CHAPTER VI

RENEWAL INITIATIVES IN SHIRAZ CITY AND A SWOT ANALYSIS
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A SWOT ANALYSIS

This chapter has two sections, namely, an analysis of the current renewal initiatives in the historical centre of Shiraz city and SWOT analysis. The first section analyses the merits of two different urban renewal approaches that go by the names, ‘eradication and relocation’ and ‘clearance and redevelopment’ that have done well by the Municipality and Urban Development and Renovation Organization of Shiraz city in the historical centre of Shiraz city and then proposes an overall and appropriate approach as a general rule for the historical centre of Shiraz city, based on the experiences and considerations of the two former approaches and in regard to the vital goal of urban renewal in favour of the poor people of the city. The second section assesses the strengths, weaknesses, opportunities and threats of the four different aspects of the historical centre of Shiraz city such as land use patterns (physical and socio-cultural aspects), human resources (socio-economic and cultural), traffic and transportation, and urban management and public participation and then proposes an integrated strategy in detail, based on the main approach that has been taken from the first section. In other words, the integrated strategy emerges from the SWOT analysis, are based on the targets and objectives that emerge from the considerations in section one.

The two sections help to provide the urban planners with action to bring efficient and improved urban renewal approaches that are viable and customised to the local conditions and then new strategies in more detail for the successful revitalization of the historical centre of Shiraz city.
Section One:

Analysis of the current renewal initiatives in the historical centre of Shiraz city

Shiraz has developed haphazardly over the years but especially since 1966. The health of the Central area of Shiraz city can be tested on the basis of quality of civic life and the status of urban property. The quality of civic life has declined due to high density of population, pressure on urban land and resources, increasing of land uses and land prices, and at the same time the inadequacy of community services and the concomitant poor maintenance and expansion in Shiraz city, especially towards the northwest of city (where there are gardens with better climate) and appearance of new competitive commercial centres in the new developed area of the city, which led to the migration of affluent people to the suburbs and of the rural people to the inner city, and loss of urban gravity in the Central area, arising out of the shift of socio-economic, political and administrative functions to other parts of Shiraz city, (Rafiee. N & Mahesh. TM, 2012). Other causes may be the decline in the basic services like the water supply, drainage, health care and other community services, and the increase in population density, poverty and illiteracy. The decay in urban property has become visible with the obsolescence of buildings either due to misuse, non-use or disuse, and neglect of local monuments due to a lack of a sense of history and improper preservation has also led to urban decline. Based on High Council of Urban Development and Architecture definition of Iran (HCUDA), a deteriorated area (or an urban block) is an urban block with at least 50 per cent of its plots having the three following characteristics (http://www.udro.org.ir/):

1. Lack of stability;
2. Problems with accessibility; and
3. Tiny plots.
The Central area of Shiraz city has all the above mentioned characteristics plus factors such as the old age of buildings, functions of the area, lack of financial soundness of the civic body, heavy traffic, and low urban infrastructure per capita, which determine the health of the Central area of Shiraz city. The neglect of several factors has contributed to the urban decay in the city.

This section begins with a brief review of the two approaches adopted towards historical buildings, sites and central area of Shiraz city. It then discusses the challenges faced in revitalising historical districts by the two approaches. This is followed by the appropriate approach and some ideas on what should be the focus for renewal efforts if they are to be sustainable in the long term and for the urban poor. The paper summarises the advantages of the proposed approaches, which might contribute to the success of such interventions and concludes by pointing to the work that still remains to be done.

6.1 Current Renewal Initiatives for Blight Alleviation

(In the Central area of Shiraz city)

It is evident from the preceding discussion that all the blighted areas in a particular city are vulnerable. Only the degree of vulnerability varies. The basic approaches to deal with blights in the central area of Shiraz city are two-pronged: either, the blights have to be relocated or redevelopment through \textit{in situ} improvement measures, such as the following:

6.1.1 Eradication and Relocation

Going by the history, the first responses to dealing with blights was to stop the growing number of the poor by eradicating and relocating blight residents in resettlement sites that were usually outside the city. This was not viable because the poor needed to be close to the city centres where there were
more informal income opportunities and the cost of transportation was
unaffordable to the poor. Consequently, moving the poor or replacing their
physical facilities with public housing created more problems for the poor and
for the cities. Governments not only had to spend resources cleaning slums and
resettling inhabitants, but also later had to finance public transportation to
facilitate access to employment in the central city.

One example of this method was the “eradication and relocation (of
people)” in the area which was called the “Beynol Harameyn” and located in
the central area of Shiraz city. In 1993, the Municipality of Shiraz city
demolished 458 constructions between two important religious symbols,
namely: Shahcheragh and Astaane. The demolished region was almost the
length of 700 meter and approximately wider by 100 meter, the area of the
created region was almost 7 hectares. Before demolition, the Beynol Harameyn
was a passing road, which led people to three different neighbourhoods. Also,
there were a few valuable monuments and historical buildings along this road
that were destroyed by the process of eradication and relocation. For example,
two residential buildings and one traditional bathroom had been marked by the
Heritage Organization as heritage places, all of them related to the Ghajar
dynasty. As much as 2,818 persons left this area by this action. In the year of
2004, the Municipality of Shiraz city and Tavasol Consulting Engineering
Company signed a contract to rebuild this area. In the proposed scheme, there
were proposals for constructing 15,000 m$^2$ of commercial units, 15,000 m$^2$
of cultural units such as theatre, saloon, library, mosque, museum and sports
saloon, 10,000 m$^2$ of official and residential units, 7,000 m$^2$ of hotels and
restaurants and 70,000 m$^2$ of parking lots and stores. The total floor area of this
scheme was of 109,000 m$^2$ including three floors (basement, ground and first
floor) and also three zones: the Zone 1 was to be with a total floor area of
31,200 m$^2$ including a shopping centre and a mosque; the Zone 2 was to be
with a total floor area of 28,300 m$^2$ including all cultural constructions and the
Zone 3 with a floor area of 49,400 m² including hotels, restaurants, and office accommodations. The estimated expenditure for accomplishing the scheme was US $ 75,000. This scheme started in 2006 and 40.8 percent of the total scheme was only completed up to now.

The “Beynol Harameyn” passage before demolition had historic, cultural and architectural values, which merged totally with the neighbourhoods. Demolition of constructions by the municipality had a non-compensated loss for the old residents. Unclear destiny of the poor people after forceful evacuation by the urban authorities necessitates this analysis and criticism. Also the proposed scheme by “Tavasol Engineering Consulting Company” will be known and remain as a symbol of our era for future generation. So, lessons learnt from these urban experiences can indeed improve our plans.

**Criticisms of the Scheme**

1. **Socio-cultural aspects:**

   a) The people who were evacuated were to be provided with alternative housing facilities, but it did not happen; finally, people were relocated throughout the city and they just carried the blight with them wherever they went to in the city; and

   b) Some people were reluctant or unwilling to move out of their blighted areas, especially from Beynol Harameyn district.

   c) Many of the actual owners will effectively receive nothing while relocation was not an ethnic cleansing action. Also the relocated people will not to be able to work as they used to because they have few chances of finding other work. This kind of projects could not be the kind of the preservation of the old Shiraz, nor the sense of integration.
2. **Economic aspects:**

a) As Shiraz city continues to expand outward, new infrastructures should be provided for new developed areas, such as water mains, sewer, new schools, fire and police protection etc. For these new areas the cost will be increased however the population is not increasing, but simply moving outward, the economic situation becomes unsound. All these cause tax increase, however the number of tax payers has not increased. The abandoned blighted district cannot pay its share of the economic burden.

b) This scheme had 15,000 m$^2$ of commercial units which in their opinion might not have sufficed or would not have been economically efficient in the future times, because based on the table 6.1, the commercial per capita required in 2010 was 5.40 m$^2$ per person, which was more than the proposed per capita at 2.37 m$^2$ per person. It means that the existing areas of commercial units are 117,200 m$^2$ more than the real needs; however, the population decreased the area of the commercial land uses increased. On the other hand, there were some commercial activities near the project site which faced economic recession or stagnancy such as the Shahcheragh Bazaar and all stores alongside the Ahmadi road (next to the project). For example, after a long time, there were some stores in the newly built commercial centres which were not sold yet.

