

AFFECTING FACTORS ON REALIZING OBJECTIVES URBAN DECAYED AREAS PROJECTS (CASE STUDY: PART OF SHEIKH JONEID DISTRICT)

***Ahmad Hakanlou**

*M.S. in Civil Engineering, Department of Civil Engineering, Faculty of Art and Architectural
Engineering, Central Tehran Branch, Islamic Azad University, Tehran, Iran*

**Author for Correspondence*

ABSTRACT

One of the main policies for urban development in Iran is intervention in urban decayed areas. Economic, social and cultural specifications as well as their specific environmental aspects should be considered in order to make plans for intervening proceedings because incompatible attitude towards these areas causes some plans and projects to be prepared and approved which are not applicable; if such projects are implemented, ultimately they cause crumbled local structures and spatial rupture of urban decayed areas.

Keywords: *Urban Development, Intervention, Spatial Rupture, Decayed Areas*

INTRODUCTION

Problem Statement

Several generations after providing urban development projects and revealing the operational issues, the realization of such projects has considered as one of the main issues among pundits, professors, executives, and urban managers. It has been highlighted in recent years after presenting rehabilitation, renewal and reconstruction projects for intervening proceedings in urban decayed areas with specific properties.

In fact, providing practicable projects for decayed areas and increased realization of such projects are amongst the main concerns of municipal executives. In Iran, this important issue has been increasingly highlighted by ancient urbanization history and high extent of urban decayed areas. Failure to realizing the projects of urban decayed areas makes our cities become sparsely populated. Therefore, it is inevitable to apply modern procedures and new models for rehabilitation and renewal of decayed areas and consider social, economic, management and environmental realities in order to execute and realize the projects. The results of this study can be effective for recognizing various affecting factors in failure of execution and realization of rehabilitation, renewal and reconstruction projects for decayed areas, changing the attitudes in processes of providing, approving and executing the projects of decayed areas, and assisting governmental bodies and municipal management in successful execution of the projects. The present study is categorized as applied research; the methodology is as survey, field study and secondary analysis. The analyses have been conducted via logic analysis method regarding overall objective of study. These analyses present expected and practical results to achieve the objectives and recommendations for providing realizable and practicable projects for decayed areas. The needed information has been collected through interviews, observations and documentary studies.

Objectives

The main objective of the present study is to study and examine the processes of providing, approving, executing and realizing the projects of urban decayed areas considering the realities. Thus, the operational objectives are defined as follows:

“Recognizing affecting factors of failure to realize related proceedings projects for decayed areas in the area under study considering all factors affecting on above processes.”

The Area Under Study

The area under study is a part of Sheikh Joneid district, in Shiraz city; this area is bounded on the North by Shahid Nemati Alley, on the South by Abbasi, on the East by Ahmadi Street, and on the West by Sheikh Joneid area. The total area is 664000 square meters, and has population of 2600 people. Despite locating in

Review Article

historical-cultural area, adjacent to downtown, Darvaze Kazeroon and Shah Cheragh, it suffers from such problems and deficiencies as environmental pollution, crime, social anomalies, physical and economic problems, though it has an appropriate situation for rehabilitation and renewal. In Sheikh Joneid with high population density (Net and gross residential density are 510 and 394 person per Hectare, respectively), there are some obvious problems including lack of services, lack of infrastructures and failure of access networks (Pardaraz Consulting Engineers, 2005).

