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Comparative Comparison of Institutional Requirements of Strategic Planning Model and Structural-Strategic Planning of Tehran

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ABSTRACT

Achieving urban and regional development through increasing efficiency of plans is one of the most important objectives for states in the 20th Century. Following the end of World War II and the need to rebuild devastated cities, the comprehensive planning model was criticized for its purely physical, inflexible, and incompatible attention to the rapid changes of urban settlements. Therefore, simple - comprehensive planning replaced with a rational-comprehensive approach, which provided a strategic attitude. In the planning system of Iran, which devised comprehensive planning, it became clear to the planners that rational – comprehensive programs were not realized. Thus, strategic-structural planning was introduced and supported which led to prepare strategic-structural plans for some metropolises including Tehran. The lack of legal and institutional redefinition of this approach in the planning environment (Tehran) caused the preparation process of the plan encountered some problems during the planning process and affected the realization and achievement of the project goals. The purpose of this paper is identifying the institutional deficiencies and contradictions of the Tehran strategic-structural plan (TSPP) with the principles and values of the strategic planning framework to increase its feasibility and efficiency. In order to achieve this goal, first, the present study determines institutional criteria to compare TSPP with strategic planning which can increase the effectiveness of planning institutions. Secondly, a comparative analysis is carried out to determine inconsistencies of TSPP with the main principles of strategic planning. Based on the achievements of this paper, despite the tendency and attention towards institutionalism at all stages of the plan preparation, the plan (TSPP) lacks any action to improve this approach and, in this respect, needs to be revised in both areas of quantitative and qualitative requirements to be realized within the framework of strategic planning.

Keywords: Tehran Strategic Structural Plan, Institutional Approach, Institutionalism, Strategic Planning.

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1. INTRODUCTION

In the early twentieth century, urban and regional planning was developed as a result of criticizing the nineteenth-century industrial city, based on the assumption that the city could be consciously designed to become an ideal city, or at least a better place to live and work (Natrasony & Alexander, 2005). "Master and Detailed Plans Model" based on the comprehensive planning was developed in Europe and the US according to this perspective and under the influence of rational planning. This model had a widespread and dominant role until the 1960s. It was assumed until then that the city and its problems are controllable by reason and cognitive sciences as any other phenomenon (Dyckman, 1963). However, these plans were criticized over time due to their design-oriented feature and mass production of the maps. These features gave it the inflexibility and incompatibility with the rapid changes in the cities (Perloff, 1956). The complexity of cities, the limited cognitive tools, the sensitivity of the level and type of intervention in the structure and function of cities led to the emergence of new theories in this area. The model of structural-strategic planning is one of the key products of this change of thinking (Albrechts, 2017, Oosterlynck, Van den Broeck, Albrechts, Moulaert, & Verhetsel, 2011). The objectives are not considered fixed and unchangeable in strategic planning. Therefore, the objectives can be identified and re-access over the plan. Hence, decision-taking and decision making processes for the purposes are in a cyclic relation and renovate each other (Bryson, 1995). This method pulls out the traditional planning method from a "static" position considering the changing conditions and emphasizes the process of planning and the possibility of reviewing and monitoring it (Abdi Daneshpour, 2015.p. 174).

This change and transition from comprehensive planning to strategic planning can be also studied in the planning system of Iran. The thought of comprehensive planning in Iran became practical with the establishment of the planning organization in Iran in 1948 and was applied in the urbanism and urban planning of Iran as an official and legal perspective (Mashhadizadeh, 2004, p. 468). Between 1956 and 1961, the master plans were prepared for some cities of Iran by foreign consultants. Then, in the fifth development plan of Iran (1973- 1977), it was predicted to prepare master plans for all the cities with a population of over 25 thousand (Moradi, 2005, p. 143). This trend continued until the 1981s until the idea of reviewing the country's urban planning system and using new models and methods in the preparation and implementation of urban development plans was proposed (Pirzadeh, 2008). Various thinkers from a strategic structural point of view stated and advocated the issue to improve the quality of urban development plans and identify the internal interactions of social, economic, and environmental systems with urban planning. The problem statement led to preparing the urban development plans with the structural-strategic approach, especially for the metropolitans (Danehsvar & Bandar Abad, 2011, p. 84). In 1999, following a relatively long process and the establishment of an understanding between the Municipality of Tehran and the Ministry of Housing and Urban Development (Roads and Urban Development), a description of the services of plans entitled "Strategic-Structural Plans" was developed. Also, the structural-strategic plan was codified for Tehran to solve the shortcomings and challenges of the comprehensive models. However, despite the change in approach and content of the structural-strategic plan of Tehran to the traditional master plans, this plan, like the previous ones, is not free of severe contradictions and shortcomings (Hadi Zanor, 2016, p. 26). Therefore, despite the change in the planning approach, the existence of fundamental deficits still raises many questions about the issue. The present article first deals with the subject literature and its place in the planning system and argues the relationship between institutions and how to deal with the unknown and uncertainties in strategic planning. The structural strategic model will be considered as a model for urban development in Iran. Finally, by comparative comparison and overlapping of institutional components and requirements, the degree of compliance of Tehran's structural strategic planning with the general principles of strategic planning is determined.

