

Description of Public Participation Components in Rehabilitation and Renovation of the Deteriorated Urban Area: A Case study of Old District, Shiraz, Iran

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Available online at: www.isca.in, www.isca.me

Received 22nd September 2013, revised 19th November 2013, accepted 7th January 2014

Abstract

The aim of this work is describing public participation components in rehabilitation and renovation of the deteriorated urban areas of Shiraz City. Using cluster sampling, 385 subjects were selected among 53,256 living in old district of Shiraz. The city was divided into 12 planning districts and questionnaires were distributed based on the ratio of population to the whole district under study. Findings were analyzed using SWOT method and regression so that effective strategic factors in rehabilitation and renovation of the deteriorated urban are identified. Findings indicated 8 internal strength points versus 10 internal weak points. Also 10 external opportunities versus 11 external threats were identified and analyzed in the district under study. Thus, overall 18 strength and opportunities points were identified as advantages and 21 weak and threat points were identified as limitations for rehabilitation and renovation of the district. In addition, other findings indicate social participation and trust have important effect on public participation in rehabilitation and renovation of the deteriorated urban areas.

Keywords: Participation, rehabilitation, renovation, deteriorated areas.

Introduction

Historical textures are the core and basic canon of the formation of cities and document of a nation's history, culture and identity, thus they are regarded as today national capitals of the countries and capital of future generations¹. Despite of unrepeatable characteristics and invaluable features mentioned for these sites, unfortunately currently these textures face various problems which are not related only to their deterioration and lack of strength in construction skeleton, although physical deterioration is both cause and effect for many disorders. The main problems of old textures include demographic and social issues, functional issues, economic issues and access and communication issues, and infrastructure issues². Evaluation of success of existing programs on development of deteriorated urban areas mainly suggests lack of total success of them in achieving the intended goals. One reason for this fact is lack of necessary comprehensiveness in studies and poor role of social concepts in recommendations of the programs especially lack of due and serious attention by the programs to public role and their participation in planning and implementing urban development plans. In other words, an explicit and serious imbalance between socioeconomic issues and skeletal issues is observed in these programs. It is clear intervention in these textures should not merely of skeletal actions type, that is, reconstruction, of destruction and re-building type. In most areas, rehabilitation with participation of the people living in the same area may provide a very sustainable and optimal method which can be done within short term and empower citizenship

welfare in the area. It seems sectional top down perspective without feedback of public role in planning and development of the plans has led to not accomplishment of the goals by urban plans. Investigation of successful urban plans experiences in the world suggest they have reached to their goals about renovation of old textures by effective use of such strategies as maximum utilization of public participation, using various solutions to deal with multidimensional problems, using multiple feedbacks, reasonable designing consistent with the demands of stakeholders and influential ones³. Existence of centralized planning system in Iran suggests plans which consider the city and the community living in it as one-handed way. Centralized planning system in Iran suggests programs which consider the city and its population one-handedly and reflection of the programs from the society has not been evaluated⁴. Thus, public people and their real needs, have no effect on the plan codification and implementation. The main issue is that 'urban deteriorated areas' should be considered in these programs. In fact, it is the main and old center of the city which has been living health of the city. Thus, accurate and analytical study in this regard and development of intervention programs for it seems necessary. It is here that starting point and the way of coping with the issue (deteriorated urban area and intervention in it) becomes important. Participation becomes compatible with social changes as well as the community's approaches and attitudes, needs and institutions. The more public is the community changes; importance of participation and its status in social evolution process becomes more evident. Participation is a process of social and civil self-teaching. This change causes

new social and humanistic relationships. Autonomy is realization of participatory democracy. Social trust, social cohesion, and social participation constitute raw material of social capital which have vertical relationship. It means that social trust is formed through social familiarization. Social trust leads to social cohesion and ultimately resulting trust and cohesion ends to public participation flow through social networks (formal and informal). Role of trust is very critical in this communication, since trust making requires years of time, while it can be destroyed within one moment⁵.

