

Problematic Issues of Citizens Participation on Urban Heritage Conservation and Planning to Achieve Sustainable Conservation in the Historic Cities of Iran

S. Koorosh Sarvarzadeh¹, Syed Zainol Abidin IDID²

Abstract

The views with regard to citizens' participation in cultural heritage issues have become a worldwide issue as the bottom-up approach. It is penetrated across the field of urban heritage conservation and city planning. This paper aims to examine the problematic issues in citizens' participation in urban heritage conservation (UHC), of historic cities in Iran. The paper begins to highlight global and local concern on citizen's participation (CP) in built-heritage conservation and prepares a concept on the role of CP in decision making and planning, in Iran, and the other countries; then, it examines the experiences of UHC in the face of urban development trends in Iran and provides an understanding for the roles and effects of modernization trends on extensive damages of tangible and intangible heritages. In the next part, it investigates a historical study on CP, management system of urban planning, and approaches of urban planning system regarding to UHC in Iran. In fact, it provides a concept to appreciate conservation and planning process in Iran during contemporary period. This study found that development and conservation approaches have always been in serious challenge practically; the role of citizens' participation has been faintly in the making decision and planning process, rapid urban sprawl has had many impacts on valuable textures of historic cities in Iran, Therefore, integrated practices and interactive approaches between development and conservation together with public participation are successful approaches to meet sustainable conservation in the historic cities of Iran.

Keywords:

Citizens Participation- Urban Heritage Conservation- Urban development- Sustainable Conservation- historic cities of Iran,

1. Introduction:

This paper implies that the old and historic areas of cities are a significant part of historic cities, and it should be conserved for future generations. The historic urban area of Iran has been identified to be reviewed, because the world's oldest,

¹ Universiti Teknologi Malaysia (UTM), Johor Bahru, Malaysia – E-mail:ssarvarzadeh@yahoo.com

² Professor, Urban Design and Conservation Research Unit (UDCRU), Faculty of Built Environment, Universiti Teknologi Malaysia, E-mail: ididsza@yahoo.com

continuous, major civilization has been appeared in Iran, and its historical and urban settlements date back to 4000 BC (Zarrinkoob, 2007). Literature in urban heritage conservation and urban planning suggest that historic urban fabrics in the most of historic cities like Iran in developing countries is currently faced with similar issues, which on one hand, they are experiencing a rapid population growth, high development pressure, rising area of historic districts and destruction of cultural heritage, and, on the other hand, they don't pay attention to the importance of citizen's participation as the most significant factor to solve their issues in the decision-making process. (Yung et al, 2011). Moreover, because of the long date of Iran, it can be an appropriate case in between developing countries to investigating the role of the public in the process of urban heritage conservation. By the study, of literature review can be find several evidences that they imply to increasing the role of public in the policy making process(Taylor, 2007). Therefore, an evaluative research on historic urban fabrics would lead to an empirical finding that show the role and position of people and some issues related it in the decision- making and policymaking process in the cultural and historic city of in Iran.

2. Issues and Problem Statement

1.1. Global concern on citizen participation in built-heritage conservation

According to UNESCO's definition, cultural heritage includes monuments, groups of buildings, and sites, which have historical values, in the other ways all tangible heritages which include natural and cultural sites and even all intangible heritages which are consisted of living dimensions of heritage and all aspects of the physical and spiritual relationship between human community and their local environment (UNESCO, 1972; Tweed et al, 2007). It is important to know that urban heritage also is an embodiment for values of traditional urban cultures which take place as the memory of mankind (ICOMOS, 1987). Nowadays, a lot of such cultural assets are being threatened, physically degraded, damaged at an alarming rate around the world as a consequence of a little or lack of consideration to their conservation by beneficiary people and practitioners and of course government (Tweed et al, 2007). These significant issues are not more complex nowhere as quickly as in developing countries and regions with limits of financial resources available (Yung et al, 2011). Although researchers and practitioners points are that there are many challenges on the issue of urban heritage conservation such as depopulation of inner city, development pressures, insufficient Legislations and poor enforcement, poor design new township, changing lifestyle and consumption patterns, tourist expectations, public awareness, and, etc, but since the last twenty years, lack of citizen participation has increasingly become a significant challenge throughout the world (Cohen, 1999; ICOMOS, 1999; ICOMOS, 2002; Engelhardt, 2002; Lane, 2005; Imon, 2006; Tweed et al, 2007; Sirisrisak, 2009; Yung et al, 2011). It is of the same opinion that one of the key elements in the successful at the sustainable development process is citizen participation, which has been neglected, or it was slightly considered in the planning process of urban heritage conservation (Tweed et al, 2007; Sirisrisak, 2009; Yung et al, 2011).

