



A Pathological Analysis of Mashhad Neighborhood Development Offices from A Local Participatory Planning Perspective

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ABSTRACT

The neighborhood development offices in the neighborhoods targeted for regeneration have taken a big step towards increasing the participation of the residents. However, the city administration emphasizes solving the problems with a spatial approach rather than solving the economic and social problems. This study aims to analyze the performance of neighborhood development offices in selected neighborhoods (Sis Abad, Toroq, Darvi, 22 Bahman, and Vakil Abad) in Mashhad from a local participatory planning perspective. Using the “Plan-Process-Results (PPR)” approach, And the statistical population included 24 experts in the field of urban regeneration, the officials of the development offices of selected neighborhoods and the trustees of selected neighborhoods were used, and the means of collecting this research are semi-structured interviews, questionnaires and library studies. The research criteria including context building and trust building, use and promotion of local capacity to develop the neighborhood, drafting a strategic document for the regeneration of neighborhoods (participatory document), and interaction with the city managers and other government agencies were evaluated. The results concerning context building and trust building showed that although the trust-building projects have progressed up to 50%, execution challenges have led to the loss of the residents' trust to some extent. Furthermore, the neighborhood development document lacks any executive guarantee and legal support. Thus, it seems that trust building takes place step by step when the demands of residents are addressed. In addition, local knowledge, receiving public feedback, and local authorities can act as facilitators to build public trust and promote public support.

Keywords: Neighborhood Development Offices, Participatory Planning, Indigenous Planning, Mashhad

1. Introduction

In light of new developments, the authority and legitimacy of the government for community management and planning for public life have been strongly questioned and have led to a wide expansion of the concept of civil society [35]. The local community is considered the platform for the actions and interactions of modern people, and the governance of the local community is a process that focuses on

providing opportunities for communities to express their opinions and make decisions on issues related to the local community. Participatory planning was formed following the crises caused by traditional top-down planning during the 1960s and by changing the perspective of plans from merely spatial to social,

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cultural, and economic perspectives in line with pluralism. Accordingly, more attention was paid to the multifaceted role of local communities and public participation in the decision-making and management of urban services [25,29]

People and non-governmental organizations (NGOs) did not have conscious and purposeful participation in most of the participatory projects that have been planned and implemented by government and public organizations. Furthermore, participation in Iran is a type of incremental and dual participation. While the government claims that it supports such participation [2], practically it does not take effective action to put into action collaborative proposals. On the other hand, with the expansion of urbanization, more social disintegration occurs in communities, and vulnerable groups in different communities, including cities, encounter many challenges such as gradual social isolation, decreased social interaction, weak communication with organizations, and restricted social participation, leading to the decline of social resilience. Following the ineffectiveness of the urban renewal approach in the 20th century, urban regeneration emerged as a new, integrated, and comprehensive approach to urban development and renewal policies with a focus on using the potential and actual powers in urban planning. The most important component of urban regeneration is the use of social participation and movement [3]. This approach focuses on the creation of new urban spaces by preserving valuable historical context and elements. The main requirement for urban regeneration is the cooperation of neighborhood communities and reaching a consensus. Thus, these communities need to form a strategic alliance and coalition to use the capacity of interested and influential groups for participating in and leading the regeneration process [4,37].

Following the law on supporting the regeneration of worn-out urban structures approved in 2010, project executors can delegate part of their authority to companies or organizations affiliated with them or non-governmental natural and legal entities with technical, financial, and executive competence. These companies and agencies will be engaged in activities as regeneration executives in specific areas with worn-out fabric. Urban Regeneration Company approved by the Board of Ministers in 2018 is in charge of leading and organizing the necessary activities and measures for revitalization, improvement, and renovation of old, derelict, and worn-out urban structures via urban regeneration operational plans to improve the quality of citizens' living environment through the participation of municipalities, residents, owners, natural and legal beneficiary entities, and local institutions [23].

Following the content of the Iran Vision 2025 Document and Iran's National Civil and Urban Improvement Document, the urban regeneration declaration specifies that sustainable urban regeneration occurs through community-oriented development and public participation, emphasizing the supporting role of the government based on neighborhoodism. It also states that urban management can involve local communities in developing and implementing programs and localizing projects to provide a suitable platform for empowering local capacities and facilitating urban governance. In this process, one-sided and top-down approaches and interventions that lead to the disintegration of the social, economic, and physical fabric of the target areas are avoided [23,29]

The city of Mashhad, the second metropolis of Iran with a population of more than three million people, has covered about 10% of the area of worn-out fabric and structures in the country, accounting for more than four thousand hectares. Besides, according to the provincial center for the sustainable regeneration of target areas and neighborhoods and regeneration organization in Mashhad, 33 neighborhoods need regeneration. According to the CEO of Mashhad Municipality's Urban Space Regeneration Organization, 15 offices are active in 35 neighborhoods and so far 10 development documents have been approved by the provincial center. Currently, citizens in different neighborhoods face several challenges such as low social trust and satisfaction, widespread inequalities in access to urban sources and services, low building resilience, and an urban identity crisis. However, the main problem is that despite extensive changes in urban development management processes, urban managers in Mashhad have failed to take action to enhance the efficiency of the urban development management system, and with the three-year experience of local offices and the facilitation of renovation, most of the neighborhoods are developing their development documents, while other neighborhoods are in the sixth step of the document. Thus, the most important challenge is characteristic differences among neighborhoods and neighborhood development offices. Furthermore, urban management emphasizes a spatial approach to solving problems and realizing improvement and modernization goals, rather than solving economic and social problems. In addition, social participation in the target neighborhoods is only a slogan for urban managers and they do not have any plan to exercise it in practice. Hence, the basic question is how to analyze the performance of neighborhood development offices in Mashhad from a local participatory planning perspective.

2. Literature Review

2.1 Participatory planning

Participatory planning implies the expansion of intergroup relations in the form of voluntary associations, clubs, unions, and groups that are usually local and non-governmental in nature and seek to involve people in various social processes in the form of social policies. In other words, social participation refers to those voluntary activities through which community members participate in handling neighborhood, city, and village affairs and engage directly and indirectly in shaping social life [38]. The most widely cited definition of participation is provided by Sherry Arnstein (1969), who considers citizen participation to be an explicit concept related to citizen power. Participation is a redistribution of power and enables citizen groups that are generally

ignored in economic and political processes to contribute to building their future with awareness [24]. During the past decades, serious criticisms were raised against participation in planning, and many theorists claim that participatory models do not have the necessary adaptability in the transformation of societies and they have hypothesized that some people do not want to participate in planning [20].