c) This scheme was for higher income families and the buildings were of commercial, tourism, cultural, official and recreations centres and it was against the Congress which said that urban renewal projects should be created for the poor. As much as 34.5 percent of the resident population around the Beynol Hharameyn scheme were low income, Afghan, war-victims (stricken) and rural people. The predicted activities in the Beynol Harameyn scheme such as the theatre saloon, library, museum
and sports saloon, high quality star hotels and restaurants were suitable for higher income people. There would therefore be socio-cultural contradictions between the future customers and the residents of this area. The entry of new cultural activities should be on current residents’ demands and their needs. Also new and modern land uses should be allowed slowly and gradually as they always have historical characters and roots.

d) Bazaar Vakil is the heart of the economic centre of the central area of Shiraz city and it is still not in competition with the other commercial centres of the central area. The Zand subway, the other project that recently went wrong, destroyed the economic status of the Bazar Vakil because the Zand subway has prevented the direct access of customers to the Bazaar. So, it is better to improve the existing economic potential of the current commercial centres such as the Bazaar Vakil instead of expanding the number and areal extent of commercial land uses in some projects such as the Beynol Harameyn scheme.

e) This method has proved very costly, lengthy and time-consuming because of the procedure of acquisition of 458 constructions. Also, the Tavasol Consulting Engineering Company estimated the expenditure of Beynol Harameyn scheme at US $ 61,150 in 2009. As only one-third of this project has been completed as yet, the estimated expenditure of the project may double in the prevailing unstable economic situation of Iran and also the high inflation rate.

3. **Physical aspects**

   a) Destroyed conjunctions of the organic bypass roads. Most of the bypass roads have been cut down by this scheme.
b) Lack of road hierarchy, the Beynol Harameyn bypass was at first a local/access street between two collector streets (Ahmadi and Hoseyni roads), but by the new scheme, the newly created roads act as collector streets which carry traffic external to the Ahmadi and Hoseyni roads and provide direct access to two religious centres (Shahcheragh and Astaneh), which are against the proposed comparative plan for the historic centre of Shiraz city.

c) Destroyed two important religious landmarks (Shahcheragh and Astaane) - by this scheme, the tombs of the two religious centres will not be shown from the other parts of historic centre and also the religious atmosphere will be affected by the new tourist-architectural space.

d) Destroyed skyline of the central area.

e) There was no continuum but only replacement as per the new needs.

f) According to the information gained from studies based on comparison between the current situation and the proposed comparative plan (Table 6.1), the central area has inadequate public and semi-public land uses; and in detail, they are considered as educational, official and security offices. Also they are also prominent in other activities such as the National and Recreational Parks, sports, urban infrastructures and historical centres and tourism places; however one-third of this scheme specializes in commercial places.

Table 6.1 shows the land use patterns proposed in the Comparative Plan for expansion and the current situation (as in 2010). Overall, the per capita area in m$^2$ in the current situation was higher in residential (29.03 m$^2$ against 21.70 m$^2$ in the proposed plan), commercial (5.40 m$^2$ against 2.37 m$^2$), traffic and transportation services (14.32 m$^2$ against 9.21 m$^2$) and others (10.46 m$^2$ against
1.34 m²), although the proposed plan has envisaged a higher per capita space in public and semi-public spaces (7.66 m² against 7.52 m² existing), national and recreational parks and sports (1.83 m² against 1.13 m² in the existing situation), public utility spaces (0.20 m² against 0.02 m²), and historical centers and tourism spaces (0.75 m² against 0.47 m²). That is, the proposed plan has envisaged greater per capita for the open and recreational spaces as against the living and useable commercial and travel spaces. Further, the proposed plan had a higher population level in the propositions, which in reality was far in excess of the actual population in 2010. The central area of Shiraz city is becoming a place of commercial centres and it is against the identity of the residential areas and that is why the current per capita commercial land use has increased compared to the proposed commercial per capita; on the other hand, the immigration of affluent people to other parts of city has caused decreasing residential areas and accordingly the current residential per capita against the proposed plan, decreasing land prices, declining textures and all physical infrastructures. The central area is not connected to the urban sewerage system and all houses have septic tanks and all these have caused decreasing current per capita public utility against the proposed plan.
Table 6.1: Land use patterns of proposed comparative plan and Central area, 2010

<table>
<thead>
<tr>
<th>Land use</th>
<th>Proposed Comparative plan (2010) Pop = 76,000</th>
<th>Real Situation (2010) Pop = 55,000</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Area (ha)</td>
<td>Per capita (m²)</td>
</tr>
<tr>
<td>Residential</td>
<td>164.91</td>
<td>21.70</td>
</tr>
<tr>
<td>Commercial (profit services)</td>
<td>18.03</td>
<td>2.37</td>
</tr>
<tr>
<td>Industrial and small working places</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Public and semi public</td>
<td>58.18</td>
<td>7.66</td>
</tr>
<tr>
<td>National and recreational parks and sports</td>
<td>13.88</td>
<td>1.83</td>
</tr>
<tr>
<td>Traffic and transportation services</td>
<td>70</td>
<td>9.21</td>
</tr>
<tr>
<td>Public utility (urban infrastructure)</td>
<td>1.52</td>
<td>0.20</td>
</tr>
<tr>
<td>Historical centres and tourism</td>
<td>5.46</td>
<td>0.75</td>
</tr>
<tr>
<td>Others</td>
<td>10.22</td>
<td>1.34</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>342.20</strong></td>
<td><strong>45.03</strong></td>
</tr>
</tbody>
</table>

Source: Pardaraz Consulting Engineers, 2010
6.1.2 Clearance and Redevelopment

A second approach was clearance and redevelopment. It meant temporarily moving the slum residents, clearing the land and building new housing for them on the same site. High-rise buildings were often proposed in order to house more people. However, experiences have shown that the residential density of a high-rise development is not much greater than that of a central city slum community. In addition to that, high-rise developments do not provide much ground-level space for low-income families to operate small businesses, which these families need to supplement their incomes.

6.1.2.1 Clearance and Redevelopment Experiences

In Iran, there are 36 cities which renewed their blighted area by this approach. The total area of deteriorated areas is 15,770 ha which each blighted area have occupied. Around 5.0 percent of each city in average and their population density was about 30 persons per hectare. Table 6.2 shows the statistical data on six cities among the 36 cities that have been under Clearance and Redevelopment projects. These cities are: Sari, Hamadan, Mashhad, Kermanshah, Ardebil and Gorgan.
Table 6.2: Statistics on Redevelopment Projects in Six Cities of Iran, 2000 - 2004

<table>
<thead>
<tr>
<th>Items of redevelopment</th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total area under redevelopment (hectare)</td>
<td>58</td>
<td>126</td>
<td>210</td>
<td>205</td>
<td>251</td>
<td>850</td>
</tr>
<tr>
<td>Number of residential demolished units (unit)</td>
<td>845</td>
<td>1,837</td>
<td>3,061</td>
<td>2,988</td>
<td>3,658</td>
<td>12,389</td>
</tr>
<tr>
<td>Number of new residential units (unit)</td>
<td>6,510</td>
<td>14,141</td>
<td>23,569</td>
<td>23,007</td>
<td>28,171</td>
<td>95,398</td>
</tr>
</tbody>
</table>


Table 6.2 shows the total area under redevelopment (58 ha in 2000 to 251 ha in 2004, a near-five-fold increase in just 5 years, totalling 850 ha in the period) and also the number of demolished residential units (845 in 2000, 3,061 in 2002 and 3,658 in 2004) between 2000 and 2004, a total of 12,389 units. It shows that, during these years, the total area under redevelopment has shown an increasing trend. The renovated areas increased by 332.7 percent from 2000 to 2004. The total numbers of new residential units are 7.7 times the total number of demolished units. It shows that in 2004 instead of each one demolished residential unit, there were 7.7 residential units (95,398/12,389 = 7.7). This project has indeed been very successful in increasing the urban land utilization, but in reality however it has not been a suitable approach (right method) because most of the new units remained empty and could not be sold, primarily for the reason the final price of units has been so high that most of the
previous residents could not buy them. And so, the population of the area after redevelopment has not increased and then the population density has not grown either. So, unfortunately, the urban utilization has not occurred. On the other hand, compared to the new residential units, infrastructures and urban facilities such as roads and public utilities have been inadequate.

