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Land development and its implementation process pathology

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ABSTRACT

Land development as one of the main policies of land planning in Iran has been defined in urban planning system. Following that, the definitions of land development and development plan have been explained in the relevant laws and instructions and have been considered by urban planners. The subject of land development since the 1990s in global experiences and attempts were made to redefine land as a rare and valuable commodity And new agendas such as land sovereignty were introduced in this area. Analysis of existing documents and programs in the field of land development plan and its implementation processes in Iran indicates disregard for the conceptual changes of the land and the mentioned changes and taking an unsuitable path in determining and analyzing the goals and problems. The main purpose of this study is to track the problems resulting from the development and implementation of land planning process and according to the characteristics of the problems that these programs generally face and the multiplicity and diversity of stakeholders involved in them, it is necessary to have a method that can track all required problems. Therefore, the selective problem-solving process method used in this research is purposeful problem-solving which It provides an opportunity to express the views of different stakeholders that is done by using data collection and analysis techniques as well as thematic content analysis. Finally, the main disadvantages of the development and execution process have been identified and in three axes, macro suggestions are presented based on group problem solving method.

KEYWORDS: Land development, Implementation, Pathology, Iran

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1. INTRODUCTION

It is required to redefine and understand the relationship between humans, the environment and natural resources, and economic development in a better and more precise way in order to achieve sustainable development (Elliott, 2012; Mukupa, 2011). Currently, many urban planners have considered land development as a limited natural resource to achieve sustainable development and establish the mentioned relationship (Union, 2009). The land has changed from a completely physical concept to a socio-economic concept over time and has presented the ground to introduce new concepts like land as public wealth and land governance (Shams Pouya et al., 2017). Land development as a set of activities to satisfy the general requirements for housing in order to achieve the objectives of sustainable development in urban communities has not been indifferent to the conceptual changes of land and has considered land as a valuable public good and set new objectives and plans to develop it (Augustinus & CHIEF, 2009; Deininger, Augustinus, Enemark, & Munro-Faure, 2010).

Analyzing the present documents and programs in the land development plan and its implementation processes in Iran indicates that the conceptual changes of land and the stated changes are not considered and an improper path is taken to determine objectives and analyze problems (Azizi, 2001; Ardeshiri et al., 2012). Being unsuccessful to realize pre-planned and pre-organized development in order to increase the supply of land to provide executive plans, incompetence to provide mechanisms and plans, feasibility study and supervision of development and executing the plan, institutional problems (formal and informal) to achieve the pre-planned and pre-organized development is only part of the accumulated problems related to land development plans in Iran.

All the arrangements that have been taken in the titles of the development plans and their contents, and a lot of experience achieved by designer and executors of urban affairs indicate that these plans could not manage to achieve success in the planned development of cities. Pathology and reviewing the scope of services/works of these plans and their implementation processes is one of the measures that can be considered during correcting the inaccurate processes and problems of development plans, because it is possible to identify the problems and suggest solutions to prevent intensifying the problems related to them by having a critical look at the way of preparing, implementing the plans, and their content. In fact, this study should be conducted because of this objective.

By examining and pathology of land development plans in Iran, the current study has two specific objectives: a. recognizing the problems of urban development emphasizing especially on land development plans and its implementation processes, and b. measuring the macro requirements and suggestions related to modifying the scope of services/works and its implementation processes.

We have tried in this research to develop the process of recognizing and formulating the problem in a participatory form and with the presence of involved stakeholder agencies, eventually, to give an operational aspect to the proposed solutions. The problem-finding process has an evolutionary nature that determines the objectives, values, and needs through unplanned processes on the one hand, and determines also pre-planned processes on the other hand. It is significant to select the right "problem" for planning activities because if solving the wrong problems is considered, the efforts - even with an efficient process - will be made on the wrong choices that not only society will have to experience the loss of the improper effort, but the problematic situation will still remain. (Daneshpour, 2008; Kleindorfer et al., 1993)

2- Research theoretical background and foundations:

In fact, land development is operational planning to develop the land; which means that it is required to implement some programs that have been thought and organized in comprehensive and detailed plans for the city in the development plan; this plan is not just a tool to implement the comprehensive plans; but, it is a mix of pre-thought rules and other required factors in terms of urban planning, architecture, and building engineering to improve the quality of residential environments.