Considering the expansion of urban and rural communities, participatory planning should be addressed as the “synergy between government and society” to compensate for existing gaps. Developing the level of participation and collaboration of all the actors leads to the realization of social resilience components to increase the capacity to deal with disasters[22]. Figure 1 displays the timeline of participatory planning:

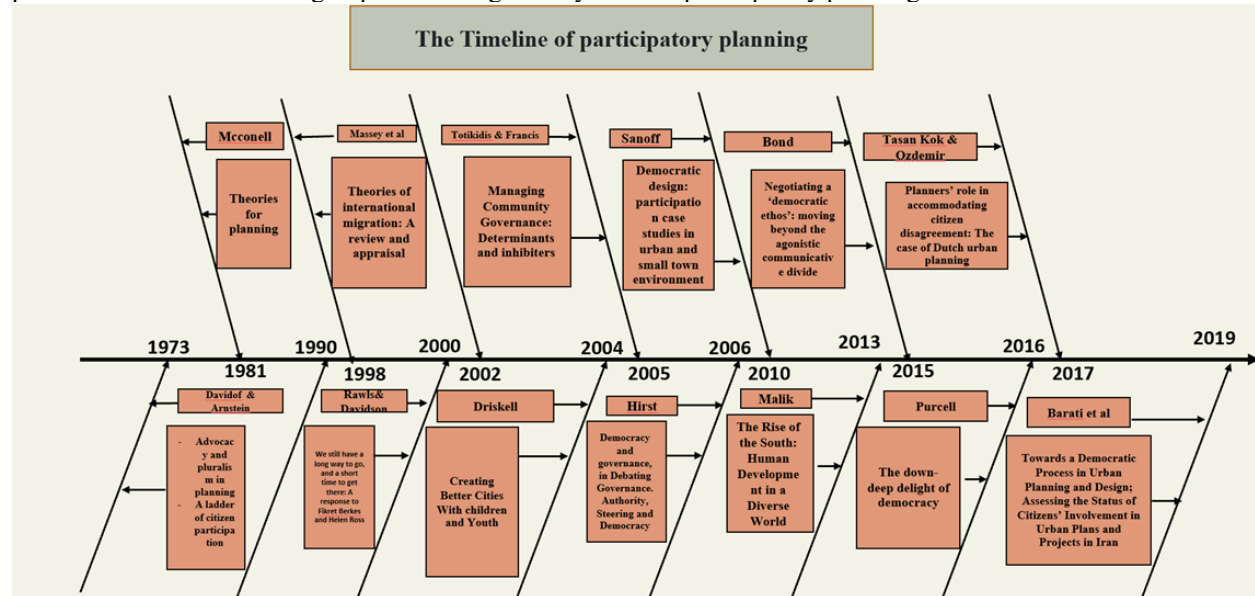


Figure 1. The timeline of participatory planning

2.2 Indigenous participatory planning

Indigenous planning emerged in the middle of the 20th century as part of the modern planning framework. This type of planning is constantly evolving and involves indigenous communities around the world [37]. Indigenous planning (indigenous community planning) is an ideological approach to neighborhood-oriented planning whereby indigenous and local people are used to plan indigenous communities. This approach to planning provides a broad context for cooperation with urban and social planning [37] which is also based on communication and interaction with local people and organizations. Local planning has a wider and broader scope than democratic and regional planning (Jojola, 2013:14) and is not restricted to land use planning or physical development. Indigenous

planning is comprehensive and can address all aspects of community life through community development, including social and environmental aspects that affect the lives of community members[7,9,35,37]

Community-based and indigenous planning is an approach based on a local and participation-oriented culture that emphasizes planning activities in the local and neighborhood-based community, whereby goals and agendas are followed with the assurance of locality and not external factors [33]. One of the new ways to increase public participation in the neighborhood-based planning process and obtain valuable information latent in their local knowledge is to use the participatory development approach [20]. Participation is always considered a means to improve the quality of programs and increase the probability of

their successful implementation [23]. Besides, public participation in the planning process enhances the probability of the program's suitability to local needs

and conditions and improves public responsibility [35].

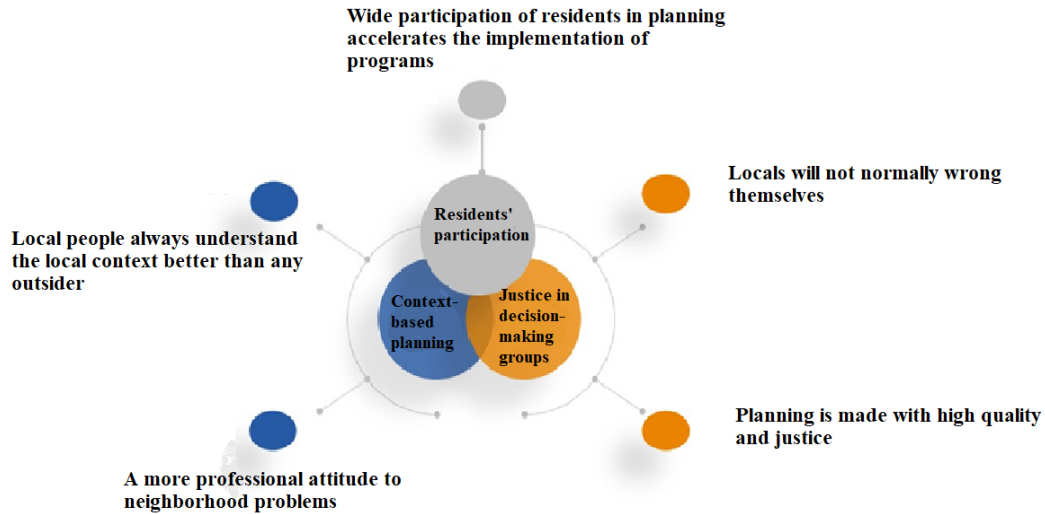


Figure 2. The total effects of residents' participation in planning

2.3. Internal and external experiences of local participatory planning and local offices

In this section, some local participatory planning experiences are discussed, which have the following characteristics:

1- Be at the local level and be a subset of renovation and regeneration measures

2- Select a sample from each urban area (in terms of inclusiveness)

3- The local participatory planning technique and process are mentioned in the examples

Table 1: Internal and foreign experiences of local participatory planning and local offices

Case Study	Objectives	Attempts
KhoobBakht Neighborhood, Tehran, Iran	<ul style="list-style-type: none"> - Realization of Modernization by the people and their direct participation and presence. - Creating an experience in participatory renovation method. - Modeling by implementing case study and creating possibility of pattern expansion in other worn-out areas of the city. - Recognition of administrative and legal barriers. 	<ul style="list-style-type: none"> - Central and neighborhood process management - Interaction with habitants - Defining pioneer projects
JavadolAeme and ImamHadi Neighborhoods, Bojnourd, Iran	<ul style="list-style-type: none"> - Improving the areas of participation. - Utilizing the potential and skills of habitants. - Establishment of institutions for mutual interaction with people. - Creating a mutual sense of trust in urban management to people and vice versa. 	<ul style="list-style-type: none"> - Empowerment in cultural, social and economic fields. - Awareness of habitants about the necessity and importance of establishing NGOs. - Assessment of social and environmental impacts and plans.
Medellín informal settlement, Colombia	<ul style="list-style-type: none"> - Enabling community-based institutions (Through the training of community beneficiaries, create activities and spaces where community awareness can be carried out so that they can monitor and evaluate ongoing projects). 	<ul style="list-style-type: none"> Establishing income-generating events that increased the habitants' sense of belonging to the projects and establishing agreements between them and administrative institutions.

Baldwin areas, New York, USA	<ul style="list-style-type: none"> - Participatory Management (Horizontal and Vertical Framework). - Strengthening the relations between citizens and policymakers, active cooperation of citizens. - Matching private sector expertise with local sector. - Transparency in assessment of the extent of vulnerability and defining essential projects. 	<ul style="list-style-type: none"> - Strengthen the links between affected communities and their representative committees. - Promoting vertical public risk relationships is not always specific to individuals, and local services, community assets and critical infrastructure are also at risk of disaster.
Intramuros neighborhood, Manila philippines	<ul style="list-style-type: none"> - Strengthening the relations between citizens and policymakers, active cooperation of citizens. - Increasing the participation of community organizations in order to inform residents. 	Utilizing of participation of people in the project. It plays a significant role in natural disaster management and increases resilience.

2.4.1. Review of research background

After examining the definitions and concepts of indigenous participatory planning and its approaches in the previous sections, it is better to briefly refer to the researches conducted in this field in order to

identify the knowledge gap in this field. As it is clear, so far, there has been no research on the relationship between the components of local participatory planning and social resilience

Table 2. Background of the research

Issue	Description	researchers
Indigenous Knowledge	Planning is based on the local community and is based on the experiences and background of the residents. Goals and agendas are followed with the assurance of being local and not an external factor.	(Barati et al,2019; Berkes, 2007; Gray,1997.; Jojola, 2013; Porter et al., 2017; Ross & Berkes, 2013; Snow, 2001)
Local capacity building	Capacity building is used in line with the ability to accomplish goals and as an intermediary to convert data into efficiency, and the person is given comprehensive training to use in his social and private environment.	(Wilson,2008; Sanoff,2010; Mcconell,1991)
Understanding organic social networks	The social network that is formed within a society is rooted in the construction of group relationships at different levels and is based on a process.	(Berkes, 2007; Bond,2015; Brownill, 2009; Chakrabarty,2012; Chege,2006; Davidson,2013)

Source: Authors, 2023

2.4.2. Conceptual framework

A review of the literature shows that the concepts, factors, and components of indigenous participatory planning are aligned and related to each other in many ways. Thus, using their common aspects can lead to an increase in citizen participation. According to the proposed theories, the interaction between the two main components of participatory planning and local planning has a direct effect on the performance of neighborhood development offices because the communication between public institutions, facilitators, local authorities, and residents is extensive and comprehensive. And in an article titled "Reviewing

the components of participatory planning with the approach of social resilience, the extraction and the way of relating the components of local participatory planning are mentioned." The guidelines of the urban regeneration organization specify some requirements in the neighborhood development documents: (1) finding the entry point to the neighborhood, drafting the neighborhood recognition certificate, drafting the initial vision of the neighborhood, and interacting with city managers and other government agencies, (2) context building and trust building, promotion and training, (3) looking for trustworthy and interested people, (4) using and promoting local capacity to

develop the neighborhood, (5) forming local institutions and revitalizing the identity of the neighborhood, the official launch of the neighborhood development center, (6) planning and design, preparation of the strategic document for neighborhood regeneration, estimation of incomes and financing resources for the strategic document for neighborhood regeneration, preparation of the operational documents and action plans, verification of the layers of master plans in coordination with the relevant authorities, (7) the implementation of the strategic document for neighborhood regeneration, attracting resources, solving the registration and legal issues of the neighborhood, environmental improvement, and promotion and development of restoration, revitalization, retrofitting and modernization with an optimal and high-quality

model. Accordingly, some requirements such as context building and trust building, using and promoting the local capacity to develop the neighborhood, developing a strategic document for neighborhood regeneration (participatory document), and interaction with urban management and other government agencies are related to indigenous participatory planning. In addition, the most frequent influential components in local participatory planning are increasing the responsibility of local people by establishing justice in the local community and adopting a professional attitude to social problems, using local knowledge, identifying influential people by avoiding any conflicts of interest in native people, and local capacity building by developing a legal framework and social networks.