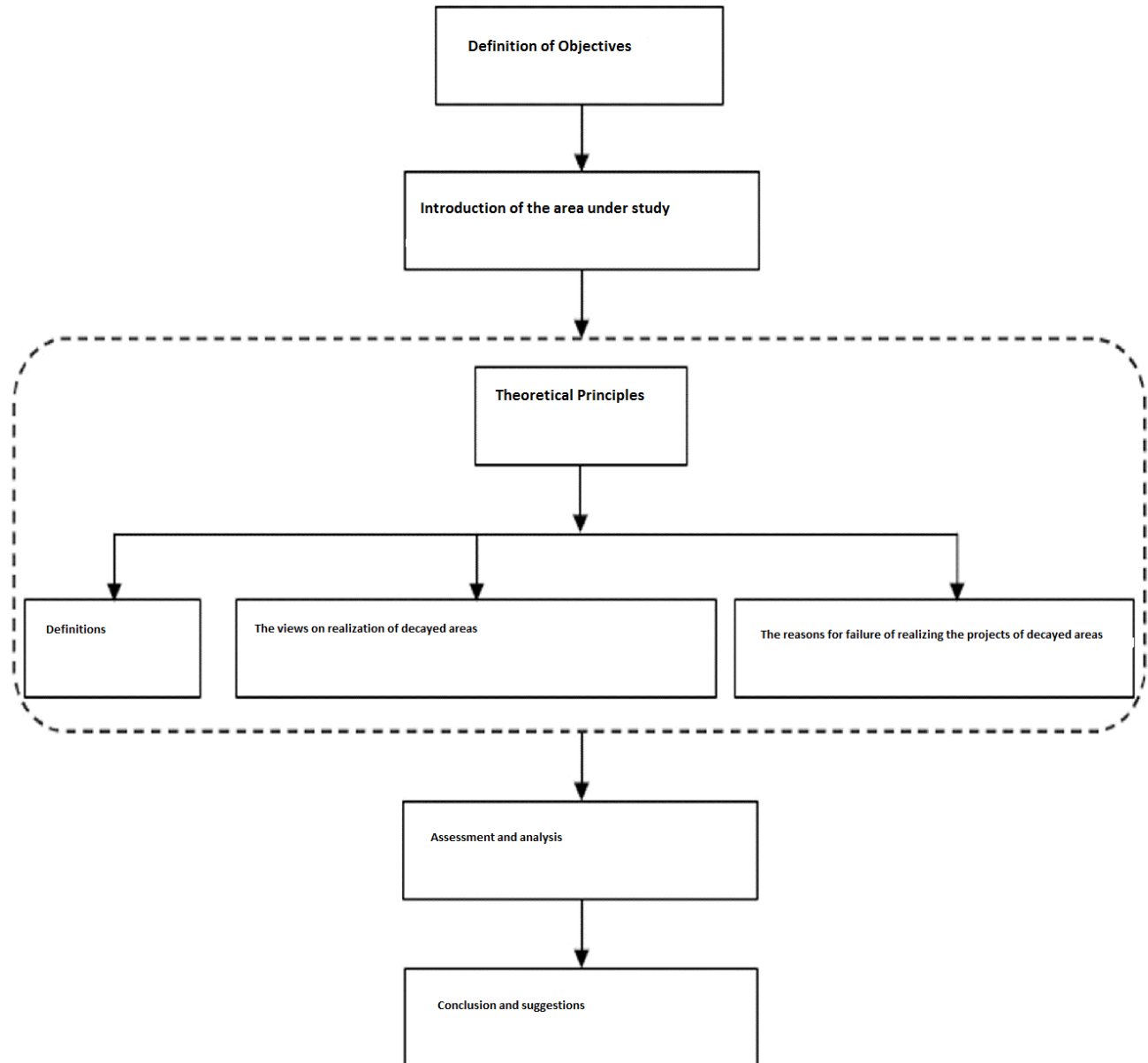


Figure1: The Process of Research

Review Article

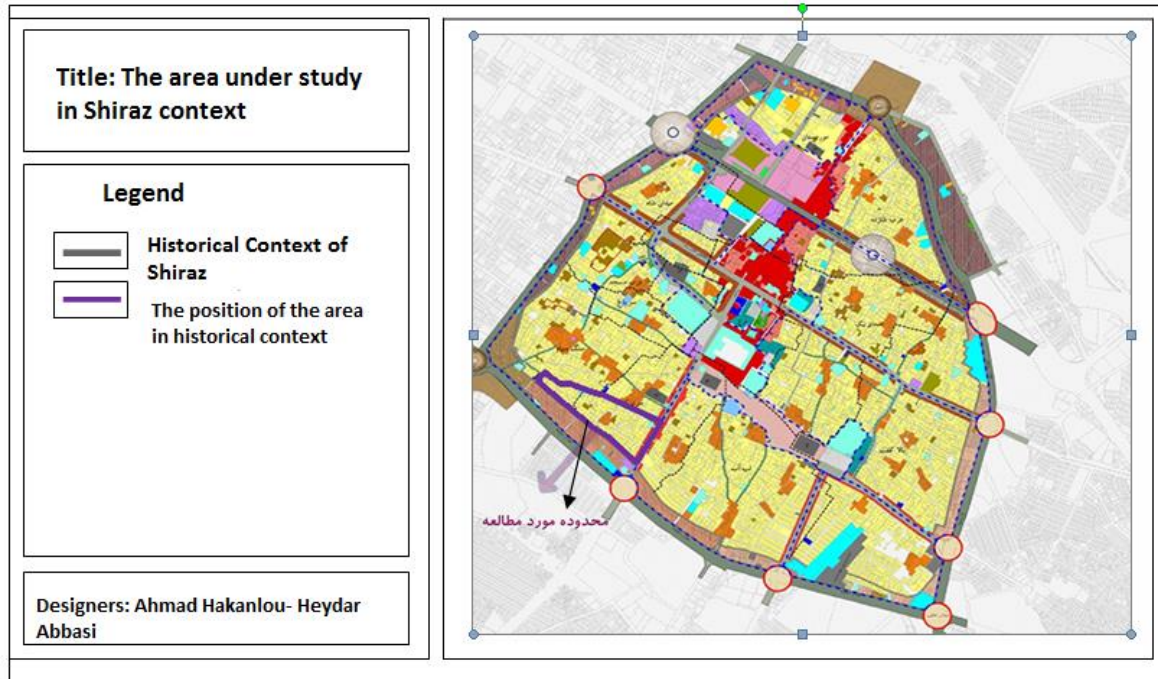


Figure2: The Area Under Study in Historical Context of Shiraz

Reference: *Ibid*

Table: Land use in Sheykd Joneid Decayed Area

Land use	Area	%	No.	%
Residential	50908	76.7	342	71.5
Profit making services	2876	4.3	88	18.4
Religious centers	1278	1.9	6	1.3
Industrial	28	0.04	1	0.21
Abandoned operations	4413	6.6	41	8.6
Road network	6896	10.4	--	--
Total	66400	100	478	100

Theoretical Framework

Definitions and Concepts

A) Urban Area

Urban area is characterized as grading and weaving of urban elements and spaces replacing urban districts and blocks as a consequence of environmental especially topography (Shamai and Pour Ahmad, 2005).

B) Decayed Area

There are various definitions for decayed area; some of them are presented as follows.

In the literature of urbanization and city planning, urban decayed areas have been proposed by different title such as “undeveloped area”, “insufficient area”, and “unsustainable area” (Andalib, 2007).

Urban decayed areas is referred to those areas which are vulnerable due to physical decay, cavalry access, facilities, services, and its urban infrastructures, and of poor local, environmental and economic value (Habibi *et al.*, 2007).

Review Article

Decayed areas are referred to vulnerable areas to the natural hazards (especially earthquake) requiring planning and projects for coordinated proceedings (Mansoori and Khani, 2008).

C) Various Species of Decayed Area