1.2. Loss of unique historical and cultural heritage in old cities of Iran

Challenge between urban development and conservation and lack or a little citizen participation in the process of preparation, approval and implementation of urban heritage conservation is controversial issues in Iran and other developing countries (Hanachi et al, 2007). In fact, strong development process and the relevant constructional operations have led to demolition of intangible and tangible heritage in the Iranian cities (Seyedian, 2003). According to some studies, UHC has been seen as an obstacle to progress and development, especially in developing countries (Idid, 2005). It is pertinent to mention that heritage conservation is always defeated in competition with the development and it will be seen that heritage conservation will get out of the pit (GCI report, 2009). Moreover, it will make another negative consequence when we see that authorities and practitioners don't believe to people contributions and their roles in the heritage conservation process.

Heritage conservation is an issue which needs to be protected by a power except governmental protection. According to the cultural heritage studies, if governments allocated so many budgets for heritage conservation without any accompaniment and determination of native people, these financial resources are certainly wasted. Despite the passing of almost five decades and earning many experiences for performers and providers, urban plans could not balance between urban development and urban heritage conservation in Iran (Poorahmad et al, 2006). Hence, a lot of evidences have shown by the studies that cultural heritage is being threatening and damaged by master plans without citizen participation (Habibi et al, 2002).

3. Analysis of the experiences of UHC facing with urban development trends in Iran

At the turning point towards UHC, we review some experiences related to it since the beginning of measures to now. With this review, it aims to examine conflict between development and conservation. Researchers believe that there are certain periods seven in interaction and conflict between development and conservation approaches.

First period, 1785-1906, from the beginning of Qajar dynasty rule until the Constitutional Revolution: What is considered in this period is the beginning of archaeological excavations; also Iranian people, especially western countries, would become familiar with Iranian culture and civilization. In 1895, the first formal agreement is signed for archaeological excavations between Iran and France (Hanachi, 2007). In this period, most of the monuments are used for daily living. Some of buildings which had not required performance were conveniently damaged. It was not mooted to conserving monuments and precious fabrics in this period. The pattern of demolition and renovation was crucial system during this period. Concept of conservation was only used for keeping antiques and expensive goods (Hanachi, 2007). It could be seen that the pulse of excavation and cultural preservation was in charge of the foreign experts in this period.

Although some serious measures are carried out for slow-growing development by famous people like AmirKabir such as construction of Dar-ol-Fonoon, reconstructing shops in the Naseriyeh Street, construction of Chehel-Sotoon

building beside Kolah Farangi building and so on, but likewise, the demolition was on the agenda of development planning (Habibi et al, 2002).

Second period, 1906-1922, from the Constitutional Revolution until Establishment of National Assembly of Monuments:

The popular movement, the Constitutional Revolution, with the slogan of democracy and parliament establishment was won by leadership of religious clergymen and political intellectuals in 1906 (Bahar, 1971). The king and his entourage had to take it, and the king issued the constitutional decree. It was the first time that people were allowed to participate in their own destiny. It had some advantages in the municipal heritage conservation such as (Hanachi, 2007):

- Increasing importance of UHC among the educated classes,
- Increasing public awareness led to establishing Antique Administration by The Ministry of Culture in 1910.
- Increasing involvement of Iranian experts in conservation era, which was only limited to preserve the antiques.
- Cultural heritage took on some importance in the minds of the general public and journalists.
- Legalizing urban development planning by permission of Baladieh Act in 1907.

Third period, 1922-1944, from the establishment of National Assembly for Monuments until the amendment for Act of National Monuments Preservation:

The beginning of this period coincided with two important events;

Firstly, in 1923, 'National Assembly for Monuments' was established by which precious historical relics were considered as a part of country's cultural heritage (Habibi et al, 2002). Unfortunately, as opposing to the previous rule, Qajar era's clues did not take place as cultural heritage, which provided simple conditions for their destruction. For example, a large part of Golestan Palace was destroyed in order to construction of the Ministries of Finance and Justice in historical fabrics of Tehran. It should be mentioned that a new Act was approved for that Qajar era's clues be placed as cultural heritage in 1944. It was a serious measure to promoting heritage preservation (Hanachi, 2007).

Secondly, first codified Act on heritage conservation was approved under the name of "The Antiques Regulation" in 1930 (Habibi et al, 2002). Up to this time, archaeological excavations were in the monopoly of French and then Germans. The fact is that a new Act of urban development under title of 'street modification and extension' was approved in 1933 which opened a way for widespread demolitions in the urban fabrics and monuments. In fact, The Act priority was for streets and cars and process of development was hurried which felt adverse effects across the old areas particularly on Bazar. For example, construction of 15 Khordad Street in Tehran, Emamkhomeini Street in Semnan, Zand Street in Shiraz, and even demolition of historic Ecbatana (Hegmatane) Hills in Hamadan by geometric patterns are as samples in this considerable damage to the cultural heritage throughout living textures (Habibi et al, 2002).

