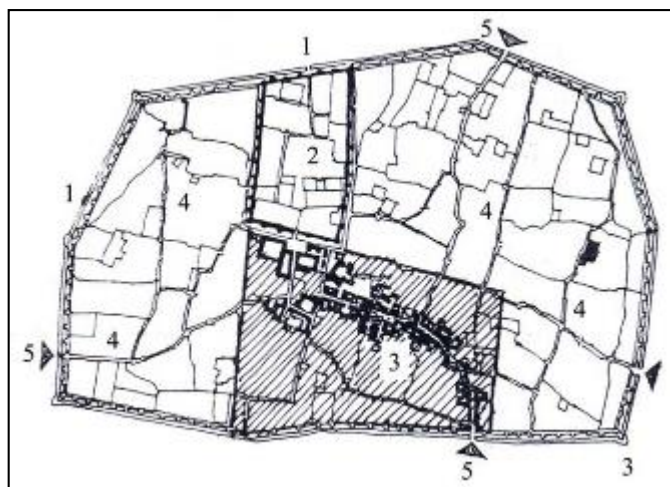
#### ***Urban development plans in Iran***

##### *Urban development plan's history. (Pre- conditional period)*

Iran's pre-planned urbanism refers back to the pre-Islamic period. In the Islamic period, many cities can be pinpointed to specific periods of time, based on a pre-planned structure. Isfahan is an egregious sample of these cities. This mass-structure may have various kinds.

Most urban spaces are formed in connection to the *hesar* (city wall) and the *citadel*, as a smaller town inside the whole city. The *Bazaar* and its related spaces were one of the main components of the urban structure. The characteristics of all spatial structures which were built are that they were all planned. Amazingly, in Iranian urban planning the process of spatial structure

formation is completely dependent on people's social hierarchical positions. Huge main urban infrastructures such as the hesar, citadel, grand Bazaar, military infrastructure, intra-city roads to the main city Qanat, etc., were all built up based on the decisions of the king or state governments. Structures such as Bazaar branches, mosques, schools, clinics, etc., were built up by ministers or famous merchants, and so on. Smaller buildings likewise obeyed this hierarchical system (Safamanesh and Monadizadeh, 2000).



**Figure 2: Inner core of Tehran in the mid-nineteenth century: 1. city wall (Hesar); 2.citadel (Arg); 3. the bazaar complex; 4. main passageways; 5. gates (from Tavassoli, 2003: 59).**

The first time Iran decided to order their cities after the European city model was during the Safavieh era (Sayouri, 1994). Descriptions of Istanbul and other places persuaded the Safavieh Kingdom to create a competent capital for their dominion in Iran: Isfahan is the result of this decision. A decision to introduce religious-Shia identity occurred in an independent cultural and political identity is the basis of all the actions and lifestyle afterward. The resulting situation prepared a wide context for governing, philosophic, and practical ideas. This doctrine became dominant during the Safavieh era in Iraq, Syria and India, which is called Isfahan school or academy (Nasr, 1978).

The center of this government was not only Isfahan but cities such as Shiraz, Qazvin and Tabriz. Safavieh governance in the Isfahan school and in its state capital brought the opportunity to create Iran's own utopia as the physics of their philosophic beliefs. This school achieved a prominent position in Iranian history, affecting the following eras: during the convulsive period after the end of the Safavieh government until Fath-Ali-Shah-E-Qajar, most public urban spaces were built according to Isfahan school criteria (Habibi, 1997).

#### *Contemporary period (1900-to date)*

Indeed, the long history of urbanism in Iran urban development plan in Iran doesn't have a long experimental background. In fact, the historical-social concept of urban development reflects socio-economical development on a national scale. From this point of view, based on the public, social, economical and political changes of Iran in recent periods, three stages in urbanism changes can be defined.

The modernism period. After the formation of centralized government in Qajar in 1786, the country entered into a new period of global history, influenced by France's 1789 revolution—the revolution of a young era of capitalism in which cities are its main focus and the symbol of modernism (Habibi, 2000). Although the Qajar era was synchronous with massive economical



social and political changes, notwithstanding the high rate of these changes, this government succeeded in putting its sign on the national capital and their state capitals. During Fath-ali shah's governance, the beginning of European influence, two important events caused the spread of the European idea of "modernism".

