Evaluation of Rural Governance for Achievement of a Sustainable Local Government
(Case Study: Rural Area Surrounding Karaj Metropolis)

Mostafa Taleshi*[1] - Alireza Darban Astane [2] - Seyed Aref Mousavi [3]

1- Associate Prof. in Geography & Rural Planning, Payame Noor University, Tehran, Iran.
2- Assistant Prof. of Geography and Rural Planning, Tehran University, Tehran, Iran.
3- Ph.D. Candidate in Geography and Rural Planning, Payame Noor University, Tehran, Iran.

Abstract

Purpose- This study tries to evaluate rural governance and identify its effective factors in a rural area, around Karaj Metropolis, for the achievement of local governance in central Iran.

Design/Methodology/Approach- In terms of goal and nature, it is practical, while with regards to its methodology, it serves as a survey. The statistical populations of this research include 53 rural managers of rural settlements as rural governors (Dehyar), 105 rural councils, and 366 heads of village households, selected based on classification sampling within a multi-stage process. Both techniques of PROMETHEE and Analytic Network Process (ANP) have been employed for analysis, level evaluation, and classification of governance in the studied rural area.

Findings- Based on the parametric method, results show that out of 53 studied local government, 53% had good governance; 25%, average governance; and 22%, weak governance. Furthermore, based on ANP Technique, the rural district (Dehestan) of Adran had the highest governance rank, while the rural district of Kamal Abad had the lowest. In general, the findings show that governance level in the studied local governments were quite desirable.

Research limitations/Implications- Governance is a multidimensional issue with various definitions and theories thereof the villagers attitude towards rural governance and its indicators is restricted.

Practical implications- In the study area, rural governance is in a good position, but some of the rural governance components and indicators are in an unsatisfactory and critical situation and require serious attention for improvement.

Originality/Value- So far, there has been little attention paid to rural governance in the cities, especially in the peripheral regions of metropolitan areas. Accordingly, the present study is of considerable importance.

Key words: Sustainable local government, rural governance, local pattern of rural municipality governance, rural governance evaluation, spatial distribution governance, Karaj Metropolis.

Paper type- Scientific & Research.

* Corresponding Author:
Taleshi, Mostafa, Ph.D.
Address: Department of Geography, Faculty of Social Sciences, Payame Noor University, Tehran, Iran
Tel: +98912 817 7477
E-mail: m_taleshi@pnu.ac.ir

1. Introduction

The modern development view focuses on the return to distinct historical features of each society, on one hand, and on prevention of inducing prescribed versions of top-to-down development, on the other (Van Assche & Hornidge, 2015). There has been growing in understanding of the fact that governments are not the only decision makers and practitioners of decisions through their governmental power. On the contrary, they spend much time negotiating with other governmental or non-governmental organizations to reach an agreement concerning specific measures and decisions (Colebatch, 2002). Accordingly, the establishment of local governments as a suitable pattern to generate a moderate relationship and balance among humans, society, and nature, with particular emphasis on participatory solutions as well as bottom-up and bilateral movements, will increase the power of rural societies in terms of responsibility and accountability to their needs along with people's participation within development flow (Azimi & Eftekhari, 2014). To realize such a process, nowadays, rural governance solution has gone into the spotlight of rural sustainable development, being known as one of the essential necessities of regional and local sustainable development, which cultivates two concepts of enabling and participation in it (Ward, 2009). The main reason why researchers and developmental policy-makers pay much attention to the issue of rural governance chiefly originates from several factors and challenges, encountered by rural societies' development (Stark, 2010)(Fig 1).Governance is the quality of the relationship between the government and its citizens (Sheng, 2010). It is given to those processes that lead into interaction and decision making among the actors, involved in common problems and challenges, in turn resulting in the establishment, reinforcement, or creation of relevant social norms and institutions (Hufty, 2011). Governance is given to all dominant processes, whether by the government, market, or social and commercial networks, and through groups or official or non-official organizations within a territory by means of laws, norms, power, or language (Bevir, 2013). That is why, some believe rural governance is a prerequisite for sustainable rural development (Stenseke, 2009).