During this period, the demolition and renovation pattern was significantly increasing due to the following factors:

- Increasing technological developments and presence of new materials like Iron and cement,

- Increasing urban rapid development in the new part of cities by removing walls around the cities,
- Tending to modernism the west as a symbol of development.

Fourth period, 1944-1965, from Amendment to Act of National Monuments preservation until Establishment of National Center for Protection of Iranian Antiquities:

The landmark of the demolition and renovation patterns was created by the establishment of the Plan and Budget organization, which was the responsibility for providing the country's Development Plan in 1948 (Karimi, 1998). The first plan, 1955-1962, as before was focused on widening existing streets and roads while was not seen the necessary for heritage conservation in a certain plan. However, extensive damage in the historical and cultural textures caused to make out a regulation on heritage conservation in 1956 (Habibi et al, 2002). It should be mentioned that it could not be an obstacle for the damage because approval of 'Possession Act' provided a context for increasing the demolitions and declining the living quality in the old areas, in 1960 (Hanachi, 2007).

The country's Second Development Plan was formulated for a Seven-year period (1955-1962). Its main effect was preparation of the master plan by foreign consulting while development approach of dominated conservation and conservation concept was simply included buying monuments and maintenance of them (Habibi et al, 2002). At the end of this period, injuries resulting from development revealed a need for specialized devices for steering its process. As a result, the National Council Parliament approved to establishing 'The Ministry of Development and Housing' in 1965 and 'the High Council for Urban Planning and Architecture' in 1966 (Azizi, 2000). It is pertinent to mention that development process was targeted by these devices and through the master plans. It was interesting that the Ministry of Art and Culture' was established in 1966, which became the responsibility of heritage conservation.

Fifth period, 1965-1978, from the establishment of National Center for Protection of Iranian Antiquities until victory of Islamic Revolution:

Because of the tremendous loss of cultural heritage in the last periods, it was considered slightly more during this time. As, the parliament approved 'Act of Buying Lands, Buildings, and Utilities for Preservation of Monuments' in 1968 and 'Act of National Works Registration' in 1973 (Habibi et al, 2002). Subsequently, department of preservation was formally established to preserve monuments. In fact, preservation programmes found out a greater share in the programmes of macro policies in the society. Such attitudes led a certain consideration to precious monuments like Tekye-Amir-chakhmagh in Yazd, Green Dome in Mashhad, Sheikh Safi Tomb in Ardabil, and Imam Reza (A) Shrine. In some cases, the selected monuments turned into a museum such as Ghavam el-Saltaneh house which was become Abgineh museum by Hans Hollien (Hanachi, 2007).

However, it cannot be denied that urban development processes would still threaten heritage conservation during this period. Urban renovation was the main axis in the country's Third, Fourth, and Fifth Development Programmes from 1963 to 1977 (Habibi et al, 2002). Heritage was constantly under threat of destruction in the

historical textures in these years. These issues had brought up an understanding that there was a necessary for going toward a combined programme in Fifth programme.

Sixth period, 1978-1985, from victory of Islamic Revolution Until the establishment of Cultural Heritage, Handicrafts and Tourism Organization in Iran:

After the victory of Islamic Revolution, Iran was brought to an imposed war by Iraq, which contributed to intensify the demolition process of monuments and historic textures in the cities (Poorahmad et al, 2006). In addition to the war, some other factors like going out of foreign experts and lack of financial resources faced with a recession in the urban development and conservation programmes. From 1982 on, The Fluency Plans were provided and notified by the Ministry of Interior for confronting uncontrolled expansion of cities and preserving cultural heritage. These plans were merely succeeded as provisional and preventive measures for improving arterial roads (Ali Abadi, 2008). It is important to know that they damaged urban landscape and physical fabrics in the old areas. What was considered in the war forgot preservation issues of monuments and historic values in urban textures. In fact, they were unnecessary issues and outside the priority system. Furthermore, lack of legal requirements and weakness in the regulatory agencies caused to damage so many of historic works simply (Hanachi, 2007).

