

**THE ROLE OF MENTAL STRUCTURES ON IRAN DEVELOPMENT PROGRAM REALIZATION  
(1084)**

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**Abstract.** Iran has one of the most extensive histories of development programs in developing nations. The sixth of the national programs is currently in operation, and none of them have been a success. This article attempts to identify three mental structures that contributed to Iran's development plans failing. Elite development planners were interviewed for the research, and data were also collected from some published documents. Grounded theory was used to analyze the data. The outcomes show that the economic plans for development were not realized because the political ideas concealed in the development plans are incompatible with Iran's circumstances, development programs have epistemological flaws, meritocracy, the rule-making and rewarding system have not produced motivation, even for those in charge of program implementation. As a result, voluntary public participation doesn't help the implementation of programs.

**Keywords:** Development Programs, political ideas, methodological perspective, motivation, Iran.

**1. Introduction**

With the spread of the quantitative revolution in the 1960s, natural science, technology and industry created a huge transformation in human life. Humanities were subjected to these achievements and tried to be placed in the realm of modern sciences, similar to natural sciences and physics, and like natural sciences, by predicting and managing human actions, provided the possibility of creating and maintaining social order in a controlled manner. But this approach, although it was able to bring fruits in some fields, ultimately could not play a useful role in the field of human intellectual and existential life, because the aforementioned thinking, neglected the unique characteristics of humans, reducing humans to a quantifiable category, as other natural phenomena.

The development of science in a positivist way caused science to be referred to as

something that can be transferred from any time and place to any other time and place. For these reasons, development studies in Iran were often one-dimensional and isolated from economic, social, political, physical, and management development; In Iran, often, the development theories that have worked in developed countries, including the theory of growth (modernization), has been implemented, while Western capitalism is a "package" and the implementation parts of the programs, will not lead to the desired result without connection with other defined closed components, and connection with the context of society, abstractly and without connection with historical, economic, social and cultural characteristics. These theories have been a later consequence for developed countries, and they cannot be implemented in the less developed world without paying attention to the country's history and culture. While the development planners have been loyal to the aforementioned theories and have been indifferent to the facts in Iran. According to "Amartya Sen", in the thoughts of justice, only physics is not enough, but political philosophy should also be used; the development planners in Iran, have not established a proper relationship with the context (the land and country of Iran and the development capacities in Iran) despite a lot of sincere efforts, As a result, local characteristics are neglected in the application of global theories.

Among the underdeveloped countries, Iran has the longest history of development planning. The term "vicious circle of poverty" or "breaking the vicious circle of poverty" with the help of planning was first used by Abolhassan Ebtahaj, one of the main advocates of economic planning in Iran. In his speech at the 1961 International Industrial Conference held in San Francisco, Ebtahaj said about planning, "If backward countries want to break the vicious cycle of poverty and stagnation, they are forced to start national planning" (Jannat, 2015). Official planning in Iran is more than 70 years old. Germany started planning in 1933, France and Japan in 1947, and China and India a few years after Iran (Momeni, 1995). All the mentioned countries are now in the territory of developed countries, but Iran is still in the group of developing countries.

Taleb, 2016: 181-202) says Iranians have received only the appearance and objective criteria and objective examples of modernization of Western civilization, but they have not understood the creative theoretical foundation of this civilization and even have denied it. Therefore, the thought of development in Iran has not thought about empowering people and increasing their selection power but has been influenced by the will of the politicians and the powerful. Beheshti Dehkordi and Mohammad Khani Tabasi (2015: 5) consider the beliefs of the country's senior managers as one of the first and most important reasons for the failure of the fourth and fifth development plans after the revolution. According to Ghafari (2016:1-18), the lack of theoretical and methodical discussions about the correct understanding of socio-historical conditions, the assets and liabilities of the Iranian society and tribal thinking has been very effective in the failure to realize development plans. Therefore, the benefit of the development

programs from a solid theoretical framework and thought structures and appropriate to the conditions of the natural environment and social and economic characteristics of the country is one of the requirements for the success of these programs.