2. RESEARCH METHODOLOGY

The current research method is analytical-comparative. This study is descriptive-analytical research in terms of nature. Also, due to studying and evaluating the structural- strategic plan of Tehran with the strategic method and institutional approach, it is applied research. Considering the three elements of model, structure, and practice guide proposed in the theoretical foundation section and with the aim of equating Tehran's strategic structural plan and strategic planning approach in the framework of institutionalism, leading research puts the following items on its agenda.

2.1. Codifying the Research Conceptual Framework Based on The Institutionalism Requirements

The planner and researcher use the conceptual framework of research as a roadmap and agenda. The general structure of the conceptual framework of research consists of institutional requirements and their extracted indicators, derived directly from the theoretical texts. Since the extensive institutional-conceptual capacity is different in theoretical and study documents, the institutional requirements are classified in the form of measurable indications using content analysis and investigating the theoretical foundations, persevering the documents' originality and validity.

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These indicators form the comparative comparison process.

2.2. Overlapping the Selected Plan to the Strategic Model

This comparison is conducted as the principal research purpose using the codified institutional indicators in the previous section. The comparative analysis is used to do so. The comparative analysis means describing and explaining the similarities and differences of the conditions of the consequences between the large scale social units (Smleser, 2003, p. 645). This method is considered one of the oldest ways in social thinking (Ghaffari, 2009, p. 76) that tries to understand the similarities and differences through comparison and adjustment. Therefore, this method is appropriate for the comparative comparison of the structural-strategic planning of Tehran using strategic-approach planning principles. A summary table is obtained by comparing the design and model and overlapping the institutional dimensions and requirements of the strategic planning model with the features of Tehran's structural strategic planning considering the characteristics and nature of the comparative analysis.

3. LITERATURE REVIEW

The key mappings are studied to conduct the comparative comparison of the structural-strategic plan of Tehran using strategic planning principles. Therefore, the structural-strategic plan of Tehran has the study case, the strategic planning as the approved model for the comparative comparison, and the institutional approach as the guidelines are investigated in the current research. The research's focus on this approach is due to its principal role in the planning area. It is because the census agreement has been obtained in recent years on this fact that the entities are the key factors in the development and progress of the countries. Also, developing an evolution and achieving sustainable development depends on their chance (Motevaseli & Nikoo Nesbati, 2011, p. 52). Besides, the entities show the way of achieving values such as transparency, efficiency, legal equality, less corruption, and participation. These are known as the planning requirements, and there is little knowledge of them currently (Rodrik, 2008, p. 18). Therefore, addressing the institutional approach is necessary to lead to more adaptation of the development plans using strategic planning. The concepts related to the research are introduced in three main parts in the following.

3.1. Strategic Planning Concept: An Approved Model for the Comparative Comparison

According to John Bryson, strategic planning is a regular effort to produce fundamental decisions and practices. They form and lead the quiddity of an organization, activities, and the reason for doing the tasks (Bryson, 1995, p. 6); in other words, strategic planning is a process that determines what an organization intends to do and uses which method to achieve it. This method is a comparable road map, indicating where we are and where we want to go. A strategic plan considers that the organization must respond to its dynamic, unpredictable, and changing environment. This plan is completed by an official process that focuses on the principal decisions. These fundamental decisions include missions, prospects, and values of organizations, plans, and services, resources, and target audiences and communities (Clouser & Cothran, 2006). Applying analytical methods and techniques based on strategic thinking was discussed due to the clarification of the deficits and shortcomings of the traditional planning approaches in the general sector, especially in their analytical methods and techniques (Abdi Daneshpour, 2015, pp. 146-153). The traditional comprehensive approaches were mainly simplistic analysis based on the classification of similar data and considering fixed futures, which neglected the planners of complex mechanisms, causal relationships, and correlations between elements and components of the space system (Booth & Jaffe, 1978). The methods and techniques based on strategic planning are applied to deal with the prerequisite conditions and better management of the private organization by recognizing the uncertainties of the organizations and their effects in the competition market (Helms, 2006, p. 771).

3.2. Structural-Strategic Model; The Main Structure of the Studied Plan

Urban planning that is also known as spatial planning of city (Abdi Daneshpour, 2015, p. 11), is considered the most principal legal and technical tool of urban development control and guide (Makedi, Saeednia, Salehi, Mashhoodi, & Mahdizadeh, 1999). It is a tool that its profession and application are rooted in the early 20th century, and as a response to the widespread dissatisfaction with the results of assigning the control mechanism of the urban transformations to the market, corruption, etc., manifesting in the growing undesirable physical, economic, and social conditions of the industrial cities (Abdi Daneshpour, 2015, p. 11). The dominance of the traditional model in the past decades in Iran led to the process of preparing urban development plans that continued for many years, except for some changes in scale and method of study, which led to a change in the basic service description of urban plans in the 1980s. In the late 1990s, a change in the attitude of urban thinking led to the emergence of a new approach as the strategic-structural perspective (Mashhoodi, 1996). The main axes of this change in approach have been to avoid the inflexibility of comprehensive and detailed plans and to pay attention to improving the environment, improving the quality of the environment, and citizen participation (Seyed Hoseini, 2010). The structural-strategic model consists of a strategic model and a structural model. The

structural plans are presented as a replacement for the urban development and hinterland of the city. These plans are prepared as plans, strategies, and policies of the structural plan for the township to lead the spatial development of the cities with a population of over 50 thousand and their immediate urban areas. Structural plans of the city determine the spatial development of the city and its immediate zone. They also avoid partial issues and are considered a base for preparing the local plans (Majedi et al., 1999, p. 37). Despite the traditional model of the comprehensive plans that were defined, analyzed, and investigated based on a linear model, the model of strategic-structural plans function cyclically, and the concept of the plan replaces the conclusion. The plan recommendations are also presented as strategy and policy in the form of the conducted analysis and prospects. According to the strategic-structural theory, urban plans are considered as a decision. The decision-making process in the urban development of the cities is a result of a process that includes purpose, analysis, and policy. Also, the circular system (bottom-up) is selected instead of the linear decision-making system (up-bottom) (Majedi et al., 1999, p. 17).