Seventh period, 1985-2011, from the establishment of Iran's Cultural Heritage, Handicrafts and Tourism Organization until now:

In 1985, the statute of Iran's Cultural Heritage, Handicrafts and Tourism Organization was approved which found a mission in order to the preservation, protection, and revitalization of monuments and historical textures (Falamaki, 2005). Seventh period was a turning point for urban heritage conservation in Iran. In this period, bureau of urban rehabilitation was established in the Ministry of Housing and Urban Development in 1985. In this respect, various plans had been implemented for urban heritage conservation such as rehabilitation plans (1987-1990), Plans of Historical-Cultural Axes (1990-1992), Revitalization and Reconstruction Plans or Aggregation Plans (1992-1994), Plans for Problematic Textures (1994-1997) (Karimi, 1998). Some these plans like Plans of Historical-Cultural Axes emphasized on museum preservation based on urban structure, which was not successful practically. Some another one like Plans for Problematic Textures focused on the destruction and renovation policy which led to tremendous demolitions in the precious textures (Hanachi et al, 2001).

However, the establishment of Urban Development and Revitalization Organization was the most important and effective program in U.H.C, in the old areas. It was toward implementing Clause 33 of country's Second Development Plan. This plan was particularly considered to old areas in two parts of housing and urban development. Some its objectives were (Hanachi et al, 2007):

- Constructing organizational homes in the old areas by funds of private sectors,
- Purging around monuments in the old textures based on heritage criteria,
- Constructing buildings in the extra lands in order to providing revitalization fees in these textures and encouraging residents to living there.

Third Development Plan of Iran was also pushed toward controlled and balanced development in urban regions in order to renovation and reconstruction in the old textures.

Table1. A comparison between concepts of development and conservation from 1785 to now

Period	Year (A.D)	Important Events	Concept of Development	Concept of Conservation
1 st Period	1785-1906	From, the beginning of Qajar dynasty rule To: the Constitutional Revolution	1-Demolition of single monuments 2-Slow-growing development in the physical boundaries of cities.	1-Limited protection on antiquities. 2-Demolition and reconstruction in monuments
2 nd Period	1906-1922	From: the Constitutional Revolution To: Establishment of National Assembly of Monuments	1-Continuing in the process of demolition and reconstruction. 2- Development of the physical range of cities.	1-Developing in the protection of antiquities. 2-Continue in the demolition and reconstruction in monuments
3 rd Period	1922-1944	From: Establishment of National Assembly of Monuments. To: Amendment to Act of National Monuments preservation.	1-Extensive demolition of precious buildings, monuments and historic fabrics, and 2-construction of a wide street in the fabrics.	1-Very limited protection from single buildings, and 2-Lack of consideration to historic fabrics.
4 th Period	1944-1965	From: Amendment to Act of National Monuments preservation. To: Establishment of National Center for Protection of Iranian Antiquities.	1-Decreasing in the monuments demolition and increasing in the demolition of fabrics. 2- Continuing in the hurried development of cities	1-Limited protection from single buildings, and 2-Lack of consideration to historic fabrics.
5 th Period	1965-1978	From: Establishment of National Center for Protection of Iranian Antiquities. To: The victory of Islamic Revolution	1-Continuing in fabrics demolition. 2-Construction of historic buildings. 3- Continuing in the hurried development of cities.	1-Increasing in the scope of preservation from monuments. 2-The beginning of considering to urban fabrics.

6 th Period	1978- 1985	From, The victory of Islamic Revolution To: Establishment of <i>Iran's Cultural Heritage, Handicrafts and Tourism Organization</i>	1- The hurried development of cities. 2-Development of settlement and land	interrupting urban conservation of monuments and valuable urban fabrics
7 ^h Period	1985- 2011	From Establishment of <i>Iran's Cultural Heritage, Handicrafts and Tourism Organization</i> . To: Now	1- Increasing urban collections 2- Raising issue of sustainable development.	A variety of programs for conserving historic areas

Source: Hanachi et al, 2007

4. Historical study of citizen participation regarding urban heritage conservation in Iran

It cannot be denied in scientific assemblies that consideration to the local communities has been the most important ways for accessing to participation, realizing participatory planning, and urban sustainable development (ICOMOS, 2002). Today, urban planning approaches have faced with various changes. It seems that planning in the local scale can be an appropriate choice for implementing participatory planning. Local community in urban planning is a device that can realize the real meaning for planning with people instead of planning for people (Taylor, 2007).

In Iran, patterns of citizen participation can be divided into two parts; traditional and modern. Traditional participation, which is based on religion, traditions, habits, and customs appear without any planned program. It so has a long history in the past centuries in Iran. In fact, government has not any control for conducting programs in this type of participation. The public is responsible for all affairs (Mohammadi, 2010). There are several examples for it such as celebrating religious rite for birth and death of religious Imams and prophets in special months and days, building mosques or schools forgivingly, and even forming a small group of individuals for traditional agriculture and animal husbandry (Alavitabar, 2000).