The total redevelopment area in the six cities has been of the order of 8,500,000 m$^2$, of which 12.5 percent belongs to transportation related land uses such as wide roads or additional new roads: that is, 106.25 hectare out of 850 hectare has been given over to specific transportation related land uses and the renovated land under public and semi-public uses has been 73.1 hectare, which accounts for 8.6 percent of the total redevelopment area. The per capita land uses of transportation and public and semi-public land uses can be calculated as follows:

$$95,398 - 12,389 = 83,009 \text{ (number of added residential units during 5 years)}$$

4.6 is the average of household size based on Iran Centre of Statistics (2004)

$$83,009 \times 4.6 = 381,841 \text{ (new population who was to have been added to the cities)}$$

$$1,062,500 \text{ m}^2 / 381,841 = 2.78 \text{ m}^2/\text{person (transportation per capita)}$$

$$731,000 \text{ m}^2 / 381,841 = 1.91 \text{ m}^2/\text{person (urban utility per capita)}$$

However, the transportation per capita and public and semi-public per capita basis of comparative plans for the 6 cities are in order of 8.5 m$^2$ and 6.5 m$^2$, the calculated per capita reveals that provision of transportation, public and semi-public land uses for the newly added population has been inadequate or in the other words the redevelopment areas have not met the public needs of the old and new residents. Also, it should be noticed, that all these cities have had severe insufficiency under the land uses such as transportation and public and semi-public before redevelopment project and, after the project, the issue has
become even worse. So, this project has not been a successful one in the six cities.

### 6.1.2.2 Clearance and Redevelopment in the historical centre of Shiraz city

Based on the information collected from Shiraz Urban Redevelopment and Housing, Ghadir renovation scheme was initiated in 2007. Now, it is in the final stages of execution. The total renovated area under this project is 7,130 m² and the area of demolished houses was 5,435 m² which was equal to almost 40 residential units. In their place, as many as 135 new residential units have been created, totaling 7,087 m². The total numbers of new residential units are 3.4 times the total number of demolished units. It shows that instead of one new residential unit for every demolished unit, there have been 3.4 new residential units.

This scheme has indeed been very successful in increasing urban land utilization, but, in reality, it is not a suitable approach, for most of the units remain unoccupied and are not sold because the final price of the individual units is so high that most previous residents cannot afford to buy them. Thus, the population of the area, after redevelopment, has not increased as expected and also the population density has not grown as anticipated either. On the other hand, when compared to the new residential units, there has been a dearth of infrastructural and urban facilities such as roads and public utilities, despite greater intentions to provide so.

In this case study, the total redevelopment area is 7,130 m², of which 17.11 percent belongs to transportation land uses such as wider roads, the current roads or additional new roads, so 1,220 m² out of 7,130 m² has been allocated to the transportation land uses and no area has been specified for renovated land under public and semi-public uses. So, only the transportation per capita can be calculated as follows:
135 – 40 = 95 (number of added/new residential units during renovation scheme)

3.8 = household size in central area of Shiraz city in 2006

95 * 4.6 = 361 (new population who is supposed to have been added)

1,220 m² / 361 = 3.38 m²/person (transportation per capita)

However, the transportation per capita basis of comparative plan for the Central area of Shiraz city is 8.5 m², the calculated per capita (being 3.38 m²/person) reveals that the provision of transportation land uses for the anticipated new additional population is by any standard inadequate or, in other words, the redevelopment areas could not meet the public needs of transportation of the old as well as new residents. It should however be pointed out that the Central area of Shiraz city has had severe insufficiency of land uses such as transportation, public and semi-public spaces, parks, sports and open spaces before redevelopment scheme and, after the scheme, the issue became even more worse.

With regard to demographic situation, Shiraz could not attain 76,000 in population, based on the proposed Plan in 2010 for it had lacked as much as 21,000 people at that time. But, the residential per capita has increased due to migration from the Central area to other parts of the city and by the migration of the affluent of the blighted areas in the central area. So, increasingly the residential density of a high rise development is much greater than that in the blighted community and that is why, currently, there are excesses in residential units in newly developed high rise apartments, which are vacant and not sold as well. In addition to the high social space constraints, economic costs of the approaches are not quite affordable: it is at least 10-15 times the cost of improving infrastructures in the slums. And so, this scheme has not been successful in the Central area of Shiraz city by any measure.
6.2 The Appropriate Approach

A multidimensional approach in place of “clearance and redevelopment” and ‘Upgrading the blighted area” could be a suitable strategy for the historical centre of Shiraz city. Solution can only gain through making the blighted areas attractive and a place to live in for the low income groups of workers who already reside there and perhaps for some others of slightly higher earning power who may be drawn nearer to their work when living conditions improve. “Upgrading the blighted area” rejuvenates the existing community with minimum disruption and loss of physical and social assets; and home construction in this approach can be done with the residents themselves, by offering optional loans; and government should provide amenity and security for improving the existing infrastructures and basic services, for example, water reticulation, sanitation, garbage collection, storm drainage and security lighting up to an appropriate, basic standard.

It also involves the improvement of footpaths and streets, playgrounds and community facilities. Also, the government should provide the following elements to be integrated in the process of the mission: (1) Achieving efficiency at the program, local and project level; (2) Equity in the form of adequate attention to the need of the less privileged citizens; (3) Empathy in the form of public participation; and (4) Sustainable environmental management for improving the income level of the low income sections, as it is the key to improving the environment and the overall quality of life of the cities. The stage of urban decline in such areas is in the first and the second stages of deterioration; but it is not the worst form of residential blighted area.

On the other hand, “clearance and redevelopment” that causes agglomeration of very decayed constructions with the help of the government, since this stage of deterioration is in the worst degree of urban decline; it may include formal and informal settlements, the worst form and the worst grade of
the blights and slums inside these areas. The building qualities in these neighbourhoods are bad or fit for demolition only and the buildings need thorough repairs. Buildings that are deserted or demolished are considered as short-lasting. It is better to provide help for developing affordable high-rise buildings, and the urban authorities should be able to select the suggested, appropriate approach between the two approaches based on the local conditions, stage of deterioration and building quality. The advantages of this multidimensional approach are given below.

6.2.1 Improving Urban Land Utilization

Land is a scarce and valuable good. It cannot be imported from outside, so urban lands should be used efficiently with maximum utility. In other words, it can be better utilized by increasing the population density or preventing the horizontal expansion of the city. However, the increase in population density should not go very high that the Urban Authority could not prepare the essential infrastructures and main urban services. The Central area of Shiraz city (Ward 8) has the highest population density among the urban wards in 1996 as well as in 2006, but the growth in population density has declined from 175 persons to a hectare to 150 persons to a hectare during the period. People of the Central area have also migrated to other wards due to poor quality of infrastructure, conversion of land uses from residential to other uses, high land values, and deterioration of the built environment. The average of population density for some of the world metropolitan centres, on the other hand, has accounted for 214 people per hectare during 1973 to 1996. So, there is no need to expand the city while there is a lot of capacity inside the cities, especially in the heart of the cities or in the downtown areas which are generally blighted and deteriorated.

In regard to the Municipal bylaws and Cultural Heritage Organization Regulations, some parts of the Central area are characterized by higher
population density but not more than four-floor buildings. They could be designed and drawn from the historic architectural buildings with respect to the tradition and identity of the area. The Government can help the poor people with loans and discounts on the construction materials. It would be good to prevent and be aware of construction realtors or brokers (dealers) as they tend to build with a very high population density (more than 4 floors), for more interest. And such buildings cannot meet the poor residents’ needs.

Reuse of the existing buildings and continuing to build on the compact historical pattern is important for sustainable and durable urbanization. This occurs by the preparation of an inventory of the wishes of the local population by which a part of the population wants to stay, most including older people and young individuals. Others such as families with children want to shift to the suburbs. Creation of proper facilities for old people who want to stay and resettlement schemes or compensation for people who want to leave would be ideal. It provides cities with a clear identity, too.

