Evaluation of Spatial Justice in Documents of Urban Development and Its Distribution Impacts; A Case Study: Urmia City

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ABSTRACT

Urban management should pay attention to the structures and decision-making processes (structural justice) and the outcomes and impacts of development (distributive justice) simultaneously to evaluate and institutionalize justice. Its evaluation in Urmia City is the primary goal of this article. The present study is a fundamental-applied, comparative-inductive, combined (quantitative and qualitative), and library research based on a case study. The required data were obtained from the latest documents and reports of the Urmia's master plan and the latest census data of the Statistics Center of 2016. In the present study, to investigate distributive justice, kernel density, the nearest neighborhood index, and the capability of residents to access services were used. In this regard, Urmia districts in terms of access to services were also ranked using the MABAC model (in GIS software). To investigate structural justice, Urmia's master plan documents were reviewed using qualitative discourse analysis based on the semiotic network of Ferdinand de Saussure. The results revealed that the Urmia's master plan document has considered a very low and minimum level of justice and has paid attention to this issue (justice) from fewer angles, and the document's interpretation of spatial justice is more focused on the physical dimension. Concerning the evaluation of distributive justice, there are many inequalities between the districts of Urmia city in terms of spatial distribution and residents' access to services. In other words, the distribution of land uses is not fair and they are often concentrated in the central regions. Thus, the access of the residents, especially the marginal regions, to services is very inappropriate.

Keywords: Spatial Justice, Urban Management, Structural Justice, Distributive Justice, Urmia's Master Plan City.

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1. INTRODUCTION

The increasing growth of urbanization and the physical expansion of cities in recent decades have led to phenomena such as social and economic inequality and the polarization of the urban space. It has also created conditions where injustices are produced and reproduced more in cities (Alvandipour and Dadashpoor 2018). Nowadays, the majority of Iranian cities are facing challenges such as livability, commodification, and identity changes. They are also facing a wave of social and economic inequalities (Dadashpoor, Alizadeh, and Rostami 2015). These inequalities have led to the spread of class dichotomies, the emergence of informal settlements, and the growth of urban social anomalies. Thus, the primary mission of urban planning specialists is to reduce these inequalities and eliminate conflicts of access to urban capital for different sections of society (Alvandipour and Dadashpoor 2018). In this regard, the concept of spatial justice has been considered a normative tool for realizing justice in urban dimensions (Soja 2009). Well-known theories including the works of John Rawls, Peter Marcus, Susan Feinstein, David Harvey, Heather Campbell, and Edward Soja have analyzed the concept of spatial justice (Dadashpoor and Alvandipour 2017). They believe that justice and injustice are formed through the production of geographic space. Based on Soja, spatial justice can be viewed both as a result and representative of distribution patterns that are fair or unfair and the processes that produce these results (Soja 2009).

Dekec states that the focus of spatial justice is not on space per se but it emphasizes the processes of space production and its use in dynamic social, economic, and political processes (Dekec 2002). Thus, we are faced with two primary approaches including 1. distributive justice (product-oriented), and 2. decision-making processes (procedural and structural justice) in spatial justice. Product-oriented spatial justice is interpreted as the geographical distribution of resources and services. Procedural spatial justice also discusses how processes such as planning documents, rules, and regulations produce decision-making spaces. A few studies in the area of urban and spatial justice have investigated the concept of spatial justice in the city and its various aspects, and the discourse of spatial justice is still complex and ambiguous. Most of the past studies have focused on the spatial distribution of justice in geographical regions and have not paid attention to the quality of urban development plans regarding justice (structural justice). Urmia has undergone many changes in its demographic, physical, social, economic, and cultural dimensions in recent years. The inappropriate and unequal distribution of services has been one of the crucial challenges of its urban management. Thus, the city management has taken measures that are mostly large-scale and costly, leading to reduced distance between the marginalized and developed regions. These measures have significantly affected the urban space and landscape of Urmia and changed the city in different ways.

Urban management plays a vital role in shaping the present and future of the city. Establishing and institutionalizing social justice and building a just city is one of the tasks of urban management and perhaps the most significant of them. Thus, urban management should pay attention to the decision-making processes (structural justice) and the outcomes and impacts of development (distributive justice). It should also make an effort to identify the processes and structures that create inequality in cities and examine the distributive results in terms of justice or injustice. The present article seeks to identify the issues and problems of the Urmia's master plan from viewpoints of structural justice and the issues and problems of service distribution and residents' access to it from the viewpoint of distributive justice. It also tries to provide a comprehensive and complete framework of justice (structural and distributive) for Urmia urban management, as the primary executor of the realization of justice in the city, so it can consciously implement and institutionalize justice both in the development of the new master plan document of Urmia (knowing where the structural injustices are most concentrated in the master plan document) and in the distribution context of the current status (knowing which regions and neighborhood are the most concentrated in distributive injustices) to reduce spatial injustices and expand sustainable urban development by improving the quality of life. The primary goal of the present study is to evaluate the spatial justice in the Urmia's master plan document (structural justice) and also in the geographical regions (distributive) in the Urmia. What are the dimensions of justice especially spatial justice? What criteria can be used to evaluate structural justice and distributive justice? How structural justice is evaluated in urban development plans? How is the distribution of services and residents' access to it? These questions are answered in this study.

2. RESEARCH BACKGROUND

A significant number of studies have been conducted on the issue of spatial justice both at the international and national levels, but they have many differences with the present article. By reviewing the most recent studies, the gaps in past studies were identified and an attempt was made to fill these gaps in the present article to evaluate structural and distributive justice in Urmia city comprehensively and completely. Thus, considering the pathology of the studies conducted from the present study perspective, it can be stated that foreign studies have focused on indexing spatial justice in the three regions of laws, processes, and results with a combined (quantitative and qualitative) method. This subject has been neglected by the

domestic studies. What is abundantly observed among domestic studies is paying attention to quantitative studies and using old and repeated models such as AHP, TOPSIS, entropy coefficient, coefficient of variation, Vicor, etc. Qualitative and mixed studies on spatial justice issues have been neglected. In other words, domestic studies have assessed justice more from the distributive justice perspective and they have overlooked justice from a structural perspective (in the form of planning documents, rules, and regulations of urban development). The present study tried to assess justice both quantitatively and qualitatively. Additionally, most of the studies have focused on a specific aspect of justice-oriented theories and they have failed to provide a comprehensive and systematic framework for it in most cases. The present study sought to present a comprehensive and complete classification of justice-oriented theories in the form of Allmendinger's typology to extract the principles and criteria of spatial justice based on that.