Historically, the modern participation patterns date back to Constitutional Revolution in 1906 (Alavitabar, 2000). In fact, establishment of the first parliament and approval of Constitution were the first participatory experience for Iranian people. This Constitution, which provided based on the European version, gave an extensive power to the State and Provincial Assemblies. However, the modern participation patterns can be studied at three different parts:

- Before the Constitutional Revolution(1906)

- Between two revolutions (the Constitutional Revolution in 1906 and the Islamic Revolution in 1979)
- After the Islamic Revolution from 1979 to now.

4.1. Before the Constitutional Revolution (1906)

There is no trace of citizen participation in the urban affairs before 1906. Indeed, a prince or a military man appointed by him as the governor was the only decisionmakers in the planning process. He did not allow people or a group of people participate in decision-making process. Therefore, the political system did not allow that the people participate in urban administration of the country, and dictatorship was being governed throughout the country (Madanipour, 1998).

4.2. Between two revolutions (the Constitutional Revolution in 1906 and the Islamic Revolution in 1979)

There are several landmarks for the beginning of citizen participation in the planning process during this period. Some of the important events are such as the establishment of parliament and approval of the Constitution which were granted a part of king power to the public following the democratic trends against dictatorships throughout the world (Alavitabar, 2000). In fact, the first participatory experience of Iranian people was established in a new pattern of citizen participation after the establishment of parliament and approval of 'Baladiyah Act' in 1906 (Madanipour, 1998). Some characteristics of this period are:

- With the approval of this Act, the right of citizen participation was admitted for electing parliament's member to all people.
- The modern municipalities were established under the control of elected representatives as a town and city council.
- Urban administrative system was included some significant features such as full independence and elective basis of urban management, and also the mayor was under control of councils, not central government.

In 1911, government was permitted to dissolve the councils by the parliament. There were some issues that led to this decision such as intervention of some of the local influential persons in the elections, lack of experience for actualizing this Act in the cities by the government (Alavitabar, 2001). In 1930, the second municipal Act (the second Baladiyah Act) was approved instead of the first one. This Act turned into municipalities more dependent than the local agencies of central government. Some other characteristics of this Act are (Mohammadi, 2010):

- The influence of the Ministry of Interior increased by establishing municipalities, appointing their management personal, and also controlling their measures,
- The first effort was partly carried out for creating an autonomous urban government.
- The people could just elect five times representatives from whom the government would choose and appoint the member of the council.

After the Second World War and following a set of democratic activities, the third municipal Act (the third Baladiyah Act) was implemented in 1949 which reverted to

the municipalities a degree of legal autonomy (Madanipour, 1998). Table number 2 compare some differences between the municipal Acts of 1930 and 1949 in Iran.

Table2. Differences between the municipal Acts of 1930 and 1949 in Iran

Acts Characteristics	1930	1940
Conditions of Electors	The right for voting was only for landlords, businessmen, and merchants	Anyone who was living at least 6 months in the place of election or having a job there.
Conditions of Candidates	From particular classes	Anyone was known as a dweller or who was living at least 5 years in the place of election or having a job there.
Election/Appointment of the Mayor	Appointed by the Ministry of the Interior	The mayor was appointed by the Ministry of the Interior from three candidates who had been nominated by the city council

Source: Mohammadi H, 2010

Some amendments were carried out in the context of third municipal Act in 1952, 1955, 1966, and 1976. With these amendments, the municipalities would provide for more autonomy. Some of its characteristics are (Mohammadi, 2010):

- The members of the city council were elected by citizens for a period of four years. They had a wide power for appointment or dismissed of the mayor, the right to legislate and devise local taxes, controlling over financial and administrative affairs of municipalities, and so on.
- Citizens could protest to the council's decisions. It is predicted a way for corresponding citizens' protestation and considering their ideas.
- The number of council members depended on the population of each city which was from 6 to 25 people \, and it was just 30 people in Tehran.
- The representatives were elected from different districts of a city. In fact, it was due to having more direct relationship with their district's people.
- According to this law, the municipalities were formally established in a city with the population of 5000 people and more.

4.3. After the Islamic Revolution in 1979 to now

After the Islamic Revolution, there were fundamental changes within social and political structure. The most important these changes were in the area of establishment of local organizations and entrusted affairs to the people in the different levels (Madanipour, 2001). In fact, the Islamic city councils were One of the most important of Revolutionaries' aims was the presence of people for administrating urban affairs while the establishment of city councils was practically

remained on paper up to 1999 (Alavitabar, 2000). There were many factors that they led to postponement of establishing councils, but the imposed war was the main reason. In 1996, a law under the name of ‘Organization, Responsibilities, and Authorities of Islamic Council Act’ was approved by Islamic parliament. This law provided a context for establishing the 1999 Islamic councils’ elections. Since 1999 up to now, councils’ elections were held three periods in 1998, 2002, and 2006. Some of significant features of Islamic city councils are (Mohammadi, 2010):