3.3. Institution Definition and Institutional Approach: Practical Guideline of Research

Institution is the concept of collective action and a set of rules of the game in a society that enables human communication and interaction and provides the necessary ground for diverse and multidimensional exchanges (Motevaseli & Haj Ali Akbari, 2016, p. 16). Institutions include formal rules (constitutions, customary law and regulations, informal rules (customary conventions, ethical rules and social norms), and the institutional reflection of each of these rules in practice (Mayntz & Scharpf, 1995). Therefore, it is necessary to consider both its external and internal aspects in theorizing about institutions; from an external point of view, institutions mean common behavioral regulation or common procedures. But from an internal point of view, the institution is nothing but a common mental model or common solution to repetitive problems, and the only reason behavior depends on it is the importance of the institution in the human mind (Mantzavinos, North, & Shariq, 2004, p. 77).

The institutional approach is one of the most recent approaches that has raised new issues, especially since the 1990s in the national and regional development literature. Considering that the spatial social reality of regional and local development is not only a single and homogeneous geographical level, but also consists of special places in which each place according to economic assets, development path, environmental awareness, policies, social insights and Culture is known for its special conditions and requirements, and in fact, due to the fact that each geographical space has its own institutional and indigenous content, so in practice, the path of its development must be separate

and special (Pike, Rodríguez-Pose, & Tomaney, 2006). Institutional analysts consider the development of social policy as the result of the union and cooperation of political, institutional and factor factors (Ghafari & Azizi mehr, 2011, p. 30). The basic characteristic of institutionalist thinking is that even if it focuses on certain problems, these problems must be considered in the whole social system and analyzed in the context of the distribution of power in society and economic, social and political stratification. Also, a set of external factors - such as policy measures - should be considered along with internal influencing factors. The dynamics of the social system are determined by the fact that all internal conditions follow the rule of cyclical causality, and by making a change in one of the conditions, the other conditions also change in response to the initial change; Secondary changes in the social system lead to the emergence of new changes and affect the conditions that have been the starting point of change. As a result, there is no underlying factor and each factor is considered as the cause of other factors. The existence of such a situation means the interdependence of all social processes and the lack of balance in it (Myrdal, 1978, p. 773). The institutional approach has two branches of government-centered analysis and dependent path analysis (Forn, 2003, p. 27), each of which will be explained below.

3.3.1. Government-Centered Institutional Approach

The state-centered institutional approach focuses on or emphasizes a specific set of causal mechanisms, and refers to the processes by which governments (foreign and domestic) shape, fertilize, or fertilize economic, cultural, supportive, and even social psychological phenomena. They prevent their formation (Ibid, 2003, p. 27). The components studied in this analytical approach are government bureaucracy, bureaucrats and political structure. State-centered analysis "in the face of the dominant social class, civil society in general or other states in general, emphasizes the independence variable of government officials or - government managers" (Ibid, 2003, p. 29). This approach argues that government bureaucracy and political elites are central actors in policy-making and have a significant impact on the development and initiation of welfare programs. It also focuses on causal mechanisms and considers the bureaucracy and political structure of the state important in shaping policy-making, and emphasizes the independence of government officials from the ruling classes as well as government institutions and electoral rules; As a result of this approach, it considers policies as the result of the internal structure and dynamism of government and bureaucracy.

3.3.2. Institutional Approach of Dependent Path Analysis

The institutional approach to path analysis emphasizes the previous actions of governments as well as the

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formation of political institutions. This approach examines policy feedback as a key variable and examines how previous choices affect subsequent policies, and finally, current policies are a reflection of a choice made in a particular context. Has happened historically (Ghafari & Azizi mehr, 2011, p. 31). According to Mahoney, sociologists and political scientists prefer to see the dependent path as a certain kind of sequence; in such a way that the primary probable events that lead to an event are arranged in the form of highly predictable chains or sequences. Sequences that lead to consequences that cannot easily be defined as the set of initial conditions of an event (Mahoney, 2006). The emergence of this approach is due to methodological advances. Overall, the path-based approach emphasizes how actors 'choices create institutions in a critical moment (turning point), how these institutions in turn shape the actor's fundamental

behaviors, and how these actors' responses lead. To the development of new institutional models.

These two analytical branches of institutional approach are distinguished based on their natural characteristics (Table 1). It seems that the analytical indicator is in line with the features of strategic planning by studying the characteristics of the analytical branch of dependent path analysis from the institutional approach, including determining the key factors, the role of government as an active actor, high participation and cooperation among the actors and stakeholders, and predicting the uncertainties. Also, another state-centered analytical branch emphasizes elitism. Consequently, it has lower participation among the actors. Besides, it cannot recognize the unknown and uncertainties and is not able to make immediate decisions. Therefore, this analysis will be more similar to comprehensive planning.