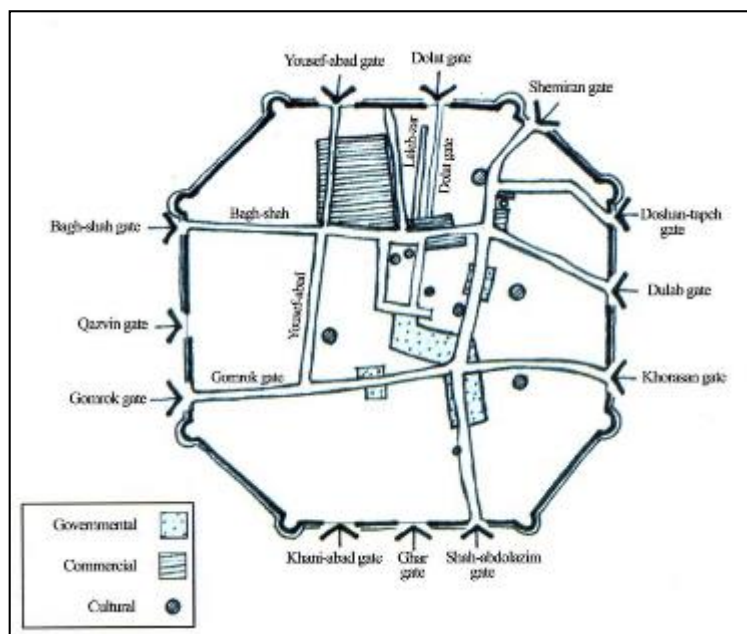
Amirkabir's reforms (the creation of a tribunal organization, the King and his judicature's trip to Europe, and the presence of European teachers and engineers in the Darolfonoon School, the first high school) were a proper context for the expansion of European urbanism (Hamidi, 1998; Habibi, 1997). As economical-political capitalism penetrated Iran, the first symbols of industrial civilization, such as factories, telegraphs, droshkies, horse-drawn wagons, railways, automobiles, hospitals, schools, etc., came with it, mostly to rural areas. Following these changes, the first physical-management changes began in 1905, establishing boulevards, streets, parks, etc. Tehran in particular, as the capital of the country, was developed in imitation of Paris (Farnahad, 2002). In Tehran, the first urban plan prepared (based on the European method in 1867) was the city development strategy (CDS) for 60 years. This plan is the Octagon Hesar, which confines the city's development and main accesses inside. The octagon fortification is an example of Renaissance or Baroque era structures. In historical references, the Bahlor is known as the French engineer of this plan. But it is not farfetched that other European engineers were taking part in plan codification. The Darolkhalafeh Naseri Map shows the first time a plan for the capital was produced under the control and supervision of a European consultant, which can be taken into account as a beginning of a process which was followed up after a while. New road network, similar to the European style, followed the natural order and mostly were organized in northern part of the city.

The citadel and its adjunctions were positioned in the center. This is the first time in this period in Iran that streets were not only thoroughfares but also a place of commerce and business. Streets, with built bodies in sides. Facing streets comprised a spatial organization, succeeding in defecting Bazaar traditional networks as the backbone of the city and representing all urban services and infrastructure to residents (Marizkhaneh Street, Gheragh-gaz Street, Naserich Street, etc).

Streets in this period are defined as dynamic urban spaces which were intended to show a modern manifestation of Qajar governance. The existence of gates as a street entrance is a completely new phenomenon in this time period (Habibi, 1997): for example, new city walls in the form of a perfect octagon with 12 gates were constructed in Tehran over 12 years, starting in 1868, which proved to be more useful for growth management and tax collection than for their defensive value (Madanipour, 2006).

**Table 1: European urban elements and their Function in Naseri period**

Urban elements	Placement location	Outcomes and results
-Presence of public transportation	Street	-Is known and used as a recreation area instead of its main functional aspect
-Establishing governmental buildings in the European mode (shamsol emare building, Saat tower, Tekye dolat, constructions imitating opera buildings in Europe, the Telegraph building)	Juxtaposed with streets	-Emphasizing as a symbol element and a sign to the new role of the street (commercial- recreational)
-Presence of specific functions and elements of European cities (cinemas, hotels, Western-style shops, national gardens, banks)	Juxtaposed with streets	-City face deformation and replacement with a new European concept -Changes in Bazaar and seining its vital functions and elements through a process