Many experts, decision-makers, and policymakers of urban land development have considered the consequence of land development in the framework of good land governance approach and its influences on spatial balance and the development of cities and has emphasized new aspects of land development in recent years (Shams Pouya et al., 2017; Augustinus & CHIEF, 2009). Different countries attempt to create new forms of land development in different cities and contexts to provide the grounds for achieving sustainable land development. We can state various approaches, including the social concept of the land and the perspective related to land spatial development based on the land economy in the spatial planning of different countries. It is possible to determine two main approaches to respond to the question of how to achieve land development in various texts according to expand using the concept of land development and the option of a good governance approach to responding to the mechanisms required to achieve it at the urban level:

The first approach: measuring the status and position of the city in a comparative state with other areas by regarding the movement path assuming good governance of the land and the taken path: According to this approach, it is possible to measure the state of the city in terms of the extent of having the driving forces of land development only through relative analogy mediation with other cities and monitoring the movement path of cities in the path of good land governance.

The second approach: determining and introducing the driving forces to develop the according to different theoretical viewpoints: The situation of cities is examined using various methods; which can be inherited from various disciplines into planning.

Land development has been defined in laws related to urban lands (such as urban land law) in Iran in the 1980s and the definitions of it have been then explained in the related laws and regulations. Of course, progress in land development have not been significantly considered that it is possible to observe its evidence in the lack of change in the way to produce plans and land development projects.

For the aim of pathology, resources and related documents related to land development has been analyzed based on a qualitative approach and according to the researchers' studies in five sections of location analysis, plan development, land allocation, implementation, and management (according to the process to implement the land development in the public sector). We have examined twenty independent types of research in this research using the content analysis method, and the findings have been presented in the research process. Table 1 presents only a part of the pathology of the stated stages.

Problems			Stages
Regulatory Problems of Urban Boundary No sufficient planning studies	Planning and Regulation	Site Suitability Analysis	Site Suitability Analysis
No sufficient attention to environmental aspects and demolishing agriculture land and natural assets	Environmental Regulation		
Low accessibility in road designs No physical relations to city structure No Attention to Passive defence aspects	Spatial Structure Regulation		
No process based No Attention to high level plans Good urban road and physical aspects inside the land	Planning and Regulation	Plan Production	Implementation
Allocations to residents without providing services No clear mechanism for building after allocation No Integrated Management	Land Allocation Management		

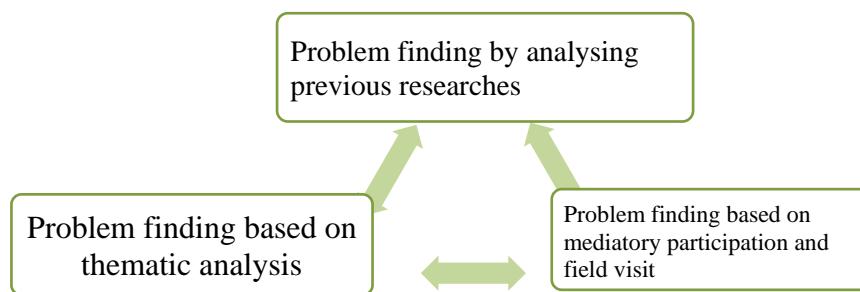
3- Research Materials and methodology:

The main objective of this research is to find the problems of land development plans in the process of preparing and implementing them. It will be effective to classify problems and the methods to solve them to develop research methodology (into three categories: simple, complex, and wicked). The wicked urban problems, which this study faces them, are complex in terms of finding and formulating (different from simple problems) and there is no agreement on the way to solve them (different from complex problems) due to the pluralism of stakeholders, ideals, and values of each one, and the problem-solving process for these problems is much more complex in restraining the initiatives of other groups, and no issue restricts it because of the stakeholders' power.

Problems formulation looks for procedures to improve problem identification and results in clarifying objectives and managing the time and cost better, and problems will be examined in terms of importance. The problems are usually found in two ways: (first) passive or reactive problem-finding and (second), purposive or proactive problem-finding. According to the general definition of the problem both methods are responses to the difference between the current situation and what society wants (desirable situation). (Daneshpour, 2008; Kleindorfer et al., 1993).

Problems related to development plans (according characteristics like multidimensionality, engagement of different stakeholders and interdependence of problems) are wicked problems that there is no clear statement of problem and it is not possible to solve them only using linear and rational methods and it is required to use the purposive (proactive) method of problem-solving, and the group (collaborative) problem-solving process.