Rural government is a set of organizations and village-administration official institutions, whereas rural governance is a kind of process and relationship between rural government and citizens. On the other hand, the new rural paradigm requires important changes, regarding how to understand and implement the policies. Thus in this way, the governance approach will be regarded multilevel and common. It seems that usual administrative hierarchical structures are effectively unsuitable to implement such policies, with their administration requiring three-fold key dimensions horizontally in both central and local levels and vertically in all levels of the government in terms of governance (OECD, 2006).
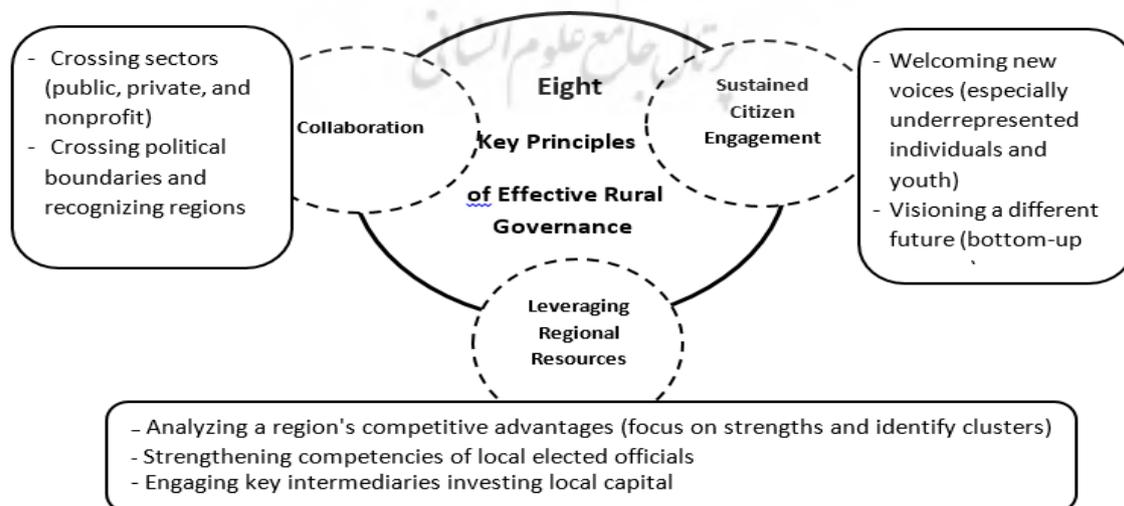

Figure.1. Principles of effective rural governance
(Adapted from Stark, 2010)

Formation of rural councils and passing the law of autonomous rural municipalities in Iranian villages can be regarded a critical point in the evolution of local government's structure; therefore, expansion and development of these two institutions throughout the realm will pave the way for creation of the civil society as well as realization of development indicators (Badri & Mousavi, 2009). Based on the study by Andack and Kennedy, the interaction between rural municipality and rural council and vice versa, for the sake of administrating village affairs, brings with itself limited financial and credit resources, leading to insufficient continuous training, weaker trust of people in organization, and legalization of village affairs on one hand, along with occasions and capabilities such as new viewpoint and attention to rural administration, the ascending trend in development of Iran which is in line with villagers' mmwwwrmttt aarticiaati villggrr motivation and satisfaction from rural administration's actions (however insignificant), rich ethnic science for appropriate use of the village's resources, good governance training, and international recommendations for its realization in national, regional, and local levels in Iran, etc., on the other (Badri & Mousavi, 2009). Supervising the performance and guidance of activities and measures, turns the rural management institution, itself in line with principles of rural governance, into a necessity and vital matter; therefore, the present research has been conducted with the purpose of evaluation and assessment of rural governance in local governments (rural municipalities and rural council) in the rural area around Karaj Metropolis, while it offers practical solutions to achieve sustainable local government and analyzes their strengths and weaknesses.

2. Research Theoretical Literature

In rccttt yaar it hss eee reeearhhrrs ddd planners' intention to analyze both the compliance of rules and regulations and the manner of implementing local management with governance principles. This, in turn, has been able to prepare and develop various methods of rural governance evaluation. Based on the number of information source types in use, the conducted studies can be divided into three groups of "comprehensive approach", "citizen-based approach", and the approach based on the viewpoint of governmental and administrative institutions.