Research Questions: i. What is role of residents' participation in rehabilitation of deteriorated urban areas? ii. What are reasons for not realization of rehabilitation plans in deteriorated urban areas? iii. What are strategies for motivating inhabitants for participation in rehabilitation of areas?

Introduction of the District: Old texture of Shiraz is located in the center of the city in 380 hectares area. It accounts for 3 percent of the total city area, where initial core for formation of Shiraz city is located and it has experienced many changes and developments within different eras. Its boundaries are gates and fences around the city during the Zandiyan. In fact, it is Old Shiraz which has turned to as a subset of the whole city due to growth processes and urban development as well as growth of population. It has its own characteristics. Existence of 400 valuable works, 8 gates and 12 centers and several cultural axes can be manifestation of lifestyle, social relations, customs, beliefs, history and art, and generally represent the historical and cultural identity of each period. Population in the area is over 53,000 people. About half of them are non-native. The number of monuments in cultural historic texture in Shiraz is 12,706 units.

Research Society and Sample: Cochran Method was used in order to determine sample size in the current work. Based on this method, sample size was determined as 385 out of 53,256 people living in the old texture. Sampling method was cluster sampling. Thus, old texture was classified into 12 districts and the number of questionnaire was specified according to the population of the districts to total area under study.

Research Tool: Data collection tool was questionnaire in this work. Cronbach's alpha is used to identify the reliability of this instrument. Questionnaire had 58% alpha in pre-test, which reached to 83% after elimination of some items, which is acceptable compared to the minimum reliability 67%.

Data Analysis: A SWOT analysis (Strength, Weakness, Opportunity, and Threat) was used for analyzing condition of the area under study and for identifying status of participation. Aim of application of SWOT analysis is determining priority and status of residents' participation in the form of a proposed strategy for renovation and rehabilitation in the study area. List

of SWOT factors was provided by participation of the experts in the form of 5-point Likert scale and following formula was used for identifying relative eight of factors which finally gives rating.

$$R_{ij} = \sum S_i \cdot F_i$$

frequency of options : F_i	5-point Likert scale: S_i	Score of j^{th} factor from group j : R_{ij}
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Results and Discussion

SWOT Matrix: In the framework for defining matrix, evaluation step includes tools which rely on information obtained from previous steps (internal and external environment evaluation) and compared external opportunities and threats and internal weak points and strengths. Process of comparison of internal and external factors plays a critical role. Thus, internal and external factors are compared in SWOT matrix. Considering identification and analysis of 4 factors of effective internal and external environment, now SWOT matrix is formed so that effective strategic factors in rehabilitation and innovation of the study area are investigated more accurately. Hence, considering identification of weak and strength points as well as opportunities and threats affecting rehabilitation and innovation of the study area, SWOT matrix is drawn (table 1).

As in table 1, 8 internal strength points versus 10 points of internal weakness as well as 10 points of external opportunities versus 11 points of external threats were analyzed in the area under study. Thus overall 18 strength points and opportunities as advantages and 21 weakness points and threats as limitations for rehabilitation and renovation of the district were identified.

Role and Status of Participation in Rehabilitation and Renovation

Role of participation is examined using results obtained from rating table 1 after ordering advantages (strengths and opportunities) and limitations (weakness points and threats) (table 2).

As it can be observed in prioritization of table 2, according to factual observations and survey of the author as well as interviews with experts in the field of advantages (opportunities and strength points), role of residents' participation is strong.

In table 3, the prominent limitations are lack of residents' participation, lack of participation and trust spirit to each other and authorities as well as lack of appropriate mechanism for participatory planning. In the table 4, the most prominent advantages and limitations up to priority 3 are analyzed in the view of the experts in the studied fields (skeletal, socioeconomic and participatory).