Table 1. Differences between State-Centered Analysis and Dependent Path Analysis

Dependent Path Analysis Based on Strategic Planning	State-centered Aanalysis Based on Comprehensive Planning
Emphasis on the key variables	Emphasis on the causal mechanisms
Government as an active actor	State bureaucracy and political elites
Participation and cooperation	Independence of the state managers, Government institutions, and electoral rules
High predictability of the possible events	Impossible identification of the uncertainties
A turning point and alternative futures	Lack of vital moment

4. DETERMINING THE CONCEPTUAL FRAMEWORK TO COMPARE THE STRATEGIC PLANNING APPROACH WITH THE STRATEGIC-STRUCTURAL PLAN OF TEHRAN

A specific conceptual framework is obtained from investigating and evaluating the theoretical literature of research to develop the structure and determine the comparative comparison. This comparison is done based on the institutional approach and is placed in a framework made of the institutionalism components and requirements. Therefore, the institutional main components and requirements are studied in the following. Then, according to the various theorists, the evaluation criteria are obtained, presented in the conceptual framework of research.

The institutional approach has various requirements and is significant in a way that many scholars believe that the urban and regional development depends on it, and, in case of observing these requirements, the objectives will be realized (Jonas, Suzanne, & Spooner, 2001, p. 103). These requirements include two groups of qualitative and quantitative requirements. Qualitative requirements refer to the necessity of improving the institutional approach. The institutions and organizations and non-governmental organizations that work in urban development planning are start-up institutions and need support (Andalib, 2009).

Also, the institutional approach is considered as a valuable capital for the ruling that must be improved (Evans, Sundback, Theobald, & Marko, 2005). The second factor is the necessity to enhance the dignity of the institute. Planning institute manifests unique characteristics, including intersectional overlapping and establishing a relationship between the different organizations and sections, solving conflicts and differences by the institute as an expert and scientific reference, the power to prevent and predict threats, the power to produce and create opportunities by the institute. A set of these characteristics states that the dignity and position of the institute as a coordinator between other influential sections must be considered more than ever by the internal organization for urban development. These organizations can follow up on their purposes using this set of characteristics (Andalib, 2009). The third necessity is to improve the institute as the leading role of the urban center. A severe diversity between the interests and demands of different groups of the city might lead to conflicts and contradictions in objectives, approaches, and methods of these groups. Hence, one of the city components must act as a controller, and by considering all dimensions, meet all the demands and interest of the influential groups of the city rationally and appropriately, and provide the ground of sustainable urban development by creating a balance between them (Healey, 1998). The fourth necessity is to improve the institute to define

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the relationship between today's interests and future interests of the city. The institution, as the mastermind and guide of the city, can be used for the real definition of sustainable development. Also, by predicting and foresight, a proper and reasonable relationship can be established to use the urban resources in a way that the future generations can have a sustainable and calm life by appropriate consumption of these resources and opportunities (Andalib, 2009).
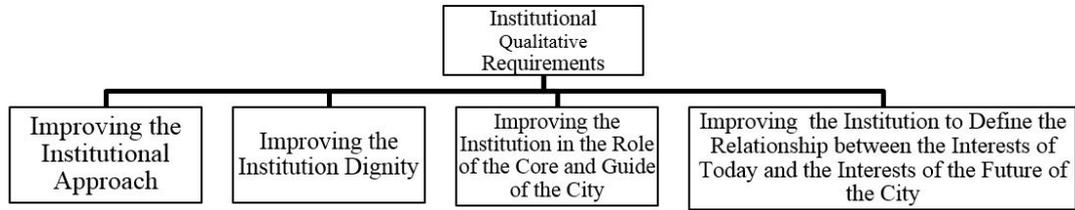
Fig. 1. Institutional Qualitative Requirements of the Development Plans Based on the Strategic Approach

Quantitate requirements are another part of the institutionalism approach components. These requirements are generally manifested in determining the interactions and functional mechanism of the institute in the far of close interactive environments. The realization of the integrated urban management and development in Tehran in three different environment requires the interaction with other elements, organizations, and different processes. These three environments are as follows: internal environment, interactive environment, and contextual environment (Fig. 2).

Two areas can be defined in the internal environment of the institute: management and planning (Andalib, 2009). There are four sectors in the management area, including studies and planning of the urban development plans, management, and planning of the action area plans and subject plans, preparing the plans, and technical and general support. The management area follows the final purpose of the institution management by dividing its area into four sectors. Also, the management area executes the plans by considering the timing and developing an action plan (Tool, 1977).