The Comprehensive Approach of Local Governance Evaluation is based on opinions and views of groups and numerous information sources, including the citizens, managers, employees at local government along with governmental organization, and if needed unions and organizations of civil society. Several studies can be identified within the framework of this approach, among which one can mention Urban Governance Index (UN Environment, 2006), Local Governance Barometer in the Philippines, Good Governance for Local Development (GOFORGOLD) in Afghanistan, Local Democracy Assessment Guide (Gabor, 2006), Indicators of Local Democratic Governance in Eastern Europe (Gabor, 2001:11-19), Methodological Guidelines for Local Governance Analysis in Latin America, Urban Governance Study in Punjab (Gupta & Ramanjit Kapoor, 2007), Good Governance and Contrast of Evolution in Sri Lanka (Bigdon, 2006), Paradigm Change of Rural Governance for Sustainable Development (Position and Role of GIS), Evaluation of Good Governance by Means of Common Assessment Framework (CAF), Urban Governance and System of City Administration in Iran (Barakpour, 2008), Models of Urban (Local) Governance in Iran (Savestani, Imani Jajarmi, & Firozabadi, 2008), and Evaluation and Analysis of Influential Factors of Rural Governance in Local Governments of Qazvin, Iran (Darban Astane, 2010).

The Citizen-Based Approach is based on the assumption that the quality of local governance should be determined by the beneficiaries. Therefore, local governance is evaluated in accordance with opinions, expectations, experience, and viewpoints of citizens and beneficiaries of local governance, by means of different methodologies such as surveys, participatory evaluations, discussion groups, or associations. Some of the conducted studies within this approach's framework include Citizen Report Cards in India, Social Audit of Local Governance in Bosnia and Herzegovina, Social Audit of Governance and Delivery of Public Services in Pakistan, Local Governance Self-Assessment in Bangladesh (CARE, 2006), Evaluation of Rural Councils' Performance in Central Part of Qom, Iran, and Plan of Assessment and Evaluation of Rural Municipalities' Performance in Iran (Badri, 2012).

The Approach Based on the Analysis of Governmental and Administrative Institutions is based on emphasis and focus on outputs or results from local government in presentation of services, incomes, and costs. In fact, this group's methods evaluate the performance of municipalities and rural municipalities in presenting services and goods to the citizens.

Performance criteria chiefly include the volume, quality, efficiency, and outputs of the organization in presenting the goods and services. Within this approach's framework, there have been numerous studies too, some of which include the methods of Governance for Local Development Index in Philippines, Index of Responsibility, Transparency, and Accountability in Madagascar, Standards of Municipal Transparency in Chile, Liaison Entre les Actions de Development de Economic Rural (LEADER) in Poland (Falkowski, 2013), Leadership and Governance of Rural Societies (Andrew, 2014), Evaluation of the Efficiency of Islamic Councils of Iranian Cities (Azkia & Imani Jajarmi, 2005), Evaluation of Rural Municipalities' Performance in Gilan Province (Chobchiyan, kalantari & fami 2007), and Evaluation and Assessment of the Performance of Modern Rural Management in Bushehr Province (Haydari, 2015).

The present research emphasized the above-mentioned approaches to assess the level of the local governance within the studied area on influential actors and units of the research, along with the type of internal or external evaluation of local governance, methodology, and used dimensions and indicators as the foundations of the proper assessment pattern. Ultimately, based on the nature and conditions of local governments and its actors in Iran, the suitable methodology and indicators of the assessment were extracted. Accordingly, the dimensions, components, and initial indicators of local governance assessment were extracted and then the level and governance rank of the studied local governments were determined.

3. Research Methodology

The credibility of research achievements is intensely under the influence of a methodology employed in that science and one cannot achieve the research goals unless epistemological search or methodology happens correctly. Since the results from this research can lead to adoption of executive decisions as well as undertaking of a series of reforms in rural management development programs, it is a practical research in terms of its purpose and nature and a survey in terms of its methodology, which tries by means of sampling techniques to expand the results from this research to local governments in rural areas of Karaj.

Accordingly, in order to obtain important indicators in relation to rural governance, the research has firstly documented them based on theoretical studies. Given the background and theoretical foundations of global studies and research as well as the presented area, the current research has considered the frequency of extracted indicators from nine common indicators, namely consensus-oriented, equity, responsibility, transparency, accountability, rule of law, legitimacy, and effectiveness and efficiency, employed in most conducted research studies.