**Figure 3: Streets and main corridors plan of Tehran in the Darolkhalafeh era (1943) (From Behzadfar, 2009: 172).**

*Urban renovation and intervention period (1932–1972)*

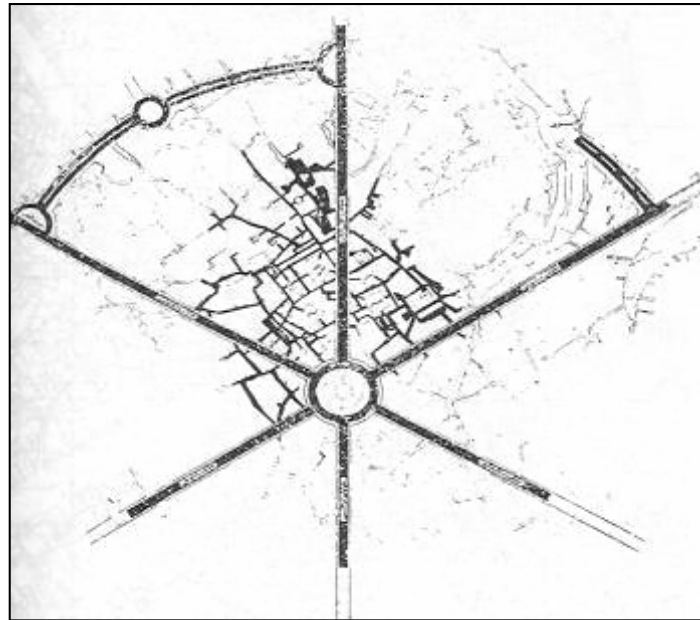
- First Pahlavi period (1932-1952). By empowering Reza-khan, extreme activities related to urban physical changes were undertaken. The new government after the coup was a pioneer of Modernism, changing ancient ways of life and production organization, initiating urban physical changes as his first attempt.

Believing that physical and formal changes would lead to basic urban changes, for the first time in the history of Iranian urbanism the government decided to change the appearance of urban organization based on imported ideas. An idea which has influenced urban evolution and dynamicity since the Middle Ages, based on changes in urban forms in the nineteenth century, tried to harmonize the city through efficiency. In the beginning the physical changes of the city were put forward as a first attempt (Habibi, 1997).

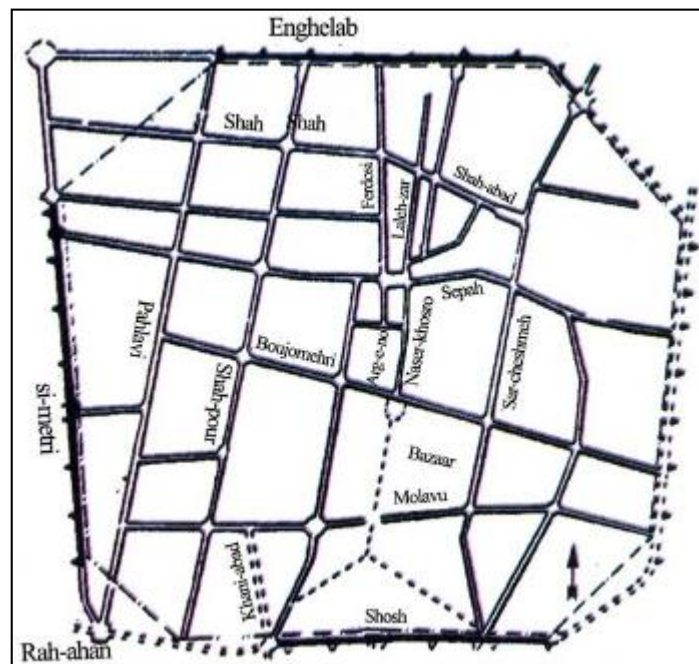
Western progresses accelerations in Qajar government turned into a captivity to west in Pahlavi era. Therefore, in the Pahlavi era (1932–1952), concomitant to capitalism economical growth under the official political pressures of modernism, urbanism growth and urban renewal were empowered. Early in this period, because of factory products, transportation development and the prevalence of new urban infrastructure expansions, the necessity of urban renovation was prioritized in government policies. Eventually the first urban plans and actions, such as military urban planning, were implemented as the framework of the central government’s duty (Farnahad, 2002). This stream got practical by: municipality, rules and regulations, the first Tehran map (named “streets map”) in 1941, the establishment of the Street Development Act of 1944, the first national territorial map and the Street Development Act amendment of 1952. The most important urban development actions of this period were delivered as detailed in Table 2.

