Received 2014/6/4
Accepted 2015/5/10

# Managerial model of regeneration projects
# Case study: Tehran

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## Abstract

Urban Regeneration has changed from a simple engineering and construction project to a sophisticated social and economic phenomenon. Management and considering context are to critical factors of regeneration projects success and failures in Iranian initiatives are strongly the result of negligence of them. The main propose of this research is to develop a managerial model for regeneration projects in Tehran based on the context. After considering different dimensions of urban regeneration, the structure and components of the model is identified based on David`s strategic management model and then to complete the model, interview with experts and analysis of consultant`s documents related to Tehran`s deteriorated fabrics is done. Finally every identified part is synthesized into the final model. The most important aspect of the model is role of facilitator for urban management and not a direct actor giving the chance for developers and professionals in private sector to direct regeneration with participation of people and other actors.

## Keywords

Urban Regeneration, deteriorated fabrics, regeneration Management, Project management, Tehran.

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## Introduction

Urban regeneration is one the most important Challenges of city managers and Iranian cities will face with big consequences if the challenges is not solved properly. Article 171 of Iranian 5 year development plan has set target of 10 percent regeneration annually.

The most important reason for such a challenging task is the danger of earthquake. Based on 2800 guideline most of Iranian cities are located in high danger zones. Tehran as the capital is locates in very high danger zone (BHRC, 1999).

JICA1 studies indicate an earthquake will result in a human catastrophe (Jafari, 2008: 267).

Also low Quality of life in urban deteriorated fabrics has generates lots of social and economic consequences (Jafari, 2012).

Urban regeneration on the other hand is a chance for city growth and excellence (Andalib, 2010) and in a way can reinforce cities Well-bing (Yu, et al, 2011).

Everybody living in a deteriorated fabric has a unique capital which is his land and if this capital is utilized properly can has a great economic return (De Soto, 2000) and this return is vital for people because most of them are living in economic stress.

Till now lots of initiatives has executed by urban managers to achieve regeneration goals but the results have a huge distance in rate and quality of which the low makers had in mind. One the main reason of such a gap is looking to regeneration as a construction project and neglecting it`s social and economic dimensions (Jafari, 2012).

Managers most of the Time show an appetite to engage themselves and other organizations which must act as a facilitator directly and this had been causing lots of problems including great deal of mistrust between people living in the fabrics and urban managers.

Noruzi (2010) has studied what has been done in Tehran regeneration initiatives and he describe this pragmatism and neglecting to solve the challenges of regenerations before starting the initiative to a train moving to an ambiguous destination and with no proper rails in the path. The main reason of urban regeneration projects failures are lack of management model and neglecting the context which are critical success factors of any urban regeneration (Yu, et al., 2011).

The main purpose of this research is to propose a managerial model of regeneration based on a valid strategic management theory and in accordance of Tehran`s deteriorated urban fabric`s characteristics.

## Methodology

The main assumption of the article is that a managerial model based on true vision and clear goals and in accordance with the context is amongst the most important success factors of regeneration. Since there is a complex relationship between lots of stakeholders in regeneration projects (Yu, et al, 2011), with such a model responsibilities and level of action of all stakeholders/actors are determined and so the authoritative and hasty initiatives that has been causing more problems (Noruzi, 2010) are avoided. So the main questions of the research are:

- What are vision and the main goals of regeneration? in the other hand after regeneration what will happen in the urban fabric?
- Who are regeneration stakeholders/actors and what should they do to achieve regeneration goals?
- Where is level of actions of each stakeholders/ actors?

I try to answer these questions by designing a managerial model of regeneration. This is a applied and descriptive research. Datas are collected through up to date finding of regeneration researchers, regeneration action-plans of Tehran By consultants and interview with 5 expert that has direct experience about Tehran`s regeneration plans and actions.

At first urban regeneration is considered through the eyes of experts.

I try to consider viewpoints of Iranian and foreign researchers side by side. At second parts Based on David strategic management model, a structure for regeneration management is presented and regeneration areas are identified based on consultant's studies. At third and fourth sections different parts of the model is completed through Iranian researchers finding and interviews with regeneration experts. At the last part the final model is represented and described in detail. To complete the model I presented it to experts and based on their views some corrections were done.