3.1 Geographical Scope of the Research

Once the effective indicators of good rural governance were identified and determined, to know the importance of each along with their rank among other components, the Delphi Technique was used to provide their related indicators by sending the electronic form of the questionnaires (Google form) to 47 specialists and experts of Iran's rural development issue in random, including university professors, specialists, and experts of relevant organizations. At the end, 35 individuals answered the questionnaires.

T rssaarhh sttt istiaal lllll l ti inll usss all rural municipalities and rural councils of Karaj as well as the heads of rural households. Based on the existing statistics of 2016-2017, there were 96 qualified rural municipalities, of which a sum of 53 got selected via multilevel classification sampling, in accordance with Cochran Statistic. Furthermore, from 166 the rural councils 105 individuals were chosen[1]. In addition, the size of the statistical

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1 Out of 166 rural councils in total for rural municipalities with three councils (2 people), the council chairman and the vice president of the council and for rural municipalities with 5 councils (3 people),

the council chairman, vice president of the council, and one of the members got selected. In sum, the studied sample comprised 105 rural councils.

population was determined as 366 people, by Cochran Statistic. The considered data was collected separately by means of questionnaires from rural governors, chairmen of rural councils, and household heads of the selected villages along with the data related to district governors[1]for each village.The present research employed Cronbach Alpha to assess the validity of the measurement tool. Cronbach Alpha coefficient was 0.918 for rural governors' questionnaire, 0.912 for rural councils, 0.938 for household heads, and 0.954 for district governors, all being in a favorable and acceptable level.

3.2. Methodology

In order to evaluate and analyze the level of rural governance, both PROMETHEE and ANP Techniques were employed. The former belongs to Multiple-Objective Decision-Making (MODM) and Multiple-Attribute Decision-Making (MADM) Models, having six functions. Given the fact that this research aimed at governance rating as well as the selection of the best alternative to the considered mode, Functions 1 and 2 of this technique[2]were used. The basis of PROMETHEE method has paired comparisons, where the numerical difference among the alternatives is taken into consideration in each of the criteria. As a result, the present research initially determined the weights of nine good rural governance indicators via direct rating, ranked sum, ranked power, and ranked reversibility. Afterwards, along with the weights of each component (local governments), they were evaluated and assessed in a software, called Visual PROMETHEE.

ANP a comprehensive and powerful method for precise decision-making, was also used in this study. Based on the aforementioned method, the present research first established the subject model and structure, then attempted to form dual comparison matrices of priority vector. Afterwards, for the final priority of the components (local governments), the super-matrix was generated and eventually, according to the abovementioned stages, local governments were rated and the best alternative, selected. In order to use, process, and analyze the model, a software called Super Decision was utilized which for the achievement of the intended goal, applied the information of 9 effective indicators as 53 local governments of Karaj.

4. Research findings

In order to assess and evaluate the rural governance level in local governments of the studied area by means of PROMETHEE and ANP Techniques, the local governments in the rural area got rated.

Once the indicators' weights were determined and all averages were standardized, as mentioned above, initially the PROMETHEE method was used to rate the villages. Based on this method, which is based on weighing the indicators and giving preference to the best ones, the villages were rated.

Given the fact that the PROMETHEE method calculates the flows between -1 and +1 (i.e. (+1)   (0)   (-1)), the villages of the studied boundary were divided into three categories, based on the calculated specific flow. Villages with good governance were categorized between (+1) and (0); those with average governance were between -0.1 and -0.2; and the ones with weak governance fell below -0.2 up to -1. Based on this ranking, 53% of the villages had good governance; 25%, average; and 22%, weak governance (Table 1)

Table 1. Status of rural governance in the research area based on the PROMETHEE method
(Source: Research finding, 2018)

Governance status	Value (based on net flow)	Number	Percentage
Villages with Good Governance	(0 to +1)	28	53
Villages with Average Governance	(-0.1 to -0.2)	13	25
Villages with Weak Governance	(-0.2 to -1)	12	22
Sum	------	53	100

1bakhshdar

2PROMETHEE (I) ranks the options in a detailed way, while PROMETHEE (II) ranks the discrete options completely.

