



# Participatory Urban Development: “A New Approach in Urban Management of Megalopolis (a Case Study of District One of Shiraz)”

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## ABSTRACT

Today, with the growing population in megalopolis around the world, particularly in developing countries followed by increasing problems caused by unbridled urbanization process within these countries in different aspects, the need to face these new challenges of urbanization have made a need for changes in urban management practices in megalopolis, therefore participatory urban development as a new approach and an efficient planning system can decrease and gradually eliminate many of today's problems in megalopolis if it is achieved accurately and expertly with taking into account all aspects and full understanding of the views and the wishes of the inhabitants of each city. The methodology of this study is functional based on the purpose and based on the nature, is descriptive - analytical. This study used library, documental, and field studies to gather data, In order to achieve the objectives of this study, a questionnaire with closed questions using Likert spectrum with convincing reliability and validity was developed and distributed within in district one of Shiraz on the basis of random sampling and then, obtained data were analyzed using SPSS software and finally recommendations and solutions to achieve the optimal participation of the neighborhood residents. The result of this study has indicated that there is a significant relationship between the lack of proper planning and its role in the lower participation of citizens of district one of Shiraz , and also a significant relationship between the urban management practices and the degree of participatory of the neighborhood residents. It seems that it is essential for urban managers to do necessary planning to gain greater participation of local residents and also increase the degree of participatory of people in urban development programs by changing the traditional management practices.

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## Introduction

Urbanism and urbanization, coupled with the increasing growth of human, social, and physical problems especially in large cities are common phenomena in developing countries. Such a process with a variety of different challenges and problems indicates the inefficiency of the policies of the administration and management of these metropolises in these societies (Mohseni, 1383, 2). No doubt, policy making and managing the metropolis without participation of people in their active involvement and in the use of modern methods of management will not be possible (Razaviyan, 1381, 51).

Nowadays, therefore, many scholars and experts believe that urban management system should be changed throughout the city, especially metropolises for the sustainable development of cities depends on having a proper planning and efficient urban management. Nowadays, One of the approaches to reduce these problems is suggested and emphasized greatly on it is the use of participatory urban planning. Because experience in developed countries shows that citizen participation in managing the city affairs has basically very positive results that it can pointed to reducing the limitations of urban managing problems , savings tips, increasing social cooperation, increasing their sense of belonging to the city, and establishing and strengthening the foundations of civil society. But in our country, regarding a lot of reasons, such as the influence of the ideology of governors in urban managing and the system of central planning and ..... in the past has caused the public participation in managing the city that can be considered as the most important aspects of urban

management to be faded highly, which is causing problems in towns and metropolises. But in the current condition of our society that the issue of participation in all spheres are seriously considered and the discussion of civil society has become as a discourse of the day, investigating and analyzing public participation in urbanization process has become an undeniable necessity and various issues of urban development has become an important and valuable issue. This study is an attempt to investigate the planning ratio of the type of cooperative urbanization in Shiraz metropolitan and to answer to the research questions of this study, to investigate reasons of the lack of resident participation in urban plans and programs and to analyze factors attracting more participation of local residents in district one of Shiraz. And with confirming or rejecting the hypotheses, finally finding the ways of attracting local resident participation and with identifying barriers of the lack of local resident participation in this kind of planning, provide suggestions for strengthening citizen participation.

## Review of Related Literature

### Theoretical Foundations

#### Metropolises

Generally, along with new developments in urbanization literature of the world, words and phrases such as urban metropolis, mega city and ... have been emerged. However, as the concept of city in different countries are different, classifying the various kinds of cities in terms of activity level, the extent of the population and the influencing scope of the city

n different countries are not the same. Thus, in some countries the base of recognizing metropolises from typical cities is only the extent of their population while based on many researchers in the definition of metropolitan in addition to the population, infrastructure, performance dimensions, variety of activities and external communications with peripheral areas should also be considered.

According to an international definition provided by the United Nations the metropolis or metropolitan cities refers to cities that their population are more than 8 million, but now in Iran, cities over one million people defined as metropolis (Zare, 1389, 3).