The other layer of the internal environment is planning and decision making, including the institutions' board, the council of deputies, special commissions, specialized working groups, and the think tank of the institution. Therefore, the internal environment forms the internal space in the organization of the institute by including these two areas that directly and indirectly affect the realization of the integrated urban development management. Determining the weaknesses, reviewing, and reconsidering the actions requires a recognition in this environment that affect the process of management and planning (Stein, 2008). The interactive environment is divided into three areas, including coordination, cooperation, and participation areas. There are Tehran mayor, Supreme Council of Urban Planning and Architecture, deputies and counselors of the Tehran Mayor, the municipalities of other regions, organizations, companies, and municipality research centers, executive organizations, and Planning System Coordination Council, city console, and its commissions, and the supreme council of the institute in the coordination area. They affect the realization of the final purpose of the institute directly and indirectly (Andalib, 2009). In the area of cooperation, there are organizations such as three powers, the ministry of roads and urban development, universities and research centers, armed forces, organizations, the artists' community, media, and construction engineering organization. Although these organizations are different naturally in the performance scale, each of them fulfills the special intermediate conditions in a significant way by being in this environment. That is to say, these organizations can provide a condition by changing, affecting, and transforming the conditions that the changes are involved in the internal environment effectively and positively, meaning the increase in the possibility of the institution's success. Also, this interactive environment can provide a condition that the findings and different actions in the internal environment of the institute are transferred to the contextual environment (Healey, 1998, p. 1537). Therefore, the present conditions and processes in the contextual environment are affected by these actions, and they feel the considerable changes within. In the last layer, people are present as the principal stakeholders play the main role in the interaction and relationship between their more internal environment to themselves and the ruling conditions and processes in the contextual environment (Henry & Pinch, 2001).

The contextual environment includes two macro-areas of developments in Iran and developments in the world. There are socio-cultural, economic, political conditions and population growth, and urban systems in Iran in this area that naturally affect all the more internal environments. It is less expected that the change in the conditions in the internal areas has a major effect on them. In the last layer of the contextual environment, the global transformations include the spatial, social, and economic trends ruling the world and subsequently, this layer plays an influential role, and the possibility of their impacts will be minimum or proximity of zero (Andalib, 2009, pp. 59-60). Studying the interactive environment indicates that a cohesive organization and structure in the internal environment and establishment of an appropriate and constructive

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balance with the interactive environment is necessary to realize integrated urban development management (Gibbs, Jonas, Suzanne, & Spooner, 2001). This is one of the most vital requirements for the realization of the institute's success.
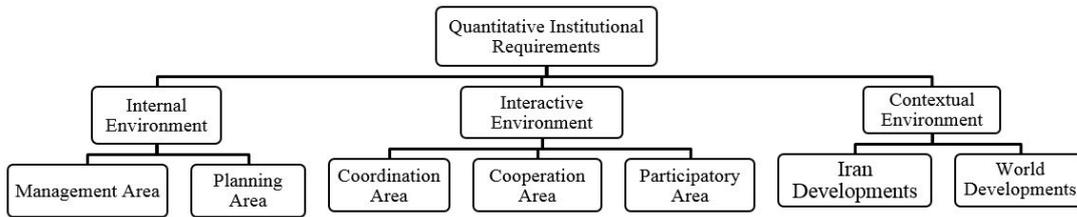
Fig. 2. Quantitative Requirements of the Development Plans Based on the Strategic Approach

Generally, the institutional capacity and requirements are studied in different study areas, each of which has studied the institutional requirements. The obtained indicators are collected based on the theoretical resources that are applied to compare the structural-strategic plan of Tehran with strategic planning.

Table 2. The Extracted Recommended Institutional Indicators Used In Developing the Conceptual Framework of Research

| Requirements	Type of Requirements	Criteria	Indicators	Resource
Institutional Requirements	Qualitative Requirements	Improving institutional approach	The attitude towards the selected approach for planning	(Henry & Pinch, 2001, pp.1173-1174; Evans, Sundback, Theobald, & Marko, 2005)
		Improving institution dignity	Developing method of purposes, and process of planning	(Andalib, 2009)
		Improving the role of institution as central core and guide of the city	Creating conditions for cooperation and participation of stakeholders in planning	(Healey, 1998, p. 1537)
		Improving institute to define the relationship between today and future's interests of the city	Identification of unknowns and uncertainties	(Andalib, 2009)
		Internal environment (Management and Planning areas)	Observing the timing in actions and execution of affairs	(Stein, 2008, pp. 140-143)
			Review and revise the measures taken	(Stein, 2008, pp. 140-143)
		Interactive Environment (Coordination Area, Cooperation Area, and Participatory area)	Urban education and citizenship education	(Brown, 2008; Henry & Pinch, 2001, pp. 1173-1174)
			Continuous polls of citizens	(Healey, 1998, p. 1537)
			Codified and published regulations for informing and guiding citizens	(Healey, 1998, p. 1537)
		Contextual Environment (Iran and World Developments)	Harmonization of existing laws in the field of other space actors	(Gibbs, Jonas, Suzanne, & Spooner, 2001, p. 103)
			Creating stability of managerial and political conditions and contexts	(Evans, Sundback, Theobald, & Marko, 2005)
			Flexible rules that change over time	(Tool, 1977; Stein, 2008, pp. 140-143)
			Flexibility in determining topics, study methods and how to compile and submit reports	(Tool, 1977; Henry & Pinch, 2001, pp. 1173-1147)