Before the revolution, five programs and after the revolution until now, six periodic programs (known as five-year programs) have been implemented, and the seventh program is about to be compiled. Inequality between different developed and backward areas, poor and rich, has been and still is one of the major problems, despite the implementation of economic and social development programs. Exacerbation of class and regional gaps, widespread discrimination in terms of access to property rights, and its guarantee for different groups, economic problems, climate, water, environmental crises, missed opportunities, weak capacity to attract talented and skilled people, weak access to quality education, weak innovation and export of goods with advanced technology, severe limitation of access to opportunities and international markets, are among the development problems in the country.

A group believes that regional inequalities can be reduced by implementing different physical plans without paying attention to the prevailing social and economic system and only by following several key models and theories known as central locations. As a result, several programs have been designed and implemented.

But these programs have not resulted in the expected achievements; the country does not have a suitable relative position in terms of development level in the world; and in some cases, there has been a regression. The estimates of the Research Center of the Islamic Council indicate that only 30-35 percent of the total development plans have been realized. The author of this article has conducted research under the same title, which was published in the Quarterly Journal of Interdisciplinary Studies in Human Sciences in 2018 (Afrakhteh, 2019: 49-74). Although the single-cause analysis in the analysis of social issues is rejected and unacceptable, this article has tried to analyze the non-fulfillment of Iran's development plans from three perspective: first, epistemological perspective; Second, ideas hidden in the text of development theories; and third, the motivation of the executive staff.

## **2. Analysis of Iran's development plans from three perspective**

### **2.1 Epistemological Perspective;**

Humanities have characteristics. Including:

- Human daily life skills play an effective role in the formation of human actions and experiences and give shape to judgments in his mind that cannot be studied in certain situations (such as what is done in natural science laboratories);

- Human actions in these contexts are formed based on a set of individual and collective values and interests;
- The formation of judgments, experiences and skills resulting from the effective participation of human beings in the events of daily life is so subjective and unsystematic (in the sense of the legality of natural sciences) that it is impossible to formulate it under controlled laboratory conditions. (Manouchehri and others, 2021: 268).

According to Harald Bathelt and Johannes Gluckler (2011:39), human action is contextual, from a structural perspective, economic agents are situated within contexts of social and institutional relations (Granovetter, 1985, 1992a, 1992b). Since this conceptualization views the action as contextually embedded, action cannot be usefully explained through the application of universal spatial laws. Human action is Path-dependence, from a dynamic perspective, contextuality leads to path-dependent development because past economic decisions, actions, and interactions enable and constrain current actions. They also direct future intentions and actions to some extent (Nelson and Winter, 1982), and finally, human action is Contingency, economic processes are, at the same time, contingent in the sense that the agents' strategies and actions may deviate from existing development paths. Economic action in open systems is not fully determined and cannot be predicted through universal spatial laws. Despite its path-dependent development, which is shaped by a particular history, economic activity is subject to unforeseeable changes and is therefore fundamentally open-ended (Sayer, 1992).

If we allow that human action to be contextually embedded, universal laws offer limited explanatory leverage. Action in open systems is not fully predictable and, thus, cannot be adequately conceptualized through deterministic mechanisms or theories (Peck, 1999). Critical realism offers a fundamentally different epistemological perspective in that it systematically accounts for context-specificity in explanations of human action (Archer et al, 1998). This approach was originally developed by the British philosopher Bhaskar (1975) and propagated in the social sciences by Sayer (1992). It serves as a pragmatic epistemological alternative that attempts to avoid problems of both deductive-nomological determinism in logical empiricism and relativism in postmodern theory (Lovering, 1989; Thrift, 2002). Critical realism does not deny the possibility of an objective reality that is independent of the individual. While the relationship between reality and human knowledge is recognized as asymmetrical, the fact that empirical observations must be necessarily mediated through concepts does not imply that they are merely a product of such concepts. Instead, empirical observations are also dependent on the structural properties of real objects (Sayer 2000: 41). Critical realism also aims to develop causal explanations for general mechanisms. In contrast to positivist approaches, however, causality is no longer implied from their universal co-

occurrence (Bathelt, Glu"ckler, 2011: 30).