### **Urban Management**

Urban management means managing urban affairs so as to grow sustainable managing of urban areas in local level with considering and following the aims of national and socio-economic policies of the country or urban management means a wide organization including effective formal and informal elements and relevant in various aspects of social, economic, and physical life of the city with the aim of managing, controlling and directing the comprehensive development and stability of the relevant city (Rostampour et al., 1391, 48). One of the most prominent difference between traditional and modern urban management is the level of participation and attending to the citizens' view in managing the urban affairs (Sarafi, 1379, 80).

### **Participation**

Participation in its broad sense means inciting people sensitivity and thus increase citizens' understanding and ability to respond to development plans as well it means encouraging the local initiatives. Thus it can be said that public participation in development should be mainly considered public participation actively in the decision-making process as far as it affects their lives (Mohseni, 1383, 2). In the past half decade, participation discussion has been one of the main issues that it has specifically been attractive for all fields of social sciences and in 60s and 70s AD, in America and Europe over thousands of basic and applied research in this area has been done. Studies the participation have been done in Iran in the past few decades, but related researchers have been done researches seriously in this area since 60s and 70s Shamsi (Tousi, 1380, 60).

### **Views about Citizens' Participation in Urban Managing**

Likert believes that as managers and urban officials, especially metropolis, consider citizens' comments and suggestions more valuable and note their opinions and wishes, their willingness and desire in cooperating in urban programs will be increased. Meiser also believes that nowadays, we need to the planners and managers in metropolis so as to work with people not for people. It is necessary for a planner and a manager to be aware of people's need to reach the goals of the Development (Mohseni, 1383, 4).

### **Citizens' Participation in Urban Management**

The idea of public participation in managing the urban affairs has a long history and it is as the size of the city establishment. Generally, in recent decades this idea has been proposed that the organizational managing shapes dominating on societies and has been remained since the second half of the nineteenth century is not coordinate with the new social, economic and political conditions and can't solve the current problems in cities. In the new definition of urban management, flexible management is focused and urban management has gradually been changed into the non-bureaucratic organizational forms encouraging cooperation in urban managing instead of repressing and controlling culture (Mohsani, 1383, 3).

### **The main objectives of the Planning and participatory Urbanization**

Creating substrates for human proximity to each other through the increased social interaction, spatial planning to the best and most stable form with the use of public participation, improving environmental quality, increasing public satisfaction of the living space, enabling people through handling its own destiny and participating in plans (Rezvani, S., 1385, 25).

### **Advantages of Participating in Urbanization**

1-Reducing the costs, 2- sustainability in projects 3 - improving the performance and increasing productivity 4- improving project designing 5- distributing the sources 6- mobilizing the sources 7- increasing the success of the programs 8- ensuring the success of the programs 9 sharing the costs 10 – getting the information from the are 11 – evaluating the causes and the reasons properly 12 - Planning, coordinating with local realities 13 – selecting proper choices according to people conditions and needs 14- creating a sense of belonging (Hajati, 1391 coated by Municipality and Dehyary state organizations, 1390, 140-141).

### **Disadvantages of Participation in Urbanization**

1. Participation is expensive, time consuming, and needing time and energy that results in more lengthy process than non-participatory processes 2- Those involved in the participatory affairs should have more patience than other people. 3- Achieving a consensus between the different groups of participants is difficult. 4 - Designers and Planners interfering in participatory process should be more capable than their colleagues in non-participatory process. 5 – Resulting in the collaborative process is gradual and will be got very hard. 6- Continuing in participation over the long term requires a culture that is very complex (Moradi, 1380, 6-40).

### **Constraints, Obstacles, and Problems of Public Participation in Urban Planning and Management in Iran**

1 - Structural and system constraints and lack of organization and communication infrastructure 2- Socio-cultural constraints and lack of cultural integration 3 - institutional constraints and elitist attitudes and imposed perspectives of experts 4 - legal restrictions and lack of specific rules governing the processes of developing of the organizations 5- Financial constraints and problems arising from it 6 - restrictions relating to the movement of new non-governmental organization 7- technological constraints and the lack of informing properly (Moradi, 1380, 6-40).