## Dimensions of urban regeneration (literature review)

Urban regeneration viewpoints has been changing a lot through decades. Carmon (1999) identify three eras of regeneration based on UK, US and Europe experience including: the era of the bulldozer: physical determinism and emphasis on the built environment, neighborhood rehabilitation:

comprehensive approach emphasizing social problems, and revitalization especially in city centers: a business-like approach emphasizing economic development. The labels clearly show a dramatic shift in approaches from an engineering/ construction project to a complicated social and economic phenomenon.

Different researchers look regeneration through different lenses. Blessi (2012) based on Montreal regeneration experience focus on the relationship between culture and regeneration and emphasis on people participation based on cultural traits. Other researchers emphasis on capabilities of culture too such as Gunay, et al (2012) based on Istanbul and Wang (2009) based on Shanghai experiences. Its clear that we can base culture as the foundation of regeneration only where the capabilities are there in the context of initiatives.

Beside culture, social dimension and people`s participation are emphasized. Diamond (2005) identify the main factors of regeneration failures in Uk such as nuclear plans, shor-time funding, central government interference, lack of people participation during planning and executing regeneration and emphasize on participation as the only way to tackle these problems. Iranian researchers have the same opinion. Adibzadeh and Asghari (2011) as facilitators of Nemat Abad quarter in Tehran mention people`s participation and decentralization as the main factors of regeneration success. Roosta (2010) also emphasize on social, economic, and physical potentials besides proper managerial tools to tackle regeneration problems. Although literature strongly emphasize on social and economic dimension of regeneration but most of regeneration manager in Iran look to it as a construction project despite great differences between regeneration and construction/ engineering projects in planning and management (Andalib, 2010) and this is the main factor of regeneration failures in Iran.

Economy is another important dimension of regeneration. Neoliberal though, has influenced a lot urban planning and the role of governments in cities (Harvey, 2005) and this also has influenced regeneration economic dimension. In US for example federal government cut finding of cities and so all cities now compete for attracting capital and Hackworth (2007) call it Neo-liberal urban policy that put economy at the center regeneration initiatives in Us and other countries which has caused lot of criticism too (Diamond, et al, 2010) (Giddens, 2009). But as De Soto (2000) mention we cannot neglect economic dimension of regeneration anyway. In UK regeneration resulted in 5.12 million pound help to urban economy and created 75000 direct and indirect jobs (Rogers, 2005). In Iran Andalib (2010) emphasize on regeneration capabilities to create wealth in deteriorated fabrics. Aeeni (2010) also consider economic aspects and funding of regeneration as the most important factor. As mentioned researchers look to regeneration through different lenses. Definitely we cannot mention one dimension as the only important dimension. We must focus on the context as the most important success factors of regeneration (Yu, et al, 2011) and weight every dimension in relation to it. For example the dramatic consequences of a potential earthquake in Iran resulted a focus on physical dimension of building and lots of Iranian researchers mention unstable structures and physical vulnerability as the most important factor of urban deteriorated fabrics criteria and also the most important goal of every regeneration initiative (Jafari, 2008), (Mansouri and Khani, 2008), (Andalib, 2010).

## Structure of managerial model and areas of Regeneration in Tehran

To design a managerial model of regeneration, focus on vision and goals as one of the most important

Table 1. Areas of Regeneration Based on consultant's studies. Townscape Designs and block studies. Source: Tehran`s renovation organization documents.

| | Commercial | Service | Housing | area | |
|---|---|---|---|---|---|
| | | | | out of fabrics | In Fabric |
| Townscape Designs | 94.75 | 130 | 687.25 | 912 | 915 |
| Block studies | 26.3 | 24.1 | 969.6 | - | 1020 |
| Sum | 121.05 | 154.1 | 1656.85 | 912 | 1935 |

managerial concerns (David, 2014) are inevitable. Based on David model after we create a vision and determine goals, it's time to allocate resources. In regeneration we can translate resource allocation to actions of every stakeholder/actors. So for a managerial model of regeneration we must determine Vision, goals and responsibility of every actors.