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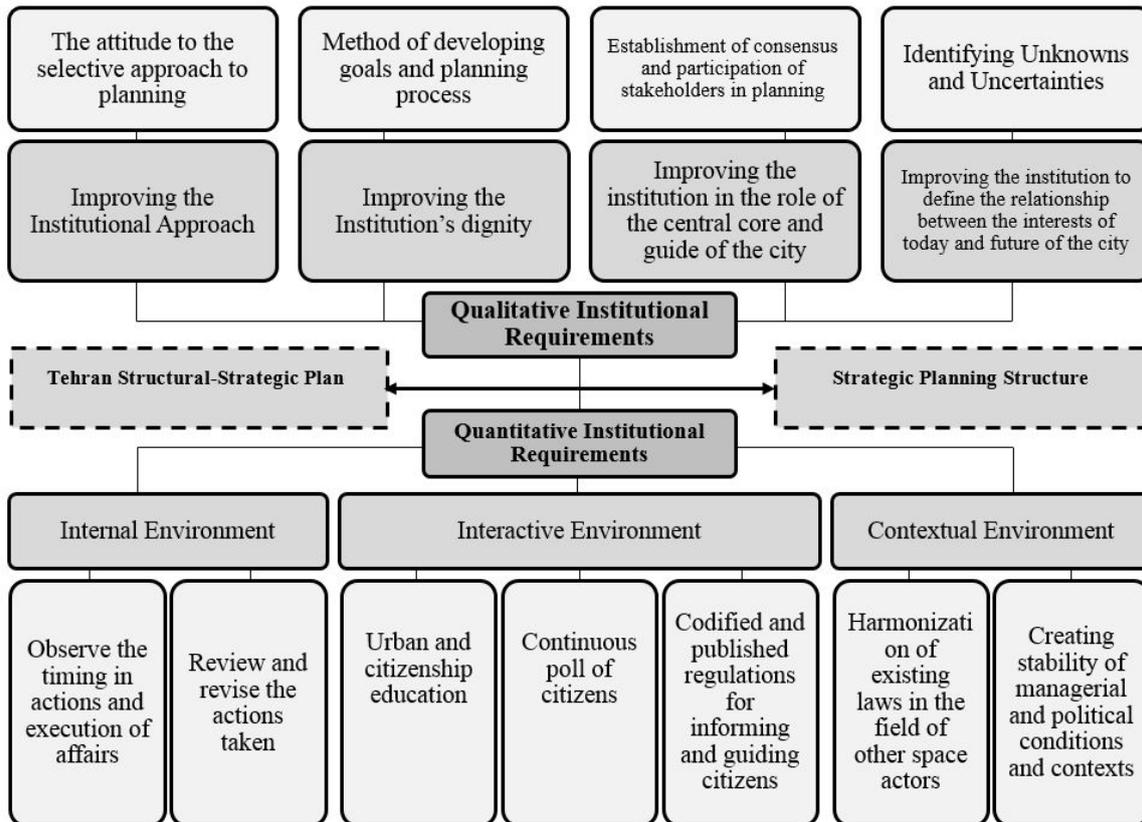
Fig. 3. Conceptual Model Considered by the Authors to Achieve the Research Purpose
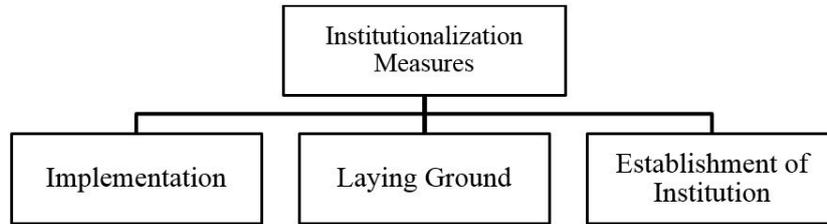
5. RESEARCH FINDINGS ANALYSIS; EVALUATION OF THE INSTITUTION IN THE STRATEGIC-STRUCTURAL PLAN OF TEHRAN

Institutionalization measurements are the earliest action taken for the structural-strategic planning of Tehran. It is divided into three parts of the formation of the institution, laying the groundwork, and implementation. The signing of the fourth agreement in May 2008 between the Minister of Roads and Urban Development, the Chairman of the Islamic Council of Tehran, and the Mayor of Tehran was the first and most fundamental step towards the realization of the Tehran Master Plan document. This agreement emphasized the implementation of the enactment of the Supreme Council of Urban Planning and Architecture on the establishment of a permanent institution for urban development planning in Tehran as a factor of agreement between the government and public agencies, organs, and institutions related to the document (Dolatabadi, 2009, p. 71). However, the establishment of the institution, with the agreement of the three founding members, did not have strong legal support and always puts it at risk of dissolution, ambiguity in accountability and lack of funding and budget to survive, the risk of reducing or terminating support for the work or product. This issue has shaken the core of the institution and is contrary to the need

to strengthen the institutional approach as a qualitative obligation. The second step is to lay the groundwork for the formation of a new institution or organization, which means determining its mission, goals and strategies, and general policies resulting from it and ultimately the duties of that institution or organ. If the implementation of the Tehran Development Plan is considered the main purpose of the related organizations, the formation of the development institution can be defined based on a common goal that is somewhat in line with the requirements of the institution. The last step in stabilizing institutionalization is implementation. This step will be completed by carrying out administrative-financial measures, including setting up the secretariat of the Supreme Council of the institution, equipping and establishing the institution and financing for it, preparing and adjusting the required administrative and financial regulations, and instructions. Also, the establishment of the institution needs to carry out executive-technical measures, including preparation of decision-making processes, preparation of draft job descriptions, structure, and organization of the force, the formation of a working group to draft a legal statute and mechanism for its implementation, efforts to create a Spatial Database Infrastructure in Tehran (SDI), and development of relations with the city council, municipality and their subdivisions (Andalib, 2009, p. 57). Although in a few cases, the creation of these common statutes and the definition of cross-

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sectoral relations in the proposed institutional structure has taken place, due to the inflexible nature and low

willingness of organizations to cooperate, there are few conditions for cooperation and partnership.