### **Citizen Participation in the Management of Metropolis in Iran**

Despite the importance and necessity of citizen participation in urban development, particularly in large cities, it doesn't have a long history in Iran so that the role of public participation in the urban affairs is very weak. Factors such as lack of a serious failure in the delivery of public and practical education, the weakness of information and the lack of effective associations and local councils for managing urban affair and concentrating plan and planning in central part and ..... provides this context so that the urban and urbanization problem has been public not exclusive.

Although in recent years with the emergence of new Islamic Councils in large cities, while boosting the morale of the public service, the share of public participation in municipalities' affairs has been increased (Mohseni, 1383, 3).

### **Review of Related Literature**

Jmshidzadh (1383) in his study as managing the area and public participation has investigated to the tasks of urban management and the need to use the capacity of citizens and

also has examined the role and the tasks of urban managers especially municipalities regarding neighborhood participations and concludes that municipalities to manage the city should do the tasks such as deregulation, reform of the legal system in the field of their own tasks and decentralization the power of urban management and give more importance to local management and participation of local residents. Habibi and Saidi Rezvani (1384) in an article entitled "Participatory Urban Development, a Theoretical Exploration in Iran condition" has investigated the theories of participatory urbanism and integrates it with Iran conditions, the results of this study indicate that Iran's urbanism in cases where it claims that it is participatory is consistent with the terms of the slogan participation and still is far from the first real participation. Shilpi and Tanjil (2005) in a study entitled "Public participation: the action of planning in a Third World city, the city of Khulna Bangladesh" deal have tried to know the importance of public participation in urban design. For this reason, in designing and the structure of urban designing, some views about public participation as a general policy recommendations have been considered that these policies have shown that society participation can be Solution to the crisis in the construction of the urban environment. Amado et.al. (2009) (M. P. Amado, C. V. Santos, E. B. Moura, and V.G. Silv) . in an article entitled "Public participation in sustainable urban planning", believes that urban planning, especially in areas that have protected landscapes requires the increasing of the role of public participation in the planning process that its result will be the creation of a continuous planning, interactive, integrated, and participative planning. Gonzales (2009) in an article entitled "The challenge of participatory urban planning is an challenge in Monte Rey in America "has investigated regulations of citizen participation in America's Monte Ray, he believes that the these regulations are a general approach proposed by the government as a sustainable form of citizen participation in planning and urban development.

### Methodology

This study, based on the purpose is functional and based on the nature of the descriptive-analytical, to gather data and analysis the hypnoses, different techniques and various assumptions (libraries, documents, and field) and the closed-answer type questionnaire (Likert) has been used. To determine the reliability of the questionnaire, statistical analysis, Cronbach Alpha ( $\alpha$ ) was used that obtained Alpha was 0/789 indicating the reliability of the questionnaires is desirable. Finally, the questionnaires gathered and investigated based on descriptive statistics and inferential analysis using Spearman correlation coefficient and independent sample t-test with a single group by the use of SPSS software. The studied sample has been the citizens of district one of Shiraz in 1393 to determine the sample size Cochran formula was used and 383 persons among 152300 (15 years and above) were selected of 383 and were investigated randomly.

$$n = \frac{t^2 pq}{d^2} \div \left( 1 + \frac{1}{n} \left( \frac{t^2 pq}{d^2} - 1 \right) \right)$$