Table 1. Foreign and Domestic Studies Conducted on Spatial Justice

Foreign Studies			
Researcher	Research Goals	Method	Results
Achmani et al./ 2020	Evaluation of spatial justice in an urban development project	Using the IAD Institutional Analysis and Development Framework (Logical Analysis)	They defined a conceptual framework for analyzing spatial justice based on a three-dimensional model including rules (equal access to opportunities for all), processes (decision-makers and planners), and outcomes (access to resources and their distribution in space). Finally, it defines the indicators of functional mixing, social diversity, access to public facilities and services, and distribution of affordable housing in all three parts of rules, process, and outcomes, and evaluates spatial justice in urban development projects.
Bazra et al./ 2020	Investigating the spatial distribution of healthcare infrastructure in Brazil	Using the factor analysis model to rank Brazilian states and using Moran's model for the distribution of health services	The results showed that access to health care services is unequal throughout Brazil. The states of the northern region and part of the northeastern and western regions have a low level of health infrastructure compared to other states.
Mayud et al./ 2019	Providing a framework at the regional level to measure and evaluate justice in access to healthcare centers in three Canadian cities	Using machine learning techniques along with the Gini coefficient and open source data of public transportation in Canada	Among the three cities of Vancouver, Portland, and Seattle, Portland has the highest level of inequality in accessibility to clinics and hospitals, so about 75% of the elderly in this city do not have proper access and more than 50% of them do not have proper access to healthcare clinics. Also, in all 3 studied cities, low-income people had less access than high-income people.
Dai/ 2016	Comparing the equality and spatial justice status regarding the rights of Hyogo citizens between 2008 and 2014.	Using the coefficient of variation method to calculate and compare the data of three indicators of basic education services, social support, and health and treatment services	The results indicated that among the above services, healthcare services are distributed in an unbalanced and unequal way. Also, the development of health services has become a bottleneck for the equality of public services in the city. In this comparison, the population and per capita land uses that are included in the above category were used.
Domestic Studies			
Researcher	Research Goals	Method	Results
Ahmadi and Shamsipour/ 2019	How to distribute public services with an emphasis on social justice in Bojnurd City	Using cluster analysis methods, fuzzy Vicor technique, and inferential statistics tests	Bojnurd City is facing a significant shortage of public service centers. Also, this shortage is unfairly observed in urban neighborhoods and we see the emergence of inequality and injustice between neighborhoods. As we move from the central part to the marginal regions, the deprivation of the neighborhoods increases.
Kushane et al./ 2018	Investigating the spatial distribution of public service uses and providing solutions to reduce this inequality in the city of Tabriz	Using the Williamson index method, TOPSIS, Shannon entropy and SPSS, and GIS software	The results revealed that about 60% of the urban regions of Tabriz are at an unbalanced level regarding the distribution of urban services. Also, urban facilities and services have not been distributed equally in all regions of Tabriz city, and the distribution of services has not been based on population distribution.

Domestic Studies			
Researcher	Research Goals	Method	Results
Dadashpour et al./ 2015	Explaining the conceptual framework of spatial justice in planning with a focus on the concept of justice in Islam	Methodology based on logical analysis (evaluating and comparing the reasoning principles of philosophical and political teachings)	They have examined the concept of justice from the perspective of Western thinkers, the Islamic world, different schools of humanity, and political, social, and economic perspectives. Then, they extracted six criteria for spatial justice, including equality of opportunities, freedom, difference, need, entitlement, and using public benefit.
Saeidi Rezvani/ 2014	The study of justice-focused thoughts in the theories of urban development and the description of justice in Islamic sources	Qualitative content analysis	This article presented a typology of the most important opinions of justice-oriented city thinkers among planning theorists in the form of three types of right-wing, left-wing, and postmodern theories. Also, they considered the criteria of "material welfare ", "ethnic, racial, and religious diversity", "environmental protection", "participation", and "inclusiveness" as the most important common criteria and the criteria of "guardianship of the pious", "moderation in relationship with God", and "preservation "Human dignity" as the criteria of Islamic teachings.
Rezvani and Noorian/ 2014	justice-oriented urban development; A leading approach to urban planning	Content analysis of texts and typology of theories	This article reviews the theories of justice-oriented planning, including Harvey's views, communication planning, public planning, discourse planning, and justice-oriented city theory.
Noorian and Saiedi Rezvani/ 2012	The typology of fundamental votes focused on justice in the city	Documentary study and qualitative content analysis	According to this typology, the theories of Rousseau, Bentham, Gault, and Habermas were placed in the type of thoughts based on conventional principles, the theories of Plato, Aristotle, Hobbes, Kant, Rawls, Sen, and Nussbaum were placed in the type of thoughts based on assumed principles, and the theories of Marx and Engels were placed in the type of thoughts based on ideological principles.

3. THEORETICAL PRINCIPLES

A basic introduction to the issue of justice criteria is gaining an accurate understanding of the concept of justice (Torabzadeh Jahromi and Sajadieh 2011). Thus, the conceptual genealogy of theories plays a vital role in the accurate understanding of the concept of justice. For this purpose, Phillip Allmendinger's typology has been used. By reviewing justice-oriented theories, they can be classified into four categories including framing theories, social theories, exogenous theories, and endogenous theories of justice to achieve criteria that consider a process (structure) and product (distribution) fair. A summary of justice-oriented theories that form the basis of the theoretical framework of this article is presented. Framing theories are basic for understanding justice-oriented endogenous planning theories. The three schools of liberalism, socialism, and Islam are included in this category. Liberalism is the main intellectual and philosophical principle of the capitalist system. The followers of this school believe that every person has the right to act according to his own choices unless these choices violate the rights of others. Freedom and

entitlement of people are the basic principles of this school (Dadashpoor, Alizadeh, and Rostami 2015). In the socialism teachings, the concept of justice has a different meaning, so this school tries to eliminate all social and economic inequalities (Zapata and Bates 2015). The definitions of justice in this school are based on the two concepts of need and equality. In the Islamic school, justice is defined based on rights, and justice and right are considered to be synonymous (Dadashpoor, Alizadeh, and Rostami 2015). In other words, this school defines justice as the creation of social balance to achieve evolution and excellence on the path of monotheism. It considers concepts such as distributive justice, entitlement, equality of opportunity, etc. as common semantic principles (Dadashpoor and Alvandipour 2017).

Exogenous theories include principles that are not directly related to urban planning, but they are important in the policy-making space context (Allmendinger 2005). These theories can be classified into two groups including late Western thinkers (including Popper, Rawls, Habermas, and Lefebvre) and late Eastern thinkers (Motahari, Shariati, Tabatabaei, Sadr, and Sen). Popper interprets justice

as the equality of human beings and rejects any kind of privilege-seeking (Imanimoghadam and Parsania 2021). John Rawls emphasized the two principles of difference and freedom between people in his theory of justice as fairness (Dadashpoor, Alizadeh, and Rostami 2015). He believes that all basic social needs should be equally distributed unless their unequal distribution is in favor of the most deprived (Rawls 1971). Habermas argues that justice is related to the possibility of discussion and dialogue between people. Accordingly, he considers the public sphere necessary to achieve justice so people can talk freely. He promotes a discursive ethics based on debate, dialogue, and participation (Habermas 1987). By analyzing social relations in space and daily life, Lefebvre understood the injustices of the city space and proposed the concept of "right to the city". He believes that space is one of the means of production (Lefebvre 2017) and the right to the city requires a change in power and wealth relations (Butler 2012). This theory defines the right to be in the city according to the two rights of participation and space allocation in the crisis of social justice (Dadashpoor and Alvandipour 2017). Allameh Tabatabaei defines justice as A) establishing equality and balance; B) then, he defines it in a way that each person is given his rightful share; C) He considers giving the rightful share to the result that each person is placed in his or her rightful position; D) accepting its result in the form of judicial and legal justice; E) depicts its result as equality against law; Also, F) he also considers justice as fairness (Yazdani 2019). Shahid Motahari considers justice to be the equality of all people against the law, the authenticity of society, and social balance (Dadashpoor and Alvandipour 2017). Shariati defines justice as class equality, denial of exploitation, and elimination of economic, legal, and social discrimination (Kazemi 2014). Seyyed Mohammad Bagher Sadr also defines it as preserving human dignity (Mirgholami, Keynejad, and Alizadeh 2018). Amartya Sen also defines justice as equality of capabilities (Azizi and Shokouhi Bidhendi 2015). The goal of social theories is to provide a general understanding of the nature of society (Allmendinger 2005). The theories of Iris Young, David Harvey, Susan Feinstein, and Edward Soja are included in this category. In A Democratic Theory for Unjust Conditions, Iris Young rejects the idea of equalization of the concept of justice but he emphasizes that just policies must eliminate any injustice (Young 2011). Based on this notion, the issue of justice will shift from fair and just distribution to accepting social differences without excluding groups. According to David Harvey, justice is proposed as a principle to resolve conflicting claims, and its goal is to find a fair distribution achieved fairly. He first proposed the concept of justice in the distribution of resources and services and emphasized that social justice in the city should respond to the needs of the urban