It is possible to state the research method in two stages of problem-finding and problem-solving as follows (Figure 1): In the first stage (purposive and proactive problem finding), the most significant problems of land development and housing will be identified by applying the method of thematic analysis and participatory mediation (based on holding specialized panels, field visits and interviews, and pathology of legal frameworks), and in the second stage, recommendations will be finally presented to improve the efficiency of scope of works/services and executive processes of land development plans.



4- Findings and Discussion: Explaining the process of purposive problem finding (proactive)

We have tried to systematically examine previous studies and documents related to land development based on various steps of problem identification, problem formulation, and problem-solving in the first stage of the research, which was analyzed in the research background section. It is then possible for us to determine some of the most significant problems by referring to the resources related to the

thematic analysis of land and housing development by applying "thematic content analysis" method. We summarized some of the titles of these most important problems in the following part.

4-1- Finding the problems based on thematic content analysis

It is possible to consider the following cases as general and uncategorized list identified problems according to the studies conducted by this:

- Not providing (complete) the infrastructure and services related to land development projects by relevant authorities
- Not complete implementation of some planned spaces for resulting in reducing the residential suitability
- Increasing economic rent caused by land trading and deviating of manufacturing companies
- No internal consistency (lack of connection) between the objectives and programs of the development plans and its executive factors
- No complete contextual connection (lack of connection) between the needs of residents and users and suggestions of development plans (paying no attention to needs of local communities in decision making and providing the development plans)
- No proper engagement and full cooperation of various stakeholders to provide and implement land development plans, which imposes costs in excess of the initial estimates and also reduces the usefulness of pre-planned plans.
- Not accepting the strategic approach in the real form in preparing land development plans
- Not fully considering the various dimensions to provide and implement development plans (in terms of various aspects of urban planning, urban design, urban landscape, environment, architecture, passive defense, infrastructure engineering, project management, etc.)

It is possible to classify the summary of the list of the mentioned items provided by analyzing the content of twenty documents , including articles, interviews, and newspaper notes into three general categories, including first, institutional problems and incompetence in accomplishing pre-planned and planned development to increase land supply in the form of development plans; second - inability to prepare land development plans and executive mechanisms; and third, problems related to the adequacy of infrastructure.

There are various factors that not recognizing them completely leads to an initial and less significant reading of these plans compared to more developed countries and threaten the most significant objective of land development as pre-thought and planned development to increase land supply in the form of executive plans. It is needed to review and update the Scope of works/services and executive processes to avoid reproducing some most important problems of land development plans and look at land and housing simultaneously and with consider economic, social, environmental and physical factors (which makes house different from shelter.)

4-2- Finding the problem using the participatory mediation method

The participatory mediation method has been applied to reach the outputs of this research and has been selected as a selective approach to perform the processes of this research considering the various factors related. Engagement is a widespread and complex concept and includes various formal ways of engaging and new approaches to inviting people to influence decision-making and accepting significant. We can assess the stakeholders' more active engagement to plan and provide citizens' living environment, including land development plans in the current situation through thoroughly studying the development process and the parties engaged in preparing some plans.

The participatory mediation method includes the ranges of commitment and engagement, negotiation, pre-mediation, and mediation, and seeks to provide a common definition of problems using stakeholders' different knowledge and achieving a common meaning among them and present a foundation to affect decisions by hearing various opinions and a foundation to achieve decisions.

Step 1 - Identifying the stakeholders engaged in land development plans: land development plans are located in the National Land and Housing Organization; hence, it is possible to define the stakeholders including the public and semi-public institutions, state and non-state organizations active in land development plans, and target groups and can be effective or affect the process of the feasibility study, plan development, plan approval and implementation of land development plans. It is normal that each stakeholder has expectations that ignoring them can provide problems for parts of implementing land development plans. These stakeholders affect the inputs (resources, facilities, and programs) or can be affected by the outputs (services, products, consequences, etc.) of land development plans.

Step 2 - Classifying stakeholders based on the relationship with the National Land and Housing Organization: It is possible to classify the engaged institutions identified in relation to their role and the way they interact with the National Land and Housing Organization into two categories of internal and external (Tehran Urban Planning and Research Center, 2006).