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          Institutionalization
             Measures

   Implementation   Laying Ground   Establishment of
                                       Institution
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Fig. 4. Institutionalization Measures for the Structural-Strategic Plan of Tehran

The executors of the project have tried to prepare and implement the proposed programs by using institutionalism to form the institution. Also, by creating a joint institution "Tehran Urban Development Planning Institution", they try to implement the plan and permanently monitor its implementation and to review and update it (Dolatabadi, 2009, p.71). The particular position of the institution for the realization of the strategic structural plan of Tehran includes different, and at the same time, complementary roles. The Tehran Urban Development Planning Institution expects to realize the implementation of the plan and then sustainable development for Tehran by taking on each of the roles. The first role that this responsible institution considers significant is guidance, which means that the institution is the guide and leader of the changes that are taking place in Tehran. It is evident that the city is a dynamic and vital area and not static and motionless (Adnlabi, 2009). Therefore, the city is constantly witnessing the occurrence of uncerainties that affect the city, and ignoring them leads to the loss of future chances and opportunities, and ultimately leads to the creation of an unsustainable plan (Walker, Hasnoot, & Kwakkel, 2013). One can feel the vacancy of futuristic studies by examining the plan, especially in-depth strategic, geopolitical, economic, and social studies. This lack of attention to the uncertainties and inattention to the future needs of the city in relation to meeting the current needs of citizens has ignored another part of the qualitative requirements of institutionalism (Jahanshahi, 2009). The second and third roles that the planning institution is obliged to intervene are the supervision and implementation affairs, respectively. The Tehran Urban Development Planning Institution is obliged to perform these roles while examining the theoretical principles of institutionalism and the global experiences of these two roles will not be taken by a formal institution. Therefore, the monitoring of the implementation of the strategic plan of the Tehran metropolis by the implementing organization itself violates the institutional principles related to the internal environment of the organization. The fourth role is the institution of coordination. During the

development process, contradictions and differences between different agencies preparing and implementing urban development are achieved. The occurrence of these contradictions is inevitable as shown by the historical experience of forty years of preparation of plans and programs in Iran. It must be acknowledged that due to different positions of organizations and different approaches and contradictory between them in some cases, the emergence of these contradictions seems more certain. The established institution to realize Tehran's strategic structural plan not only does not have the necessary power and influence to create integration and solidarity among relevant organizations but also depends on influential organizations due to unstable managerial, legal, financial, and support conditions. On the other hand, this institution does not have strong legal support, and the slightest disturbance leads to the dissolution of the institution, which ignores the requirements related to the environment of the institutional principles.

The fifth role is the support institution. Continuation of the development process and its advancement in the desired and predetermined directions certainly require support and facilitation of the path. Tehran Urban Development Planning Institute has tried to play this role by performing various measures such as studying and researching in the field of urban development and promoting the culture of urban development as an inevitable necessity of the urban transformation process. This institution tried to pave the way for sustainable urban development by this series of measures and to play the role of active and efficient support by creating the necessary scientific, technical, and executive support for its continuation (Andalib, 2009, p. 88). However, people participation is minimized over time and due to the preparing the plan based on the specialized forces and jobs based on studies and affects the institutional interactive environment by the lack of attention to getting the government closer to the people as one of the principal purposes of the establishment of the institute.

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Table 3. Overlapping the Institutional Requirements of the Strategic Planning Model with the Features of the Structural-Strategic Planning of Tehran

Requirements	Type of Requirements	Criteria	Indicators	Structural-Strategic Plan of Tehran	Strategic Model	Non-procedural and comprehensive model
		Improving institutional approach	The attitude towards the selected approach for planning	Top-down planning	Bottom-up planning	Top-down planning
		Improving institution dignity	Developing method of purposes, and process of planning	General agreement on setting the macro goal of the plan among organizations	Circulatory connection between organizations	Lack of circular relationship between organizations and reliance on linear relationship
		Improving the role of institution as central core and guide of the city	Creating conditions for cooperation and participation of stakeholders in planning	Minimal participation of government and people	Creating like-minded conditions	Lack of institutional perspective and one-factor decision making
		Improving institute to define the relationship between today and future's interests of the city	Identification of unknowns and uncertainties	Lack of prospective studies with the occurrence of effective uncertainties	Along with the prospects	Without prospect
Institutional Requirements	Qualitative Requirements	Internal environment (Management and Planning areas)	Observing the timing in actions and execution of affairs	Making one-sided and top-down decisions	Establishing a hierarchical system in decision-making and decision-taking and implementation	Centralized and top-down decision-making
			Review and revise the measures taken	Performing supervision and execution tasks by an organization and lack of external supervision	Emphasis on economic and social goals	Emphasis on purely physical goals
					Attention to the main issues and interests	Paying attention to a lot of details
		Interactive Environment (Coordination Area, Cooperation Area, and Participatory area)	Urban education and citizenship education	Lack of participation with the people in both areas of project preparation and implementation	High desire to participate among the people	Low desire for public participation
			Continuous polls of citizens	The small role of the people in both areas of project preparation and implementation	Paying attention to norms and values as a criterion for decision making	Lack of attention to norms and values
			Codified and published regulations for informing and guiding citizens	Lack of sharing the planning process and lack of a transparent and accessible mechanism	Public-private partnership	Non-interference of the private sector and citizens in planning