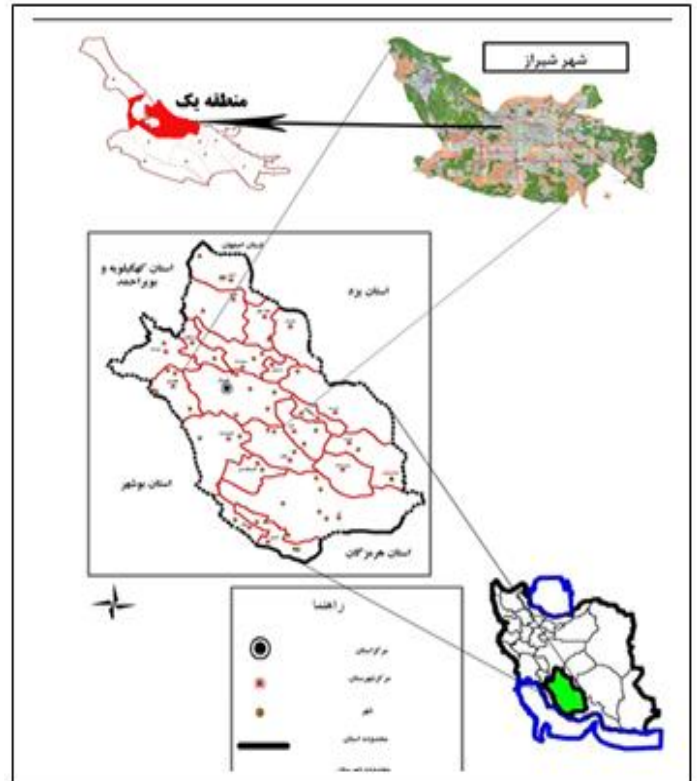
**N=152300**      **t=1/96**      **p=/.05**  
**q=0/5**      **d=0/2**      **n=383**

### Introducing the Studied Area

Shiraz is one of the major cities in Iran and it is the capital of Fars Province. The city is located at a distance of 919 kms from Tehran and its coordinates are 32 °52 Eastern longitude, 37 °29 Northern latitude. According to the latest administrative divisions, Shyrax is divided into 9 districts and its area is over 179 square kilometers. District one is the largest municipality

district of Shiraz that includes much of the north, center and West of Shiraz. This area from the north to the Babakuhi mountain and Jomhuri Boulevard, from the south to the Hang and Pasdaran street, Gas crossroads and Southern Hemat till ring road intersection, from the East to Saadi and Hor streets, and from the West to Jabaldrak gardens till Ehsan square and axle of Shams- Maali Abad.

The area of this region is 3085 hectares divided into six metropolitan area with 220,519 inhabitants (the statistics management of district one municipality, 1390).



Source: Fars Ostandari, Edited by Authors, 1393

### The Results of the Study

For this purpose, data from the questionnaires were coded and classified then analyzed using SPSS software and then hypotheses were tested the results indicates that 52/9% of respondents are males and 48/1% of respondents are females and 51/6% are single and 49/4% have been married. 22% of respondents are with the degree of low literate, 29/2% diploma, 22/7% associate degree, 23/3% BA and 2/8% have MA and higher degree.

The results listed in Table (1) shows that factors such as (people mistrust to authorities, the lack of participation planning program in society, lack of city officials trust towards people participation in urban management) had the most impact based on local resident opinion and factors such as (officials survey about urban planning of local residents and official and urban manager survey about problems existed in the area of people) had the lowest impact in the lack of public participation in urban management and programs.

The results listed in Table 2 show that factors such as (performance of officials and urban managers, having a written plan to engage people in participation, encouraging participants and media advertising) had the most effect based on the view of local residents and factors such as (officials accountability, officials respectful behavior with clients) had the least impact on attracting of public participation in urban management and programs.

**Table 1. Frequency Distribution of Reasons for the Lack of Participation of local Residents of District One of Shiraz**