population and allocate resources so people face the least gap and protest (Dadashpoor, Alizadeh, and Rostami 2015). According to him, social justice means "fair distribution through fair means" (Rahimi and Naghizadeh 2016) and defines the nature of justice based on three principles of entitlement, public benefit, and need (Azami, Asadie, and Haqjoo 2019). Fainstein proposes three criteria of diversity, equality, and democracy for a just city (Fainstein 2010). She considered planning as the conscious creation of the city (Mirgholami, Keynejad, and Alizadeh 2018). Following Lefebvre's theories, Edward Soja proposes the term "spatial justice" and believes that justice and injustice are formed through geographic spatial production. He argues that the concept of spatial justice includes the concepts of freedom, equality, democracy, and civil rights (Manuel 2016). Soja considers spatial justice or injustice as an outcome and a process (structure) and believes that geographical or distributive patterns and the processes that create them can be just or unjust. However, recognizing and understanding effective processes in creating an unjust geography is a complex and challenging issue (Soja 2009).

- Endogenous theories are a specific type of theorizing that specifically deals with planning (Allmendinger 2005). They provide practical guidelines for the urban planning process. They provide principles and criteria for use in formulating urban plans and evaluating the conditions of cities in terms of justice (Dadashpoor and Alvandipour 2017). In this regard, theories of communicative planning (Patsy Healey, Judith Innes, Leonie Sandercock, since the early 1990s), justice-oriented city (Susan Feinstein), and discursive planning (Frank Fisher) use the concept of justice in urban planning in the framework of liberal ethnology. The theories of spatial justice (Dekec) and public planning (Peter Marcus) also expanded the trajectory of social thought in urban planning. In communicative planning as an advanced form of participation in urban planning (Sharifzadegan and Shafiee 2015), it is assumed that strengthening the role of deprived groups in political decision-making will lead to a better distribution of results or outcomes. This type of planning emphasizes the process more than the content (Uitermark and Nicholls 2017). Also, discursive planning seeks to create spaces for democratic consultation that provide the conditions for citizen participation (Fischer 2009). Suzanne Fainstein introduced three principles of diversity, democracy, and equality in her justice-oriented city theory (Fainstein 2010). In a dialectical formulation, Dekec divides the concept of spatial justice into "spatial state of injustice" and "spatial state of injustice". The first concept indicates that justice has a spatial dimension and a spatial attitude can be used to detect inequality by evaluating distributive patterns. In the second concept, it focuses on the significance of existing processes and structures in the production

and reproduction of injustice. He argues that in spatial justice, the emphasis is not on space per se but on the structures and processes that produce space (Dekec 2002). Given what was stated, space as a social structure reflects social facts and affects social relations. Hence, both aspects of justice and injustice can be seen in space. Thus, analyzing the spatial justice discourse plays a vital role in understanding existing policies and institutions leading to creating injustice in the urban space. According to some theorists of urban justice such as Fainstein, the process and outcome of planning are not separate from each other, and as Dekec states, spatial justice or injustice can be viewed both as an outcome and as a process. Thus, planning for spatial justice also includes two approaches to processes and outcomes:

Distributive spatial justice: this approach means equal distribution based on the preferences and needs of residents in geographic regions (Dufaux, Gervais, Lehman, and Moreau 2009). Distributive spatial justice analyzes the current situation of cities from the spatial equality viewpoint and examines the just or fair distribution of resources based on 4 equal criteria base, base need, base demand, and market system (Heckert and Rosan 2016). In this article, distributive justice is addressed with an emphasis on the view of "equality of opportunities". According to this view, to achieve justice in society, equal opportunities should be provided for everyone so each person can benefit from them based on his or her capability and competence. In this article, citizens' accessibility to urban services and spatial distribution of urban services are criteria for measuring distributive justice. 2-Structural spatial justice: Nowadays, societies need to discover the underlying structures, processes, and layers leading to injustice and inequality in cities. Thus, this approach emphasizes the processes that shape the space and the decision-making processes (Dufaux, Gervais, Lehman, and Moreau 2009; Soja 2009; Fainstein 2014). Urban development projects including urban master plans are among the most significant factors in this approach. Based on the proposed theories, the set of thought streams dealing with the issue of justice can be categorized into three streams (the originality of freedom, the supporters of the originality of right, and the followers of the originality of dignity). To explain the structural justice criteria, we consider a criterion for each of these three focal variables, which indicates the spatial aspect of that variable. These three criteria include: A) Participation (a spatial aspect of freedom): as defined in the concept of freedom criteria from this article's viewpoint, one of the key concepts in this definition is "the power to determine the fate of citizens". Following Fainstein, the concept of participation is used instead of the concept of freedom in this study. She depicts an eight-step ladder of citizen participation, each step of which determines the level of power of citizens in decision-making. The top steps offer citizens higher degrees of decision-making power. b) The right to the city (a spatial aspect of the right): The right to the city means "the right of citizens to live in the city as a rich and diverse cultural space that belongs to all residents so all have the right to live in the city and maintain their identity and cultural memories without any discrimination of gender, age, health status, income, nationality, race, immigration status, or political and religious tendencies. c) Empowerment (spatial aspect of human dignity): The criterion of empowerment is considered the spatial aspect of human dignity and its most significant manifestations are entrepreneurship, social education, job creation, and elimination of poverty.
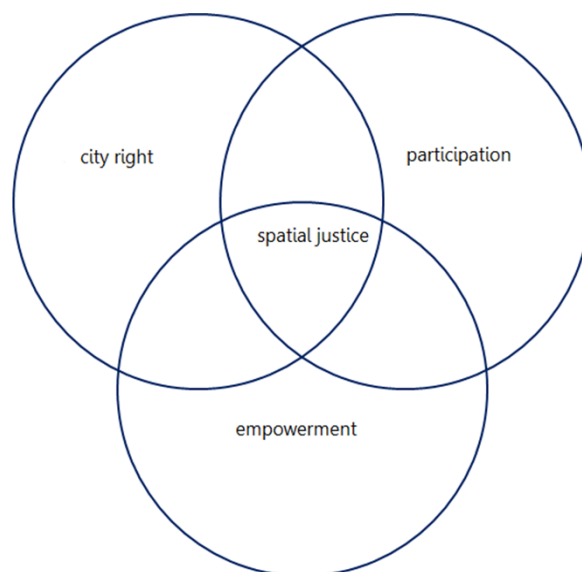

Fig. 1. Towards a Theory of Structural Justice

4. METHODOLOGY

The present study is a fundamental-applied, comparative-inductive, combined (quantitative and qualitative), and library research based on a case study. It evaluates structural justice (Urmia's master plan document) and distributive justice (services). Also, using document review, it describes, explores, and explains the degree of realization of justice in the Urmia's master plan and the spatial distribution of services and residents' access to them.