6.2.2 Decreasing Wastelands and Useless Lands inside the City

The studies on Iranian land uses show that around 10 percent to 12 percent of the urban lands inside the developed areas are either waste or useless, (Aeeni.M, 2007). They are actually considered as urban opportunities for urban renewal and they could be used efficiently. As shown in Table 6.2, in 1992, the wastelands and useless lands (the “others” category) in the historical centre of Shiraz city was 5.27 percent of the total built-up area. Unfortunately, in 2003, this land use increased to 11.85 percent of the total developed area of the Central area. So, upgrading the blighted area could be an effective way to decrease the wastelands and useless lands inside the historical centre.
6.2.3 Decreasing Government and Municipal Costs

Expanding the urban periphery to house the poor people are very costly for the Government as well as for the people. The poor need to be close to the city centres where there are more informal income generating opportunities and the cost of transportation is minimal. Consequently, moving the poor or replacing their physical facilities with public housing creates more extra expenses for the poor and for the cities. The Governments not only had to spend a huge sum of money for cleaning the slums and resettling the inhabitants but also later had to finance public transportation to facilitate access to employment in the Central city. Experiments in India also show that the government expenditures in upgrading projects are about 50 percent less than that of relocation or redevelopment (Narang Suri.Sh, 2011). Their initiatives such as widening of the roads, creation of green spaces and other necessary infrastructures are really less expensive than developing new areas, generally in suburbs, for the poor people. Municipalities have several duties and responsibilities regarding the collection of rubbish, creation of public green spaces, physical infrastructures, public roads and transportation, and urban planning. So, if urban population density increases, the municipal revenue also increases and relatively then municipal expenditures will decrease. Statistics in Iran show that 20 percent to 30 percent of the maintenance expenses decrease compared to when the city growth is horizontal (Aeeni.M, 2007).

6.2.4 Decreasing Urban Insecurities

In urban expansion, there is a necessity to create new security offices or police stations in the newly developed areas but with increasing population density in the city and with the prevalent distribution of population, the possibility for insecurity is likely to decrease. However, the standard security should always be considered and provided. A sense of security makes people always comfortable and at ease. Individual and community safety have to be
considered and provided for in any urban development activities. Women and children have to be brought under the purview of individual safety that an urban community provides for itself. So in the urban renewal approaches like “clearance and redevelopment” and ‘upgrading the blighted area”, urban safety could be higher than the other urban renewal approaches (eradication and relocation) which cause expansion the city without providing any new security offices or police stations among the poor.

6.2.5 Improving Urban Environment and Decreasing Use of Energy Resources

With upgrading the blighted area, and not relocating, transportation costs could be decreased and accordingly the energy resources consumption could be decreased as well. Also, it could have a better effect on air pollution, since 70 percent of air pollution is related to transportation and fossil fuels. In addition, preventing land use changes from natural green spaces, jungles and fertile lands to other urban land uses could be salutary in the long run.

6.2.6 Keeping Current Blighted Areas in Active Economic Cycle

With the renewal of the blighted areas inside the city and upgrading them, the Government could cause increase in land prices, and also prevent decreasing prices and raise investors’ motive for investment. Native people are not reluctant to quit their old districts but they have greater tendencies to stay back and, if necessary, also reclaim their older habitats.
Section two:

A SWOT Analysis (Strengths, Weaknesses, Opportunities and Threats of Urban Development in Shiraz)

SWOT analysis is simply understood as an examination of an organization's internal strengths and weaknesses, opportunities and threats. It is a general tool designed for use in the preliminary stages of decision-making and is a precursor to strategic planning in various applications. It is most effectively used even as it is flexible. Situations change with the passage of time and an updated analysis should be made, frequently. SWOT is neither cumbersome nor time-consuming and is effective because of its simplicity, (Adepoju and Famade, 2010).

Appropriate human resource management techniques can play an important role in organizations. In 1980, a strategic approach to human resources by a number of experts was emphasized and this changed thinking and action that led to increase in specialization and use of less than words in personnel management (Schenkerman. S. 1994). In the decades of the 1980s and 1990s changes in the operational environments of human resource management led to increased attention to strategic human resource management. According to studies done by many authors (Hendry and Pettigrew, 1990, for example), interaction between organizational systems and human resource management has favoured human resources strategic management with coordination between organizational strategies and human resource policies, caused by synergism (for example, Chadwick, 2005).

This section has the purpose of SWOT analyzing the central area of the city of Shiraz in Iran and thus helping to generate an integrated strategy based on the targets and objectives that were emerged from the consideration of section one.
The integrated strategies are provided base on “Recognising and selecting an appropriate approach between upgrading the blighted area and clearance and redevelopment based on the local conditions” for different aspects of the historical centre of Shiraz city; such as human resources evaluation, planning, development and management, considering urban management and participation, traffic and transportation, human resources (particularly, socio-economic and cultural) and land use patterns (physical and socio-cultural) in the context of the historical centre of Shiraz City of Iran. The present chapter is based on a descriptive. The main target is considered as an applied type in regard to its objectives, however. Data and information have been collected through studying the central city of Shiraz, literature on a variety of aspects of it in connection with the doctoral research, the municipality of Shiraz, Iranian organization of cultural heritage, crafts and tourism and the ministry of housing and urban planning as an administrator of some experience and as a scholar of the University of Mysore, India.

The integrated strategy that is discussed in this chapter is a special list for the historical center of Shiraz city. It is customized to the local conditions, based on a set of parameters - the location, socio-economic and cultural fabric of Shiraz city. It is a good combination of public participation, urban management and human resources as well as urban infrastructure (land use patterns and transportation) for urban poor. The main approach is interventionist and renewal of blighted area of the city is considered a multidimensional aspect of ‘upgrading blighted areas’ and ’clearance and redevelopment’.

SWOT analysis is for generating meaningful information for each aspect of SWOT (strengths, opportunities, weaknesses, and threats) in order to maximize benefits of this evaluation and find their competitive advantage. It should not be viewed as a static method with emphasis solely on its output but rather as a dynamic part of management, planning and development
processes, as this model helps with revealing obstacles, capabilities, and extracting shortcomings and lessons; and also what might work and what might not, and why. It is important to understand that one item could be an opportunity as well as a threat at the same time.

6.3 SWOT Analysis

The following pages highlight the SWOT of various aspects of urban development in the city of Shiraz, but particularly the Central area of the city under study.

6.3.1 Urban Management and Public Participation

6.3.1.1 Strengths

- There are historical, social, economic and cultural values and attachments in the central city of Shiraz necessitating public participation in urban development and management.

- There are many monuments and valuable elements which attract tourists and they generate incomes for relevant organizations.

- There is good relationship between the Municipality (of the central area) and the Urban Council.

- There are appropriate municipal plans and there are also targets and strategies at a high level of urban management.

6.3.1.2 Weaknesses

- Lack of proportion or relation between education level of skilled workers and their duties at the municipality.

- There no mechanism or proper instrument to make public participation succeed.
• Municipality does not have sustainable income from their static and stable resources and is unable to support and afford amenities in the central area.

• Local people with low incomes in the central area cannot financially participate or are able pay municipality’s dues of whatever description.

6.3.1.3 Opportunities

• There is a consistent tendency in the central area to attract and absorb private investors in the renewal of blighted areas.

• Urban planners are ready to help in the various levels of urban management.

• Municipality is on the lookout for independent income generators and is also looking for new income generating resources.

6.3.1.3 Threats

• People do not have complete trust in municipal actions or access to government amenities, and therefore they do not participate in urban projects.

• Officials of the municipality face stiffer and big problems that they lack many, skilled positions. Accordingly there are many urban projects which have not been accomplished and also most of the municipal income is based on construction works and a small portion is the permanent and stable income resource.

• Lack of harmony and efficient relationship between urban organizations leads to many conflicts and competition between them.
• Lack of supporting and clear rules to absorb and attract private investors for urban amenities.

• There are just two kinds of public participation among people: voluntary and imposed. There are other kinds of public participation like the participation *provolone* (meaning of the word in English).