Focus on Tehran`s deteriorated fabrics and Their potentials is inevitable for the model. So all of plan and action plans in renovation organization of Tehran has scrutinized. Since comprehensive and detailed plans that are normal in Iran as the ultimate source of guiding physical development of the cities are not functional in deteriorated urban fabrics (Mansouri and Khani, 2008); (Shafee dastjerdi, 2013), Tehran's renovation organization has prepared 70 Townscape Designs in quarter level and 10 Block studies in district level through competent consulting engineers. 1978 hectares of 3268 hectare of Tehran deteriorated fabrics are covered in this studies. All of these the plans are studied in GIS and by that, three areas of regeneration including Housing, Services and economic zones (value creators) are determined. The final results are presented in table 1 and it means consultants in their designs and plans has determined whole or part of an urban block in of these three areas. Urban facilitation bureaus that acts in urban fabrics to facilitate regeneration have classified urban fabrics in the same three areas (Adibzadeh and Asghari, 2011). Data in table 1 clearly show a high potential for wealth creation in deteriorated urban fabrics through housing as a strategic need of Iranian young society and also commercial projects. With execution of service projects the quality of physical environment will upgrade and this will result an increase of land price which has a great economic impact for people.

**Vision,Goals and regeneration actors in Tehran**

Results of Iranian researchers are scrutinized to determine Vision and goals of regeneration. Piran (2010) has written a guideline for facilitation bureaus in Tehran and in that guideline the role of people in procedure and their capability for great development and big events in the fabrics are emphasized. He also refers to a paradigm shift and the necessity to end the wealthy government, poor and weak people mindset. This shift besides upgrading information about the context are foundational activities of regeneration. As a result the institute of quarter renovation will establish which has the trust of all actors. In this approach economic and social take off is the main result of regeneration in accordance with what was mentioned in literature review (Fig. 1).

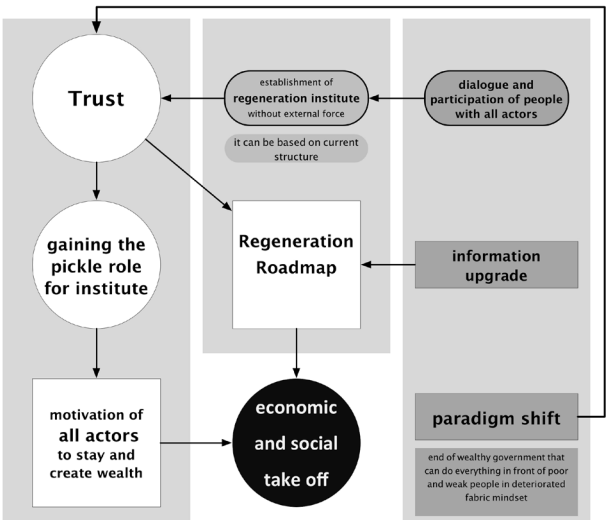



Fig.1. The process of regeneration facilitation. Source: Bbased on Piran, 2010.

So the vision of regeneration is not a new house and physical upgrade of a urban fabric but a social and economic development that definitely will result in physical development too. Andalib (2010) mentioned safety, balance, vitalization and capacity building as the main goals of regeneration. Priority of safety is based on potential threat of earthquake and is very important in Iranian context. Andalib also has classified 7 regeneration actors including: people, developers, professionals, experts, executive organizations, policy makers or regulators and media (Table 2). From managerial point of view, there is a need to understand activities, each of these actors should do to achieve regeneration goals. Table 2 present these activities in three level of policy making, supportive action and execution. In this table I intentionally put urban managers (including municipality and government) in policy and support level to prevent the problems their direct engagement provide during past experiences (Noruzi, 2010).