Then, the structural spatial justice criteria in the Urmia's master plan document (approved in 2009) are evaluated, and accordingly, the spatial distribution and residents' access to services are evaluated. Based on the type of criteria obtained, a review of documents is used to assess structural justice criteria in the Urmia's master plan. According to it, it is found how and to what extent the Urmia's master plan has tried to achieve justice. Also, the census data of 2016 were used to evaluate distributive justice. Given the qualitative and perceptual nature of structural justice, the present article emphasizes the qualitative aspects of this field. Accordingly, the method of qualitative assessment of the justice status in the Urmia urban master plan is discourse analysis with an emphasis on the logic of the network of signs. Discourse analysis is a method that is primarily used in re-reading messages and documents. This method focuses on the analysis of elements such as context and background, change, and instability, constructions, in the text, and finally, the interpretive reserves used in the text. In analyzing the discourse semiotics of de Saussure,

attention is paid to the system of "coexistence and substitution" of words, and the attempt is to explain the textual and extra-textual meaning of words by analyzing the way they are juxtaposed. One reason to select the mentioned method is that due to the qualitative nature of structural justice, it is necessary to re-read and analyze the documents of the Urmia's master plan (discourse analysis) and discover the appropriateness and connection between the words coexistence and substitution words of justice in the mentioned documents (semiotics). In this article, due to different interpretations of the word "justice", the use of this method can indicate what concepts behind justice have been considered in the Urmia's master plan. In other words, by re-reading the documents of the Urmia's master plan, it will be clear which words are in coexistence and substitution with the word" justice". This method will help to explain the concept of justice in the documents of this plan through the network of signs. Considering the qualitative nature of the subject, the visual thesaurus technique, which shows the relationship between coexistence and substitution words in a visual form, was used to analyze the network of signs. The criterion of residents' access to services and the criterion of spatial distribution of services based on methods and spatial models in GIS software are used to evaluate distributive justice. Finally, using the MABAC model, the 15 districts of Urmia city are categorized into very deprived, deprived, almost privileged, and privileged regions in terms of the population's access to services.

Table 2. Classification of Services

Level of Access to Services	MABAC Score
Privileged	More than 0.1
Almost Privileged	Between 0 and 0.1
Deprived	Between -0.1 and 0
Very Deprived	More than -0.1

5. DATA ANALYSIS

In this section, structural justice is evaluated by examining the Urmia's master plan document to determine to what extent the master plan has paid attention to justice. Then, distributive justice is evaluated by examining the distribution patterns of services.

5.1. Evaluating Structural Justice

In this section, the words related to justice and their synonyms were first extracted from the texts of a master plan. Then, the three criteria of structural spatial justice (participation, right to the city, and empowerment) were examined. According to the

obtained results, phrases and words directly related to justice were not observed in any of the visions mentioned in the Urmia's master plan. However, some of the phrases mentioned in these visions can be effective in promoting justice, which is discussed below. Among the cases mentioned in the section of Urmia's master plan vision, we can refer to the phrases such as "organization of transportation in the city" and "having a proper spatial organization and physical structure through providing services to residents, strengthening urban and public spaces, creating new urban centers, etc. ». In these two phrases, which form the seventh and eighth lines of Urmia's vision, there are words such as "transportation system", and "proper physical structure" along with words such as

"providing services" and "strengthening urban and public spaces". This coexistence can be interpreted in this way: In these two phases, the concept of justice means "access to urban services and infrastructure". This perception is primarily physical and is far from economic and social aspects. One phrase in this regard was "a city with a suitable urban culture and strengthened through the expansion of leisure facilities", indicating that the application of the concept of "urban culture" in this vision is physical and other fundamental concepts such as "civil liberties", "social participation" or "human dignity" have been overlooked. Also, the word justice has been mentioned in phrases like "law-oriented" and "cultural, ethnic/religious/social diversity". Among the four phrases of the Urmia's master plan, which include "organizing the spatial organization and physical structure of the city", "improving the quality of the urban environment", "improving the efficiency of urban management in the process of development and urban development", and "empowering citizens to participate in urban development" "City", it seems that the view of the master plan developers was mainly physical when formulating the goals. They have mentioned the empowerment of citizens at the level of resolving the lack of services in marginal regions and rebuilding worn-out and problematic structures and the like, which are primarily focused on the physical dimension. Urmia City's development strategies and policies are much more comprehensive and complete than the goals. The table below presents the strategies and policies that deal more or less with words related to justice.

Table 3. Analyzing the Content of Strategies and Policies of the Urmia's Master Plan based on the De Saussure Semiotic Technique

| Strategy	Policy	Justice
Strengthening the Spatial Organization of Urban Functions	- Strengthening the hierarchical structure for urban functions, especially urban services - Creating functional-specialized centers in different regions of the city - Organizing the neighborhood of land uses and refining the center of the city - Providing the conditions for the creation of a multi-centered city (with the main center of the current city center)	In this strategy and its executive policies, terms such as urban refinement and creating a multi-centered city (to avoid polarization) have replaced the term "spatial justice" in the city. It seems that the refinement in the policies of this strategy means the organization of inefficient centers and regions of activity, especially in the city center, such as railways, workshops, oil tanks, military centers, and other unattractive urban centers. In this regard, replacing the existing inefficient urban activities with specialized and new activities has been considered by the plan developers. Additionally, the policies of this strategy are important in justice since they support places and regions, especially in the West, which currently do not have sufficient development. Thus, justice has shifted toward the support of less privileged regions and its goal is to prevent the polarization of perception.
Strengthening the Physical Structure	- The concentration of services in suitable urban regions - Increasing the relative advantage of unused lands inside the city for the development and establishment of urban land uses in them - Preventing the physical expansion of the city - Identifying the regions of the city that are prone to loading (building density, activity density, etc.)	- This strategy and its policies are crucial in justice since they refer to how land is used. In this strategy, the term "justice" is not mentioned directly, but it seems that increasing the productivity of the land has replaced justice. Thus, the implementation policies of the current strategy have approached the endogenous development of the city (preventing the physical growth of the city) and the optimal use of land in the form of increasing construction and activity density, concentration of services, and recovery of urban lands, especially barren lands.
Improving the Quality of Residence	- Moderating or eliminating the per capita shortage of land for public services and urban facilities and equipment related to residence - Creating the necessary facilities for the growing population of the city - Strengthening the hierarchical structure for urban functions, especially services - Increasing the loading (building and population density) of residential lands according to their capacity and facilities - Providing incentives for mass construction and high-rise construction	In this strategy and its executive policies, the terms such as providing the services needed by the population, using the existing capacities and potentials to increase the productivity of the land (increasing loading and providing incentive criteria for high-rise construction) have replaced the term "justice" in the city. However, the primary emphasis of the policies of this strategy is on justice as a means for reducing inequalities in the access of all citizens to urban services.