6.3.2 traffic and transportation

6.3.2.1 Strengths

• The existences of strong pedestrian paths cover the whole of central area and they are also around the main tourist centres like the Bazaar (Markets) and Karimkhani Cassel. They are a great attraction for the tourists.

• There are both public and private transportation in the central area.

• There are arterial roads (express ways) on the peripheries of the central area.

• A small proportion of people have private cars and this decreases traffic congestion inside the central area.

6.3.2.2 Weaknesses

• The area under roads in the central area is small and also their width is narrow.

• There is a lack of road hierarchy in the central area.

• Lack of traffic signs, signals, kerbs, and hump or pavement markings can be seen.

• Lack of parking place.

• There is no motor vehicle connectivity from north to south in the central area.
6.3.2.3  Opportunities

- There is likely that a subway passing through one of the arterial road in the central area will be available in a few years (Karimkhan zand boulevard).
- There will be two subway stations alongside of Karimkhan Zand Street which are close to the Bazaar.
- There are many vacant lots and deteriorating buildings in the central area, which gives a good opportunity to create parking lots.

6.3.2.4  Threats

- A portion of Karimkhan Zand Street was built as a subway; it passed in front of Vakil Bazaar, which led to this shopping centre losing many of its customers.
- The existing and the centralization of the main religious centres and shopping centres have absorbed intense traffic.
- Focusing on conservation, the narrow roads are exaggerated much by the Heritage Organization.

6.3.3  Human Resources (Socio-economic and Cultural)

6.3.3.1  Strengths

- There are many suitable job facilities and opportunities in the central area in regard to tourism affairs.
- There are some old and authentic families in the central area whose support, respect and appreciation of the identity of the central area is valuable.
• There is a high tendency to develop religious and cultural activities because of the existence of many famous and national religious centres.

• Central area of Shiraz city is the first and main centre for supplying clothing throughout the city.

• There is a good balance between male and female population (sex ratio).

• There is an upward trend in literacy in the central area, especially among the girls and women.

6.3.3.2 Weaknesses

• Central area cannot use every socio-economic opportunity and also the potential inside the area. There are thus certain weaknesses in the present shopping centres or other religious and cultural centres and hence there are no supports for any new kind of opportunity.

• The change of land use from residential to commercial uses and the shortage of land has resulted in a decline in residential values and ushered in unsafe practices in the area which in turn has been increasing delinquencies and anti-social activities.

• A negative decennial population growth rate during 1996 to 2006 has occurred and the central area has the highest negative growth rate among all the wards of Shiraz city.

• A majority of people living in the central area belongs to low income category.

• Youngsters in the age group of 20 to 24 years have jobs as menials and construction workers only.

• There is a high unemployment rate, especially among the educated class of people.
6.3.3 Opportunities

- Central area is the heart of the city, as a religious, cultural and economic centre.
- There is great yearning for renewal of the blighted area by some private, public and governmental organizations.
- People and tourists like to see all religious monuments and other cultural centres.

6.3.4 Threats

- Decreasing residences inside the central area and preventing immigration of low income groups and people from Afghanistan is particularly a humanitarian question, but must be done to preserve the central area.
- Increasing delinquencies, robberies and other socio-economy problems.
- Private investors do not have enough stimuli to invest because of weak urban management and they are also not sure about their future prospects.
- Reducing the number of tourists visiting the central area because of its limited social carrying capacity and wish for reducing ecological footprint.

6.3.4 Land Use Patterns (Physical and Socio-cultural Aspects)

6.3.4.1 Strengths

- There are many valuable monuments, religious centres, business and shopping centres in the central area which have cultural, architectural, historical and economic value.
• The area of urban ‘spinal column’ which includes valuable urban elements such as the Bazaar and the mosques.

6.3.4.2 Weaknesses

• The severe deterioration in the central area due to lack of resistance from constructions against earthquakes.

• Lack of green, sports and open spaces for leisure activities.

• Lack of hygiene, therapy and educational centres in the central area.

• Lack of motivation for renewal of buildings, especially in the heart of neighbourhoods

• Central area of Shiraz city has severe deficiencies in sewers, drains and water pipes. Underground water concerns interfere with septic tank constructions and they often become impractical or overloaded, leading to many hardships and unhygienic conditions for inhabitants.

• Many of the buildings of tourism have become deteriorated and such places have become garbage dumps.

• In the central area are a high percentage of rented housing in comparison to outer Shiraz city and it is an evidence of unstable settlement or temporary nature of house ownership.

6.3.4.3 Opportunities

• There are promising economic opportunities in the central area and greater tendencies to develop commercial and business activities.

• Urban management and government organizations have greater tendencies for renewal of the blighted areas.
• Native people have many memories about the central area and this helps with attracting their participation.

• There are large tourism potentials in the central area, evidenced by the abandoned or blighted monuments.

• There are greater tendencies to develop public transportation and also pedestrian passages.

6.3.4.4 Threats

• The central area is becoming a commercial centre without any concern for necessary infrastructure.

• Continuity of blighting in the central area and lack of resistance against natural disasters.

• There is a new trend toward building new high rise buildings (four floors or more) in the central area and it does not have any harmony with its surroundings; however most of the new units are still empty.

• There is some unorganized and unplanned demolition of blighted areas.

• There are still many legal problems related to buying of joint properties by the municipality and these act as a threat to the renewal of the blighted areas.

6.4 Recurrent Problems of Blighted Areas of Historical Centre of Shiraz City

There is no “miracle” cure for apparently similar problems. Documentation of methods used, results obtained, and extraction of lessons from past experiences hold the key to success in nature initiatives. Difficulties
encountered in the revitalization of districts in cities often vary but the following seem to be recurrent:

- Lack of serious diagnosis and component expertise to assess the situation and provide alternative strategies for intervention;
- Lack of training, inadequacy of technical capacities, especially in terms of linking traditional and modern know-how;
- Insufficient involvement of local communities;
- Complete destruction without any consideration of heritage value, in order to build ‘modern’ structures, notably in residential areas;
- Exclusively preservation-driven approach, underestimating the functionality of the district and the city as a whole;
- Lack of cooperation and coordination among local, national and international actors;
- Unsustainable financing mechanism, either relying entirely on the state or on external donors;
- Tourism developed as the sole economic activity, and thus unsustainable in the long run;
- Historical districts should not be viewed as an optional extra, or areas which merit intervention only after what are perceived as basic needs (new housing, water and sanitation, and transport) have been addressed. Rather, their revitalization must integrated all these elements, and should be seen as central to the development vision of any city;
- Revitalization of historic districts can only be sustainable, if it takes into account the needs and priorities of the living communities that inhabit these areas, rather than aiming to beautify and sanitise them in the interest of promoting tourism or building an image of a world-class city;
• Collaborative revitalization efforts that build on past and ongoing initiatives, and involve a wide range of actors, hold the key to successful resource mobilization as well as implementation;

• Participation of the local stakeholders must form the basis of any revitalization effort - while defining the boundaries of the historic district, identifying what needs to be retained, highlighting the aspirations of those who live and work there, as well as implementation projects;

• Public spaces accessible to all citizens and communities can help build a sense of pride and belonging among city residents;

• Tourism should not be seen as the sole strategy for the development of historic district. A multi-functional, diverse economic and social structure is more sustainable as well as authentic; and

• Revitalization projects should be maintained into governance structured and institutions, and systematic changes introduced as a result of the lessons learn from pilot interventions. At the same time, it must be acknowledge that without significant legislative and policy reform, it may be difficult to transform the approach to revitalization of historic districts in Shiraz city, such as Conservation laws which freeze development around notified and / or protected monuments and structures are often counterproductive to sustainable development and need to be modernized.