- After over 20 years, Revolution, establishing councils provided a context for realizing slogan of democracy and decentralized the power of central government.
- With establishing city councils, urban management system has administrated as Mayor-Council system.
- The recent Islamic Councils Act, Article 75, have emphasized that the financial requirements of councils must be provided by the municipality's budget. So, it would be possible to make the councils more dependent to the municipalities.
- According to the organizational chart of Islamic Councils Act, High Council of the provinces supervises over the councils. In the other word, the councils are not subordinate to the central government. Nevertheless, the central government can dissolve the councils, if there is a serious diversion in their legal duties.
- Some of the main points of the Councils’ 1996 Act were their legal authority concerning policymaking and decision-making for all urban institutes and agencies, while it is now seemed that it has reduced and limited only to the municipalities.
- It is now considered that the supervisory duties of city councils have divided in two different parts. The main part consists of mandatory supervision, which is restricted to the municipality’s affairs such as supervision over their revenues, expenditures, and so on. The subsidiary part is included to consultative role, which is regarded government sectoral or inter-sectoral agencies involved in urban affairs.
- There are various committees such as public affairs, urban development, plan and budget, legal affairs, and so on in councils by which complex and divers responsibilities of councils are divisible in them.
- Although, it appears that city councils and neighborhood councils have been able to provide a level of participation in the Iranian society \, but the researchers have shown that they could not prepare a type of direct participation and involvement of all individual citizens.

Table3. Extent and mode of Citizens Participation in the experiences of urban planning management from 1906 to now

Row	Period	Extent of Citizen Participation
	Before the	No citizen participation on urban

1	Constitutional Revolution (1906)	<p>administration, and just the executive head of the town (appointed by princes) was the actual regent of the town</p> <p>Establishment of Town and City Assemblies in 1907, formation of Parliament, and approval of the Constitution (the first Baladieh Act) are new pattern for the beginning of citizen participation in the decision-making process for town and city administration.</p>
2	Between two revolutions (the Constitutional Revolution in 1906 and the Islamic Revolution in 1979)	<p>1-The beginning of the throne of Reza Shah and a wide change with severe political centralization. 2-Approval of the second Baladieh Act. 3-The first effort to establishing an autonomous urban management. 4-Decreasing citizen participation with decreasing independence of Assemblies.</p> <p>1-Approval of the third Baladieh Act in 1949 which returned to the municipalities a degree of legal autonomy. 2-Increasing citizen participation with taking power by Town and City Assemblies. 3-Assemblies members had much social responsibility because they were voluntary and without any salary.</p> <p>1-Decreasing citizen participation due to the failure of Assemblies. 2- Factors of their failure were: -Lack of people awareness to elect competent members for Assemblies. -Intervention of local government officials in the elections.</p>
3	After the Islamic Revolution in 1979 to now	<p>1-Lack of citizen participation on urban affairs 2-Increasing citizen participation in religious activities and 3-attending in military applications against enemies.</p> <p>1-Establishing Islamic rural & city councils 2-increasing local power for monitoring urban affairs.</p>

Source: Author studies

5. Management system of urban development planning in Iran

The responsibility of management of urban development planning is undertaken local government and organizations which consist of the municipality, Islamic City Council, and the other organizations. On the one hand, an up-down administration system has caused that the municipalities are under the control of central government (the Ministry of the Interior) and, on the other hand, they are under the supervision and control of the city councils (Mohammadi, 2010). It is difficult to believe that city council is independent of government administrative tools such as the executive, the judiciary, and legislative systems.

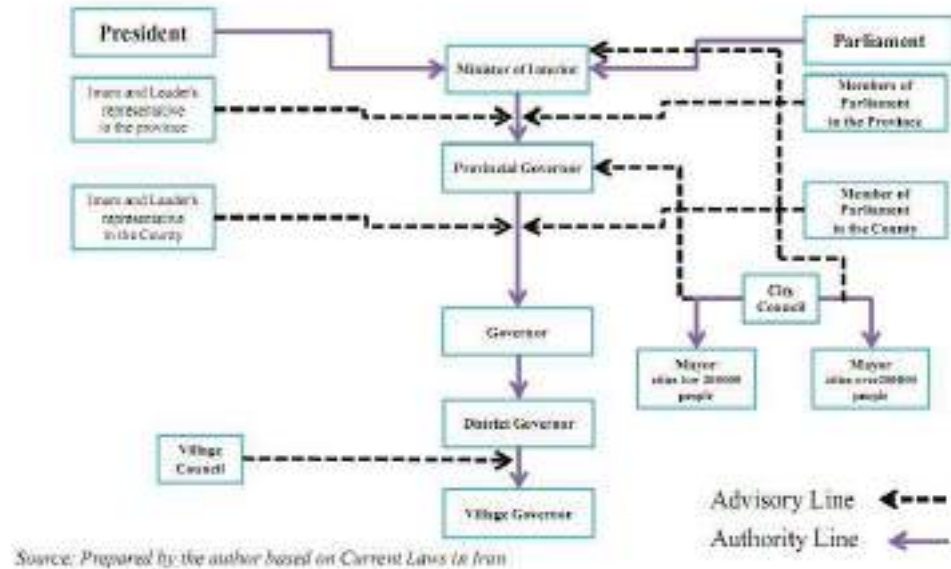
Main base of local government in urban governance are the municipality and city council while they are not only player this function. There are four different groups which are binding on the decision-making process of urban management such as:

- *Local government* consists of the municipality and city council.
- *Government intersectoral organizations* include Ministry of the Interior, Ministry of Housing and Urban Development, Governor Generals, and the High Council for Urban Planning and Architecture, Organization for Employment and Administrative Affairs.
- *Government sectoral organizations* consist of branches from ministries like Education, Energy, Industries, Commerce, and so on.
- *Non-governmental organizations* include Society of Urban Planners, Consultancy Engineers, and Iranian Construction Engineers Organization and so on.

The presence of multiple actors with different roles cause that the purpose of united urban management cannot comprehend, and function of the above organizations affected on the process of the making-decision, making-policy, management, monitoring, and implementation on the total of system(Madanipour, 2001).

Although it takes about five decades from preparation of master plans in the Iranian cities which aim to prevent unplanned development, also cultural heritage conservation but these plans could not comprehend the objectives, and we are observing inappropriate development and neglecting cultural heritage in the process of preparation, implementation, and monitoring on these plans.

Administrative Structure of Local Governments in Iran



6. The approaches of urban planning system in the face of cultural heritage in Iran

The tremendous loss of cultural heritage materials led to change concept of “a future for the past” in 1970s to the concept of “a past for future” in 1980s and nowadays, it means “to make the past part of our future” (Habibi et al, 2002). In Iran, some activities have been done by some governmental institutes like the Iranian national organization of conservation of historic works, which carried out after 1965, and some academic attempts which contributed to highlight the significance of historical and cultural values in the historic urban areas (Falamaki, 2005). According to Prof. Falamaki, due to lack of attention to “Heritage” as “cultural wealth”, historic cities of Iran have faced with great damages, particularly, by the hands of modernization tendencies. It is obvious that the modernization trends have led to urban instability, especially, it has caused to create an imbalance between old and new areas. In recent years, these areas have been considered through compiling strategic planning in order to rehabilitation and conservation by municipalities and heritage organizations (Ali Abadi et al, 2008). These plans include a regular process of recognition, analysis and planning, decision making, and suggestions. They are seeking to control the physical development based on physical, historical, and cultural values and also assessing appropriate opportunities according to participation, management, and legal issues. Although these plans have brought up promising perspectives, but planning and heritage conservation approaches have still been summarized in zoning.

The following figure shows the structure of city management in which extent of citizen participation is less.

7. Conclusion

An overview of the results obtained in the previous section shows that historical cities of Iran have facing with unprecedented changes, which impacted the urban environment. These changes have derived from the modernizing tendency which was accompanied with the other impacts such as rapid, uncontrolled development, demographic changes, and economic pressures. In fact, these large changes have been the main factor for creating changes in the urban environment which directly impact the preservation of historic urban environments. In Iran like the other developing countries, on the one hand, historic cities have faced with great immigration, population growth, and a large increase in density in the old areas of historic cities, and, on the other hand, there have been a large migration, population decrease, emptying smaller rural centers. These opposing conditions that have led to urban sprawl and reinforce urban development trends, they caused to threat and damage many tangible and intangible heritage relics in Iran. Historical study of urban planning and conservation has shown that approaches based on development and conservation could not access to a constructive interaction. Therefore, there is still serious challenge between them. Some of selected achievements of this study are as follows:

- Despite, development and conservation approaches have been effective side by side in the experiences of urban planning and conservation in Iran, but both approaches have always been in serious challenge practically.
- The role of citizens' participation has been faintly in the making decision and planning process. There is no trace of the public and their ideas on the most of urban programs, which was done during last decades. Experiences of last decades illustrate that even the best planning programs will not succeed in the long-term without the participation, support, and initiative of stakeholders.
- Historical study shows that heritage conservation programs had succeeded when there was peace and stability in the area of the management system cities. In fact, mutual trust between people and authorities has assisted to conserve cultural heritage of countries, even though it was limited.
- The investigation has shown that rapid urban sprawl has had many impacts on valuable textures of historic cities in Iran. Hence, it seems that urban programs should not only rely on development approaches without conservational heritage ideas.
- However, it cannot be denied that museum conservation approaches have had numerous damages on valuable textures in these cities. Therefore, integrated practices and interactive approaches between development and conservation together with public participation are successful approaches to meet sustainable conservation in the historic cities of Iran.