Strategy	Policy	Justice
Improving the Quality of the Work Environment and Activities	- Organizing disturbing urban activities and adapting the neighborhood of activities - Determining appropriate places for the establishment of economic activities - establishment of large economic units - Flexible rules and regulations for establishing work units	Urmia's master plan looks at justice in improving the quality of the work environment and activity primarily from the physical dimension, and the planners mostly rely on organizing business environments (recycling of urban nuisance activities), providing criteria, and providing land needed for the establishment of business units.
Improving the Quality of the Environment for Spending Leisure Time	- Creating and strengthening public green and open spaces in different parts of the spatial-functional organizations of the city -Protecting the historical and natural elements of the city and strengthening their role in the surrounding environment	This strategy and its executive policies emphasize the importance of public spaces. As mentioned in the theoretical foundations chapter, Habermas searches for justice in public arenas while reconstructing Marx's social thoughts. The coexistence of the words justice and space in the policies of this strategy is very interesting.
Improving the Quality of Transportation	- Strengthening the role of public transportation in inter-city displacements - Creation of pedestrian routes in the appropriate axes of the city - Completing the network of city roads and strengthening the hierarchical functioning of roads	In this strategy and its executive policies, words such as "developing public transportation" and "providing access for all" have replaced the word "justice" in the city.
Improvement of Sectoral and Inter-Sectoral Performance of Urban Management Organizations	- Creating compatibility between the plans and projects of the urban management departments with the development changes proposed in the master plan. - Finding solutions to prevent land speculation and gambling - Selecting the methods of implementation of city development plans to ensure the public and collective interests of citizens and preference over private interests.	- This strategy and its executive policies show that sectoral and inter-sectoral participation has been emphasized to implement the master plan as best as possible among urban management organizations, especially the municipality. It also pays attention to the issue of rent and land exchange in Urmia and refers to it without offering a solution. This issue is a challenge that has always threatened justice in Urmia city in the past years. Also, the master plan approaches the leftist concept of justice by emphasizing the importance of securing the public and collective interests of citizens and prioritizing them over private interests.
Empowering Low-Income Citizens Living in Marginal and Problematic Neighborhoods	- Reconstruction and organization of worn-out, inefficient, and problematic structures - Developing and implementing empowerment programs for neighborhoods and communities that need it in the city - Strengthening the share of social and rental housing in public sector housing development programs - Accepting the necessity of paying subsidies to some residents of the city to facilitate and accelerate the adaptation of their living and working conditions to the desired standards	- Spatial justice in its strategy and policies has been viewed as empowerment and renewal of worn-out and problematic structures. In other words, this strategy can be considered valuable due to its emphasis on housing and paying attention to the issue of marginalization. Additionally, regardless of the confusing literature used in the "subsidy payment" policy, it can be considered crucial due to its emphasis on improving the quality of life of residents in worn-out neighborhoods in the form of subsidy payments.
Promotion of Private Sector Participation in City Development Programs	- Accepting the right of investors in the development and urban development of the city to obtain personal profit and benefit -Defining and proposing beneficial projects to private sector investors	This strategy and its policies have referred to the issue of private sector participation in urban development programs. However, the question is can it be possible to resolve the conflict of interests between public and private interests, so public interests are prioritized?

Given what was stated, it can be stated that the master plan in all 4 studied sections (vision, goals, strategies, and policies) is directed toward concepts related to justice, albeit indirectly. Spatial justice in the Urmia's master plan document means everyone's access to urban infrastructure and the provision of minimums for everyone. In other words, the document's interpretation of spatial justice is more

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focused on the physical dimension. In other words, in most cases, justice in the master plan document means "balanced distribution of service uses and green space, development of the road network and public transportation, strengthening of public spaces, renovation of worn-out structures, and refinement of activities".
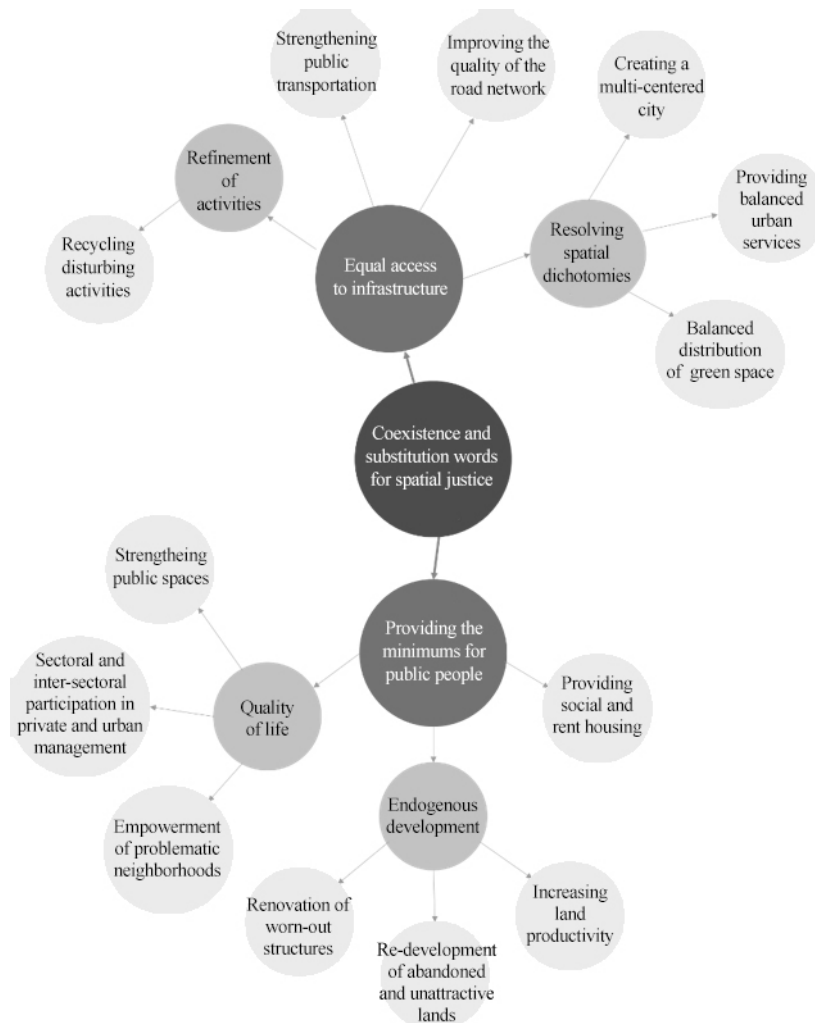
Fig. 2. The Semiotics of the Use of the Coexistence and Substitution Words related to Spatial Justice in the Urmia's Master Plan Document

Based on the content analysis of the document, "participation" in the Urmia's master plan document is merely sectoral and inter-sectoral participation, and the participation of the private sector and citizens' participation has been overlooked. The results indicate citizen participation has not been considered in the document and in the plan development process and the sectoral and inter-sectoral participation mentioned in the document has not been followed seriously. The results of document studies indicate the reduction of the concept of the right to the city to "the right to access services and the public transportation network for all". Although this concept covers a part of the rights of citizens to live in the city, it primarily looks at the city just physically and overlooks the right of citizens to enjoy a space with identity and rich culture. The Urmia's master plan is not in good condition in terms of the criterion of right to the city. Regarding the empowerment issue, the Urmia's master plan has referred exclusively to the issue of renovation of worn-out and problematic structures, which is accompanied by the payment of subsidies to people. Regarding the issue of empowerment, it has been limited to the physical dimensions and social issues (social empowerment) and economic issues (economic empowerment) of the residents have been overlooked in the master plan. In other words, the Urmia's master plan does not pay attention to the role of the planner in issues such as citizenship education, social mobilization, and entrepreneurship.

5.2. Evaluation of Distributive Justice

According to the latest land use information obtained by Urmia Municipality in 2020 and with the analysis

done by the authors in GIS software, the results of the nearest neighborhood index were obtained in the table below. Based on it, the spatial distribution pattern of land uses, except for sports, is in a cluster form. It indicates the concentration of land uses (except for sports) in a part of the city. Thus, some regions of the city have been deprived of these facilities, while others have benefited from them. Also, the spatial distribution of sports land use follows a random pattern, meaning that it is not concentrated in certain places and is spread randomly throughout the city. The distribution status of land uses in different functional scales is shown in the table below.