Conventional causal analysis, as employed in regional science, is based on Hume's principle (1900) of regularity. According to this principle, an event is the cause of another subsequent event if its occurrence is always associated with the occurrence of the latter event. Constant conjunction is, in this view, used as an associative principle of causality (Sayer 2000). This explanation claims to be universal for it assumes that an event has particular consequences that occur at any time and any place in association with this event. In contrast, critical realism establishes a contextual explanation based on the principle of contingency that we apply in our approach. This approach distinguishes two types of relations between events (Sayer, 1985):

- Necessary relations. Relations are necessary if two events always occur in association with one another, independent from a specific context. Such non-contextual relations or universal laws are, however, extremely rare in social and economic processes (Fleetwood, 2002).
- Contingent relations. Relations are contingent if two events occur in conjunction with one another only under specific circumstances. Such relations are quite typical in the analysis of economic activity from a partial perspective. The principle of contingency suggests that one event does not necessarily cause another particular event. Therefore, identical preconditions for human action do not necessarily have the same consequences at any time and place. This provides an epistemological basis for a context-specific conceptualization of the intentions and consequences of human action. At the same time, it is that future actions and developments are fundamentally open-ended (Bathelt, Glu"ckler, 2011: 30-31).

Hence, the epistemology of social sciences is critical realism. There is an external world independent of the mind, but our understanding and experience of the external world do not fully correspond to it, and our experiences are focused on certain aspects of the world, and our experiences of the external world cannot be considered equal to that external world. (Banifatimah and others, 2008: 30-57).

From the critical realist point of view, social reality is multi-layered and multi-level. These levels are:

- The real level, includes the mechanisms, forces and trends that science seeks to discover;
- The actual and event level, includes events, observable events and objective relationships that occur objectively in the social world around us and can be observed or experienced;
- Experimental level, observed events that occur in fully controllable and laboratory conditions.

In the natural phenomenon, such as the gravity of the earth, the real layer is the phenomenon of gravity that no one can touch; smell, or hear his voice.

The event layer is the mechanism of gravity and the object falling to the ground.

The experimental layer is the use of gravity to design experiments in laboratory environments in order to better understand this force.

But in the social phenomenon, for example, the causal relationship between "social trust" and "social participation" as a social issue, is an open issue and we cannot talk about it on the level of the empirical layer; Rather, it should be reconstructed in a closed framework (such as a behavioral laboratory) in order to achieve the experimental layer by removing other social events.

According to Baskar, the nature of the world is complex. Complex means that many factors are involved in creating a phenomenon. This complexity makes it impossible to properly study, predict and finally explain all its factors in the explanation of a subject. He considers the cause of this complexity and its consequences to be the system of openness of existence (Pourkrimi et al., 2013: 171-137).

## **2.2 The political ideology of development theories**

Political thinking means a geographical map of politics based on which it is possible to determine "where we are and how we can reach our desired destination". According to the "practical logic" of Thomas A. Spragens, every political thought is formed according to a specific time and place and responds to the needs and necessities of that time. Political thinking determines the constituent elements of a good society of the same time and place and introduces criteria and solutions to solve the problems of the same time and place. According to this approach, every "school of thought" or every "political thinker" goes through four stages in the course of its formation:

Observing the crisis;

The diagnosis of pain;

Providing an alternative situation; and

Presenting a solution.

Every political thought contains five implications, each of which can be placed in the conceptual system of one of the fields of humanities and social sciences:

- The historical-explanatory implication, political thinking first begins with the thinker's encounter with the problems and crises in his context and time, and the thinker

explains the major social-historical problems of the society. It means that it responds to why and how the existing situation was created;

- The fundamental implication, "human happiness" and "state interest" are the main categories in the fundamental meaning of every political thought, which are linked with two identities, one human identity and the other common identity (government-public arena). Different schools of political thought, with different interpretations of man and individual and collective identity, have defined happiness and expediency in a certain way and consider the duty of political science to provide them;
- The normative implication, the norm means "standard", that is, a model for the actions of people who are together in the public arena and live. Justice, freedom, solidarity, rights, dialogue, friendship and agreement can be mentioned among the prominent norms in the history of political thought. Every political thought, with its normative implications, provides standards and criteria for desirable social relationships, so that with their help, a "desired situation" or those relationships that are "better" for a desirable life can be established. The normative implication is one of the principles of ethics;
- The strategic implication, i.e. the theoretical model of authority (theories of government) which is recommended in consideration of other implications and for the realization of the fundamental implication and its implications. Law has also been an element of strategic implication since the beginning of the history of political thought; and
- Applied implication, which means that throughout history, different schools of thought have been the basis of constitutions, revolutions, and social changes and socio-political reforms. Therefore, political thinking is the theoretical basis of development.