Another purpose of the present research was to rate the studied local governments based on 9 good governance indicators. Accordingly, the local governments with the highest governance level in each of the indicators were Darvan (participation), Jourab (consensus-oriented), Atashgah (equity), Gosil (responsibility), Ali Abad Gooneh (transparency), Nesa (accountability), Varian (rule of law), Igan (legitimacy), and Adran (effectiveness and efficiency). In contrast, the villages with lowest governance level, based on the 9 indicators, included Kalha (participation),

Moroud (consensus-oriented), Tekye Sepahsalar (equity), Sarvdar (responsibility), Kalvan (transparency), Gosil (accountability), Dardeh (rule of law), Koushkak (legitimacy), and Siah Kalan (effectiveness and efficiency).

In order to arrive at a more tangible result in the research for rating and categorization of good governance in villages, apart from the PROMETHEE method that rated the villages inside the studied area, the ANP method was employed too(Table 2).

Table 2. Status of rural governance assessment of the studied area, divided into small administrative areas based on ANP and PROMETHEE methods

(Source: Research finding, 2018)

District Governing[1]	Rural District[2]	Village	ANP Standard Weight	Rank	Net Flow (Phi)	Rank	District Governing	Rural District	Village	ANP Standard Weight	Rank	Net Flow (Phi)	Rank
Asara	Aderan	Abharak	0,017	15	-0,03	33	Asara	Asara	Kiasar	0,017	18	0,16	10
		Aderan	0,016	14	0,22	7			Laniz	0,022	45	-0,33	50
		Arange	0,023	46	-0,17	40			Moroud	0,018	23	0,0005	28
		Avizar	0,02	34	0,07	20			Hameja	0,022	40	-0,27	45
		Igan	0,02	33	0,05	23		Nesa	Azadbar	0,018	21	-0,02	32
		Pourkan	0,015	9	0,06	21			Asiabedarga	0,018	24	-0,001	29
		Jourab	0,016	11	0,16	11			Emamcheshme	0,019	29	-0,08	38
		Jey	0,014	5	0,20	8			Hassankadar	0,014	6	0,13	13
		Charan	0,021	36	-0,04	35			Sorkhedare	0,018	20	-0,012	30
		Khour	0,018	26	0,10	18			Koushkak	0,019	30	0,008	27
		Khozankola	0,016	10	0,23	6			Kohnedeh	0,02	35	0,11	16
		Sarziarat	0,017	53	-0,39	53			Gachsar	0,018	19	0,01	26
		Sarvedar	0,022	41	-0,30	47			Garmab	0,018	27	0,11	17
		Sijan	0,018	28	-0,03	34			Gosayl	0,022	43	-0,05	36
		Kalvan	0,02	31	0,04	24			Malekfaliz	0,02	32	0,06	22
		Kolha	0,022	38	0,04	25			Nesa	0,016	12	0,12	14
		Kandar	0,016	13	0,27	4			Varangeroud	0,021	37	-0,21	42
		Kooshkak bala	0,026	52	-0,33	49			Velayatroud	0,012	1	0,54	1
		Leylestan	0,024	50	-0,35	51			Vele	0,018	22	-0,10	39
		Nojan	0,015	8	0,19	9			Vine	0,022	42	-0,28	46
		Varyan	0,025	51	-0,30	48	Markazi	Kamalabad	Atashga	0,015	7	0,14	12
		Varzan	0,017	17	0,12	15			Darvan	0,023	49	-0,22	43
		Hrin	0,022	44	-0,17	41			Siakolan	0,018	25	-0,02	31
	Asara	Sepah salar	0,022	39	-0,05	37		Mohamad abad	Mahmoudabad	0,017	16	0,10	19
		Darde	0,023	48	-0,27	52			Aliabadgoune	0,013	2	0,41	3
		Sarak	0,023	47	-0,27	44			Golestanak	0,013	3	0,50	2
		Shahrestanak	0,014	4	0,25	5							