6.5 Targets / Objectives

From a deeper understanding, and the SWOT analysis above, of the central area of Shiraz city, certain targets and objectives emerge as the most important to consider in the overall development and management as well as towards the conservation and preservation of the historical and heritage sites of the central city. They are given below:
• Rejuvenating the historical centre of Shiraz city through a multi-dimensional approach in regard to ‘clearance and redevelopment’ and ‘upgrading blighted areas’. The multidisciplinary approach for “clearance and redevelopment “ and “ upgrading the blighted area” holds good both for housing old residents as well as for provision of infrastructure for the urban poor; Some declined neighbourhoods in the central area needs only “upgrading the blighted area”, the stage of urban decline in this kind of areas is in the first degree of deterioration. With this approach, the government could provide and improve urban infrastructures, basic amenities and governance reform. This approach excludes home construction since the residents can do it themselves but instead government could offer optional loans or specific discounts on construction materials for home improvements. Some blighted neighbourhoods are suitable for “clearance and redevelopment” with higher population density (maximum four-floor buildings), the stage of urban decline in this kind of areas is in higher degree of deterioration and it is the worst form of residential blighted area. Temporarily moving the slum residents, cleaning the land and building new housing at the same site is the best appropriate approach. The two approaches may vary from one neighborhood to another.

• Increasing public participation

• Fortifying the role of CBD for the central area, by increasing the commercial and cultural activities in regard to control of traffic.

• Returning life, freshness and old identities to the central area, again.

• Increasing environmental attractiveness, eco-friendliness to absorb private or semi- government renewal and rehabilitation.

• Improving the physical and socio-economic structures in the central area.
• Creating socio-economic and cultural balances between the central area and the rest of Shiraz city.
• Preparing unique management to face renewal and rehabilitation projects.
• Considering some new rules, official regulations and new financial resources to rehabilitate unresisting buildings.

6.6 Integrated Strategies from SWOT Analyses

Integrated strategies are based on the main targets (objectives) and recurrent problems that are specified for the historical centre of Shiraz city as mentioned before in some detail. Integrated strategies are formed under four categories: Weakness-Opportunity Strategies (W-O), Strength-Opportunity Strategies (S-O), Weakness-Threat Strategies (W-T) and Strength-Threat Strategies (S-T) for different aspects: Public participation and urban management, traffic and transportation, Land use patterns and human resources,( Table 6.3).
Table 6.3: Integrated Strategies from SWOT Analyses

<table>
<thead>
<tr>
<th>Strategy (W-O)</th>
<th>Public participation and urban management</th>
<th>Traffic and transportation</th>
<th>Land use Patterns</th>
<th>Human Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Attract private and public investors for renewal projects through motivation and incentives by increasing construction, floors or some specific land uses. 2. Promote NGO and public participation. 3. Use of Government aid, changing legal regulations about joint properties. 4. Encourage partnership between private sector, government and civil society. 5. Response of the government to provide minimum basic amenities and</td>
<td>1. Prevalence of using public transportation and pedestrian roads in the central area. 2. Creation of multi-storey parking for some land uses which attract more passengers, like cultural heritage, commercial and religious places.</td>
<td>1. Give some practical activities to some monuments which are useless and becoming dilapidated day by day. 2. Fair distribution of infrastructure throughout the central area and proposing equal distribution of citizenship rights. 3. Encouraging of renewal in the heart of the central area not just on the edge of main roads. 4. Making the blighted areas</td>
<td>1. The urban authority should not exile poor people from their houses by force or by buying them very cheap houses during urban renewal process in the historical centre of Shiraz city. By this action they just move poverty to other parts of the city. 2. Defined internal and external financial resources for renewal and redevelopment. 3. Encouraging the private and</td>
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infrastructure facilities to the weaker sections of the central area population.

6. Improving local government capacity to manage heritage is a positive reference for those seeking sustainable solutions towards the revitalization of historic areas.

7. In order for the revitalization effort to last, the residents must take the initiative and the government should provide the necessary administrative support, so that the residents will be able to take care of their own neighbourhoods.

8. Urban environmental improvement through better solid waste attractive and a place to live in for the low income groups of workers who already reside there and perhaps for some others of slightly higher earning power who may be drawn back nearer to their work when living.

5. Enhancing public spaces and the urban environment.

6. It should be ensured that every blight area locality has a primary and secondary school.

7. Provision of properly functioning public sectors or upgrading the corporation public sectors by creating some motivation and incentives in their investment areas to have trust about their benefits.

4. Formal and informal public training to increase their culture and social level (increasing public awareness by media, women’s training).

5. Increasing social security and safety by use of public help and police observation.

5. Developing employment creation involving the urban poor.

6. Supporting
<table>
<thead>
<tr>
<th>(S-O)</th>
<th>1. Residents empowerment, creation of job opportunities and physical development are the three main aspects of a</th>
<th>1. Increasing quality of current public transportation and also suggesting new</th>
<th>1. Using the potential and the existing physical opportunities to attract more tourists.</th>
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<tbody>
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<td></td>
<td>management, urban greening and introduction of non-polluting transport provided important support to the street restoration and heritage conservation efforts.</td>
<td>schools which have virtually lost their importance and purpose.</td>
<td>creativity and cultural diversity by helping artists and craftsman in maintaining and transmitting their know-how, promoting traditional arts forms and artisans and their arts and crafts in the historical district.</td>
</tr>
<tr>
<td></td>
<td>9. Modernizing historic districts while maintaining their identity and authenticity:</td>
<td>10. Health insurance has to be provided at cheaper rates.</td>
<td>7. Developing tourism, but not only tourism by transforming historic districts into museums emptied of local trade and life</td>
</tr>
</tbody>
</table>
sustainable renewal plan which should be integrated and implemented separately.

2. The price of renewed residential apartments should meet low income people’s needs and it can be done by some encouraging policies such as low interest loans and a special discount for them.

3. Public participation should help the development programmes in Two ways, in plan formulation and implementation.

5. Local self governing institution could be a step in the direction of people’s empowerment. It is very necessary to types of public transportation and linking them to the city and regional centres.

2. Improving and widening of the current roads around subway stations and to ease up on the movement of pedestrians and vehicles.

3. Widening the current roads also cause land price and motivation for renewal increasing.

2. Using better the existing religious centres to attract pilgrims from the city, region, country and even the countries around.

3. Using centralization and fortifying spinal structure of the central area.

4. Urban authority should give some civic amenities in some areas to encourage private and public investors to do urban renewal project.

5. Reconciling heritage with modernity.

6. Encouragement to household industries, heritage.

2. Increasing of job opportunities and employment in the Central area in respect of its location and its situation related to tourism, commercial, religious, and cultural activities, which have harmony with their surroundings.

3. Encouraging and creating some commercial centres or Bazaars on the periphery of central areas.

4. Modernizing historic districts while maintaining their identity and authenticity.

5. Supporting
transfer decision – making and administrative functions to the local and area level organizations. We can gain from the process of decentralization and devolution together by this action.

6. attract employers who can provide suitable jobs for inhabitants

7. set up a mixed social network as well as improve living conditions.

creation of organized commercial spaces for retail and wholesale markets.

7. Setting up of large-scale production units (say, assembly line jobs or garment making units), where the youth and women may be employed in large number.

8. Provision of vocational training institutes and training workshops on manufacturing of handicrafts may also be considered.

9. Proposing residential-commercial land uses (multi-

creativity and cultural diversity.)
1. Change and ease up on some municipality rules about increasing construction density or changing some land uses.
2. During renewal projects, government or municipality should provide a temporary residential apartment for very poor people (who cannot even rent a house) at least for 2 years and some residents who are more rich (but their houses are dilapidating yet) must generally avoid purchasing their houses because of:

<table>
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<tr>
<th>(W-T)</th>
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<tbody>
<tr>
<td>1. Avoiding the passage of highways through the central area and moving them to the periphery of central area.</td>
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<tr>
<td>2. Creating new passing roads or widening current narrow roads which connect the heart of central areas.</td>
</tr>
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</table>