According to the semantic-paradigmatic theory, the success of the development theory is related to the effectiveness of its political thought. Examining the political intellectual foundation of development theories is necessary from two aspects. First, understanding and how to apply and evaluate the success of development theories; and other, opening new horizons in development theory. To discover the political thought foundation of development theories or the political ideology of development theory, its various implications must be revealed. Four theories have been most effective in Iran's development plans, which are examined as follows:

#### *2.2.1 Rostov's growth model:*

The implications of the political thought of Rostov's growth model:

Table No. 1 shows the implications of the political thought of Rostov's theory (1960s).

Table 1. the implications of the political thought of Walt Rostow's theory (1960s)

Explanatory historical implication	Fundamental Implication (current situation)		normative implication (Ideal situation)	Strategic implication (Providing prescriptions)	defects
	Individual and society	happiness and welfare			
The cause of backwardness is a lack of income and investment	individualistic	The purpose of development is to make money	National income growth and higher per capita income. Good is the benefit and right is the maximum benefit or good.	To stimulate growth, it is necessary to increase savings and investment. The government and the market complement each other.	Ignoring the issue of distribution

- Explanatory historical Implication: backwardness is considered to mean a lack of income. Development is compatible with high income. The growth of per capita income leads to development through the mechanism of savings, investment and the emergence of a political and social framework. The focus of this theory is on utilitarianism. Utilitarianism sees the problems of society from the side of attention to utility.

- Fundamental Implication

Individual, group and community

- First, per capita income is a measure of well-being and the goal of growth in the stage of mass consumption;
- Second, social mechanisms, industrialization, and investment are carried out in order to increase per capita income.

In the stage of mass consumption, two things happen: high per capita income and the growth of the sum of incomes, so in the attitude towards society, a person has originality. Since the increase in per capita income is dependent on the increase in national income,



then a kind of collective originality is established (Mozaffarinia et al., 2016: 157-157).

### *Happiness and welfare*

Development is considered synonymous with economic growth. Income is an indicator of the ability to gain benefit and a measure of well-being, and well-being or consumption is also a measure of development.

So by establishing the originality of the individual in this model, happiness does not have a social aspect and only has an individual aspect, and happiness is when people consume durable goods more than they need because of their high income (Mozaffarinia et al., 2016: 157-157).

- Normative implication (optimal situation): good and right

The goal is high growth and national income and higher per capita income; therefore, good is directed to something for which income is earned, and that is the consumption and enjoyment of people. The right is the principle that governs the settings (regulator) or the maximum income or production.

Good is benefit and right is the maximum benefit or good (Mozaffarinia et al., 2016: 157-156).

- Strategic implications (State and market):

To stimulate growth, it is necessary to increase savings and investment. The government is responsible for creating a class of people who have the desire to save, and it must also ensure that people who save more get a greater share of the national income. Therefore, the government and the market are complementary to each other in such a way that the market is a tool for economic growth and the government is considered to remove its shortcomings and even as the main investor, and this fits into the framework of utilitarianism (Mozaffarinia et al., 2016: 157-157).

#### *2.2.1 Basic needs theory:*

Table No.2 .shows the political thought implications of the basic needs theory (1970s).

Table 2. Implications of the political thought of the theory of providing basic needs (1970s)

Explanatory historical implication	Fundamental Implication (current situation)		normative implication (Ideal situation)	Strategic implication (Providing prescriptions)	defects
	Individual and society	happiness and welfare			
The cause of backwardness is the lack of goods	Individualistic	The goal of development is access to basic needs	Reducing poverty and meeting basic needs	Welfare state or a combination of a market economy and a welfare state	Ignoring the cause of poverty

- Explanatory historical implication

In the model of basic needs, backwardness is interpreted as a lack of goods.