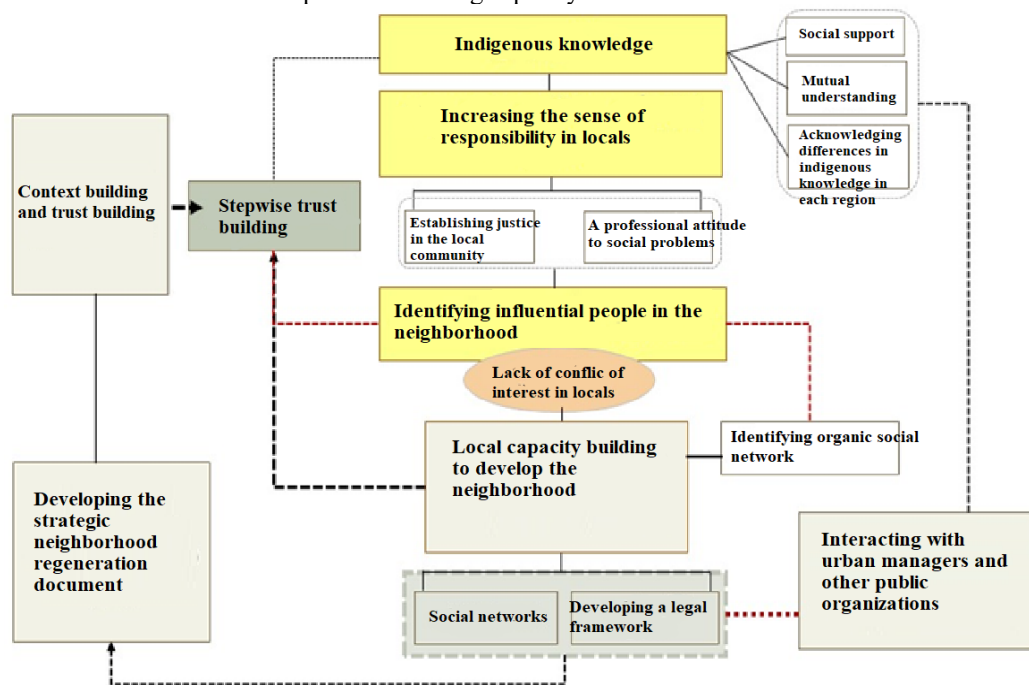


Figure 3. The conceptual mode of the study

3. The study area

Urban worn-out textures have been formed and developed in a long time and are now surrounded by modern technology and new urban development. Although this texture in the past, due to the time, had logical and hierarchical functions, today it is structurally and functionally deficient and cannot meet the needs of its habitants. Due to lack of attention and loss of sense of belonging, they provide the grounds for social damage, so their preservation, physical rehabilitation and functional empowerment are inevitable.

Over the past years, the government has experienced various strategies for reviving and empowering worn

out urban textures, but the huge volume of worn-out textures and the half-completion of many of these projects has been indicative of the failure of these projects. Therefore, paying attention to old and worn-out textures and their instability has become a serious and pivotal issue in such a way that it has led the relevant organizations to organize and recreate the mentioned textures and has suggested the necessity of intervention in these textures in different periods of time.

According to the 2016 official census, the area of Mashhad is 35147 hectares, the area of worn-out areas is 2247 hectares, and the population of these areas is 519924 persons. The worn-out areas consist of 27

zones which are distributed in 12 regions, 21 districts, and 53 neighborhoods[11]. In December 2018, Mashhad Municipality established the Organization for the Regeneration of Mashhad's Urban Spaces by merging the office for organizing worn-out areas and informal settlements and the urban project department. Following a holistic approach and focusing on target neighborhoods for regeneration in terms of physical, social, and economic indicators, this organization started its activities in prioritized neighborhoods through the establishment of facilitation offices and by attracting the participation of focused citizens, managing the meetings of the city regeneration centers, attracting the cooperation of executive bodies, stakeholders, and beneficiaries. Facilitation offices first investigate the target neighborhoods and identify their weaknesses and strengths. Afterward, in cooperation with citizens in the target neighborhood and executive bodies, they develop the neighborhood development document. The establishment of neighborhood development offices is a step towards

achieving community-oriented development. So far, a total of 41 local neighborhood development offices have been established in Mashhad. Finally, out of 41 neighborhoods, 33 local development offices are active. 5 neighborhoods were selected based on the criteria established using the background knowledge of the neighborhoods, The selected neighborhoods were: 22 Bahman Neighborhood due to its unique ethnicity; Toroq Neighborhood for its social solidarity and residents' awareness of the concept of regeneration; Sis Abad Neighborhood due to the innovation and the employer's agreement; Darvi Neighborhood for establishing most of the requirements set out in the development document, and Vakil Abad Neighborhood for the recognition of the neighborhood and spatial problems[12,13,14,15].

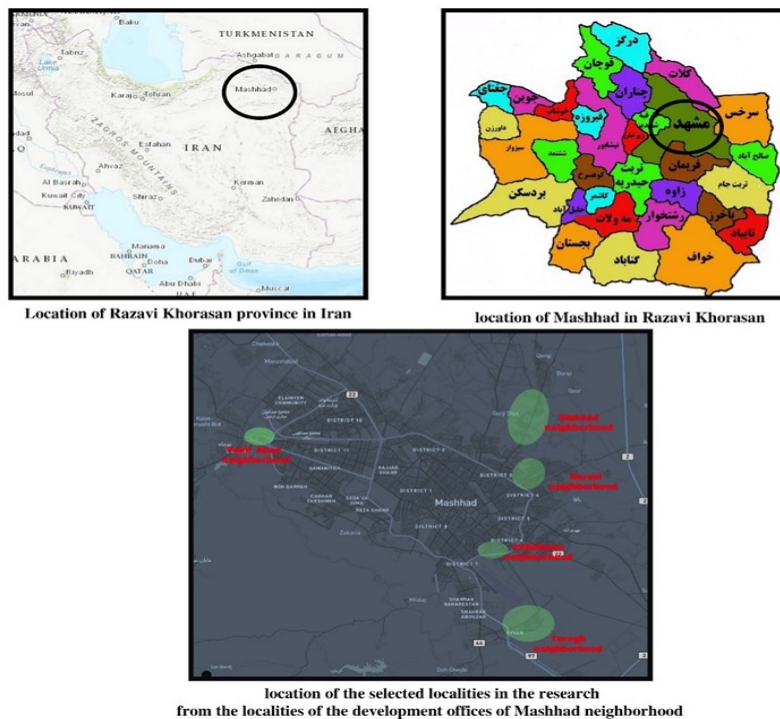


Figure 2. The studied area

3.1. Neighborhood Development Offices' Attempts to Attract Participation

In order to increase the local community's awareness of the activities of selected neighborhood development offices and Mashhad Urban Space Regeneration Organization and on the other hand, to attract the participation of people in the process of regeneration including identifying the facilities and limitations of

the neighborhood and getting people's opinions on solutions to solve problems, several meetings were held with habitants of the development site. The attempts of these meetings are summarized in the form of the following table and the results of these meetings have led to greater confidence of habitants in the office and a stronger presence of habitants in the office