Table 4. The Results of Calculations of the Coefficient of the Nearest Neighborhood of Land Uses in Urmia City of the Nearest Neighborhood of Land Uses in Urmia City

Land Use		Average Distance Observed	Average Distance Expected	Nearest Neighbor-hood	Standardized Score (z)	Probability Value	Distribution Pattern
Cultural		481.2190	601.5037	0.800027	-2.508634	0.012120	Cluster
Religious		301.0830	403.0710	0.746973	-7.968616	0.000000	Cluster
Therapeutic	Neighborhood	598.1694	695.2058	0.696304	-7.302962	0.0000	Cluster
	Urban	511.2141	554.2914	0.633200	-8.903748	0.0000	Cluster
	Total	405.1258	459.9306	0.762522	-4.914127	0.0000	Cluster
Educational	Kindergarten	406.2760	438.2548	0.927031	-1.388942	0.164850	Radom
	Primary School	588.0128	721.2503	0.815269	-3.101106	0.001928	Cluster
	Secondary School	588.8990	567.5767	1.037567	0.460184	0.645384	Random
	High School	472.8808	473.5434	0.998601	-0.020388	0.983734	Radom
	Total	210.1916	397.5586	0.528706	-14.951652	0.0000	Cluster
Green Space	Neighborhood	267.388821	425.910808	0.627805	-7.767392	0.000000	Cluster
	Regional	478.5690	553.5002	0.864623	-1.885444	0.059370	Almost Cluster
	Urban	370.7969	534.4923	0.693737	-3.842025	0.00000	Cluster
	Total	206.2737	317.6692	0.649335	-9.836545	0.00000	Cluster
Sports	Neighborhood	2533.2127	1260.3940	2.009858	4.732239	0.000002	Scattered
	Regional	2790.8903	1778.1882	1.569513	3.268557	0.001081	Scattered
	Urban	860.2671	768.0259	1.120102	1.125601	0.260333	Random
	Total	909.1726	1011.9062	0.898475	-1.212929	0.225157	Random

The results of the kernel density show that the density of cultural land use can be seen in the central regions of the city, so the highest density is related to District 4 and around the historical context of this city. The density of religious land use is higher in the old and marginal regions, so the highest density is related to Districts 2 and 4. The density of therapeutic land use can be seen in the central regions of the city, so the highest density is related to regions 1, 2, and 4 of District 4 and region 1 of District 5. The highest density of educational land use can be seen in the developed and central regions of the city. Concerning the density of green space land use, developed regions have more green space than other regions. Finally, the density of sports land use can be seen in the central and new regions of Urmia city. Generally, it can be stated that most of the land uses are concentrated in the central regions of the city.
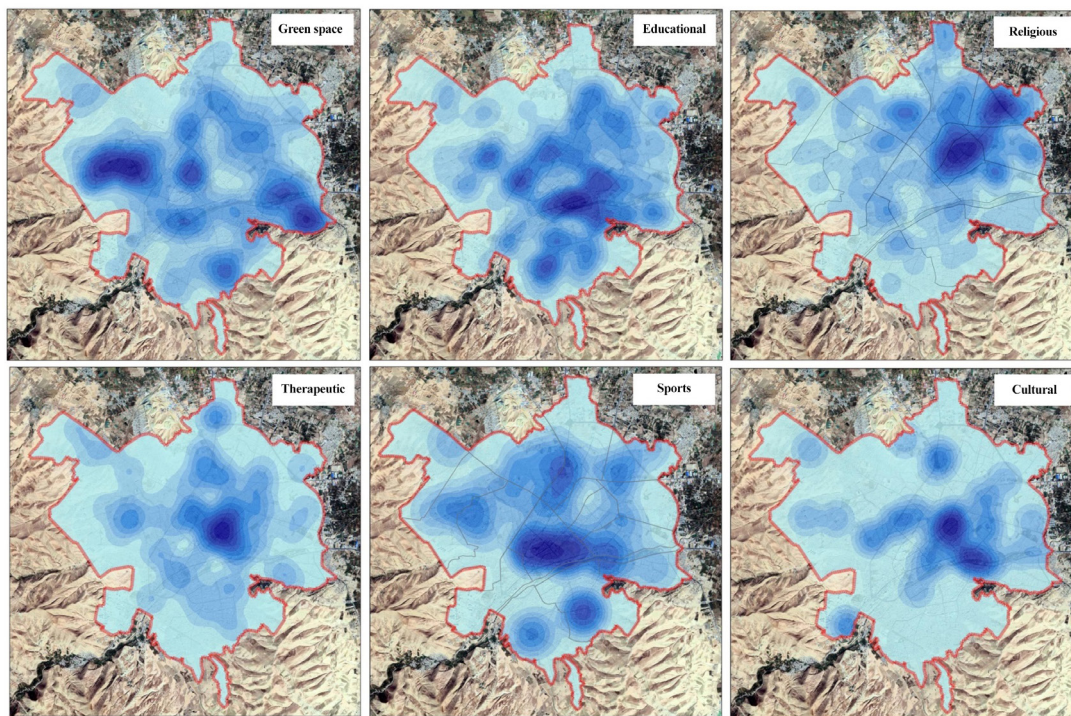
Fig. 3. Kernel Density of Land Uses in Urmia City

According to the latest census data of 2016 by the Iran Statistics Center and the latest land use data obtained from Urmia municipality in 2020, and with the analysis made by the authors in GIS software, the resident's capability to access services on terms of placement in the scope of service delivery and responsiveness rate of services to the population is examined. Thus, according to the standard distance of land uses, we examined the percentage of the population and the region covered by services in different functional scales. Finally, 15 districts of Urmia were examined in terms of using the services based on the MABAC model. Its results are presented in brief:

The access radius of cultural land use (based on the standards of the Supreme Council of Urban Planning and Architecture of Iran) is considered to be 600 meters. Accordingly, 36.2% of the population of Urmia is covered by cultural services and 63.8% of the population, which constitutes nearly 70% of the city's area, is not covered by cultural services. The results of the ranking showed that the four regions of District 4 and Region 1 of District 5 are at the "privileged" level in terms of enjoying cultural services, and regions 3 and 2 of District 1 and Region 3 of District 2 are at the "very deprived" level. The range of services and access radius for religious land use is 400 meters. The results showed that about 82% of the population of Urmia city is covered by religious land use and almost 60% of the city's area is covered by religious land use. The results of the ranking show that regions 2 and 4 of District 4 and three regions of District 2 the "privileged" level in terms of using religious

services at, regions 2 and 3 of District 1, regions 2 and 3 of District 3, and region 2 of District are at the "very deprived" level. The range of services and the radius of access to medical services (According to the standards of the Supreme Council of Urban Planning and Architecture of Iran) are 750 meters for the local scale and 1500 meters for the urban scale. Also, 33.8 percent of the population, which constitutes almost half of the city's area, is not covered by local health services, and about a quarter of the city's population, which is one-third of the city's area, is not covered by urban health services.

In total, District 1 with a mean of about 60% of the population covered by health services has the lowest rate, and the best situation is related to District 4 with a mean of about 88% of the population. The results of the ranking showed that Regions 1, 2, and 4 of District 4 and Region 1 of District 5 are at the "privileged" level, and Regions 1 and 3 of District 1 and Region 3 of District 3 are at the "very deprived" level. The range of services and access radius of educational uses (according to the per capita urban land uses of Dr. Habibi), which was 500 meters for kindergarten, 800 meters for primary school, 1200 meters for secondary school, and 1500 meters for high school, were compared among the districts of Urmia city. About 32% of the population, which constitutes almost half of the city's area, is not covered by kindergarten. About 18% of the city's population, which constitutes a third of the city's area, is not covered by primary school education services. About 19% of the city's population, which

constitutes almost a third of the city's area, is not covered by secondary school education services. About 5% of the city's population, which constitutes about 15% of the city's area, is not covered by high school education services. Regions 1 and 4 of District 4 and Region 1 of District 5 are at the "privileged" level of education, and regions 2 and 3 of District 3, and Region 3 of District 2 are at the "very deprived" level. The range of services and access radius of the green space (according to the urban uses of Dr. Habibi) was 375 meters for the neighborhood scale, 750 meters for the regional scale, and 1500 meters for the urban scale. About 53% of the population, which constitutes almost half of the city's area, is not covered by neighborhood green space, and about 42% of the city's population, which is half of the city's area, is not covered by regional green space, and about 20% of the city's population, which is almost a quarter of the city's area, is not covered by urban scale green space.