The basic needs model is one step closer to the goal of development, i.e. the full life because it refers to the consumption of goods, which is achieved in the last stage of the Rostow development model. In fact, Rostow needs income for the consumption of goods and consumption of goods for a better life.

The pattern of basic needs emphasizes the consumption of goods, and if essential goods can be provided, it seems that we are one step closer to the goal of development. In Rawls's political thought, a functionally disordered society is a society in which the necessary goods are not provided.

- Fundamental implications

Individual and society

In three ways, the model of basic needs can be considered individualistic, and in this sense, it is compatible with Rawls's thought as an intellectual foundation:

- The way of choosing basic needs as a plan for development is based on an understanding of man and his goal, which will ultimately be the goal of the development model. The choice of people is based on their interests and the provision of basic needs, and according to Rawls, in such a situation, people seek to maximize their interests;

- The provision of basic needs is associated with Rawls's first principle of justice, which is the necessity and priority of providing people's rights and has an individualistic aspect;

Third, the distribution of charity and social benefits to the poorest people and its measurement indicators are mortality and literacy statistics, which are all individualistic; Happiness and prosperity, are the goal of reducing poverty because poverty makes people unable to pursue their interests. Development is ensured when people are empowered by providing basic needs. The result is that society itself does not have any good apart from the good of individuals, and social good is the good of individuals and has an individual aspect.

- Normative implication, (optimal situation) good and right: a full life is achieved from the basis of reducing poverty and poverty is also lifted through the provision of basic needs. Poverty means incapacity and endangers the scope of people's choices. Food, healthy water, housing, medicine and hygiene are necessary as inputs only for survival. It is the responsibility of people to make a life with commodity tools. So perception is a good tool.
- Strategic implication, (providing prescriptions) government and market.

Economic growth is measured through public services, growth and participation. Because it believes that growth does not necessarily benefit the weakest people and therefore the provision of basic needs requires some form of government to guide public policy making and supports some form of the welfare state or a combination of market economy and the welfare state; the market has an important role, but regulation is with the government (Mozaffarinia et al., 2017-153: 183).

*2.2.3 Structural adjustment model:*

Table 3 shows the implications of the political thought of structural adjustment theory (1980s).

Table 3. Implications of the political thought of structural adjustment theory (1980s)

Explanatory historical implication	Fundamental Implication (current situation)		normative implication (Ideal situation)	Strategic implication (Providing prescriptions)	defects
	Individual and society	happiness and welfare			
The reason for the backwardness is the lack of production,		Precedence of right over good The purpose of	Motivating people through economic liberalization and recognition	Using the role of regulating the free market and building a	Ignoring justice: Social injustice does not

government intervention and the lack of property rights	Individualistic	development, production growth	of property rights	society based on the market mechanism and minimal government	conflict with justice but causes economic motivation.
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- Explanatory historical implication: the goal is economic growth, which was raised after the failure of basic needs, but it believes in the right to property and freedom of people and non-interference so that people find motivation. Therefore, underdevelopment is the result of government intervention, lack of property rights and lack of market mechanisms (Mozaffarinia et al., 2016: 93-116).
- Fundamental implications

Individual and society:

The key to growth is stimulating individual motivation through liberalization, privatization and non-interference of the government. Therefore, individual ownership is prominent and the individual has originality. The whole or society has no originality and is nothing but the sum of individual people (Momeni, 2009:5). This model believes that harm to an individual cannot be compensated or justified by any greater achievement for others or society.

Happiness and prosperity

Happiness depends on valuing personal freedom, both political and economic. Everyone unconsciously, while pursuing his own personal interest, is the cause of the happiness of others and the individual happiness of society. A prosperous society is a society in which no one's rights are violated (Mozaffarinia et al., 2016: 93-116).

- Normative Implication (optimal situation):

Stimulating people's motivation in this model by liberating and recognizing their rights indicates the priority of people's good. Any social good conflicts with the good of individuals and as a result, reduces their motivations.

Justice and freedom: The main concern of this model is to encourage individual motivation. Justice is not in equality but in protecting people's rights and it takes precedence over freedom. The excuse of securing one's interest cannot prevent the free activities of individuals.