Table 3: Neighborhood development offices’ attempts to attract participation

Neighborhood Development Offices	Attempts to Attract Participation
SisAbad Neighborhood, Mashhad, Iran	<ul style="list-style-type: none"> - Law neighborhood event and preparation of declaration of civil rights. - Discussion sessions with problem participants and discussion sessions with decision makers. - Participatory problem finding with local activists in the urban innovation center. - Collaboration with the center of urban innovation and cooperation with the Mammut accelerator. - Collaborative ideas with Local Activists. - Developing a business canvas with the participation of each activist.
Torogh Neighbourhood, Mashhad, Iran	<ul style="list-style-type: none"> - Prioritizing problems through various collaborative workshops, facilitation techniques, questionnaires, binary matrix, goal and problem tree, etc. - Developing location-based projects based on discovering the relationship between problems derived from needs, strategies and policies.
22 Bahman Neighborhood, Mashhad, Iran	<ul style="list-style-type: none"> - Meetings with influential individuals and groups. - Cooperation with people to hold training classes. - Naming blocks using habitants surveys. - Holding meetings with the presence of people and the “Jahad Daneshgahi” with the aim of forming household jobs and Stitching.
Daravey Neighborhood, Mashhad, Iran	<ul style="list-style-type: none"> - Identification of informing and notifying methods. - Local Community Sensitization. - Taking advantage of the capacity of virtual media. - Holding workshops. - Preliminary analysis of feedback from interest groups and stakeholders. - Identifying the contexts and areas of participation of local community and NGOs in developing and implementing regeneration programs.
VakilAbad Neighborhood, Mashhad, Iran	<ul style="list-style-type: none"> - Implement some small-scale action plans tailored to the community's essential needs. - Clarification of activities and decisions of the organs and urban management in relation to the neighborhood.

4. Research Methodology

The present research method in terms of practical purpose and nature with emphasis on qualitative and quantitative, targeted sampling and the investigated method of using the evaluation of plans, processes and results (PPR) in the pathology of locality development documents which was done by "Oliveira and Pinio" in the year 2009 has been proposed. The PPR methodology is used for the logical evaluation of plans and urban programs [19] and it has fixed some of the weaknesses in previous evaluation methods and pursues the following goals:

- Judging between communication and technical knowledge
- Evaluating planning performance
- Reflecting on the planning evaluation perspective, integration, and different approaches

- Integrating the main elements of policies, programs, processes, and results [36].

The PPR model focuses on the role of the plan, process, and results, as well as a set of key elements in the spatial development process including urban users, residents and workers, local politicians, the planning framework, and other plans developed for the city. The main data in the PPR model are extracted from interviews with the stakeholders involved in the development process and integrated analyzes [21]. This approach is used in the cities of Lisbon and Porto whose planning system is similar to the planning system of Iran. Thus, it can be applied to evaluate comprehensive, master, and micro-scale plans in Iran. The participants in this study were the actors involved in indigenous participatory planning in the city of Mashhad, including urban regeneration experts, regeneration and social consultants, officials and

heads of neighborhood development offices, and local authorities of the selected neighborhoods. The participants were selected using a combination of purposive/judgment and snowball methods, which are non-probability sampling techniques. In this research, the interviewees include 8 experts in the field of regeneration and participatory planning, 5 facilitators and managers of neighborhood development offices, and 11 trustees of the neighborhood social council. In

total, 24 people were interviewed during the process of preparing and approving the neighborhood development document and with the aim of benefiting from their experiences, and this number was done until theoretical saturation was reached. In the second part of the research, experts and experts were asked to evaluate the criteria of the research according to the study background of the research.

Table 4. The requirements of the PPR model in neighborhood development documents

Specific criteria	Evaluation criteria	Sub-criteria	Evaluation techniques – Data sources
Participation in developing and implementing the neighborhood development document	Context building and trust building	Multifaceted citizenship education	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents
		Necessary training and awareness raising to face crises and risks	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents
		Building trust in the process of public participation	Interviews with planning experts and managers of neighborhood development offices - Local authorities
		Progress of trust-building projects	Interviews with planning experts and managers of neighborhood development offices, and local authorities - Neighborhood development documents
		Improving trust in the city management	Interviews managers of neighborhood development offices - Local authorities
		The continued participation of the local community	Interviews with managers of neighborhood development offices – Local authorities
		Using effective tools to attract citizens' participation	Interviews with planning experts and managers of neighborhood development offices – Local authorities
		Maximum public participation in all retrofitting, improvement, and renovation activities	Interviews with planning experts and managers of neighborhood development offices – Local authorities
		Belief in real partnership-oriented development	Interviews with managers of neighborhood development offices – Local authorities
		Employing and promoting the local capacity	Using the potential of influential people

to develop the neighborhood	Formation of neighborhood development centers	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents
	Identifying organic social networks	Interviews with managers of neighborhood development offices – Local authorities
Developing a strategic document for neighborhood regeneration (participatory document)	Legal support for the neighborhood development document and the obligation to comply with it	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents
	Providing executive guarantee for the neighborhood development document	Interviews with planning experts and managers of neighborhood development offices
Interacting with city management and other government agencies	Collaboration of the municipality and government agencies with neighborhood development offices	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents
	Connecting bottom-up planning to top-down strategies	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents
	Coordination between government agencies	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents
	Addressing priority issues in the neighborhoods	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents
Renovation and environmental improvement measures and provision of neighborhood services	Providing neighborhood infrastructure and services	Interviews and questionnaires with planning experts and managers of neighborhood development offices – Neighborhood development documents
	Environmental improvement	Interviews and questionnaires with planning experts and managers of neighborhood development offices – Neighborhood development documents
	Promotion and development of restoration, revival, strengthening	Interviews and questionnaires with planning experts and managers of neighborhood development offices – Neighborhood development documents