During the Reza-shah period, all physical changes were handled without any attention to their economical and social results. These actions were taken to implement Western modernism. The aim of these changes was creation of a city similar to those in the West: therefore cities were also constructed in 1952 such as Salmas (old Shah Pour). These actions were continued under

Mohammad Reza's governance. As a result, urban changes and amendments since then were done in frame of development plans (Mashhadizadeh, 1996).



**Figure 4: The contemporary urban fabric of Hamedan: street establishments caused bazaar pedestrian network.**



**Figure 5: Urban structure of Tehran during the First Pahlavi era (from Hamidi, 1998: 14).**

- Second Pahlavi period (1942-1962). After the Second World War, there was no attention paid to urban planning and design because of changes in government and social and political problems, which were exacerbated by the lack of qualified specialists—conditions which have recently resurfaced (Mozayeni, 1995). In 1946, an urban planning and design sector was established



in an organization called “4th Troman Principle,” which was authorized by urban planners such as Toorsen and Gibbes. These engineers prepared plans for Shiraz, Isfahan and Sanandaj in English which were not according to Iranian laws, therefore were not implemented. By establishing a programming and management organization in 1943, the thought of comprehensive planning was formed by external consultant leadership. Especially after the 1954 coup and US political and economical penetration in Iran, comprehensive planning under prevalent American samples was initiated with the codification of economical development plans. Therefore “comprehensive planning theory” was accepted as a unique formal and legal viewpoint. Furthermore, a contract was signed by peace group soldier of international American committee of development and Iranian Ministry in 50s which networking plans for cities such as Isfahan were prepared.

Urban development and renovation period (1963–to date). After establishing programming organization and the involvement of Americans from Harvard University in economical development plans preparation and legalizing the theory of “master/comprehensive planning”, urban development in this period was influenced by the US as a sample of western socio-economical development was based on merging national markets to the global one according to quantified criteria. Therefore 5-year development plans were prepared which in the first development plan (1949–1956) and second (1956–1963) public infrastructures developments were prepared. In the third (1963–1968), fourth (1973) and fifth (1973–1978) plans, more emphasis was put on urban development according to a master plan framework.

In the third development plan (1963–1968), master plans were prepared for 17 cities, including Tehran, Tabriz, Rasht, Isfahan, Karaj, Qazvin, Bandar Anzali, Chaloos, Noshahr, Sarbandar, Babol, Babolsar, Bandar Abbas and Bandar Lengeh. In 1965, the Housing and Inhabitant Ministry was established, later followed by the Urban Planning and Design High Council. This council’s first meeting took place in 1965, where the first urban comprehensive plan, named the Bandar Lengeh comprehensive plan, was enacted. In all development plan studies for 20 cities (1968-1973) which some of them have been started since the third development plan were completed and got started to be implemented. Comprehensive plans of Tehran, Tabriz, Rasht, Isfahan, Karaj, Qazvin, Bandar Anzali, Hamedan, Ahvaz, Shiraz, Mashhad, Abadan, Khoramshahr, Noshahr, Jolfa, Babolsar, Bandar Abbas and Bandar Lengeh are some of the prepared and enacted samples.

Urban prevalent plans with present quality in the country, have been started since the third development plan (1963–1968), but the real beginning of comprehensive plan preparation and inaction can be taken in to account as synchronous with 4th development plan are more explicit.

Base on the mentioned plan, plans must be implemented in two stages: the first stage is the completion of present situation studies, including population, economics, and physics; the second stage is the preparation of short-term plans for the city based on comprehensive plan and adaptation to municipality affairs were the main subjects. The analysis of master plan codes in this period shows the general viewpoint of the city in plan preparation.

Urban population growth during the 4th development plan has created new problems in the urban system, which lead to deeper thoughts on the urban sprawl issue. Therefore, in the fifth development plan (1973–1978) the goal of the comprehensive plan was defined as “orderly urban development guidance, coordination in urban infrastructure distribution and guidelines for municipalities through solving urban problems,” which shows a waster and deeper thought on urban implementation issues (Naini, 1975).

In the fifth urban development plan, after the law inaction of Housing and Urban Development Ministry, urban development plans in Iran consisted of the legally defined “urban comprehensive plan”, “urban detailed plan” and “urban guidance plan”. Based on this law, the

housing and urban development ministry was responsible for plans preparation. They were indeed responsible for preparation of detailed plans, but practically it is the Housing and Urban Development Ministry which has the right to supervise the preparation and implementation of urban detailed plans.