The results of the ranking indicate that Regions 1, 2, and 4 of District 4 and Region 1 of District 5 are at the "privileged" level in terms of green space use, and Region 3 of District 2 and Region 3 of District 3 are at the "very deprived" level. The range of service delivery and access radius for sports users (based on detailed studies of Iran's sports development) is 500 meters for the neighborhood scale, 1000 meters for the regional scale, and 2000 meters for the urban scale. About 92% of the population, which constitutes about 90% of the city's area, is not covered by neighborhood sports land use, and about 65% of the city's population, which constitutes 75% of the city's area, is not covered by regional sports land use, and about 16% of the city's area is not covered by urban scale sports. Region 2 of District 1 and regions 1 and 2 of District 4 are at the "privileged" level in terms of using sports land uses, region 3 of District 3, and region 2 of District 5 are at the "very deprived" level.

Table 5. The Percentage of the Population Covered by Land Uses in the Regions and Districts of Urmia

| Region / District		Cul-tural	Reli-gious	Therapeutic		Educational				Park and Green Space			Sports		
				Neigh-bor-hood	Urban	Kinder-garten	Pri-mary School	Sec-ondary School	High School	Neigh-bor-hood	Re-gional	Urban	Neigh-bor-hood	Re-gional	Urban
1	1	39.55	85.75	57.4	24.8	58.051	99.68	100	100	88.51	21.67	100	47.39	0	76.18
	2	19.76	61.78	7.52	99.9	81.04	90.89	92.15	100	77.37	10.74	98.09	17.54	55.85	100
	3	3.31	48.82	5.39	3.71	80.05	90.69	95.39	100	58.42	32.74	69.93	0	53.77	100
	Total	17.64	61.80	48.7	74.1	76.03	92.59	95.89	100	72.57	21.12	88.00	17.04	43.80	95.19
2	1	23.33	100	81.5	58.5	97.47	87.45	64.84	88.99	20.48	47.46	100	0	59.63	100
	2	29.44	98.71	54.7	91.6	76.78	79.85	83.72	82.52	34.82	66.69	95.79	0	16.58	90.03
	3	8.32	96.97	9.46	63.4	14.82	22.06	57.45	99.31	5.38	37.72	67.58	0	0	100
	Total	20.11	98.48	59.9	71.7	60.92	61.57	68.76	90.42	20.08	50.66	87.01	0	23.51	96.54
3	1	44.18	86.37	71.3	96.6	55.18	90.82	87.63	95.14	61.58	87.93	58.13	16.46	28.38	95.20
	2	23.73	66.77	5.70	54.6	68.57	72.29	46.78	93.76	33.08	96.39	59.01	0	38.10	96.08
	3	38.42	58.67	73.9	0	15.56	70.56	79.80	71.58	23.05	92.03	2.72	18.44	0.60	62.17
	Total	36.74	75.69	5.71	67.8	53.12	81.67	73.35	90.93	46.33	91.28	49.55	11.53	27.04	90.20
4	1	89.82	74.81	90.3	8.82	96.18	100	91.61	100	41.59	83.60	100	8.35	71.34	95.78
	2	93.74	100	100	100	42.51	100	100	100	69.18	96.47	100	32.25	34.65	100
	3	60.19	99.31	68.5	5.86	82.55	91.85	62.99	95.07	46.41	32.35	99.76	7.54	45.64	57.66
	4	60.79	100	100	100	57.83	100	100	100	49.29	86.21	100	0	7.75	100
	Total	75.56	91.53	85.6	89.5	77.01	09.97	84.07	98.24	48.54	67.61	99.91	9.94	45.79	83.54
5	1	79.09	89.91	99.0	100	100	100	100	100	69.68	74.91	86.82	0	64.37	100
	2	22.84	56.26	53.9	86.8	73.18	76.59	80.48	87.23	59.85	84.13	64.01	0	33.40	69.10
	Total	55.59	75.85	80.1	94.5	88.79	90.22	91.84	94.66	65.58	78.76	77.29	0	51.43	87.09
Urmia		36.23	81.77	66.2	77.9	67.87	13.82	80.79	94.53	47.15	58.32	80.31	8.38	35.36	91.66
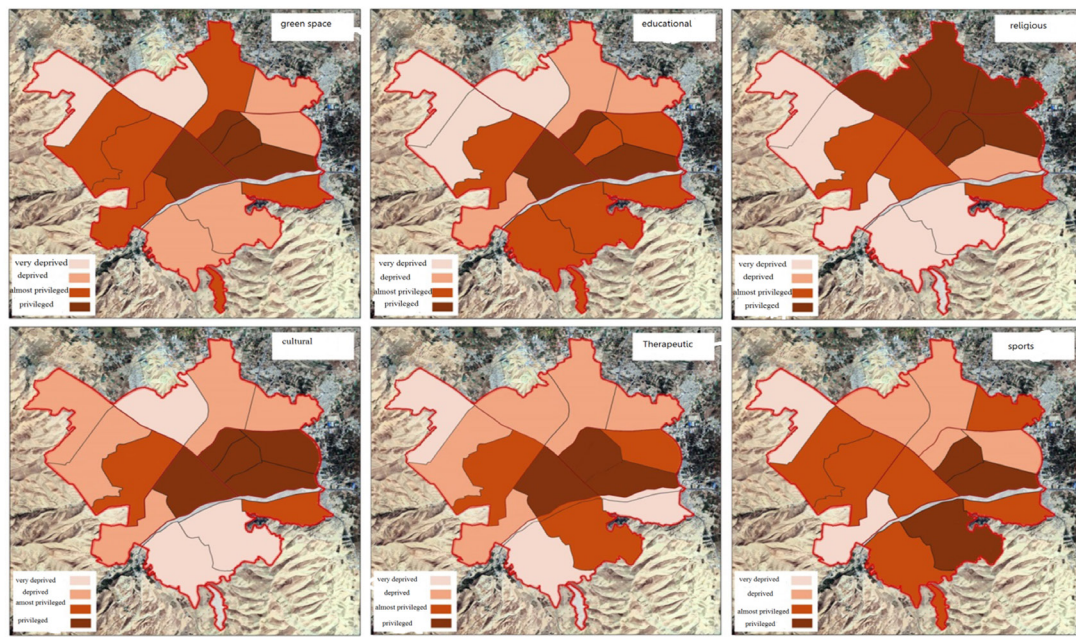
Fig. 4. Ranking 15 Districts of Urmia in Terms of Having Access to Services Using MABAC Model

6. DISCUSSION AND CONCLUSION

By examining the concept of justice in the form of a conceptual genealogy of justice-oriented theories, the present study provided a framework for evaluating spatial justice and its institutionalization in urban spaces in the form of structural justice (qualitative) and distributive justice (quantitative) in the Urmia City. The results of the structural justice study show that structural spatial justice can be defined and evaluated through the three primary criteria of "citizen participation", "empowerment", and "right to the city". Qualitative evaluation of the Urmia's master plan document by discourse analysis technique with an emphasis on de Saussure semiotics (which was not experienced before) indicates that the Urmia's master plan has focused mostly on the physical dimension of spatial justice. The results of investigating distributive justice also show that distributive spatial justice can be evaluated through the spatial distribution of services and the ability of residents to access services and the ranking of Urmia districts in terms of having access to services using the MABAC method (which was not experienced before). The results revealed a significant inequality in the distribution and access of residents to services in Urmia city. There are some components in the master plan document that correspond to the concepts of spatial justice and the meaning of spatial justice is inferred in the document in phrases such as "access to urban infrastructure for all and provision of the minimums for all in the Urmia city. However, regarding distributive justice and implementation, the result is not fair. In other words, spatial justice in the Urmia's master plan document has mostly focused on the physical dimension and other dimensions have been overlooked. However, the same amount of attention in practice has also been unfairly distributed.