1. Give resistance to buildings against earthquake and other disasters.
2. Avoiding some unplanned and fast demolishing of blighted areas which cause more problems and the new projects are not in harmony with its surroundings (for example, Beynolharamein project)
3. The government, in regard to its limited resources, avoiding creation of some weak and ineffective activities on the periphery or edge of the central area.
<table>
<thead>
<tr>
<th>Following reasons:</th>
<th>should provide basic infrastructures and services to many instead of formal houses to a few. The poor are solving their problems by spontaneous action.</th>
</tr>
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<tbody>
<tr>
<td>a. They will go to other parts of city and create a new blighted area in some other parts of the city.</td>
<td></td>
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<tr>
<td>b. We want to use their participation in the renewal process and also decrease expenditures of projects by suitable management.</td>
<td></td>
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<tr>
<td>3. The sustainability of the project depends on increasing household incomes and reducing unemployment.</td>
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<p>| (S-T) 1. Change of cultural heritage organization rules and make them more flexible for | 1. Improving the passing roads to attract more tourists and | 1. Create some linkage between the central area and its social cohesion, improving local image, reducing |
| 1. Enhancing social cohesion, improving local image, reducing | | |</p>
<table>
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<tr>
<th>conservation policies and some structures which are not cultural monuments.</th>
<th>people. 2. Defining urban position of “Beyno Lharamein” a vast demolished region inside the central area and creating organic roads as they were before in order to linking this area to its surrounding environment.</th>
<th>surroundings - Shiraz city district. 2. Streets are full of vigour, vitality, life, energy and variety compared to new developed streets. The planners need to be aware of the quality that these streets possess and their utilities need to imbibe on the new generation. 3. Housing should be adapted to the needs and resources of the occupants; otherwise it becomes oppressive. 4. Focus particularly on the revitalization of public spaces.</th>
</tr>
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<tr>
<td>2. Efforts to gain unique management and avoid having different views about renewal and redevelopment. 3. Urban renewal projects should affect each other and in order to sustain development, it is better that these projects are connected with each other Also the need of the public sector, public urban spaces and public domain are vital for a coherent vision.</td>
<td>4. The necessity for government to give assistance has been clear and it is evident that private enterprise, unaided, is offending behaviour, promoting interest in the local environment, Developing self confidence, exploring identifies, Enhancing organizational capacity, supporting independence and exploring visions of the future.</td>
<td></td>
</tr>
<tr>
<td>2. Streets are full of vigour, vitality, life, energy and variety compared to new developed streets. The planners need to be aware of the quality that these streets possess and their utilities need to imbibe on the new generation. 3. Housing should be adapted to the needs and resources of the occupants; otherwise it becomes oppressive. 4. Focus particularly on the revitalization of public spaces.</td>
<td>2. Developing tourism, but not only tourism and not transforming historic districts into museums emptied of local trade and life. 3. Improving the living conditions of the urban poor as well as</td>
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<tr>
<th>not able to provide an adequate supply of satisfactory housing to meet the wide variations in the income levels of the people.</th>
<th>and social networks within historic areas. Both these elements are threatened by the neglect of these areas and uncontrolled, chaotic development therein.</th>
</tr>
</thead>
<tbody>
<tr>
<td>5. These are welcome strategies which mark a shift from monument-and site-centric approaches to area-based, people-focused strategies and from rigidly-applied preservation to flexible and guided development.</td>
<td>5. Improve environmental quality.</td>
</tr>
<tr>
<td>6. The important of balance between historic preservation and urban revitalization are vital. The conservation of historical centre of Shiraz city cannot be done by measures that freeze development also the revitalization</td>
<td>sustaining their improved status.</td>
</tr>
</tbody>
</table>

4. Provision of security of tenure to blight dwellers and relocation or resettlement of dwellers in objectionable locations to suitable places.

5. The concept of rental housing for the poor should be also be considered and tested.
of blighted area in this district must allow changes to take place while maintaining its identity, its value and function must be respected in the metropolitan Shiraz.

6.7 Different Aspects of Appropriate Approach and Strategy for Historical Centre of Shiraz City

A multidimensional approach between “Clearance and Redevelopment “and “Blight upgrading” could be a very suitable urban renewal vision for historical centre of Shiraz city. The section below tries to outline some recommendations and strategies for improving the living conditions of the urban poor as well as sustaining their improved status.

**Housing:** One of the foremost requisites in housing is that of provision of security of tenure to blight area dwellers and relocation or resettlement of dwellers from objectionable locations to suitable places. Further, there is need for better access to the heart of the residential neighbourhoods, which is very essential. The concept of rental housing for the poor may be also be considered and tested.

The proposed housing for blighted area should not be so high-rise nor current situation, and it could be between 2 and 4 floors, which can be mixed with land uses such as shops and stores. It causes increase in land prices, so the owners of the houses gain enough motivation to renew their houses.
Sometimes, increasing the width of the very narrow roads could have good economic effect on the properties; and such initiatives are very impressive on poverty alleviation without any extra costs from the municipality and government. However, it should be noticed that municipality should have strict observations and proper regulations about housing in respect of issues such as construction height, compatibility of the facades and urban cultural identity.

**Basic Amenities:** The feasibility of installing alternative sanitation systems for un-served or underserved areas and interlinking with city’s underground sewerage system needs to be taken up, keeping the local physiographic conditions and economic constraints in mind. Communication plays a very important role in increasing the community awareness of good hygiene practices relating to maintenance of sanitary facilities and other environmental sanitation issues. Decreasing the stability of many structures and monuments in the central area, due to underground water, is absorbed by the basement of the buildings and underground water causes septic tanks miss their functions and they become impractical or overloaded and it leads to many hardships and unhygienic conditions for inhabitants. Because of the narrow roads, vehicles cannot get to the houses for discharging and also such septic tanks cause pollution of the underground water and environment.

One solution is to prevent the entry of storm water from other parts of Shiraz city to the Central area and not to let the storm water flow to the septic tanks, by providing a storm water system separately. All this leads to decreasing underground water level in the Central area, with the result that the old septic tanks becoming obsolete and, in many localities, they are overloaded. The existing treatment process is also most outdated. Lack of urban sewerage or drainage system is another major problem which the entire old city is facing. The institutionalization of sustainable service delivery approach needs to be situated in the context of either a specific project or the regular program of service delivery to the poor. A sustainable approach requires sustainable
involvement of the community and its resources, and this requires the program to be accredited, which however depends on its direct impact on the existing level of services.

**Livelihoods:** Setting up of large-scale production units (assembly line jobs or garment making units), where the youth and women may be employed in large number, can be considered. This does not have to be publicly provided, but incentives may be granted to private initiatives at an initial stage. Provision of vocational training institutes and training workshops on manufacturing of handicrafts may also be considered.

Also the historical centre of Shiraz city could be a centre of some powerful commercial activities such as financial markets, stock exchanges of some commercial and industrial companies and national gathering halls, and by these actions the Central area could be put inside an active economic cycle. Although some projects can have a reverse effect on the factor, for instance, the Zand subway which pass in front of the Vakil Bazaar, decreasing the role and economic role of Vakil Bazaar, since it prevents the direct and easy vehicle access to the Bazaar; instead, it leads to economic stagnation of area.

**Public and Semi-public (with emphasis on recreational land uses):** The need to develop public and semi-public uses to all urban poor families is an absolute necessity. It may be pertinent to mention here that the feasibility of adopting a policy of encouraging some of public and semi-public land uses, which are inadequate in the historical centre of Shiraz city such as sports, playgrounds, parks and cinema halls. It is recommended that they may be operated by the Government, or NGOs and community based organizations, and this idea has to be given a serious thought. It should be ensured that every blight area / locality has proper land uses. Ways of supporting skill development in the informal sector needs to be explored. All these would require improvements in coordination and development of a common policy.
and regulatory framework among various public and private sector (including NGOs) providers of mention land uses in slum areas in addition to provision of properly functioning public sectors or upgrading the mention land uses which have virtually lost their importance and purpose.

**Health:** Similarly, regarding the other community facilities like dispensary, private hospitals, government hospitals are not available in the historical centre of Shiraz city, as per the information given by the tables and respondents in the previous chapter of this study. A number of government and private hospitals have come up in the other districts of the central area, but the adequacy of these land uses for residents of central area and also in Bala Kaf district is not satisfactory. It is imperative to establish effective partnership among all health service delivery agencies in the city decentralize the health care management system by ensuring community participation in slum based programs.

This may be accompanied by promotion of outreach programmes on negative traditional practices. All government health facilities will have to be made women friendly and care has to be taken to enhance women’s knowledge of hospital services and facilities. The logistic and supply of essential drugs and equipment for health facilities in slum localities, needs a major boost. Last but not least, health insurance has to be provided at cheaper rates.