Decayed areas are classified into three categories:

- areas with urban Heritage
- urban areas (without urban Heritage)
- Marginal areas (informal settlements) (Shafai, 2006)

Views on Realizing of Rehabilitation and Renewal Projects in Urban Decayed Areas

Cooperation

Cooperation is a conscious and collective activity and because of its plurality, it is immensely rested on social reliance. The possibility of cooperative behavior occurrence is plunged in a disloyal setting or low degree of social trust (Alavi Tabar, 2001). The most principle thoughts to build upcooperation foundation are the acceptance of the people equity and aimed on consultation, cooperation and equal involvement of people to improve the quality and quantity of life in all the social, economic and political aspects (Ghafari and Niyazi, 2007). In order to fulfill the cooperation practically, providing the two preliminaries are necessary: firstly, the willingness to cooperate should be created and then, the possibility should be provided (Alavi Tabar, 2001).

Of the most significant theories, the below items can be named:

A) James Mejeli theory

The theory that was introduced about the citizens' cooperation by James Mejeli in 1986 was categorized into the 4 scales: 1) anti-cooperation, 2) directed cooperation, 3) invasive cooperation, 4) real cooperation.

B) Carrousel cooperation theory of Davidson

The other opinion of citizen cooperation was brought forward by Davidson in 1998 which divide it into four scales: 1) informing, 2) consultation, 3) cooperation, 4) rehabilitation (Mohamadi, 2009).