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Requirements	Type of Requirements	Criteria	Indicators	Structural-Strategic Plan of Tehran	Strategic Model	Non-Procedural and Comprehensive Model
Institutional Requirements	Qualitative Requirements	Contextual Environment (Iran and World Developments)	Harmonization of existing laws in the field of other space actors	Low legal influence and power to create integration and solidarity between organizations	Harmonization of existing laws in the field of other space actors	No need for rules to provide interaction
			Creating stability of managerial and political conditions and contexts	Mixing of responsibilities between the management of the institution and the structure of Tehran Municipality	Creating stability of managerial and political conditions and contexts	Changing managerial and political conditions and contexts
			Flexible rules that change over time	Fixed and incompatible rules with other organizations	Flexible and changing rules over time	Fixed and inflexible rules
			Flexibility in determining topics, study methods and how to compile and submit reports	Develop plans without planning	Flexibility in determining topics, study methods and how to compile and submit reports	Inflexibility of study methods, how to compile and submit reports

6. CONCLUSION

The results of the current research indicate that the tendency of the planners is from comprehensive planning to strategic and short term planning through which, by focusing on the key objectives and issues, participation and creating the institutional spirit lead to the maximum realization of the urban development plans. The officials of the planning system of Iran have changed their approach to codifying the development plan for Tehran and developed the structural-strategic plan of Tehran. However, there are considerable deficits in achieving the institutional requirements of this process. These requirements can be seen both in the qualitative and quantitative requirements. The institutional approach that is one of the principal strategic institutional requirements has a poor process of acculturalization and defected understanding of the natural complexities of the sectional organizations. Also, in playing the role of an institution as a central guide, poor consensus conditions are provided, and

stakeholder participation is not seen in practice. From the perspective of quantitative requirements, three internal, interactive, and contextual environments have been studied. In the internal environment, which is related to the two areas of management and planning, the observance of timing in actions and implementation of affairs is not done. Also, the review and revision of actions, which is one of the conditions and requirements of the strategic model, are not conducted. The results of studying the interactive environment show that citizenship education, the continuous poll of stakeholders, and publishing the codified regulations for informing and guiding the urban residents have been ignored, resulting in a considerable gap between the strategic plan and model. The structural-strategic plan of Tehran that addresses the coordination of the regulation, development of the sustainability and political and managerial contexts while the flexibility of the regulations over time in terms of contextual environment, indicates the lack of compatibility of this plan with the strategic model (Table 4).

Table 4. The Compatibility Status of the Structural-Strategic Plan of Tehran with the Strategic Model Based on the Institutional Indicators

Requirements	Type of Requirements	Criteria	Indicators	Structural-Strategic Plan of Tehran
Institutional Requirements	Qualitative Requirements	Improving institutional approach	The attitude towards the selected approach for planning	Incompatible
		Improving institution dignity	Developing method of purposes, and process of planning	Compatible
		Improving the role of institution as central core and guide of the city	Creating conditions for cooperation and participation of stakeholders in planning	Incompatible

Requirements	Type of Requirements	Criteria	Indicators	Structural-Strategic Plan of Tehran
Institutional Requirements	Quantitative Requirements	Improving institute to define the relationship between today and future's interests of the city	Identification of unknowns and uncertainties	Incompatible
		Internal environment (Management and Planning areas)	Observing the timing in actions and execution of affairs	Incompatible
			Review and revise the measures taken	Incompatible
		Interactive Environment (Coordination Area, Cooperation Area, and Participatory area)	Urban education and citizenship education	Incompatible
			Continuous polls of citizens	Incompatible
			Codified and published regulations for informing and guiding citizens	Incompatible
		Contextual Environment (Iran and World Developments)	Harmonization of existing laws in the field of other space actors	Incompatible
			Creating stability of managerial and political conditions and contexts	Incompatible
			Flexible rules that change over time	Incompatible
			Flexibility in determining topics, study methods and how to compile and submit reports	Develop plans without planning

A review of the planning approach and method, taking into account the contextual conditions of Iran, as well as trying to meet all requirements by emphasizing the institutional components and preparing a local plan in coordination with social, economic and political infrastructure will help to realize the plan and be similar to the strategic model while improving the overall plan. Establishing institutions is an essential element of planning; however, the effectiveness of various institution-based development interventions has been limited by the problems associated with defining efficient and sufficient institutions among different regions. The problems of measuring institutions, their temporal and spatial variability, the correct combination of formal and informal institutions, are factors that make it difficult to establish a general guideline for institutional interventions in the form of plans such as strategic-structural plans. In fact, there are few systematic teachings of texts related to how institutions are improve or built by policies, and the many ambiguities in this area also lead to the possibility of wasting public resources. The only elements that are clear are as follows:

First; Institutions are vital for urban and regional development and any kind of planning that deserves to be considered in any development policy.

Second; Institutional interventions cannot be applied through a "uniform for all societies" policy framework or by considering simple criteria for them.

The mentioned isomorphic policymaking can be inefficient to achieve development; because the development strategies that are appropriate for a region of a country might not be efficient for another region. The structural-strategic plan of Tehran has neglected the two mentioned principles.

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