Table-1

Weak and strength points as well as opportunities and threats affecting rehabilitation and innovation of the study area

Internal Conditions				External Conditions			
Strength Points		Weak Points		Opportunities		Threats	
S1	Valuable elements in the region and enhancing its important role in the city	W1	Severe physical deterioration, weakness and of buildings and instability of the texture	O1	Existence of central capacities and the regional centrality	T1	Tendency to more commercialization of the area without providing necessary infrastructure and support
S2	Establishment of backbone and the historical centrality of Shiraz city	W2	Lack of public services needed by residents	O2	Tendency of urban management and public institutions for renovation and rehabilitation of the area	T2	Sustained severe physical exhaustion and lack of strength in the structures
S3	Textures functional values as an important part of Shiraz city center (CBD)	W3	Fine-grained components and disproportionate composition of components as an obstacle to integration	O3	Being religious and cultural heart of Shiraz city and interest in holy shrines and religious places	T3	Dedicated and shared ownership problem
S4	Using abandoned and dilapidated buildings to compensate for the lack of services	W4	Failure to fulfill the previously approved projects in the region	O4	Access to employment opportunities in the town center	T4	Continued conservation - restoration view and museum look at the district and texture
S5	Existence of open space resulting from destructions to organize and reuse	W5	Gradual depletion of texture from the original and old inhabitants, and identity loss of population	O5	Possibility of using destructive spaces for construction of public parking	T5	Continued tendency to have economic – commercial look at the historic area and neglecting sustainable development.
S6	Existence of traditional social protection systems in parts of the district	W6	Participation weakness and instable residency in the district, combined with a lack of sense of belonging to the place of residence	O6	Tendency to expand service and commercial activities in the district	T6	Migration of poor and low-income people including rural people and Afghans, including to the texture
S7	Existence of endowments and charitable institutions in the district	W7	Instability of social capital	O7	Importance of the area due to existence of old buildings and passages	T7	Continuing the trend of housing of low-income people with motivation of access to affordable housing
S8	Grounds for relative public participation in urban affair management considering existing commonalities and accepting words of local trustees	W8	Economic weakness of residents and lack of construction budgets in the old texture	O8	Tendency to support and consult of civic organizations and NGOs	T8	Continued increase of criminal gangs and enhancing criminal behavior considering social and economic problems

		W9	Lack of appropriate mechanisms and tools to communicate with people and citizens	O9	potential and actual tourism capacities of the district	T9	lack of trust spirit in people and their passive reaction toward participation
		W10	Poverty and low socioeconomic status of the district residents and lack of affordability for paying urban tax	O10	Potential of using district's mosques as social institutions center	T10	Confining participation to a type of forcible participation and lack of distribution of spontaneous participation patterns
						T11	Exit of original inhabitants of the town center

Table-2
Priority of advantages (strengths and opportunities) in the study area

Advantages					
Priority	Strength Points	Identifier	Priority	Opportunities Points	Identifier
1	Grounds for relative public participation in urban affair management considering existing commonalities and accepting words of local trustees	S8	1	Being religious and cultural heart of Shiraz city and interest in holy shrines and religious places	O3
2	Existence of traditional social protection systems in parts of the district	S6	2	Existence of central capacities and the regional centrality	O1
3	Establishment of backbone and the historical centrality of Shiraz city	S2	3	Tendency to support and consult of civic organizations and NGOs	O8
4	Existence of endowments and charitable institutions in the district	S7	4	Potential of using district's mosques as social institutions center	O10
5	Texture functional values as an important part of Shiraz city center (CBD)	S3	5	potential and actual tourism capacities of the district	O9
6	Valuable elements in the region and enhancing its important role in the city	S1	6	Importance of the area due to existence of old buildings and passages	O7
7	Existence of open space resulting from destructions 8to organize and reuse	S5	7	Possibility of using destructive spaces for construction of public parking	O5
8	Using abandoned and dilapidated buildings to compensate for the lack of services	S4	8	Tendency of urban management and public institutions for renovation and rehabilitation of the area	O2
			9	Access to employment opportunities in the town center	O4
			10	Tendency to expand service and commercial activities in the district	O6