**Table 2: Urban rules and regulations in Iran**

Year of Enaction	Enacted rules and regulations	Producer	Subject	Function
1908	Enaction of the first Baladieh law	Parliament	A set of comprehensive acts on urban affairs and urban reformation implementation	Because of financial issues only was ended up to streets lightening and housing numbers
1929	Codification of the first urban façade rules and regulation	Adopted Western styles	<ul style="list-style-type: none"> <li>- Urban elements location</li> <li>- Urban structure abeyance from axes and squares</li> <li>- Green boulevards and streets which were designed in their junctions</li> </ul>	<ul style="list-style-type: none"> <li>- Beginning of establishing streets in urban central old fabric</li> <li>- The first regulation for streets facades</li> <li>- The first squares with designed bodies</li> </ul>
1931	Completion of Baladieh law	Parliament	<ul style="list-style-type: none"> <li>- Completion of taxes on property law</li> <li>- Increase in vehicles taxes</li> </ul>	- Increase in streets and squares establishments plan
1932	Enaction of the first urban plan in Iran (Urban development plan of Hamedan)	Karl Freich	- Establishment of an 150m diameter square in city center with six radial streets ending at the city beltway	- Central square, green old square and six radial streets which ruined the order of the old quarters
1934	Enaction of widening and developing streets	Parliament	- Establishment and development of streets	- Destruction of rounded camps around Tehran and establishment of new streets on city Khandagh
1938	Production of the first urban development plan(Tehran map)	French consultants	<ul style="list-style-type: none"> <li>- Proposing the location of university, hospital, rail station and factory obeying from industrial city.</li> <li>- Establishment of public spaces and squares</li> <li>- Establishment of new state buildings</li> </ul>	<ul style="list-style-type: none"> <li>- Complete destruction of old 'citadel' quarter and remaining Qajar-era castles</li> <li>- Destruction of 'Sanglaj' quarter as the largest urban quarter</li> <li>- Deleting ancient concepts by delivering/defining new concepts such as: streets and squares</li> <li>- Mass establishment of streets in periphery of central quarters of Tehran ordered by Bouzahr jomhori</li> </ul>

Year of Enaction	Enacted rules and regulations	Producer	Subject	Function
1940	Protrusion in streets law	-	New rules for streets' aesthetic improvement: - Ordering to build shop doors in main streets - improvement of old building's facades in famous streets - Replacement of old billboards with new harmonized ones - New regulation for building height in main streets - Façade and balcony construction - New regulation for replacing destroyed walls with steel fences in streets	- Streets' body and adjacent buildings were changed and therefore backward spaces specially ancient quarters were divided, which only street body represent new landscape
1942	Streets development revision act	-	- Revision of streets development act	-
1946	Formation of 4th Troman principle	Torsen & Gibbess	- Preparation of English plan for: Shiraz, Sanandaj & Isfahan	- Because of insufficiency with Iranian regulations, was not implemented
1949	Programming organization and high council of programming	-	-Heading socio-economical planning in country - Formation of comprehensive planning by external consultant leadership - Preparation of main fields of development mechanism in country	- Preparation and inaction the first socio-economical development planning

Urban guidance plans were defined as plans to solve immediate critical urban problems by delivering short-term solutions for cities without comprehensive plans. There were prepared directly by the country ministry. Therefore, in the fifth development plan, governmental bodies were completely centralized as responsible bodies for plan preparation, inaction. Therefore, urban development plans reached the implementation phase as “directive urban development”.

After Islamic revolutions and similar planning codes for comprehensive plans, changes and adjustments were made in methodology, preparation and inaction stages, which were named the “Urban Development and Territory Plan”, legalized in 1985. Therefore, since the establishment of Urban Development High Council up to 1998, more than 178 comprehensive plans were enacted (Urban Development and Architecture High Council, 1992).