A. Internal agencies: Internal agencies are individuals, groups, or organizations that function inside the boundaries of the organization and can influence the interests, resources, or output of the organization, or the output of the organization can affect them. Research conducted on similar examples of planning directs the public in this orientation and if managers and employees, in general, do not engage in the development (or in other words, do not consider the plan as a result of their opinions), it will not be possible to provide executive guarantees and cooperate in order to implement the plan. Consequently, internal stakeholders are the most basic group in developing the interacted plan in the development process. Accordingly, internal stakeholders will criticize the viewpoints and opinions expressed by external stakeholders and they will announce corrective opinions.

B- External agencies: We can include all individuals of groups and organizations outside the organization. We can determine the importance of each external institution in the development process in this way that legislators, the public (by pushing their expectations, expectations, and needs), and parallel, overlapping, and complementary organizations can limit or expand the missions of the National Land and Housing Organization about development plans.. It is effective to know the position of each of these institutions in relationship with the National Land and Housing Organization (Center for Studies and Planning, Tehran, 2006).

Table 4- An example of the institutions engaged based on the relationship with the National Land and Housing Organization

Feasibility Study Step	
External Agencies	Internal Agencies
Instruments and Landed Property Registration Department	National Land and Housing Organization
Service Providing Agencies (Water, Power, Gas)	Local Office of Road and Urban Development
Plan formulation Step	
External Agencies	Internal Agencies
National Planning and Management Organization	National Land and Housing Organization
Implementation Step	
External Agencies	Internal Agencies
Municipality	Local Office of Road and Urban Development
Service Providing Agencies (Water, Power, Gas)	Contractors
Allocation Step	

External Agencies	Internal Agencies
Municipality	National Land and Housing Organization
Target Groups	Local Office of Road and Urban Development

(Source: Authors' Studies, 2020).

Step 3 - Finding the problems in land development plans in terms of provincial managers' perspective: provincial officials' opinions: (representatives of Isfahan, Yazd, and Markazi provincial offices and as the main employer body to prepare and implement development plans) on issues related to executive processes have been analyzed in their specialized panel and presented in the framework of the challenges and solutions.

The central challenges and problems stated in the two main thematic axes (ie describing the services and executive processes) in this meeting have been presented in the following figure and includes the following cases based on analyzing the content and coding the main axes based on the repeating the topics:

- Content challenges and problems related to describe the services
- Process challenges and problems related to the executive body
- Issues related to the nature of land development

Case 1: An example of the problems stated in the land development process by provincial officials

- No tectonic earthquakes or fault zoning are observed in the geological study development plans. We only examine these issues on a case form after experiencing specific circumstances.
- There is no former Housing and Building Management in the Article 5 Commission, and accordingly, a gap has been provided between the detailed plan and the development plan.
- Service provider agencies only play their role at the time of implementation, and sometimes their needs and requirements change the plan or increase significantly the cost, and this is one of the problems in the delivery of land to municipalities. As an example, street construction has been performed, but there are no service spaces, and it is not clear who satisfies these requirements, hence, the municipality denies accepting responsibility. Generally, the owner uses actions in order to increase the added value contrary to the approved plan. Sometimes the actual demand from the site has not been estimated accurately.
- The feasibility stage of land development is not implemented properly at all.
- The population settles before completing the development, and municipality considered this case as a mechanism to accept the area as an urban neighborhood. While the original residents suffer from a critical shortage of services.

(Source: Authors' Studies, 2020).

Step 4 - Finding the problems of land development plans in terms of consultants formulating land development plans: It was tried to explain the problems of land development services and also, the barriers to meet the plans in the implementation and to realize the proper solutions for each barrier in the meeting holding between the experienced employer, researchers, and consultants to provide land

development plans (representatives of Part, Zista and Amood Consultings). The following figure shows the main challenges and problems stated:

- The first and second stages of the processes/services are not complementary or in other words, there is no coordination of the scope of services/works in the two stated stages
- No active and effective presence of service provider agencies in all stages of the development process;
- No attention to some content issues to describe services, including the connection with the city boundaries, social and economic support, urban design, planting pattern, etc.;
- Issues related to describe the current services, including the overlap of different sections, lack of hierarchy, lack of thematic layering, non-separation of sections of cognition, analysis, and design

Case 2: An example of the problems stated in the land development process by the consultants

- The large separation of phases 1 and 2 means that the architect and urban planning consultants only perform phase 1. The gap between the first and second phases which is also observed in describing the services makes some problems for the implementation and feasibility of the project.
- The people who received the Phase 2 documents from employers were not experts to evaluate and analyze them. For example, the employer did not provide a mechanism to control soil testing, or the intensity and duration of rainfall to predict surface water, predicting sewage, even cross-sectional and longitudinal profiles of streets, and pavement calculations.
- There are no recommended criteria of the development plan about the structural density of parts in some cases, and there are concepts such as design and defense in the abstract direction in the plans but are not considered in the implementation section.
- The multiplicity in the process of land development, including designer, approver, and executor; project implementers generally encounter difficulties because they were not in the proving process, and the main plan will be required to revised because of the lack of integration between the responsible agencies (including the Water, Sewerage, Electricity and Gas Department).
- Lack of a process based on persuades the service provider agencies to engage in the plan, especially installations, from the start of the first phase.