8. References

- Alavitabar, A. 2000, Study on Pattern of Citizens' Participation in Managing of Cities. Vol. 1, World and Iranian Experiences, Tehran: Iranian Municipalities Organization.
- Ali Abadi, M. and Mehdizadegan Namin, S. 2008, Spatial Planning as an Approach to Achieve Sustainable Development in Historic Cities, World Congress on Science, Engineering and Technology, Dec 17-19, Bangkok, Thailand.
- Bahar, M. T. 1977, a Brief History of Political Parties, Tehran: Habibi Press.
- Cohen, N. 1999. Urban Conservation. Cambridge, Mass.: MIT Press.
- Falamaki, M. 2005. Across through Urban Regeneration Experiences, Tehran: scientific and cultural Institute of Faza publication, pp. 70-75
- GCI Report. 2009. Conservation Challenges and Priorities for Action, Meeting Report, Available at: http://www.getty.edu/conservation/publications_resources/pdf_publications/experts_mtg_mar09.pdf
- Habibi, S. M and Maghsoudi, Malihe. 2002, Urban Restoration, Tehran: University of Tehran.
- Hanachi, S. and V. Moradi Massihi, 2001, 'Participatory Urban Planning and Management, Vol. 1', Tehran: Ministry of Housing and Urban Development, Department of Urban Planning and Architecture, the Center for Urban Planning and Architecture.
- Hanachi, P. and Diba, D. and Mahdinejad, M. J. 2007, Conservation and Development in Iran, Tehran, the Fine Art, 32(4), pp. 51-60
- ICOMOS. 1987. The ICOMOS Charter for the Conservation of Historic Towns and Urban Areas. Accessed 4 February 2002. Available at: <http://www.icomos.org>.
- ICOMOS. 1999. Burra charter. Available at: <http://www.icomos.org/australia/burra.html>.
- ICOMOS. 2002. The ICOMOS Charter for the Conservation of Historic Towns and Urban Areas. Accessed 4 February 2002 2002. Available at: <http://www.icomos.org>.
- Idid, S. Z. A. 2005. Urban Conservation Approach for a Multi-Cultural Historic City - the Urban Planning and Design Perspective "Case Study on the Urban Conservation Guidelines for the Historic City of Melaka, Malaysia". Dissertation. The University of Tokyo.
- Imon, S. S. 2006. Sustainable Urban Conservation: The Role of Public Participation in the Conservation of Urban Heritage in Old Dhaka. PhD. Dissertation, the University of Hong Kong.
- Karimi, K. 1998 Continuity and Change in Old Cities: An analytical investigation of the spatial structure in Iranian and English historic cities before and after modernization. PhD thesis. University College London.
- Lane, M. B. 2005. Public participation in planning: an intellectual history. The Australian Geographer, 36(3), pp. 283-299.
- Madanipour, A. 1998, the Making of a Metropolis, Tehran: John Wiley.
- Mohammadi, Hamid. 2010. Citizen Participation in Urban Planning and Management, Thesis award, Kassel University Press.

- Poor Ahmad, A., Hataminejad, H. and Hoseini S. H. 2006. Pathology of Urban Development Projects, Tehran: Geographical Research, No: 58, pp. 167-180.
- Sirisrisak, T. 2009. Conservation of Bangkok Old Town. *Habitat International*, 33, pp. 405-411.
- Seyedian, S. 2003. The reading identity in the culturally-based approach for revitalizing deteriorated urban areas, Ayen-e-khyal, Tehran. No.10. pp. 21-28
- Taylor, M. 2007. Community participation in the real world: opportunities and pitfalls in new governance spaces. *Urban Studies*, 44(2), pp. 297-317.
- Tweed, C., & Sutherland, M. 2007. Built cultural heritage and sustainable urban development. *Landscape and Urban Planning*, 83(1), pp. 62-69.
- Yung, E. H. K & Chang, E. H. W. 2011. *Problem issues of public participation in built-heritage conservation: Two controversial cases in Hong Kong*. Habitat International. Available at: <http://zetoc.mimas.ac.uk/wzgw?db=etoc&terms=RN291149996&field=zid>
- UNESCO World Heritage Centre. 1972. *Convention Concerning the Protection of the World Cultural and Natural Heritage*. Accessed 16 September 2002. Available at: <http://whc.unesco.org/pg.cfm?cid=175>.
- Zarrinkoob, A. 2007. *History of Persia: After Islam*. (11th Ed.). Tehran: Amirkabir Press.