C) Sheri Ernestine

This theory is significant for analyzing the relation between cooperation and power and the people cooperative role. The Ernestine Ladder is used frequently throughout the local social cooperation and rehabilitation. Ernestine Ladder possesses 8 steps in which the lowest one direct it and the highest step includes the observer citizen. He classified them into the three general classes including non-cooperative, some degree of tendency to cooperate and some degree of citizen's power. The controlling steps and therapy are included in the non-cooperative class, the steps such as informing, consulting and agreement categorized in the sings of cooperation initiation and the cooperation steps and the representative power and observer citizen categorized in the class of citizens' strength (Ghafari and Niyazi, 2007). Upon this theory, all the people involved through the cooperation cycle are not gain the same degree and rate of cooperation, their cooperative position are rather determined upon the step and position which they can achieve (Ibid).

The Need Approach Theory- Basis and Asset- Basis

Now days, while the discontent results of the prescriptive and governmental base strategies for urban developing schemes are revealed, states pay more attention to the lower grad of programming and management and the tangible aspects of urban life. Therefore, the local concepts and benefiting from the local social potentials draw the expertise and officials attention (Rahimi, 2008). Throughout the related issues of local communities' extension, two general approaches of Need-base and Asset-base are distinguishable:

A- *Need-based approach*

Need approach- this approach employ the meritocracy policy to develop the life quality in urban areas and insists on dedication of loans and facilities to the people. The deficiencies of such policy includes the subsidies failure, the negative effect on efficiency and economy, sustaining of the dependency attitude and undermining of social commitment hindered the steadfastness extension of local communities (Zokaee, 2005 5).

B- *Asset-based approach*

Review Article

Kretzman and Mcknight know the Asset-based community development or ABCD as a solution to settle the problems triggered by the need-based approach over the US urban community. By bringing forward such approach, the developers of urban areas understand that their effort should be based upon the comprehension from a map of assets, capacities and local abilities. Accordingly the key of local recovery is localizing and organizing all the local assets (Rahimi, 2008). The reasons for developing such approach is included the advancing decentralization process over the last decades, displeasure because of the state direct impediment, confinement to provide the budget for poor communities and the civil society increasing reliance to self-help (Arefi, 2001).

The features of asset-based approach can be divided into below items:

- This approach is rather process-base instead of insisting on the feedback.
- It is more holistic because of social and cultural assets of the local community employment.
- It owns a practical significance, because it uses the social assets as a tool for the other means.

The necessity of asset-based approach for fulfilling the plans of rotten texture

The one-sighted skeletal perspective to the rotten textures through the designed plans for these areas is neglected the current social organization and has been not successful cause it was not admired well enough. Development of asset-based approach with a new perspective is a practical doctrine to solve the complex issues. In addition of needs, it possess the capacities which in case of understanding, useful and efficient appliance can pave the way for coordinated and balanced development of urban communities (Introverted development). Regarding that such textures are included the cities' old sites, the existed social properties of them are the most significant capacity for their development. The increased cohesion of local assets and preparing the non-governmental organization growth (NGOs) and local-based organization (CBOs), and special attention to the cooperative capacities are the necessities which should be stressed as the required rudiments for applying such approach. The state local associations has a great role in reinforcement of local communities' capacities and efficiencies (Arefi, 2001).

Reviewing the Reasons of Rotten Texture Plans' Failure

There has not been any carried case-study throughout the rotten texture plans' failure since now. Although there have been some carried studies over the urban development plans which some of them mentioned as following.

Mr. Saeed Nia is remarked the failure reasons of urban plans in an article titled "the fulfillment of urban plans" as below:

- The limitations and vast financial shortage in state and public sectors for running the civil plans.
- The quality reduction in environmental and skeletal scale over the cities.
- The justified law violation of city plans' executers.
- The attitude and practical approach of consulting engineering and city planners.

Mrs. Gitee Etemad addressed the key triggers of Iranian urban plans' failure in an article under the name of "the fulfillment of urban plans".

Consulting engineers of city and house, categorized the reasons of lack of realization of urban designs in Iran are as follow:

1- management area, 2- rules and regulation area, 3- planning system and methods of plans preparation area, 3-financial and economic resources area, 4-public participation area, 5- consultants and experts of plan developing.

According to the above studies, the main reasons of lack of realization of urban development plans especially in the urban decayed designs and the related plans can be categorized as follow:

1- *Obstacles of ownership*

Land ownership is the most important pillar of urban development. Regarding that ownership of the most lands and houses is private and in some cases there is also cases of ownership of more than two people, any manipulation of buildings and places involved owner agreement and satisfaction. Lack of desire of organizations for reconstructing of public lands and buildings is a reason of lack of realization of urban plans (Parpae 2006).