(Source: Authors' Studies, 2020).

Step 6 - Finding the problem based on forming the specialized panels: we studied and analyzed the influence of various factors on the success and failure of projects based on collaborative activity in this study that has emphasized the best data, information, knowledge, and judgments in the field of empirical and executive fields. Panels not only enable some experts to engage in the process of reviewing and analyzing the factors of success and failure but also provide the ideal meeting to perform in-depth discussion and thought. Accordingly, this study has used separate specialized panels in order to examine and pathology of land development plans.

The following figure shows the main challenges and problems stated in the panels and two main thematic axes (i.e., describing the services and executive processes) in this meeting and based on analyzing the content analysis and coding.

- Stages of the land development process
- Engagement of stakeholders
- Technical knowledge of the producers and executors of the project
- The process of preparing a plan to describe the services
- Content of plans based on describing the services

Case 3: An example of the problems stated in the land development process in the panel of organization's experts

- Urban planning aspects of development plans are more noticeable compared to urban design topics, and it seems that this factor results in unpredicted results in executing the projects.
- Municipalities are the executors of the development projects of whilst the National Land and Housing Organization and the General Departments of Housing and Urban Development prepare them. In fact, the executor of the project has no intervention in preparing plans, and this is one of the causes of plans failing and changing the final product. (Lack of governance in land management)
- Problems of development plans such as the inappropriate location of urban services, not paying attention to the natural environment and land topography, not paying attention to the natural resources, inaccurate location of urban equipment and related networks, non-matching the urban roads with proposed services in their neighborhood are some of the reasons that plans are not completed, financing case is not considered, the way of engagement is not regarded and actors enter the plan in different stages of land development.
- There is attention to defense, superior documents, design department, per capita, etc. in describing the services, but it is not possible to observe it in practice.

(Source: Authors' Studies, 2020)

4-3- Problem-finding based on field visits

The problem finding has been also examined and analyzed through performing in-depth interviews with managers and provincial officials in Kurdistan, Qazvin, and Qom provinces and field visits to 3 sample projects of land development plans performed in these provinces in addition to conducting pathology of land development plans through specialized panels in this study.

5- Concluding and presenting suggestions

This study examines and explores the pathology of land development plans in Iran and finally, re-expresses the most significant weaknesses of these plans briefly in the following table based on the findings of purposive and proactive problem-finding:

Table 5: Pathology of Land Development Process

Main Problems	Negative effect/pathology
There are no complete agreement of land development plans with housing development plans and policies in the country	There was no coherent and defined relationship between developing the land development policy and developing the country's housing plans. This deficiency causes some land development projects to have many applicants and others to be not accepted.
There is no complete and proper coordination between the agencies with the National Land and Housing Organization to implement the land development plans	There are notable weaknesses in implementing the land development policies from a legal and organizational perspective in terms of coordination. There is weak coordination at the local level in terms of organization, despite the relative coordination at the national level between the agencies (especially between service providers, municipalities, and provincial road construction departments).
There is no project control system and technical weakness in developing a schedule to prepare and implement land development plans	Examining the development projects reveals that most agencies do not pay sufficient attention to scheduling, and consequently, problems have occurred in the working relationships between different agents and executive bodies. The most significant negative dimension is to extend the operation time, which has increased the development costs.
Weaknesses in the financial system of financing and budget allocation	The state and/or housing applicants supply all costs needed to implement the land development plans according to the law. According to the studies conducted in this research, there are two negative aspects. One is not paying attention to the efficiency (social benefit, economic profitability, and environmental protection) of land development plans and the other one is not identifying the effective demand related to the target groups using the project (in the real and objective forms).
There is no complete and appropriate attention to the dimensions of strategic planning in preparing land development plans	The studies conducted in this research in analyzing the scope of services/works of the current criterion explain that it has no strategic outlook and is confirmed by evidence such as inflexibility and vulnerability to medium and long-term changes.
There is no attention to the real requirements in the feasibility stage of land development plans	Feasibility study of land development plans in the process of existing works has been considered as an organizational activity to describe available services as a confirmation clause. Implementing this section in a correct and technical way causes land development plans to be completed by various specialized requirements such as detailed studies of soil mechanics and geotechnical experiments, real environmental assessments, social and economic studies, etc., consequently, conducting feasibility studies for land development plans will become a priority and will be more important than preparing and implementing the plan.
There is no complete attention to use various specialties and thematic and executive continuity in various stages of land	Examining the global experiences in the field of land development plans explains that it is essential to apply a wide range of different specialties for each stage to implement such plans in the current complex situation. However, applying different specialized fields insufficiently in the multiple stages of the current development