and
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5. Results

5.1. Examining the components of the research and the extent of its realization in selected localities

The research components resulting from the conceptual model of the research are presented in the form of real propositions in the form of the following table in order to determine the extent of implementation in the selected areas of the research (Table 4). The component of using local experiences and knowledge in solving neighborhood problems is moderate in Sis Abad, Targ and Darvi neighborhoods, and it is not implemented in 22 Bahman and Vakil Abad neighborhoods, the level of responsibility of

local people in the neighborhoods is moderate, in The localities of Sis Abad, Targ and Darvi have been moderately used from the opinions of influential people, and in the rest of the localities, identification has not been done. It can be pointed out that in all neighborhoods the potential and capacities of the neighborhood are not used, in Bahman 22 neighborhood there are no active local networks and centers in line with people's participation, on the other hand, in all neighborhoods there are challenges in interacting with others. There are government institutions and there is no legal framework for the realization of the partnership document.

Table 5. Implementation level in the propositions of research components

Propositions of research components	The amount of implementation in the selected research areas				
	Sis Abad	Torgh	Darvi	22 Bahman	Vakil Abad
Using local experiences and knowledge in solving neighborhood problems	medium	medium	medium	Low	Low
The level of responsibility of local people	Much	Much	medium	medium	medium
Influential people in the neighborhood were identified and used effectively	medium	medium	medium	Low	Low
The gradual trust building process has been successful	medium	medium	Low	Low	Low
The potential and capacities of the neighborhood are used well	medium	medium	Low	very few	very few
There are active local networks and centers	Much	Much	Much	Low	Much
Appropriate interaction with the municipality	Much	Much	medium	Low	Low
Communication and exchange of information with the involved organizations	Low	medium	Low	Low	Low
Legal framework in order to realize the partnership document	Low	Low	Low	Low	Low

5.1 Pathology of participatory functions of neighborhood development offices

5.1.1 The position of participation in urban regeneration guidelines in Iran

The main goal of the National Regeneration Document is to attract the cooperation and participation of all relevant institutions in the process of sustainable regeneration [18]. The urban regeneration policy is implemented through the definition and implementation of an integrated set of coordinated and synergistic programs and measures, at the city and neighborhood scale detailed as follows: capacity building, tool making, streamlining, networking, and institutionalization [1,18].

The figure below displays the practical gaps in urban regeneration measures including taking indigenous knowledge into account, receiving public feedback, and the position of local authorities as local facilitators because networking receives public support if it fits the local organic network and is trusted by residents. On the other hand, given the extensiveness of social issues, there should be screening and a common understanding of the partnership between the regeneration organization, executive agencies, and neighborhood development offices.

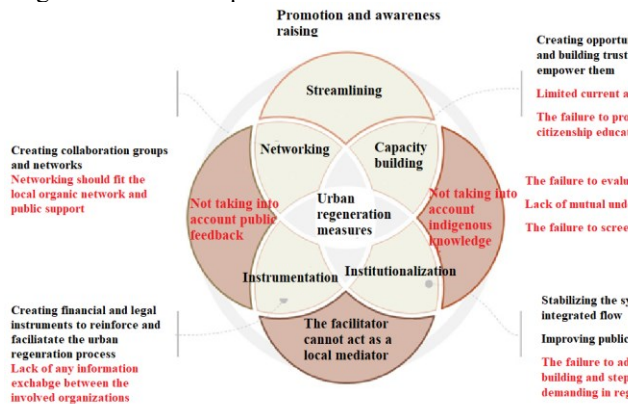


Figure 5. Practical gaps in urban regeneration measures

5.2 Pathology of policies and plans of action in worn-out areas until 2018

1. The mistrust of residents of the neighborhoods and areas targeted for regeneration in the actions and policies taken by the public sector (the government, municipalities, etc.)
2. The failure to develop programs to reduce the vulnerability of buildings and urban infrastructures against disasters in the neighborhoods and areas targeted for urban regeneration.
3. Non-alignment of the organizations involved in the retrofitting and renovation process, sectoral, parallel, and sometimes non-aligned approaches, resulting in waste of resources and creating inconsistency in the programs.

4. Low resilience of cities against disasters and hazards, and ineffective safety, vulnerability, and risk mitigation measures

5. The decline of social and public trust, as well as social capital followed by social cohesion and a decrease in hope for the future [1,18].

5.3 Evaluation criteria in the PPR model

Following the neighborhood development documents, four main evaluation criteria were developed based on the PPR model for the regeneration of the neighborhoods (Sis Abad, Toroq, Darvi, 22 Bahman, and Vakil Abad) in this study. The evaluation criteria were: context building and trust building, employment and improvement of local capacity to develop the neighborhoods, developing a strategic document for neighborhood regeneration (participatory document), and interaction with the city managers and other government agencies, as detailed below:

Context building and trust building

Following the content of the neighborhood development documents and the goals set by the urban regeneration organization, it can be argued that context and trust building involves collaborative trust-building projects, workshops, and events. Accordingly, short-term measures have been developed and implemented in line with neighborhood development strategies to build trust and sensitize and create a sense of participation. Context and trust building consists of several sub-criteria such as: Multifaceted citizenship education, providing necessary training and awareness raising to face crises and risks, building trust in public participation, facilitating trust-building projects, improving trust in the city management, enhancing the participation of the local community, using effective tools to attract the participation of citizens, enhancing maximum public participation in all retrofitting, improvement, and renovation activities, and the belief in the development of real participation. Following these requirements some of the measures taken by the development offices of Vakil Abad, Toroq, Darvi, and 22 Bahman neighborhoods as the neighborhoods targeted for urban regeneration system to improve public participation are detailed as follows:

- Participation of local activists, including local authorities, urban planning activists, healthcare activists, and women, and conducting interviews.
- Holding workshops in the neighborhood such as the problem tree, brainstorming, etc.
- Interviews with local activists to provide necessary explanations regarding the goals and decisions of the institutions to the residents
- Collaborating with trusted and interested people

- Preparing a list of (reliable and influential) people interested in participating in the regeneration of the neighborhood