2- *Lack of rules and regulations*

Review Article

Existence of restrictive and controlling rules and lack of incentive policy and generally lack of developed financial policies to induce the development actors for construction, are among the disrupting factors of the trend of reconstructing of decayed designs of Iranian cities. So, we need comprehensive rules about the way of intervention in the decayed designs of the Iranian cities which should be enforced by Housing Department and participation of other institutions such as municipality (Habib Elahian, 2008).

3- Failing in participation of citizens during plan development and its execution
It seems that in the present political and cultural structure of Iran society we can't assume much role playing of public communities, although a movement has started toward this goal (Alizade, 2008 73). Involvement of citizens can induce information, understanding and agreement on the problems and method of solutions (Barbi, 2008).

4- Use of uniform service description

In preparing of plans and designs of decayed design, irrespective of real capacities and abilities of each city; we use the uniform service description. For the decayed design we should first consider for the management before the plan preparation to have a plan according to the especial texture of each city in addition to the general features (Habib Elahian, 2008).

5- Lack of existence of plan administrative organization

Useful plan of the decayed and ineffective designs needs a proper administrative structure and organization, because there is difference between the normal and decayed design from the view point of the needed intervention and it is a gradual process and can't be accomplished without an effective administrative organization.

6- Lack of acceptability of investment in the decayed region in favor of private sector
One of reasons of undesirability of investment in the decayed design for the private sector is due to lack of proper and responsible organization with defined mission. So, through attraction of investors and participation of the private sector with material, spiritual and social motives we should equip and encourage the private sector's actors for participation.

7- Managerial obstacles

Some of scholars regard the management as the fundamental pillar of plan realization. Leading with the three pillars of investment, man power, and plan, management lead to the better use of software and hardware facilities but today the preventive role of this factor has improved because of various factors (Raeesi, 2009:128). Urban management is not upon the municipalities alone but different organization, institutions and departments are involved in the urban development by different ways and none of them is under control of municipalities and do their duties of providing facilities, equipment and amenities independently and even without coordination with the municipalities (Saeednia, 2008). Such issues lead to the undesirability of reconstruction of the decayed texture of cities which will have negative and destructive consequences.

8- Financial obstacles

One of the important factors about lack of realization in urban plans is their funding problems. Some of restrictive and determining factors of revival of the urban decayed design are as follow:

a- Bureaucracy system of funding process and long term of payment of facilities

b- Instability of political and economic conditions

c- Lack of necessary system for supporting the foreign and domestic investment

d- Lack of proportion between the bank facilities and financial abilities of targeted groups

e- Low financial ability of people for affording costs especially in the decayed part of cities (Raeesi, 2009)

9 - Lack of effective intervention methods

Various design texture necessitates different kinds of intervention in such a way that it may need to the different kinds of intervention in a single unit (Habib Elahian, 2008).

10 – Weak approach in face with design

One of important factors of lack of realization of improvement and organizing plans is the weakness of theoretical principles of urban development (Eskadarian, 2008). Although we can use of experiences of

Review Article

various countries in the field of revival and reconstruction, but in Iran it appears that city planners suffer from a kind of assimilation in such a way that they want to perform the same experiences without considering of decayed design grounds in Iran. In fact we can say that a comparative city development has been taken place not a research one (Andalib, 2007).

11- Prolonged of preparation, approval and execution of plans

The prolonged process of urban development plans especially in the decayed design of cities may cause the plan lose its effectiveness because of occurring of physical, economic and social changes during the long trend of preparation and approval of these plans.

Analysis of Reasons of Lack of Realization of the Decayed Design of Sheikh Joneid of Shiraz ***Factors of Lack of Realization***

The project of decayed area of sheikh Junaid neighborhood, Shiraz was approved in 2005 by historical and cultural association of Shiraz and then in 2006 by commission of article 5; the contracting party of this project was housing foundation of Fars province. By passing 5 years from approval of the mentioned project, it is yet not implemented due to several reasons. According to studies, the most important factors of not implementing the project of sheikh Junaid neighborhood are as below:

A) Focus of Urban Management Just on Financial Aspects of the Project

The urban management was not able to provide a guarantee for this project, thus, the central bank announced that no finance would belong to the project. The municipality is not so interested to follow up the issue due to lack of supplying finance on one hand and lack of persuasion about return of the capital and expected revenues in case of finance supply on the other. According to urban management view, the expected return of this project (even in case of obtaining finance) is not enough to meet the foreign sponsor interest, agent bank, housing foundation, and municipality. This is an effective factor of lack of follow-up and implementation of project.