| The mean of score | Very low   |           | low        |        | somehow    |           | high       |           | Very high  |           | The lack of participation of urban residents in district one  |
|-------------------|------------|-----------|------------|--------|------------|-----------|------------|-----------|------------|-----------|---|
|                   | percentage | frequency | percentage | فرانسی | percentage | frequency | percentage | frequency | percentage | frequency |   |
| 3/1               | 15/92      | 61        | 13/57      | 52     | 18/27      | 70        | 17/49      | 67        | 34/72      | 133       | The impact of in appropriate economic conditions in the absence of resident participation of                            |
| 3/7               | 7/31       | 28        | 21/93      | 84     | 5/22       | 20        | 24/80      | 95        | 40/73      | 156       | The impact of the absence community participation on the lack of participation of residents                             |
| 3/6               | .78        | 3         | 6/26       | 24     | 28/19      | 108       | 31/33      | 120       | 34/72      | 128       | The impact of mistrust of municipal authorities in the absence of resident participation                                |
| 4/2               | 2/61       | 10        | 4/17       | 16     | 22/19      | 85        | 25/06      | 96        | 49/95      | 176       | The impact of public mistrust towards municipal authorities in the absence of resident participation                    |
| 3/7               | 30/80      | 118       | 20/36      | 78     | 17/23      | 66        | 15/14      | 58        | 16/44      | 63        | The impact of compiled program for women in the participation of local residents  |
| 3/2               | 21/67      | 83        | 18/01      | 69     | 20         | 92        | 20/36      | 78        | 15/92      | 61        | Impact of the extent of municipal authorities knowledge towards problems on the participation of the inhabitants of the |
| 1/9               | 40/99      | 158       | 19         | 73     | 21/67      | 83        | 9/13       | 35        | 6/52       | 25        | City officials survey of residents about the problems   |
| 1/9               | 39/99      | 149       | 24/54      | 94     | 14         | 56        | 12/01      | 47        | 7/08       | 27        | Do city officials ask the opinion of residents about their implementation of programs                                   |
| 2/9               | 33/15      | 125       | 24/80      | 95     | 22/97      | 88        | 13/05      | 50        | 6          | 23        | Conducting programs to raise participation by public authorities  |
| 2/7               | 25/58      | 97        | 26/89      | 103    | 28/45      | 110       | 12/4       | 46        | 7/31       | 27        | city official attention to the local resident comments  |

Source: Data from the Questionnaire and Authors Calculations, 1393

**Table 2. Frequency Distribution of participation Attraction of the Residents of District One of Shiraz**

| The mean of given score | Very low   |           | low        |           | somehow    |           | high       |           | Very high  |           | The ground for participation of local residents   |
|-------------------------|------------|-----------|------------|-----------|------------|-----------|------------|-----------|------------|-----------|---|
|                         | percentage | frequency | percentage | frequency | percentage | frequency | percentage | frequency | percentage | frequency |   |
| 3/9                     | 9/66       | 37        | 15/40      | 59        | 24/80      | 95        | 21/14      | 81        | 28/98      | 111       | The impact of officials on the participation raising  |
| 3/8                     | 3/91       | 15        | 39/9       | 36        | 19         | 73        | 34/72      | 133       | 32/89      | 126       | The impact of officials complied planning on participation arising                                      |
| 3/7                     | 1/56       | 6         | 9/13       | 35        | 21/93      | 84        | 35/24      | 135       | 32/11      | 123       | The influence of preparing the society to attract public opinion for participation                      |
| 3/4                     | 3/39       | 13        | 7          | 27        | 24/80      | 95        | 36/03      | 138       | 28/72      | 110       | The influence of officials Accountability in attracting the participation                               |
| 3/6                     | 4/69       | 18        | 13/31      | 51        | 22/45      | 86        | 33/42      | 128       | 26/10      | 100       | The influence of increasing transparency of the costs in attracting the participation of municipalities |
| 3/5                     | 3/91       | 15        | 8/87       | 34        | 20/36      | 78        | 37/85      | 145       | 38/98      | 111       | The impact of officials respectful behavior with clients in attracting the participation                |
| 3/7                     | 4/17       | 16        | 8/35       | 32        | 29/24      | 112       | 30/02      | 115       | 28/19      | 108       | The impact of survey of local residents in attracting the participation                                 |
| 3/7                     | 4/43       | 17        | 7/4        | 27        | 19/32      | 74        | 31/33      | 120       | 28/19      | 108       | The impact of holding question-answer meetings in attracting the participation                          |
| 3/7                     | 7/83       | 30        | 10/44      | 40        | 19/32      | 74        | 31/33      | 120       | 31/07      | 119       | The effect of strengthening the non-governmental organizations in attracting the participation          |
| 3/8                     | 5/22       | 20        | 5/22       | 20        | 24/28      | 93        | 40/46      | 155       | 24/80      | 95        | The effect of encouraging participants in attracting the participation                                  |
| 3/8                     | 8/09       | 31        | 4/17       | 16        | 23/49      | 90        | 35/50      | 136       | 31/33      | 120       | The impact of mass media in attracting the participation  |