The measures taken by the development office of Sis Abad Neighborhood as one of the target neighborhoods in collaboration with the Urban Innovation Center to improve public participation are detailed as follows:

- Formulating neighborhood laws and the declaration of citizenship rights
- Taking measures for urban planning: panel discussions with stakeholders and decision-makers
- Collaborative problem-finding with local activists in the urban innovation center

However, the actions taken to fulfill the stated criteria and requirements have not improved public trust in urban managers. According to experts in the field, "There is no trust in public participation. Trust-building projects had made 50% progress but since they have not been addressed in practice, they have led to the loss of residents' trust. When upstream organizations ignore the approvals of the office and exercise their organizational decisions, there will be no public trust". Furthermore, trust in public participation is developed by implementing small-scale projects, but this was not the case with 22 Bahman Neighborhood: "The elements that evoke the urban space of Khuzestan have been rejected by the municipality. The failure to implement such small-scale projects has caused resentment and lack of trust in urban management, and it seems that public opinions are not important".

Employing and promoting the local capacity to develop the neighborhood

This criterion requires developing the participation of the local community and the application of participatory approaches. The related sub-criteria are using the potential of influential people, forming a neighborhood development center, and recognizing organic social networks. According to the interviewees, "Capacity building the neighborhood development document has focused on establishing a neighborhood development center and has not paid attention to the use of the potential of influential people".

Developing a strategic document for neighborhood regeneration (participatory document)

Following the participation-oriented approach, developing a participatory document is one of the main goals of the regeneration organization. However, the main problem has been the lack of legal support for the document. Accordingly, the officials of the neighborhood development offices stated, "The neighborhood development document still does not

have legal support and no institution is required to comply with its provisions. Besides, no institution has yet recognized it". Besides, participation is more from residents than from public institutions: "Compared to the municipality and government agencies, people have made most contributions (62%) to applying the content of the document".

Renovation and environmental improvement measures and provision of neighborhood services

This criterion includes the sub-criteria of providing neighborhood infrastructure and services, environmental improvement and promotion and development of restoration, revival, resilience and modernization of people with an optimal and quality pattern. Despite the main focus of the urban regeneration organization on physical and administrative measures, there are still physical and unsustainable building problems: "In the neighborhood, there are many problems with the infrastructure of the neighborhood and the sewage system and the supply of healthy drinking water." Beside the social aspect, considering that 70% of plots are below 100 meters and 60% of roads are below 6 meters, during the preparation of the neighborhood development document, the renewal of single license plates and aggregation has increased, but the main problem is that the document deals with the aspect of detailed planning and Checking the per capita figures, which may not have been requested, has been prioritized, according to the measures taken, worn-out parts have been identified and prioritized, and local participation has also been used in neighborhood renewal: "In Sis Abad neighborhood, every street It has a board of directors, and that local board of directors takes advantage of the potential of the residents in the renovation of the roads." Of course, in other neighborhoods, local participation in the renovation of the buildings is still poorly done.

Interaction with city managers and other government agencies

The interaction with urban managers and other government agencies requires the collaboration of municipalities and government agencies with neighborhood development offices, connecting bottom-up planning to top-down strategies, coordination between government agencies, and addressing priority issues in neighborhoods. However, according to experts, local authorities, and officials of neighborhood development offices, the municipality has adopted a top-down approach and they do not believe in the participatory approach: "Practically, the

municipality does not implement many projects or is not required to deal with priority issues. It does not assume any responsibility for such issues and tends to make decisions instead of the people”. Moreover, the urban regeneration organization has no adequate power to execute regeneration projects: “There is no coordination between the organization and the development office of 22 Bahman Neighborhood because the regeneration organization acts as a link between the office and other departments and there are restricted interactions. In Toroq Neighborhood, the municipality of the region had appointed a special representative for the neighborhood who will contribute wonderfully to constructive communication and cooperation (the reopening of Rajaei Street and the retreat of the Rajaei Wall after several decades). However, after a few years, with the replacement of the mayor, constructive communication faded, and a lot of damage to public participation. “The green space constructed in the north part of Darvi Neighborhood currently has no audience except addicts because this project was implemented by the municipality without taking into account the opinions of residents in the neighborhood”.

5.4 Final evaluation

This study analyzed the performance of neighborhood development offices in selected neighborhoods (Sis Abad, Toroq, Darvi, 22 Bahman, and Vakil Abad) in Mashhad from a local participatory planning

perspective. The results identified four main criteria including context building and trust building, use and promotion of local capacity to develop the neighborhood, drafting a strategic document for neighborhood regeneration (participatory document), and interaction with city managers and other government agencies. The results indicated that trust-building projects had made 50% progress but since they have not been addressed in practice, they have led to the loss of residents’ trust. Moreover, an assessment of the fulfillment of the related sub-criteria showed that building trust in public participation, trust in urban management, the continuation of local community participation, and multi-faceted citizenship education have received the lowest score. Accordingly, the trust and context-building criterion received a B score. Furthermore, the promotion of local capacity to develop the neighborhood as a requirement was scored B and its sub-criterion (i.e. using the potential of influential people) obtained the lowest score. The data also indicated that the requirement for the development of a strategic document for neighborhood regeneration (participatory document) was scored C because there is no executive guarantee and legal protection for the neighborhood development document. In addition, the requirements for connecting bottom-up planning to top-down strategies and coordination between government agencies obtained the lowest scores as detailed in Table 2:

Table 6. PPR evaluation of the criteria set out in the neighborhood development document

Evaluation criteria	Sub-criteria	Evaluation techniques – Data sources	Initial score	Final score
Context building and trust building	Multifaceted citizenship education	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents	C•	B
	Necessary training and awareness raising to face crises and risks	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents	••	A
	Building trust in the process of public participation	Interviews with planning experts and managers of neighborhood development offices - Local authorities	C•	
	Progress of trust-building projects	Interviews with planning experts and managers of neighborhood development offices, and local authorities - Neighborhood development documents	B••	