B) Existence of Authoritarian Government

Today, the projects of intervention in decayed urban regions cannot be successful without involvement of people and participation of residents and owners; these projects should not interpret will of public sector in favor of public benefit. In this project, the government considers its decisions as comment of people and expects their participation in projects without attracting their views.

C) Lack of Harmony Between Concerned Organizations and Lack of Executive Agencies

There is an imbalance between municipality and cultural heritage organization about type of construction in limited cultural-historical area; the cultural heritage insists on construction in limited area with height of 7.5 meters and using its approved materials, while municipality perceives that this criteria would carry lack of interest of owners about rebuilding and their exit from the region as a result of stopping the process of rebuilding.

D) Planning Regardless of Executive Mechanism and Depositing the Project to Irrelevant Agencies

Contracting with housing foundation and assigning the project studies of shih Junaid neighborhood are main factors of project failure, since provision of this project does not match with organizational tasks of housing foundation. In fact, this project is not implemented due to lack of predicting some managerial and administrative mechanisms by provincial management and urban management, since housing foundation is considered as fourth agent for plan implementation (executive factor) which has no clear perspective for implementation of project goals.

The Mechanism of Action Plan for Sheikh Junaid Decayed Region

According to analytic results obtained by this study and also basics of approach, it is possible to suggest some solutions for projects with executive capability:

- 1) Reform of urban management system: lack of effective urban management leads to assigning the action plan to housing foundation and also lack of prediction of executive agency as one of the required mechanisms of plan action.
- 2) Inattention to financial aspects and benefits of the project: the financial sustainable resources should be defined for plan action; rather we must focus on physical, economic, and social features of the project and increase possibility of plan action. The focus of urban management on project implementation through

Review Article

finance caused lack of attention to other effective alternative solutions; and finally the project would not be implemented due to lack of finance supply.

3) Attention to public participation and using potentials of the region: the public participation and local potentials should be considered due to emergency of project for sheikh Junaid neighborhood. This must be considered for decayed regions through several levels of provision and approval of project.

Conclusion

The results of this study show that the main reason of non-realization of decayed region intervention projects is inattention to people participation in several levels of project and also ignoring the potentials and capacities available in these regions meaning that without paying attention to specific features of each region, there would be an equal attention to these regions.

As said before, one of the main reasons of failure of sheikh Junaid project refers to imbalance between mentioned project and organizational tasks of housing foundation. Thus, we can classify several levels of action plan of sheikh Junaid decayed region as below:

- 1- To decide about proposing a certain plan for the scope
- 2- Knowledge and liabilities of programming
- 3- Recognition of each person or group's outlook
- 4- Evaluation of external factors
- 5- Evaluation of internal factors
- 6- Ascertainment of practical guidelines in proposing the plans
- 7- Recognition of objectives
- 8- Proposition of outlook

Suggestions

Suggestions about rehabilitation and reconstruction of Sheikh Joneid and proposition of considerable objectives, outlooks & policies can be considered as:

Main Goals

1- Physical and Practical Improvement

Strategy

- Destruction and reconstruction of impractical constructions
- Rehabilitation and reform of practical constructions
- Improvement of environmental and practical quality considering the location of the urban constructions
- Provision of uses and per capita in service based on the population scope

Policy

- Provision of services and implementation of uses with local and urban operation of the scope.
- The use of unutilized and deserted spaces as the potential of service improvement needed for development.
- Development and accomplishment of urban and sub structural installation and equipment.
- The use of appropriate technologies including application of persevering and competitive constructional materials.
- Improvement of the scope's organization in form of rehabilitation of the center of the scope and also connecting structure of the design.
- Stability of constructions in form of rehabilitation based on the plan's framework.
- Definition of the general proposed structure based on their initial structure and main accessibilities and with consideration of the use's adjacency of the scope.
- Recognition of accessibility and bypasses and provision of the minimum of accessibilities and suitable passageways of the scope.
- Consideration of flooring and urban furniture in accordance with the location's features.
- Synchronic consideration to both dwelling and service provision and abstinence of any consideration to only one aspect to prevent possible risks.