Relationship of regeneration goals and areas identified in section 4 is the last ingredient to complete the managerial model of regeneration. Table 3 present potential of each area for achieving regeneration goals. Data of this table is provided through interview with 5 regeneration experts and they clearly demonstrate in each area there is a huge potential for every regeneration goal. Based on this

Table 2. Regeneration actors and what they do in the process. Source: autour.

| Level | Actors | Activities |
|---|---|---|
| **Policy** | policy makers | passing supportive regulation, eliminating legal problems, funding |
| | experts | producing knowledge of regeneration, providing guidelines for legislators and managers |
| **Support** | media | providing information for all actors, monitoring initiatives, increasing actors information, introducing impact of regeneration for cities well-Bing, review and critique of actions |
| | executive organizations | participation in facilitation processes (capacity building), funding, providing services, support of knowledge production, utilization of specialized institutes, monitor and control, planning |
| **Execution** | professionals | regeneration facilitation, participation in knowledge making, documentation |
| | people | participation with other people in fabrics and with developers for economic and social development |
| | developers | funding and participation with people for Housing, wealth creation and physical upgrade of neighborhood |

Table 3. Potentials of regeneration areas to achieve regeneration goals. Source: autour.

| goal / Area | safety | balance | vitalization | capacity building |
|---|---|---|---|---|
| **housing** | • reconstruction of old building to provide safety and create new homes | • physical quality increase because new houses are build | • increasing dignity of life<br>• increasing people's motivation to stay<br>• increasing social capital | • increasing participation between people<br>• providing land for housing projects<br>• proving inner development |
| **Services** | • providing open spaces<br>• increasing width of roads and streets that ease emergency activities during earthquake | • increasing workability of roads<br>• increasing green areas<br>• increasing services needed in quarters<br>• balance distribution of services in cities | • flow of social and cultural activities in fabrics<br>• improvement of cultural and social level of fabric<br>• motivate people to stay | • improvements of social and cultural capabilities in fabrics<br>• providing ground for cultural and social activities of people living in fabrics |
| **Commercial and economic projects** | • decreasing area of danger during earthquake<br>• regeneration motivation and speed increase | • providing some services needed through commercial projects<br>• attracting capital to fabrics<br>• increasing price of land<br>• decreasing the gap between different zones in city | • increasing activity in fabric<br>• providing means of attracting population<br>• causing Liveliness in fabrics | • job creation<br>• increasing price of land<br>• providing tangible grounds for development |