Thus, it can be concluded that urban policies in the context of urban development documents have mostly paid attention to the issue of spatial justice, and the same policies are implemented in the context of distribution in ways that are undemocratic, and the spaces produced and reproduced in this process have not been formed to meet the needs of deprived and low-income urban classes. With these interpretations, we can pay attention to this important statement that a relatively fair policy can lead to unfair results. Hence, the urban management of cities, including the city of Urmia, should establish a balance between the criteria and values considered in the discourse of spatial justice (decision-making processes in urban documents and spatial distribution of services in geographical regions) in policies and in distribution.
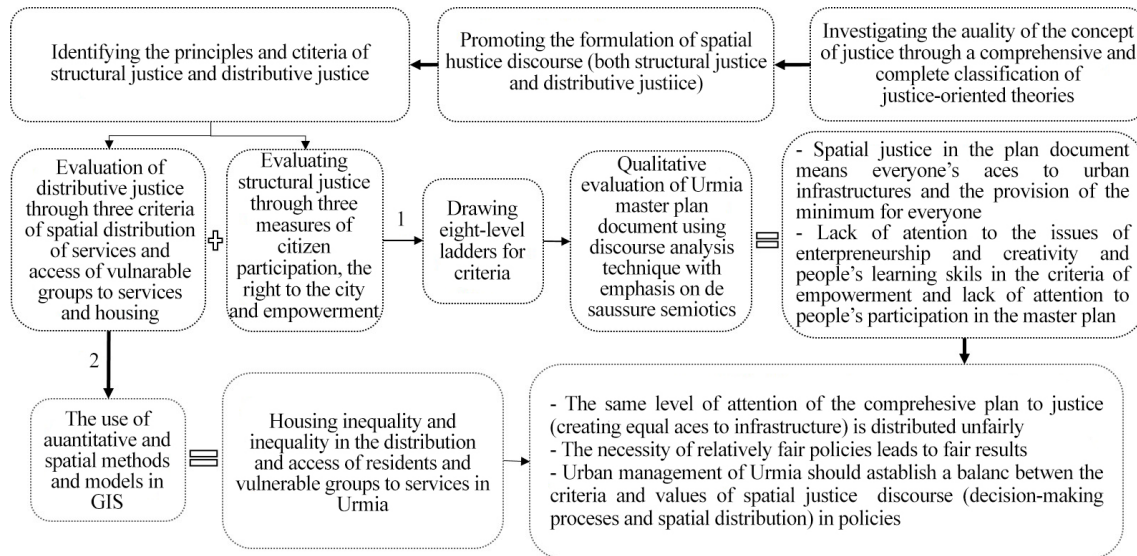
Fig. 5. Chart of Results

To evaluate structural justice in this article, three criteria of empowerment, right to the city, and citizen participation were extracted from justice-oriented theories and examined in the Urmia's master plan. It was found to what extent the mentioned document has tried to achieve justice. According to the results obtained, the Urmia's master plan did not pay attention to people's participation neither in the text of the document nor in the preparation of the plan. In the empowerment criterion, issues such as entrepreneurship, creativity, citizenship education, social mobilization, etc. have not been considered. Limiting the concept of the right to the city to access services and transportation and overlooking the right of citizens to use equal educational, economic, and cultural opportunities is one of the results of investigating the criteria of the right to the city in the Urmia's master plan document. The results of the evaluation of distributive justice also revealed a great inequality between the regions in terms of residents' access to services. Based on the study results, recommendations and solutions are presented to promote justice based on the table below comprehensively around the axes of structural justice (empowerment, participation, and right to the city) and distributive justice (services) to eliminate the structural and distributive shortcomings of the Urmia's master plan. It also led to the development of the new master plan document of Urmia, which has recently been placed on the agenda of Urmia urban management.

Table 6. Recommendations and Solutions to Promote Structural Justice in the Process of Preparing a Master Plan and Distributive Justice in Urmia

Axis	Strategy	Recommendations and Solutions
Citizen Participation	Eliminating Negative Attitudes	- Managers and other people involved in the plan should pay attention to the point that citizens have the potential to participate. - Creating a legal structure and providing legal conditions for everyone's participation
	To Make Interested in	- A survey of citizens to assess their satisfaction with the project and programs prepared and implemented - Holding exhibitions, meetings, and workshops by responsible institutions to raise citizens' awareness of the plans - Regular informing and presenting a report of participation or non-participation feedback for the public people
	Control of Citizens	- Accountability of managers to citizens regarding people's questions and doubts, and providing response bases - Holding brainstorming sessions by city managers and planners to prepare a plan with people and groups involved in this regard to survey them and use their opinions (consensus and general agreement). - Establishing permanent and continuous institutions and workshops in relation to citizens and relevant groups as consulting and study centers to prepare a plan to involve and include citizens in decision-making (citizen control)

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Axis	Strategy	Recommendations and Solutions
Empowerment	Capacity Building and Entrepreneur-ship	- Granting loans and facilitating the receipt of bank credits for sustainable job creation, especially for local production units - Using the characteristics and abilities of women and providing the conditions to improve their role in household financial management - Creation and development of creative cultural and educational spaces - Providing training programs to improve the skills of the workforce - Developing employment programs and encouraging the employment of local youth - Creating and strengthening equal opportunities for citizens to access jobs and generate income - Setting up small and quick economic activities - Holding entrepreneurship courses and technical and professional training, especially in the field of local businesses - Documenting and publishing the experiences of entrepreneurs and honoring, and encouraging them - Setting up and developing the Entrepreneurship Association in Urmia - Forming entrepreneur networks and groups, and training basic skills - Creation of local funds and employment, and entrepreneurship cooperatives - Promoting learning, innovation, and creativity - Developing knowledge-based activities that attract the creative individuals
Right to the City	Paying Attention to Social Inclusion	- Promotion of social cohesion and collective construction in the city - Promoting equality and non-discrimination, linguistic, and religious freedom, and protection of vulnerable citizens - Promoting gender equality and empowering residents, especially women, and taking measures to reduce poverty
	Good Urban Governance	- Response of urban spaces to the needs of everyone, including the disabled, the elderly, and children - Equal opportunity for everyone to participate in public decision-making
	Improving Spatial Acces-sibility	- Considering equal conditions for benefiting from suitable and affordable housing without discrimination and differentiation by guaranteeing the equality of these opportunities, and their proper distribution - Enjoying high-quality city services and providing services for all city residents without discrimination and differentiation by guaranteeing the equality of these opportunities, and their proper distribution
Services	Increasing the Level of Access to Services and Facilities for Everyone	- Providing urban services and facilities based on geographical equality and environmental needs assessments in the local arena for all urban residents - Conducting studies to determine priorities and needs, especially in deprived and less-developed regions - Reviewing the recommendations and strategies of urban development plans, especially the Urmia's master plan, for the regions that have less urban public services. - Creating incentives and support to attract investors in the creation of service uses, especially in deprived regions.

CONFLICT OF INTEREST

The authors have no conflicts of interest to declare.

MORAL APPROVAL

The authors commit to observe all the ethical principles of the publication of the scientific work based on the ethical principles of COPE. In case of any violation of the ethical principles, even after the publication of the article, they give the journal the right to delete the article and follow up on the matter.

PARTICIPATION PERCENTAGE

First author (introduction writer/main researcher) 60%; second author (author of discussion) 30%; Third author (statistical analyst) 10%.

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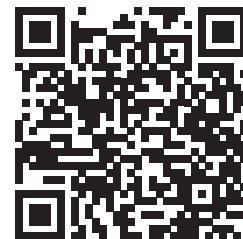– Mirgholami, Morteza, Mohammad Ali Keynejad, and Bahram Alizadeh. 2018. "The Evaluation of Spatial Justice

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