Table-3
Priority of limitations (weak points and threats) in the study area

Limitations					
Priority	Weak Points	Identifier	Priority	Threat Points	Identifier
1	Lack of appropriate mechanisms and tools to communicate with people and citizens	W9	1	lack of trust spirit in people and their passive reaction toward participation in the urban management field	T9
2	Participation weakness and instable residency in the district, combined with lack of sense of belonging to the place of residence and consequently weakness of social participation, civic and citizenship commitment and its related behavior	W6	2	Sustained severe physical exhaustion and lack of strength in the structures against natural disasters	T2
3	Economic weakness of residents and lack of construction budgets in the old texture	W8	3	Confining participation to a type of forcible participation and lack of distribution of spontaneous and organized participation patterns in the district	T10
4	Instability of social capital resulting from durable neighborhood ties with ethnic diversity without cohesion and social integration	W7	4	Continuing the trend of housing of low-income people with motivation of access to affordable housing	T7
5	Gradual depletion of texture from the original and old inhabitants, and identity loss of population	W5	5	Continued increase of criminal gangs and enhancing criminal behavior considering social and economic problems	T8
6	Poverty and low socioeconomic status of the district residents and lack of affordability for paying urban tax	W10	6	Reduced tendency to live in cultural – historical area and migration of poor and low-income people including rural people and Afghans, including to the this area	T6
7	Fine-grained components and disproportionate composition of components as an obstacle to integration	W3	7	Dedicated and shared ownership problem for rehabilitation and renovation and serious delay in the path of rehabilitation and renovation of the texture and constructions	T3
8	Lack of public services needed by residents	W2	8	Continued tendency to have economic – commercial look at the historic area and neglecting sustainable development.	T5
9	Severe physical deterioration, weakness and of buildings and instability of the texture	W1	9	Exit of original inhabitants of the town center	T11
10	Failure to fulfill the previously approved projects in the region	W4	10	Tendency to more commercialization of the area without providing necessary infrastructure and support	T1
			11	Continued conservation - restoration view and museum look at the district and texture and preventing from fundamental and infrastructure changes for active protection and updating the texture	T4

Table-4
The most prominent advantages and limitations up to priority 3

Advantage	Strength	Grounds for relative public participation in urban affair management considering existing commonalities and accepting words of local trustees
		Existence of traditional social protection systems in parts of the district
		Establishment of backbone and the historical centrality of Shiraz city
	Opportunity	Being religious and cultural heart of Shiraz city and interest in holy shrines and religious places
		Existence of central capacities and the regional centrality
		Tendency to support and consult of civic organizations and NGOs
Limitation	weakness	Lack of appropriate mechanisms and tools to communicate with people and citizens
		Participation weakness and instable residency in the district, combined with lack of sense of belonging to the place of residence and consequently weakness of social participation, civic and citizenship commitment and its related behavior
		Economic weakness of residents and lack of construction budgets in the old texture
	Threats	lack of trust spirit in people and their passive reaction toward participation in the urban management field
		Sustained severe physical exhaustion and lack of strength in the structures against natural disasters
		Confining participation to a type of forcible participation and lack of distribution of spontaneous and organized participation patterns in the district

As it is observed in the table 4, considering observations obtained from survey and interview with experts, residents of the study area have relative trust in trustees of the district, which can make ground for cooperation of residents leading by trustees for promoting participation. On the other hands, urban management is fully aware of major role of public participation in planning success considering problems they faced in their previous projects. Thus, although participation is currently in its initial steps and some managers merely use participation in word, sometimes participation of the residents through financial partnership in the project shares is observed. This kind of participation is in fact forcibly and free from any feeling of influence by the residents.

According to studies by the author, unfortunately presence and authority of citizens is not observed in none of plans prepared for rehabilitation and renovation of deteriorated urban area in Shirza. While according to results obtained from survey, if residents are concluded and participated and their presence is considered in plan preparation process, they will be willing to have physical, financial and intellectual participation. It denotes if people are present in an activity with awareness and knowledge and their presence is not in the form of public mobilization, they will cooperate up to the end of project and if their opinions are considered in the plan, public participation is increased considerably.