Review Article

- Establishment of identification for the plan's scope and construction and improvement of urban areas so that the inhabitants can feel certain about their belongings (mosque, public zone, and passageways).
- Encouragement of domestic inhabitants in design durability
- Giving consideration to the culture and sociological condition of old designs' inhabitants can be considered as an important factor in ascertainment of accumulation and per capita residential.

2. Urban Management System Reform

1. Urban integrated management and determination of design performance mechanism
2. Implementing governmental role in the form supervision, support and guidance
3. Understanding of development stimulus and applying suitable tools by government
4. Creation and arrangement some mechanisms to determine clear and straightforward policies as well as serious intention of sovereignty toward performing decayed texture design

3. Empowering Owners of Decayed Properties

Strategy:

1. Allocation of economic value added service
2. Maximum and efficient use of all potentials available to increase financial power local owners
3. Policy:
4. Prediction of density increase and construction of high buildings in land with density increase capability
5. Subsidies, exemptions, discount are merely paid to owners of decayed units. Owners are considered the main stimulus of renovation by essential variation rather than encouraging buyers and makers of decayed units
6. Supportive mechanism should be simple and free from any cumbersome bureaucracy
7. Infrastructure renovation and passage network performance
8. Temporary accommodation of owner and citizen during design performance
9. Forming need assessment workshops, feasibility and capacity survey within limits (detection of economic, social problems and existing requirements contributed by organization and governmental groups, feasibility survey of design performance or proposed plans taken by empowerment workshop).
10. Special attention to texture, standard collection, incentive regulation
11. Special attention to creating desirable job opportunity for texture citizen in order to lower factious jobs, unemployment rate reduction and social abnormality in texture

4. Developing Local Renovation Office

Formation design of local renovation service is proposed with the following objectives and in the form of non-governmental, cooperative and private department

1. Partnership fulfillment
2. Developing the role of non-governmental sector to perform civil activities and confine governmental department to planning and policy making affairs
3. Development of a real employment and cooperation department to achieve one of nation's fundamental necessities
4. Creating confidence to state plans as a vital and valuable element

5. Forming Supervision and Technical Committee in Various Steps of Renovation and Improvement Plan

1. Pre-performance: for some measures such as laying the groundwork to organize informative meetings with forceful groups (elders, local trustworthy people and ...)
2. Pending performance: to direct, supervise and control measures related to possession, destruction, design and construction projects)
3. After performance: control and supervision after performance, prevention of contractor violation and investment to adhere commitment after performance, such as priorities for assignments

6. Planning of Financial Resource Plan

Review Article

1. Definition of priority projects
 2. Cost estimation based on primary plans
 3. Total adding up of required credits for proposed projects and credit supply resource, financial analysis (reflections of proposed project performance locally as well as for costs, income and land price and ...), preparation of correct performance tables in various parts, study of social economic consequences and reflections (adaption level with local requirement and priorities)
 4. Extent of proposed plans: the size of proposed plans shouldn't be too extensive that make impossible to interfere due to high financial resource, on the other hand, result of interference needs to be felt by investors in order to provide motive for texture renovation and improvement.
 5. Spatial situation of proposed plans: proposed design should contains suitable dispersion at texture level to help renovation at all texture limits
 6. Prioritizing to perform some projects in texture that provide revenue for citizen while need to low initial investment, and it has quicker role to extend renovation
 7. Attention to level of change: projects that produce basic and partial change at environment need to be specified
 8. To absorb required investment for texture renovation and improvement
 9. Ensuring interference profitability in texture not only for citizen but also for investors of private sector
 10. Providing some basis and offering facility to investor of private sector in order to invest in texture
 11. Allocation of required credit for gratuitous aid by government
 12. Establishment and guidance of non-profit and charity institutions to supply part of financial requirements for unemployed and no-income citizens
- 7. Removal of Cooperation Obstacles**
1. To define renovation projects
 2. To raise public culture and level of life
 3. Application of private sector cooperation
 4. development and reinforcement of participative center including council, cultural centers and mosque in inform residents
 5. Identification and providing facilities for low income citizens.
 6. Offering facilities in the area of renovation by engineering system
 7. Offering facilities in the field of performance by development organization
 8. Providing subsidy to receive building material with governmental price
 9. Reduction of renovation tolls in the neighborhood

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