**Table 3: Socio-economical development plans outcomes**

Year of Enactment	Producer consultant	Main goals	Urban planning actions	Results and outcomes
First Development Plan (1949-1956)	Mavaraye Daryaha consulting engineers	Regional development foundation by establishing public infrastructure and distribution in high potential areas	<ul style="list-style-type: none"> <li>- Development plan preparation of: Dashte Moghan, Sadde Dez, Shabankareh, Barf abad</li> <li>- Drinking water provision</li> <li>- Electricity provision and industrial development</li> <li>- Leaving wastelands to developers in Tehran periphery for being developed</li> </ul>	<ul style="list-style-type: none"> <li>- Dispread regional development without unique guidelines</li> <li>- growth of some state-cities</li> <li>- Decrease in middle city's growth</li> <li>- Provision of bases</li> </ul>
Second Development Plan (1956-1963)	American experts ((Peace Group))	Economical development focusing on present sources in high potential areas	<ul style="list-style-type: none"> <li>- Household &amp; housing census in 1957 - Provision of the first comprehensive plan (networking plan) for: Sanandaj, Isfahan, Shiraz, Bijar and Orumieh</li> <li>- Guidance plan office and technical office formation in High Ministry in 1958</li> </ul>	<ul style="list-style-type: none"> <li>- Formation of Statistical-Population concept of the city</li> <li>- First step in concentrating urban planning and design activities</li> <li>- Physical intervention without any socio-economical planning in case studies</li> </ul>
Third Development Plan (1963-1968)	-	<ul style="list-style-type: none"> <li>- Regionalizing planning activities (Transformation of workshop economy to factory economy)</li> <li>- Urban comprehensive plan provision</li> </ul>	<ul style="list-style-type: none"> <li>- Establishing industrial poles in: Tehran, Isfahan, Tabriz, Ahvaz, Arak and Qazvin - Establishing agricultural poles in: Guilan, Gorgan, Isfahan, Khouzeestan &amp; Azerbaijan - Urban comprehensive plan provision for 17 cities: Tehran, Tabriz, Rasht, Ahvaz, Hamedan, Shiraz, Isfahan, Karaj, Qazvin, Bandar anzali, Chalous, Noshahr, Sarbandar, Babol, Babolsar, Bandar Abbas, Bandar Lengeh - Establishment of Housing and inhabitant ministry and urban development high council in order to supervise urban comprehensive plans - Bandar-e-Lengeh comprehensive plan inaction - Streets development and reformation of Tehran's southern hollow lands - Provision of comprehensive plan for Tehran by internal and external experts</li> </ul>	<ul style="list-style-type: none"> <li>- Working power infestation from rural areas through cities and absorption process by industrial poles</li> <li>- Importation of imported goods to rural self-sufficient market</li> <li>- Critical situation in declined areas</li> <li>- Unprepared urban comprehensive plans and lack of sufficient urban development studies, caused urban development activities done not in frame of a logical and general studies</li> </ul>

Year of Enactment	Producer consultant	Main goals	Urban planning actions	Results and outcomes
Fourth Development Plan (1968-1973)	-	- Economic growth acceleration and national income duplication through increasing production power base on industrial development and high efficient benefits and using updated values in all activities	<ul style="list-style-type: none"> <li>- Development of existing industrial poles and establishing new industrial areas</li> <li>- Provision comprehensive regional economical development plan</li> <li>- Enacting comprehensive plan studies of 20 cities, some of which had been started since the third development plan</li> <li>- Enacting urban development and renovation law in 1969</li> <li>- Formation of a bottom-up mechanism and establishing local development offices</li> <li>- Beginning discussions on public participation</li> </ul>	<ul style="list-style-type: none"> <li>- Egregious difference between rural and urban incomes</li> <li>- High migration to cities</li> <li>- Provision of necessary backgrounds of comprehensive plans feasibility for Spatial-physical urban organization</li> <li>- Urban ancient fabric rupture through proposed streets and street expansion even in urban periphery</li> <li>- Desolation of urban internal fabric</li> <li>- Living in derelict buildings remaining on new streets</li> <li>- Informal settlements formation outside comprehensive plan propose territory for urban expansion</li> </ul>
Fifth Development Plan (1973-1978)	-	<ul style="list-style-type: none"> <li>-Emphasis on industrialization</li> <li>- Budget devoted to economic infrastructure</li> <li>- Budget devoted to housing and construction</li> </ul>	<ul style="list-style-type: none"> <li>- Beginning of development plans studies for cities which contained more than 25000 persons according to the 1967 census</li> <li>- Enacting urban development and architecture high council law (1973)</li> <li>- Changing the name of Housing and inhabitant ministry to Urban development and housing ministry and legalized provision of guidance plans</li> <li>- Beginning the provision of detailed plan for cities with comprehensive plan</li> <li>- Formation the term of territory and the necessity of related studies in urban comprehensive plans contracts</li> <li>- Beginning vast town construction around large cities, especially Tehran</li> </ul>	<ul style="list-style-type: none"> <li>- High population, socio-economical concentration in large cities and state centers specially the capital</li> <li>- Increase in building construction benefits and intensification construction activities</li> <li>- speculative development</li> <li>- Assumption land and housing as good</li> <li>- Determination of urban expansion direction by dependent towns around city (not by comprehensive plan proposes)</li> </ul>