Deductive Analysis of Survey Results

Using regression analysis, impact of willingness to participation, satisfaction, social trust and district features on the participation. According to table 5, significance level is below 0.001 and it means regression line is meaningful. Considering

table 5, significance level of regression coefficient at trust is <0.001 and it denotes impact of participation on the tendency to renovation. Significance level of regression coefficient at trust is $0.05 > 0.001$ and it denotes impact of trust on the tendency to renovation. Significance level of regression coefficient at district features is <0.057 and it denotes approximate impact of district features on the tendency to renovation. But significance level of regression coefficient at satisfaction is <0.257 and it denotes no impact of satisfaction on the tendency to renovation. As it is observed in the table, regression coefficient in participation is 0.38. In fact, it can be said one unit increase in participation increases tendency to renovation by 0.38. Regression coefficient in trust is 0.066. In fact, it can be said one unit increase in trust increases tendency to renovation by 0.066, and regression coefficient in district features is -0.052. Actually it can be said one unit increase in district features reduces tendency to renovation by 0.052.

Table-5
Regression test coefficients

Regression Model	Coefficient	Standard Deviation	T	Significance Level
Constant	9.8	0.615	15.946	<0.001
Willingness to Participation	0.38	0.026	14.684	<0.001
Satisfaction	-0.026	0.022	-1.136	0.257
Social Trust	0.066	0.025	2.636	0.009
District Features	-0.052	0.027	-1.907	0.057

Obstacles for Realization of Participation in Study Area: Obstacles for realization of participation in the study area are classified as following table.

Table-6

Obstacles for realization of participation in the study area

Obstacles for realization of participation	Political obstacles	Presence of central planning system
		Lack of participatory management
		One-dimensional attitude towards participation by some authorities and stakeholders
		Lack of strong support from corporate organizations and institutions
	Social – cultural obstacles	Low level of education and public awareness
		Social heterogeneity (existence of ethnic or linguistic diversity ...)
		Having failed experiences of participatory projects
		Conservatism and the public's distrust to government officials
		Lack of participatory institutions
	Economic obstacles	Financial atrophy
		Seeking personal interest instead of seeking collective interest
		Financial abuse in implementation of some projects
		Lack of proper mechanisms proportionate with the economic power of people
		existence of restrictive regulations

Mechanisms for Motivating People and Attracting Participation in Urban Development Plans in Study Area:

Creating grounds for participation: As it was mentioned, participation is a process, not an event, thus a set of different elements would influence in its realization, parts of which are prerequisites and the other part are considered as outcomes of participation, which will be discussed:

Changing attitude of authorities toward participation: One of the obstacles which prevent from public participation in urban development projects, is not disbelief of authorities to participation and sometimes one-dimensional attitude of them toward participation. In other words, universality and comprehensiveness of participation is not considered and sometimes imperfect forms of participation are pursued, stability and continuation of which is very low. Thus, if it is to attract public participation, grounds for participation of the whole people should be prepared and people should participate in all steps of plans and projects, which includes need finding and prioritization of needs, decision making, implementation, monitoring and evaluation of activities. Naturally such presence can be effective.

Promoting awareness of citizens through training and promotional activities: If authorities and urban managers believe in participatory management and wish for its implementation, naturally people should be aware about the participation and the way of their participation should be specified, since they are audience and target of the plans and projects.

Participatory Institutionalization: Following providing grounds for participation, another step should be taken for stabilization of participation. It is participatory institutionalization. Participatory institutions in fact make grounds for people gathering and presence. Formation of these institutions can be effective in attracting public participation and they are effective in training people on the ways of participatory management.

Clarification of areas for attracting participation: The last step is defining and describing areas for participation of people and different bodies and even private sector in the development process of urban plans. Specific needs, prioritizing needs with participation and presence of people and specifying mechanisms for attracting public participation are related activities.

Areas for Public Participation in Study Area: Considering mentioned facts about participation as well as social, economic, cultural and skeletal features of the district, application of participatory mechanisms in this district is necessary. To this end, some points are made before describing areas and important of participation in this district.

Step 1 is accurate understanding of participation and its principles by the management authorities.

Step 2 is providing necessary grounds and infrastructures including training urban managers on mechanisms of participation attraction, coordination among participatory and management institutions, awareness and informing people and explaining to them about areas of participation.