Source: Data from the Questionnaire and Authors Calculations, 1393

**Table 3. Comparison of Obtained Means with the Assumed Means Regarding the First Hypothesis**

| Significance Level | Degree of Freedom | t     | Hypothetical Means | The Means of Scores | Number |
|--------------------|-------------------|-------|--------------------|---------------------|--------|
| 0/000              | 361               | 111/3 | 30                 | 30/9                | 383    |

Source: Data from the Questionnaire and Authors Calculations, 1393

**Table 4. Comparison of Obtained Means with the Assumed Means Regarding the Second Hypothesis**

| Significance level | Degree of freedom | t     | Assumed mean | The mean of scores | number |
|--------------------|-------------------|-------|--------------|--------------------|--------|
| 0/000              | 363               | 111/3 | 33           | 37/13              | 383    |

Source: Data from the Questionnaire and Authors Calculations, 1393

**First hypothesis:** the lack of proper planning has led to less participation of citizens in the district one of Shiraz. The first hypothesis is investigated to confirm or reject through data obtained from the questionnaire, in order to investigate this hypothesis a single-group t-test has been used and with regard to range of options which has five options (from very low to very high) and range of scores (in the order of 1 to 5), the assumed mean for each question is considered 3 (the sum of 10 questions is 30). It means that if the obtained mean of questions is more than 30, the hypothesis will be confirmed.

As you can see t-values in a significant level (0.000) are significant ( $P < 0/05$ ). There for, there is a significant difference between the obtained scores and assumed scores. As the mean of scores of these questions is (37/23) and is more than the assumed mean, it can be concluded that the hypothesis is confirmed and it can be said that based on respondent persons, the lack of correct planning has been led to the less participation of citizens in this area.

**The second hypothesis:** There is a significant relationship between urban management practices and the participation of the residents of district one of Shiraz. The second hypothesis is investigated to confirm or reject through data obtained from the questionnaire, in order to investigate this hypothesis a single-group t-test has been used and with regard to range of options which has five options (from very low to very high) and range of scores (in the order of 1 to 5), the assumed mean for each question is considered 3 (the sum of 11 questions is 33). It means that if the obtained mean of questions is more than 33, the hypothesis will be confirmed. As you can see t-values in a significant level (0.000) are significant ( $P < 0/05$ ). There for, there is a significant difference between the obtained scores and assumed scores. As the mean of scores of these questions is (37/13) and is more than the assumed mean (33), it can be concluded that the hypothesis is confirmed and it can be said that based on respondent persons, there is a significant relationship between urban management practices and the participation of the residents.

### Conclusion

Currently in developing countries such as Iran, the great mass of the people live in large cities causing many problems such as different types of pollution, traffic, terrible transportation, poor housing, lack of jobs, and thousands of other problems and on the other hand the lack of an efficient and effective view regarding public participation in urban management, has faced over cities with more challenges that solving these challenges need more time and enormous costs. Therefore, the need to care about urban development with regard to improving people participation in the management of major cities. So the results of this study show that based on the local residents, the lack of a complied planning system regarding public participation and mistrusting of urban managers towards public participation are effective factors in decreasing the extent of public participation and factors such as officials performance, encouraging participators, and related media advertising have the most role in attracting public participation. So, regarding offer mentioned remarks, it is necessary that urban officials and managers take some effective actions to remove barriers of public participation and decrease urban problems. Based on the results of this study, some implications have been offered to reinforce public participation in urban planning.

- Conducting the social and cultural programs in the region, with the assistance of residents about the importance of public participation
- Getting the trust of local residents through actualizing their views

- Flexibility in conducting plans in neighborhoods accordance with the view of the local inhabitants
- Holding the regular meetings of asking-answering between officials and the people at the target area
- Using the capacity of schools and universities to attract public participation in social and cultural affairs
- Creating local councils with the presence of local trustees
- Asking people views about the implemented programs in the region
- Annual assessment of the extent of public participation in urban affairs and identifying barriers and problems
- Tax exemptions and reducing the Municipality tax for participatory citizens
- Designing sites to ask the views of the local residents about programs in cyberspace
- Encourage participants to the various regional affairs (media, cyberspace, urban billboards, etc.) to motivate others

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