- The strategic implication, government and market

The ideal situation is when the free market has the role of regulation and the construction of society is based on the mechanism of the market and the minimal government, and this is not because of utilitarianism, but it is a moral defense in preventing the violation of the rights of others (Mozaffarinia et al., 2016: 93-116).

In the structural adjustment program, the organization of the economic-social system is based on the philosophy of "individual originality" and maximizing "individual profit" (Taro, 2013:29). In the framework of this attitude, "whole" or "society" has no originality and should not be considered anything other than the sum of "individuals". Therefore, as far as the perspective of traditional economics is concerned, general concepts such as "total demand" or "total supply" do not have independent objectivity and originality and will be nothing more than the horizontal sum of individual supplies and demands (Momeni, 2009). Only the individual and each "person" are completely separate and independent from each other and without any interaction with each other, and should be considered as an inherent reality, and the "nation" society, first of all, is a manifestation the meaningful will of each person who wants to live in such a structure (Momeni, 2009). It is natural that in the framework of such an approach, the collective interest or anything that corresponds to the collective identity, is nothing but an idea or validation, and it is personal interest and individualistic motives that have independent reality and objectivity, and only individual.

#### 2.2.4 Christaller's model:

Table 4 shows the implications of the political thought of Christaller's theory

Table 4. the implications of the political thought of Christaller's theory

Explanatory historical implication	Fundamental Implication (current situation)		normative implication (Ideal situation)	Strategic implication (Providing prescriptions)	defects
	Individual and society	happiness and welfare			
The cause of the backwardness is the physical disorganization of the settlements and the lack of access to proper services	Individualistic	Precedence of right over good and the purpose of development, physical (potential) access to services	Creating geometric order between settlements and providing services in accordance with Newton's law	Free market and economic man and perfect competition	Ignoring human beings and assuming conditions of complete human competition

- Explanatory historical implication

In Christaller's model, backwardness is interpreted by the irregularity of settlements.

Christaller's model emphasizes the provision of goods and services according to the

hierarchy of settlements, in this case, it seems that we are one step closer to the goal of development, which is physical access to goods and services. If physical access does not mean people's actual access to goods and services, and people may not benefit from it due to the lack of purchasing power in addition to the thriving markets of goods and services.

- Fundamental Implication (current situation)

Individual and society: The Christaller model has an individualistic and atomistic perspective because it justifies economic laws in accordance with the three laws or axiomatic principles of Newtonian physics:

Any particle or body in a straight line is in a state of rest or uniform motion unless it is forced to change that state. Where forces exert pressure on it, all states of the system are uniformly determined, unless an external force disturbs it;

The acceleration is proportional to the external force and is located in the same path. Here there is an exogenous variable, which is the external force, and an endogenous force, which is mass and acceleration. The exogenous variable can be considered as the cause (explanatory) and the endogenous variable as the effect (effect, dependent); and if body A exerts a force on body B, then body B also exerts the same force on body A, but in the opposite direction, and every force has its opposite.

This model simulates the laws of economics with Newton's law. That means:

The economic operation is repeated in a monotonous manner unless an external force disturbs it. Considering the fixed assumption of preferences, technology, etc., economic actors repeatedly perform the same market exchanges;

Exogenous variables that are historical in nature, such as preferences, technology, etc., and due to the clarity of information about their change, the entire set of operations can be carried out in a similar and coordinated manner; and

The desire to trade and trade are similar in all cases and in different markets, and there is no difference in their implementation under the right conditions.

They argue that just as energy is the force that drives movement, utility drives one's decision-making. It is assumed that:

Bodies are assumed as persons, agencies or economic operators;

Movements are considered to be an exchange of goods; and

Forces are assumed as people's tendencies or preferences.

So that by adding these three elements, they form "supply and demand", "mechanical balance" becomes "market balance" and this is in the condition that the supply and demand difference is zero and the "physical system" is converted to "market system".

Happiness and well-being, the goal of the Christaller model is the access of people to goods and services in terms of physical distance. Development is ensured when people have access to goods and services in terms of physical distance. As a result, the whole society will have access to goods and services by itself.

- Normative Implication (optimal situation):

In the field of humanities and especially economics, human behavior can be interpreted and explained in the form of mathematical and physical models by imitating physics in order to manage the economy more precisely.