Step 3 involves participatory institutionalization for operationalizing public participation grounds. Public participation in district's development plans can be realized in the following areas:

Public participation in retrofitting buildings: Considering relatively high antiquity of cultural and historical texture, considerable part of buildings suffers from severe exhaustion especially in the residential textures. It is clear that rehabilitation and renovation of these textures cannot be done by just one governmental or managerial institution. To this end, residents of buildings in this district can participate in retrofitting and updating their buildings using appropriate construction patterns for meeting needs and services.

Public participation in provision of needed services:

Considering exhaustion of the environment and performance have been influential on social, economic and skeletal structures, not only needed facilities and services have been provide at urban, regional and district level in this district, but such factors have cause that major part of these services are lost. Hence, in order to updating the texture, public participation may be effective in providing services such as developing passages network and local access, establishment of educational, religious, and health centers and etc.

Attracting participation of people and NGOs in local management:

The other area for manifestation of public participation is implementation of the neighborhood management. It can be very effective by participation of residents of different neighborhoods and municipality and by selection of representatives as manager of neighborhoods in decision makings and it can help creating cohesion and coordination and consensus.

Organizing historical and religious buildings: Historical and religious buildings are among urban elements which people pay attention to them due to their nature, and their protection and maintenance is highly emphasized. Thus, for repair and rehabilitation of them, municipality can rehabilitate these buildings in interaction with cultural heritage organization and residents and even old residents and those interested in such locations, and act for their maintenance and protection by formation of public institutions.

Organizing passages and historical centers: Historical passages which mainly played role as commercial places were very important in promoting and living of the city and its neighborhoods. Thus maintenance and protection of these passages through their repair and renovation can be effective in preserving historical identity, attracting tourists, increasing environmental attachment in shopkeepers and merchants, etc.

Participation in façade-making of buildings: One of effective actions in promoting social life and renovation of historical and cultural identity of the district is faced-making of the buildings which can be implemented in interaction between municipality and resident, especially shopkeepers and merchants.

Establishment of residential service units (hotel, inn, etc.):

Another project which can be implemented participatory in District 8 is developing service centers for tourists, pilgrims and ... which is useful in social and economic prosperity and intercalation with other parts of the country.

Conclusion

Today social participation has become a key concept in planning and political reforms in global movements, democracy promotion, justice and stability. Thus, social participation is necessary in fair and proxy decision making in modern urban

planning and it is a key element in reaching to sustainable development. Whenever social groups are actively involved in planning and implementation process, it is probable to have more coordination and compatibility between plans with needs, taste and expectations of citizens and stakeholders and they will be helped to obtain ecological and social advantages. According to Action Plan 21, one of prerequisites of achieving sustainable development is widespread public participation in decision making, especially decisions which direct influence communities where citizens live and work there⁶.

Democracy requires that citizens influence the government which depends on citizen participation. Participation leads to empowerment of the people and empowerment is part of development and promotion process. Participation increases public trust, skills and knowledge which is final product of participation and it causes success of people in their autonomous and self-regulated activities. Public participation, which guarantees people commitment and guidance in planning process, is the most important category in development and revolution process of future cities⁷.

In human development perspective, participation is both means and goal. In one hand, the aim of a human development plan is investigating capabilities of human for ensuring optimal and useful utilization of abilities and capacities in all fields, and thus full-scale participation is a tool for promoting development level with socioeconomic aspects. On the other hand, human development is related to evolution of individuals, and dynamic participation allows people to recognize their potentials. Hence, participation is also considered as a goal⁸.

Overall it can be stated when participation is talked in its accurate and scientific meaning, in fact a schematic of participation is considered with two implicit aspects: universality and comprehensiveness. Naturally such participation has following features: i. Enabling people for critical understanding of their problems and situations, ii. Ability to define and prioritize their needs, iii. Providing appropriate solutions to meet the needs, iv. Mobilizing local resources for implementing activities, v. Administrative management of activities and monitoring and evaluation of their effects.

With such attitude to participation and given the fact that participation is a process, not an event, full-scale participation can be described as participation in need finding (statement of the problem), participation in decision making (providing solutions), participation in implementing activities, participation in optimal utilization, participation of maintenance, and participation in evaluation.

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