	Improving trust in the city management	Interviews managers of neighborhood development offices - Local authorities	C•	
	The continued participation of the local community	Interviews with managers of neighborhood development offices – Local authorities	C•	
	Using effective tools to attract citizens' participation	Interviews with planning experts and managers of neighborhood development offices – Local authorities	•• A	
	Maximum public participation in all retrofitting, improvement, and renovation activities	Interviews with planning experts and managers of neighborhood development offices – Local authorities	•• A	
	Belief in real partnership-oriented development	Interviews with managers of neighborhood development offices – Local authorities	C•	
Employing and promoting the local capacity to develop the neighborhood	Using the potential of influential people	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents	C•	B
	Formation of neighborhood development centers	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents	B••	
	Identifying organic social networks	Interviews with managers of neighborhood development offices – Local authorities	B••	
Developing a strategic document for neighborhood regeneration (participatory document)	Legal support for the neighborhood development document and the obligation to comply with it	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents	C•	C
	Providing executive guarantee for the neighborhood development document	Interviews with planning experts and managers of neighborhood development offices	○	

Interacting with city management and other government agencies	Collaboration of the municipality and government agencies with neighborhood development offices	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents	C•	C
	Connecting bottom-up planning to top-down strategies	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents	C•	
	Coordination between government agencies	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents	C•	
	Addressing priority issues in the neighborhoods	Interviews with planning experts and managers of neighborhood development offices – Neighborhood development documents	C•	
Renovation and environmental improvement measures and provision of neighborhood services	Providing neighborhood infrastructure and services	Interviews and questionnaires with planning experts and managers of neighborhood development offices – Neighborhood development documents	B••	B
	Environmental improvement	Interviews and questionnaires with planning experts and managers of neighborhood development offices – Neighborhood development documents	••• A	
	Promotion and development of restoration, revival, strengthening and modernization of the people with an optimal and high-quality model	Interviews and questionnaires with planning experts and managers of neighborhood development offices – Neighborhood development documents	B••	

6. Conclusion

Although the target neighborhood development document requires participation strategies, especially the continuation of local community participation through following up and demanding the implementation of long-term projects to solve neighborhood problems (instructions for developing the development document for regeneration of target neighborhoods, 2019). There is actually no mechanism to realize the participation of the local community and its continuation. On the other hand, the capacity of the local community to participate and to apply the participatory approaches in the neighborhood development document and the regeneration guidelines have not been defined precisely and real participation has not been realized. A detailed report of the strategic document for neighborhood regeneration has focused on surveys and collaborative trust-building projects with prioritization and the application of the municipality's opinion, and it does not pay attention to the residents' priorities and public demands.

Participatory planning is currently facing some challenges and problems that require the provision of a local model fitting local needs. These challenges are detailed as follows:

1. Weakness in institutional and structural coordination
2. Predominance of the spatial approach on the functions of neighborhood development offices
3. Weakness in building trust and attracting maximum participation of residents
4. Uncertainty about the results and effectiveness of the offices
5. Ambiguity in the vision and long-term plans of offices
6. Uncertainty of the relationship between facilitation offices and local mayors and local organizations
7. Given the time-consuming nature of social activities and actions, many offices are only active in the neighborhood for a limited time and this is not compatible with the complex nature of social actions.
8. Renovation service offices practically do not have a clear legal status and many city officials do not recognize them.
9. Citizens believe that local development offices have no power and authority to carry out designated functions.
10. The continuous replacement of urban managers in different districts and regions and the inactivity of social councils in some neighborhoods [16].

The Plan-Process-Results (PPR) model focuses on evaluating some issues that can be improved when implementing plans and projects and provides some insights for improving planning for the project. Previous studies [17,19,36].

have shown that the PPR model emphasizes the value of evaluation processes to encourage learning from experiences.

From Hamilton's (2008) point of view, the community-oriented approach puts some of the responsibilities of addressing the problem on the local communities themselves, it is considered a basic strategy for determining the modernization approach. In 2021, Banerjee and colleagues emphasize recognizing the characteristics and capacities of local residents in order to increase local participation, Sharifi (2021) emphasizes that in the context of local urban development (here selected localities), behavioral experiments should be done in localities to The level of cooperation, interaction with the local council and people's support should be recognized.

The findings of the study concerning the performance of neighborhood development offices from a local participatory planning perspective indicated that the criteria for developing a strategic document for neighborhood regeneration (participatory document) and interaction with urban management and other government agencies in the selected neighborhoods have not been fulfilled yet because there is no executive guarantee or legal support for the neighborhood development document, and the municipality and other related authorities have adopted a top-down approach in this regard. Moreover, the neighborhood development offices practically do not have a specific legal position, and many city officials do not recognize these offices. Thus, they have failed to realize the components of local participatory planning.

The main reasons for the lack of real participation are public mistrust in urban managers and the lack of trust of urban planners and managers in people's ability to make decisions. Moreover, some measures taken by the neighborhood development offices to encourage public participation do not fit residents' cultural norms and there is a common belief that urban managers do not believe in regeneration. Thus, it seems that trust building can take place gradually when the demands of residents are taken into account. For instance, paying attention to indigenous knowledge, receiving public feedback, and viewing local authorities as facilitators can improve public support for regeneration projects. Moreover, local participatory planning provides the possibility of interaction between different people and groups, which is the best platform for public participation in local development programs. The following suggestions have been made in order to improve the performance of neighborhood development offices and local participatory planning:

- It is suggested that in future studies, taking into account the native character of each neighborhood, collaborative plans should be implemented, including: the level of awareness of the residents, the diversity of ethnicity and complexity in dealing with it, the level of cooperation or non-cooperation of people, the economic and intellectual power in realizing the solution. cooperative activities, the level of trust in trustworthy and spontaneous people, considering the public interest and...

- Participation and interactionist attitude between the people and the government has been at an abstract level until now, and people's opinions and feedbacks have never been fully answered, which is indicative of the void of participation at the local level. City should be used.
- The members of the social council of the neighborhoods represent the people, it is necessary to follow up the social and legal base of these people in order to advance the local goals seriously in the future studies.
- These offices must have a legal position at the regional level and the municipalities of the regions should recognize them. This can be done by delegating some powers
- The way to evaluate the performance of the offices should be based on different criteria, such as the ease of activity among the target communities, the level of wear and tear of the fabric, the implementation of community-oriented projects, etc.;
- Granting more freedom to the offices regarding the definition of the description of services appropriate to the target communities and different aspects and requirements of renovation in the target areas;

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