development plans	projects has provided serious damage in this field for plans, both theoretically and in terms of content, technology, and implementation. Examining the scope of services/works in addition to the mentioned case indicates a kind of operational separation in the four main stages of feasibility, planning, approval, and implementation.
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(Source: Authors' Studies, 2020)

It is possible to explain the major research recommendations to decrease mentioned shortcomings, which are based on the group problem-solving method and mainly based on brainstorming with experts and stakeholders of development plans in the following phrases:

First- changing the theoretical model governing the land development plans: the tradition of simple-comprehensive planning has played a pivotal and dominant role in the planning system in the last decades in Iran. This approach is highly in agreement with the character of guardianship that has been granted to the public sector: a set of obligatory objectives, specific budgets, and responsibilities that do not permit anyone to be far away from the path determined in land development. With more complicated the urban problems and criticisms about the theoretical weaknesses of applying traditional planning (such as not paying attention to the problems, not focusing on key objectives or issues, inflexibility of the program, indifference to develop the possible options, implementing and reviewing the plan, being based on the technology and elitism, etc.) opinions about planning for the development of urban land were also evolved simultaneously.

In the process of changing the urban development theories and models such as "problem-solving", "rational decision-making theory", "corporate styles of management and decision-making" was gradually entered into the field of land development planning to the Geddesian tradition of "survey-analysis-plan"- which was considered a pioneer of land development theory, and provided the ground to form a rational-strategic approach.

The ability to define the problem/objective plays a pivotal role in the new approach to develop the land. Rational-strategic planning will achieve high adaptability in its completed model (without examining the "problem content") without limiting the problem/objective definition and problem-solving options / achieving land development objectives in the context of the local community in different places, according to the institutional structures of political-government, law, and their planning system; although some experts consider this case as a weakness of this approach, but it can be a strength based on the contextual situations, and especially for Iran: the problem is defined in its unique social context and in response to the specific temporal and spatial internal requirements of land development.

Second- paying attention to the context and socio-economic structures: land development planning system is formed in Iran without paying attention to Iran's socio-economic structures of local communities and based on Western ideas and Western consulting engineers cooperated to develop many comprehensive urban land development plans, while the centralized structure of land planning, and also, rational-strategic planning will be more adaptable and appropriate to be used than other approaches, and also can facilitate the process of institutional capacity building in the field of land planning and development by creating opportunities to engage in the Iranian land development planning system, without defining the theoretical and methodological foundations of comprehensive planning and the institutional structure of land development (organizational, supporting laws, financial resources, public participation, etc.) properly, and without achieving the full maturity and maturity to transition to another approach, ignoring that both have requirements, considering the context and conditions of the society and the urban land development planning system in Iran, including the inefficiency of the land development planning institution, the inadequacy of the legal mechanisms

supporting the planning, the lack of civic institutions pursuing the interests of the various group of land development.

Thirsd- Implementing the plans by emphasis on novel theoretical concepts: the relationship between theory and practice: land development plans are the most important effective plans in the urban planning system in Iran that have a direct relationship with the land. The land is a precious resource, consequently, it is essential in this category to use properly this valuable capital and occupy it to meet the city residents' increasing needs, and in this regard, it is possible to state that in fact, these plans are considered executive planning. Also, land development plans are significantly more expensive and have a higher turnover compared to many plans in the country in the development stage and also in the implementation stage, which also doubles the attention to such plans. Thus, it is beneficial to pay attention to new concepts such as good land governance, and its manifestation to prepare operational plans for land development plans.

7. Resources

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