From the point of view of pure science, "perfect competition" should be considered as an assumption. The equations show that freedom yields the highest utility. Since the factors that interfere with freedom are obstacles to its maximum attainment, they should be eliminated and removed as completely as possible.

People are seen as abstract and independent individuals with complete rationality, utility functions are independent of each other, and people's behavior is not influenced by social norms and laws, and they behave passively towards market forces;

The whole system is seen mechanically. When the initial assumptions and conditions are specified, the achievements are logically arranged in advance and determined by invisible forces or invisible hands, and they harmonize people's actions in a completely competent manner, just like the law of attraction of the sun and planets.

- The strategic implication, (providing prescriptions) of the government and the market, in the crystal model, perfect competition is the basis of development. The balance of perfect competition requires the existence of perfect knowledge; the large number of buyers and sellers; and the movement without the cost of resources and this condition should be guaranteed. In this view, an economic man (a bond) in an artificial economic system is typically considered to be completely rational to be completely understandable. For this reason, the distance between the settlements, as well as the number of settlements that receive services from a central settlement, is justified and specified through universal mathematical rules.

### **3. Motivation in the executive staff of development programs**

#### **Motivating factors:**

Several factors play a role in encouraging and mobilizing people to perform activities. Among these factors are:

#### **3.1 Providing human security**

In 1994, Mahbub Ul-Haq, related the human development report to the issue of human

security and said that concern for human security is not a weapon; rather, it is life and human dignity (Tajbakhsh, Droodi, 2017: 374-367).

In this way, in countries where human security is ensured; People should not be afraid of any kind of violation; and freedom and human dignity are guaranteed, the possibility of the appearance of conflicts increases, public participation in the society and economy is institutionalized, and the society enjoys all the capabilities of the people and the society in the direction of development, and in turn, the individuals and the society themselves are considered responsible and committed in the fate of society.

### **3.2 Effective property rights**

According to "Harold Demsetz", the first function of property rights is that it directs the motivation to achieve more internalization of external works (Momeni, Naib, 2015: 75).

The condition for the existence of comprehensive economic institutions is to guarantee property rights and the existence of equal economic opportunities for all different strata of society (Ace moglu, Robinson, 2014: 114).

It seems that no one has a debate on the ownership of personal equipment, but the issue under discussion is the ownership of productive assets such as land, buildings and machinery, whether it should be absolutely privately owned or should be exploited by society with conditional ownership and under supervision of government (Afarakhteh, 2017: 26).

In this context, there are some things that should be considered:

First, when the business environment is not ready for the activities of the private sector, handing over government property to the private sector do not help to make the economy more productive.

Second, in the 1997 report of the World Bank, it is stated that many outstanding human achievements have been made in state-owned enterprises, a notable example of which is the Internet, which is one of NASA's initiatives. Information technology, which is one of the most important and effective global industries, was invented in collaboration with Stanford University, Harvard University, and the capital of the US Department of Defense, which is a government organization.

Third, many assets are intergenerational in nature, if the ownership of these assets is transferred to a few people, it will contradict the intergenerational nature of assets. In fact, with privatization, governments turn the assets of the present and future generations into income in the present. In this case, the right of future generations to own the means of reproduction of land, water, forest and even industries will be lost.



Fourth, in Germany, after the integration process following the fall of the Berlin Wall, East German industries were handed over to the private sector. The government did this under conditions so as not to reduce production.

### **3.3 Proportional reward system**

The reward system encourages and motivates the individual to provide his services and time to the organization; and provides the organization with its creativity and initiative for innovation in the way of production and management of affairs and newer and better working methods. Therefore, the reward system must be efficient and effective and can make the maximum margin and productivity possible for the organization (North, 1994: 368-359).

If development is to happen in a country, productive activities should be encouraged (Momeni, 2015).

### **3.4 Respect for meritocracy**

Competence is a point of view based on which citizens develop their talents through the educational system and with a lot of effort, and finally, regardless of social class, wealth, race, ethnicity, and gender, they are accepted in the management of the country based on their inherent competence (Afrakhteh, 2017: 54).

Ferdowsi (Shahnameh), is stated that three actions can cause the overthrow of a government: the ruler's violence; valuing an inefficient person and preferring him over people with art and knowledge; and hard work in accumulating wealth.