## Results

### *Urban development plans: Characteristics, issues and problems in Iran*

#### *General assessment*

It has been nearly four decades since the first guidance, detailed or comprehensive plan was prepared. These plans aimed to harmonize urban physical development, but because they lacked a general planning system in country, they were not able to succeed in achieving their goals. Besides, the essence and stream of these kinds of plans shows inconsistencies with vernacular characteristics. Indeed, these plans have positive exclusivities which can be taken into account as the beginning of urban planning and design goals and regulations codification, such as:

- the preparation of these plans is the first step in urban planning transmutation which has been specialized and completed gradually;
- the preparation and implementation of these plans has lead to experiences in urban planning and design. One of the other positive result is the prevalence of urban planning traditions and attempts to codify and regulate urban planning and design;
- the implementation of these plans by municipalities could in some cases stop illegal constructions and could prepare more lands for services;
- in addition to basic studies of prevalence and magnificent results in social, population, environmental, geographical and economical fields, tries to inject an order to city expansion and sprawl (Mashhadizadeh, 1990).

Indeed, a positive effect of these plans and present studies is that they confirm that there is a huge difference between plan proposals and reality. These changes exist approximately in all fields of urban action plans—except main streets networks—including city location and territory, population and density, land use and per-capita (Ghamami, 1993). Therefore, the low percentage of urban development plans' feasibility is not specifically for Iran. Those researchers who have used these samples could reach similar conclusions concerning these plans' problematic characteristics.

D. Nill, who has significant experience in city planning in third-world countries, writes about the inefficiency of comprehensive plans: “there is no need to repeat this point that saying all master plan's reports have been accumulated only in the library's shelf's now, or colorful landaus plans and zoning's proposes in these plans, decorate walls of consulting, whereas cities expand athwart design's goals and proposes. There is a huge distance between plan and what is implemented actually, and this is the most important reason of old comprehensive plans defeat. Besides, weather we are aware of these plan's goal, the authenticity of these kinds of planning is lost because of failure in achieving to their goals and objectives”.

Qualified results of urban comprehensive plans unsuccessful and related assessment on this subject have been handed out on case studies when has ended to below conclusions:

- From an economic point of view (in the agricultural and industrial services), none of the predictions have been realized.
- Population results were approximately 70 percent different from predictions.
- Proposed networks have not been formed, and established networks have mostly been implemented in other locations.
- Because of the low feasibility of network and services, none of the proposed urban structures have been implemented in any cities.
- Almost none of the cities have achieved the proposed population densities.
- Eighty-two percent of the predicted commercial and services per-capita have indeed been formed: 53 percent for sport amenities/facilities and 60 percent for public services.
- Almost 40 percent of extension have been implemented in slightly different directions than what was originally planned.

- Thirty-five percent of plans had little success in realizing the proposed physical city divisions proposed (President Deputy Strategic Planning and Control, 1993).

*The reasons for low realization in Iranian urban development plans*

Early urban development plans were prepared for cities by government without any reflected necessity being asked by urban managers, which is still ongoing. In centralized planning systems, urban development plans were prepared based on budgets, with programming organization financial support, and Housing and Urban Development Ministry or Ministry decisions through dealing with contracts with qualified consulting engineers.

Therefore, similar urban development studies were done in a frame of similar inflexible descriptions for all cities, which moved forward through uniform assessment, supervision and standards codification. The most important problems and lacks of urban development plans are listed as below.

Plans content and goals. Aversion to the Iranian situation, similar codes, lack of local situation attention, ambiguous national and regional policies, lack of interaction between studies and plans, lack of attention to services provision.

Inaction and impartment method. Lack of attention to the process of enactment and implementation process, emphasis on physical proposed evaluation, lack of attention to implementation abilities, lack of legalized supervision systems, lack of attention to public participation in implementation phase.

Implementation lacks and problems. Insufficiency of urban development plans with sectoral development plans, lack of experts.

### **Discussion**

When the Athens Charter Principles of the forth congress of modern architects lead by Le Corbusier was enacted in 1933, there was a focus on human values in cities. Officer Karim agha Bouzarjomhori of the Tehran municipality authority started establishing new streets in the old urban fabric, imitating Hossman (1865–1853) in Paris. Everyday a red flag was hoisted and group of residents were forced to move to new quarters, without regard for their backgrounds. New government buildings were constructed on ruined historical heritage sites of the Qajar era. (Saeidnia, 1996).