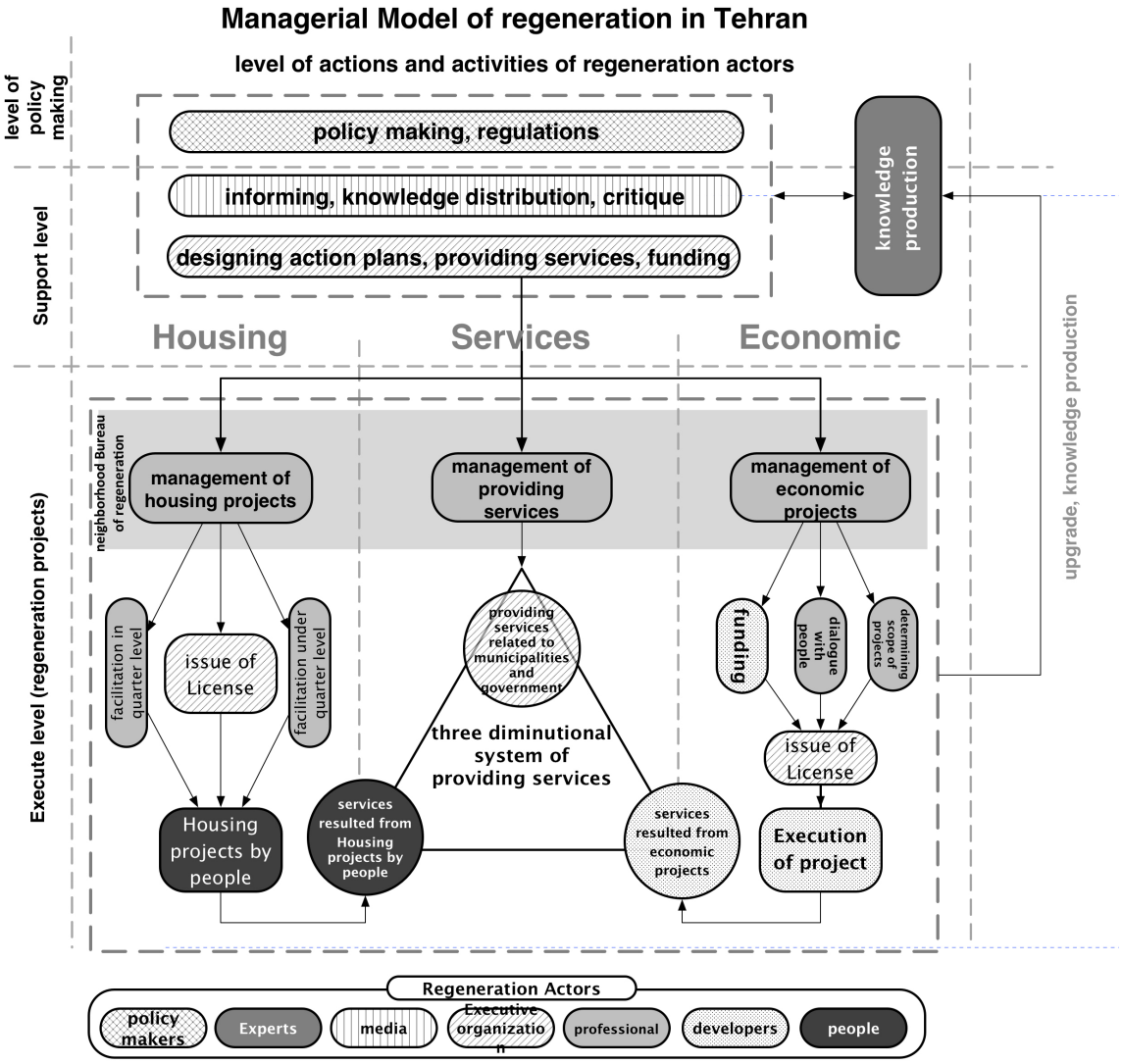



Fig. 2. Managerial model of Tehran`s deteriorated urban fabrics.
Source: autour.

potentials, in final model activities of each actors are classified in the three arias.

## Proposed managerial model of regeneration in Tehran

The main purpose of managerial model of regeneration is to determine what 7 actors of regeneration (people, developers, professionals, experts, executive organizations, policy makers or regulators and media) do in tree levels of policy making, supportive action and execution in three areas of housing, services and commercial projects to achieve four goals of safety, balance, vitalization and capacity building in deteriorated fabrics. For that activities, actions and level of activities with their relationships are presented in Fig. 2. Legislators and experts are in policy level and media, government and municipality act in support level. Municipalities also have a role in execution level.

In Execution level based on regeneration areas, activities differ. In this level participation of private sector as developers and facilitators and avoiding direct engagement of municipalities is very important for success and lots of researcher acknowledge this (Noruzi, 2010);(Hajali akbari, et al,2011). Managerial activities based on characteristics of each area is done by professionals and consultants as facilitator or construction manager which is emphasized by Iranian law makers. There is a potential to outsource managerial activities to private sector to guide and execute regeneration projects under supervision of neighborhood Bureau of regeneration.

In Housing areas managers try to encourage people to participate and share their plots to construct buildings

in bigger plots which is a must for regeneration in Tehran (Ibid) with funding by developers wherever needed. With the support that law has been providing, contractors act under supervision of Neighborhood Bureau of regeneration to design and build economic projects. Providing service also take place in three phases:

- First phase: the services that is under duties of municipalities such as parking, parks, roads and cultural, sports, hospitals complexes (it can be done with government support).
- Second phase: some of the roads width is improved during housing projects
- Third phase: some services are provided as side effects of commercial projects such as roads improvement like second phase or some services such as sport, cultural etc. activities which developers provide in commercial buildings.

Neighborhood Bureau of regeneration as a professional institute direct all actors activities based on regulations and under supervision urban management. Such a private actor as manager of regeneration can provide a concrete foundation for tackling mistrust between citizens, developers and urban managers and facilitate all actors' relationship to achieve regeneration goals.

## Conclusion

As mentioned managerial model and focusing on context are two critical success factors of regeneration projects. In this article I try to present a managerial model for regeneration of Tehran`s deteriorated urban fabrics based on context and in accordance with current literature and past experiences in Iran. To use the model in other contexts the differences must be noticed but the model will be useful in big cities that has lots of similarities with Tehran. There is a need to do more research on other big cities and compare their finding with this research and By this knowledge of regeneration improve significantly and chances of success increase dramatically.

## Endnote

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