According to Section 558 of the civil laws (relevant executive order) of the state of Maine, USA, the person howm making the decision on hiring or promoting people should not be within family relationships (relative and causal) with them(Nicholas, 1998).According to Oghlu, the reason for the incorrect implementation of economic policies and the failure of countries to achieve development lies in one word: the politician's dilemma: maintaining efficiency or maintaining the government of a particular group. Politicians often prefer to leave the economy and politics to a few groups that protect their political interests. This path is the same as an oligarchy (Acemoglu, Robinson, 2014: 12).

### **3.5 Providing voluntary participation of the people**

Participation can be of different types:

Traditional participation or inevitable community cooperation, this type of participation is different from the real participation that is necessary for development. No society can live without cooperation.

In participation, the interests of the individual must be secured. Civil society is not a society of self-sacrifice, but it is the presentation of the individual's most conscious interests, which his rationality has forced him to do collectively and with respect to the rights of others (Piran, 2013: 118-124).

#### **4. The motivation system in the period before the revolution**

Foran (1387: 483) claims that before the revolution, the Ministry of Economy increased the customs fee for the import of similar goods that were produced domestically. This was done to protect domestic producers from the threat of foreign competition. The government tried to produce goods such as clothing, food, automobiles, and household appliances. Those who have a government job should not be in other jobs, but according to the statistics of the Ministry of Labor, in 2016, there were three million and seven hundred thousand government employees. But only in the government sector, 76,000 people have two or more jobs. In the private sector, this situation is much worse.

But economic development programs in Pahlavi era Iran failed despite initial positive efforts in the 1350s. In justifying this process, a group of institutionalists introduce the existence of exploitative political institutions as a factor that overshadowed the relatively comprehensive economic institutions and provided the ground for the failure of the development program in the 1980s. In such a situation, participation and using the potential power of citizens has no meaning.

Amir Asdullah Alam says in his memoirs: Every minister who was present in the parliament, the only thing he said was that it was discussed and approved in the presence of the king {that is} stop being nosy (Alam, 1992: 216).

Therefore, it can be seen that even the employees and trustees of the government lack the necessary compassion and only pay attention to short-term personal interests, and pay attention to long-term national interests very little.

Using the oral history of Iran at Harvard University, Raees Jafari has introduced the cause of the collapse of the Pahlavi regime as neglecting human development, a corrupt incentive system, structural breakdown, lack of meritocracy, and neglecting expert affairs in the country's administration (Raees Jafari, 2019). In the book "Economic History of Iran" (1983: 56), Charles Issawi, says that from the perspective of Iran's legislative system, Iranians have a good relationship with brokers, as a result, productive activities cannot compete with unproductive activities.

## **5. The motivation system in the post-revolution period**

The law in Iran does not have general acceptance, or is very weak from the point of view of bureaucracy. In a modern democracy, regular work will have speed, accuracy and efficiency, but the Research Center of the Islamic Council says that civil servants and their productivity is less than 11 hours of useful work per week and 22 minutes per day; this figure is 30-33 hours per week in America and France.

In terms of the impersonalisation of relationships, the statistics of the 2014 perspective document show that the favoritism index, which is the personalization of relationships, is high in Iran and ranked 46th among 147 countries in 2017.

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Therefore, it can be seen that even the employees and trustees of the government lack the necessary compassion and only pay attention to short-term personal interests, and pay attention to long-term national interests very little.

Respecting and preserving human dignity and the feeling of usefulness of people and their activities can create motivation. If people understand that the street sweeper is necessary and his absence is a problem, he will also feel respected.

## **6. Conclusion**

The findings indicate that because the programs are not based on comprehensive theoretical foundations, the economic plans for development have not been realised during past 70 years;

The political ideologies hidden in the development plans do not fit Iran's circumstances; Effective solutions are not offered because development programs are unable to assist in fully comprehending the problems via a research epistemological perspective employing the traditional natural sciences epistemology; and

Consequently, voluntary public participation is not in favor of program implementation. The rule-making and rewarding system, meritocracy, and bureaucracy have not led to improvements in motivation, even for those in charge of program implementation.

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