Two decades later Patrick Geddes' book *Cities in Evolution* (1915) was published. Based on ecological principles, Geddes and his student Mamford introduced an organic urban development theory, establishing bases of urban comprehensive plans. This idea was combined with the modernist urbanism theory of functionalism and reproduced as "Urban Comprehensive Development Plans" (Farnahad, 2001).

Geddes' thoughts shadowed scientific urbanism studies for over 60 years. It was based on this theory that the model of "comprehensive plans samples" was formed as the dominant urban studies methodology. This methodology was legalized between 1932 and 1947 in England and 1944 and 1928 in the US.

Twenty-five years of urban development in Europe after World War II gradually clarified the limitations and problems of this methodology: from one aspect group 10 architects protested the functional division of residence, work, recreation and transport in the Athens Charter, and from other point of view the theory of systems codified in 1954 by Bertafely influenced urban studies thought. Therefore, based on these streams of thoughts, structuralism tried to have a totality view point to city instead of functionalism.

Additionally, influenced by these ideas, the "Consulting Urban Planning Group" produced the Bill of Urban Development in 1964 in England. This bill became the legal basis of new urban

development (1961–1971) of England and is based on its comprehensive plans. “Urban Development Plans” became obsolete and were replaced with new strategic plans (Saeidnia, 2004).

Chadwick, in his *Urban and Regional Systems Model in Developing Countries* (1987) stated that Western planning methods were an inappropriate planning model for developing countries. Therefore, based on urban societies’ complexity, intervening group or individual forces prefer a step-by-step planning model as a suitable planning model for these countries (Chadwick, 1987). Ideas in this study caused basic changes in urban development models and methods. Synchronous with critics on comprehensive plans, in 1967 the urban development high council was established and in 1969 the first comprehensive plan preparation contract was signed for Tehran. At exactly the time of publication of Chadwick’s book in 1971, comprehensive plans in the concept of urban landaus were enacted in “Housing and Urban Development Ministry” law (Saeidnia, 2004).

Nowadays our urban planning activities confirm that we are in a difficult period. While it has been three decades since Western antagonists were focusing on spatial values, ignorance in western urban development, high rises and new towns construction and short-term periodical theories in recent decades, we are still repeating our mistakes in blind imitation of western countries (Tavassoli, 1996). Basically, the literature of Iranian urban development plans, has mostly arisen from the Urban Development High Council Act: therefore its theoretical viewpoint is adopted from global concepts (Sharmand, 2004).

Urbanism developed in Iran a century after it occurred in industrial countries. Indeed, urbanism characteristics in developing countries are completely different from developed ones; we are observing an external stream. The result of this development is forming massive human accumulation in disordered urban settlements. The past 200 years of urban evolution in the industrial world and the previous 100 years in Iran have brought no differences. The main problem in both is delay in reality necessity cognition and urban development superficial thoughts—what can be obtained out of the Athens Charter at the beginning of the twentieth century (Saeidnia, 1996).

Urban development planning in Iran has been variously criticized—without attention to theoretical backgrounds—and their functional problems and study methods have been studied. Therefore changes in contents and theoretical methods have not been significant. As an example: changing the title of “Comprehensive Plan” to “Urban Development and Territorial Plan” caused no sensible difference, because no content changes were accomplished. “Tehran Comprehensive Plan”, which became the “Improvement Plan” was produced exactly based on comprehensive plans model without any changes in its theoretical view point and methodology.

The common urban comprehensive plan model in Iran is an adoption of linear model: the “Recognition, Analysis, and Plan” process, which is based on positivism and logical bases of functionalism. This theoretical model basically is faced with limitations in vast and exact cognition of urban vitality and evolutions because it is mainly dependent on system components instead of its mass structure. Therefore, because of a dynamic and complicated city identity, using this method is faced with various and severe limitations (Ahmadian, 2004).

Indeed, the positivist model of “Cognition, Analysis, Plan” as a model of urban development plan production in various countries was gradually replaced by a systematic model of “Analysis, Plan, Policy”. In addition, indeed, changes in urban developed countries, urban development plans that have been changed through strategic planning and urban planning from one viewpoint and spatial planning from the other tend towards action planning. Yet urban management mechanisms in Iran in urban development production acts objectively which have not been benefitted by public participation in planning process.

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