**Vulnerable Sections:** In order to address the exclusive needs of the more vulnerable among the urban poor (for example, the elderly, physically and mentally challenged), a National Social Protection Policy such as the “Emam Khomeini Committee” has to be put together. Such a policy will identity vulnerable groups and considers access to food (security), access to social services and other social safety nets for the groups. This will have to be accompanied by a transparency mechanism at the organizational level so that the employees can report; but the defaulting employers when social security
benefit is not provided must be penalized according to the law of the land. In addition, child protection agencies will have to be supported to collectively develop and implement a child rights policy, and provide foster homes that are well-monitored for orphans and street children.

**Good Governance:** One of the keys to good governance is to develop and maintain capacity for data collection analysis and reporting for evidence based policy making. This would require capacity building at community level for the coordination of data collection and compilation to support the monitoring and evaluation of the poverty reduction strategies.

**Local Government Resources:** The local governments and other implementing organizations should find a way to raise resources locally. This not only increases their commitment but also ensures that resources for the continuation of programs are available. One way to achieving this is to earmark certain percentage of annual budget exclusively for community development and service delivery to the poor.

**Environment:** It is absolutely necessary to formulate and implement sound environmental policies for blights accompanied by surveillance mechanisms in disaster prone regions.

**Building Partnership:** A sustainable approach to service delivery can be institutionalized only through a partnership involving the local government, other service providing public agencies, non-governmental organizations, community based organizations, donor agencies and the poor communities. The state and national governance should also be involved to give political, legal and institutional support.

**Community Participation:** A key factor in designing a sustainable program of service delivery is to involve the communities in planning, implementing and monitoring processes. Participatory planning approaches
including micro-planning and stakeholders’ consultations are quite useful in designing community participation. The objective of community participation should be to ensure community ownership of the created infrastructure. There is need to work out strategies to promote and disseminate best practices and advocate at different levels to influence policies, practices and decision making processes.

**Land Release Mechanism:** Another way to reduce the formation of new blights and slums is to work on a mechanism to release sufficient and affordable land into the market. This helps to avoid the worst, long-term problems of squatter settlements, even though services take a long time to come to such an area. Land release mechanisms are an important element in any urban upgrading strategy, and a crucial one in cases in which there is need for involuntary resettlement. A plan of the whole city needs to be drawn up which would give clarity regarding location and spread of slums across the city zones, with land ownership, densities, vulnerable blights and slums which probably need to be relocated as well. This needs to be linked with the Master plan of the city. It is very important that such a plan is prepared keeping the future of the urban poor migrants in mind. Such a plan needs to be dynamic that would be reviewed every five years, though in Indian Master Plans are prepared for much longer time spans.

**Cost Recovery Approaches:** Sustainability of service delivery requires that a project is viable to meet at least the operation and maintenance expenditures. Most of the time, pricing and cost recovery approaches including subsidies are insufficiently designed and poorly targeted. There is lack of willingness to charge among the project implementing agencies due to the erroneous assumption that the poor cannot pay for the services. Out study also shows that the poor has the willingness to pay for improved services and they are already paying high amount for alternative sources of service delivery. Hence, there is a need to develop appropriate tariff policies to ensure cost
recovery for better operation and maintenance with targeted subsidies for those who are really poor.

However, scaling up requires simultaneous efforts by both national and local governments to eliminate impediments at both the levels. While the Central Government addresses policy matters and regulatory impediments nationally and initiate nationwide programmes, local authorities should design strategies to make appropriate interventions and regulatory changes in the cities. Local experiences should also be fed back to the Central Governments to influence their support to cities as well as for redesigning national programs.

The general approach to tackle urban poverty in the historical centre of Shiraz city is three-pronged:

- Proper diagnosing to asset the situation and provide the appropriate approach for intervention in the historic centre of Shiraz city.

- Low income groups and all current residents have the priority right to stay and reside in the area, so solutions should be in favour of poor people.

- Provide urban poor with housing and infrastructure by government help.

6.8 Conclusion

The renewal interventions and approaches which currently have been operative in the central area of Shiraz city are “eradication and relocation” and “clearance and redevelopment”. After consideration and analysis of the two schemes, it was realized that the two approaches were not successful in regard to socio-economic and physical aspects and neither were they the sustainable approach for the urban poor. The multidisciplinary approach for ‘clearance and redevelopment’ and ‘upgrading the blighted area’ holds good both for housing
old residents as well as for provision of infrastructures for the urban poor; it could be a very suitable and a viable general approach. In fact it is an overall and appropriate approach as a general rule for the historical centre of Shiraz city, in regard to the vital goal of urban renewal that would be in favour of the poor people of the city. Assessment of the strengths, weaknesses, opportunities and threats of the four different aspects of the historical centre of Shiraz city such as land use patterns (physical and socio-cultural aspects), human resources (socio-economic and cultural), traffic and transportation, and urban management and public participation were provided integrated strategies in details, which they are based on the main and general approach that emerge from the considerations in section one; The multidisciplinary approach for ‘clearance and redevelopment’ and ‘upgrading the blighted area’. Also integrated strategies emerges from the SWOT analysis, were considered based on the recurrent problems of the blighted central area of Shiraz city, although the scope and degree of specific interventions would vary from ward to ward in the Central area of Shiraz city, as discussed. It is well understood that not all of it can be achieved within a short span of time. Some of these need immediate attention while some other processes could begin later and in good time. To some extent, choosing the correct approach depends on the stages of deterioration and building quality in the specific area.

Some declined neighbourhoods in the Central area need only “upgrading the blighted area”, for the stage of urban decline in such areas is in the first degree of deterioration. With this approach, the Government could provide and improve urban infrastructures, basic amenities and also governance reform. This approach excludes home construction since the residents can do it themselves but instead the Government could offer optional loans or specific discounts on construction materials for home improvements.

Some other blighted neighbourhoods such as Bala Kaf district are suitable for “clearance and redevelopment” with higher population density
maximum four-floor buildings), the stage of urban decline in such areas is at a higher degree of deterioration and it is the worst form of residential blighted area. They are not suitable for home construction by the residents themselves or for choosing “upgrading the blighted area” approach, but temporarily moving the slum residents, cleaning the land and building new housing at the same site is the best and appropriate approach. Essential part of this approach is of transferring tenure and ownership rights to the poor in the same area after redevelopment and it has been shown to motivate occupants to invest two to four times the amount of funds that the government invests in housing and infrastructure improvements in a blighted area. The considered experiences have shown that the residential density of a high-rise development should not be very much more than that of a Central area community; it could be maximum 4 floors, the economic costs of this approach should be affordable for the poor people as well. The scope of specific interventions would however vary from ward to ward in the Central area of Shiraz city. Clearly, to achieve the ideal situation of a ‘blight free’ city, it is not possible to have only one plan or solution. The arduous task of preparing a city specific strategy is an absolute necessity.

The application of SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis has been an effective and useful tool in decision making. It is an analytical method used to identify and categorize significant internal (Strengths and Weaknesses) and external (Opportunities and Threats) factors. Integrated strategies such as (W-O), (W-T), (S-T) and (S-O) strategies provides information that matches a project’s resources and capabilities to the physical, social, economic and political environments in which it has no control in historical centre of Shiraz city. Probably, the strongest message from a SWOT analysis is that, whatever course of action is decided, and on elements, building on strengths, minimizing weaknesses, seizing opportunities,
and counteracting threats could save us a lot of troubles. But to do so, we need to know them ahead.

However, it is important that all kinds of urban historical interventions should be done with regard and respect to the urban main structure (the historical physical texture), but not repetitions necessarily to create new urban spaces that could be used by the next generations as well; and this can be a vital urban goal for historical areas and not be different from one ward to another.

It is important that the Municipal and urban authorities should be able to recognise and select an appropriate approach for “upgrading the blighted area” and “clearance and redevelopment” based on the local conditions. It has to be customized to the local conditions, based on a set of parameters such as the location, socio-economics, physical and cultural fabrics of each neighbourhood, and it should be re-emphasised that it is better to avoid “evacuation and relocation” of the poor from the central area of Shiraz city to the other parts of the city.