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[1] Bakhshdari
[2] Dehestan
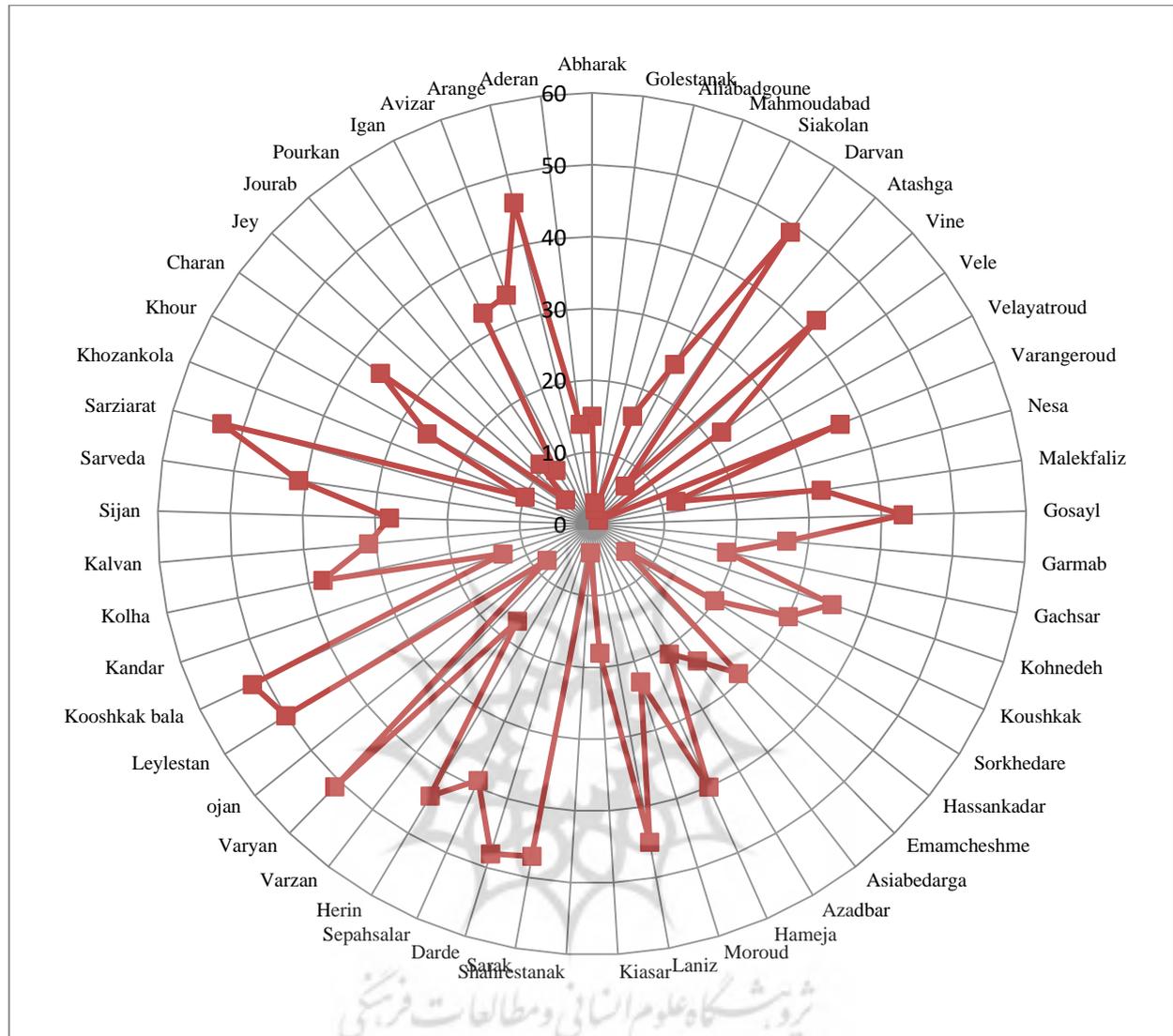
Fig 2. Rural governance radar, based on ANP method around Karaj Metropolis.
(Source: Research finding, 2018)

Results from ANP show that inside the studied area Adran rural district has the highest governance rate, and Kamal Abad, the lowest. What is more, rural districts of Asara, Mohammad Abad, and Nesa were ranked second to fourth in this ranking, respectively (Fig 2)

Therefore, considering the results from PROMETHEE and ANP for rating the studied villages in terms of good governance status, it can be said that there is a meaningful difference among the studied villages with regards to rural governance status. In addition, results from the above-mentioned tests indicate that the status of good governance indicators in the sample villages is appropriate and favorable in some villages according to the responders' viewpoint, while for others, it is not so.

In general, such findings show that considering PROMETHEE and ANP methods in sample villages, local governance is at an appropriate level (Fig 3)
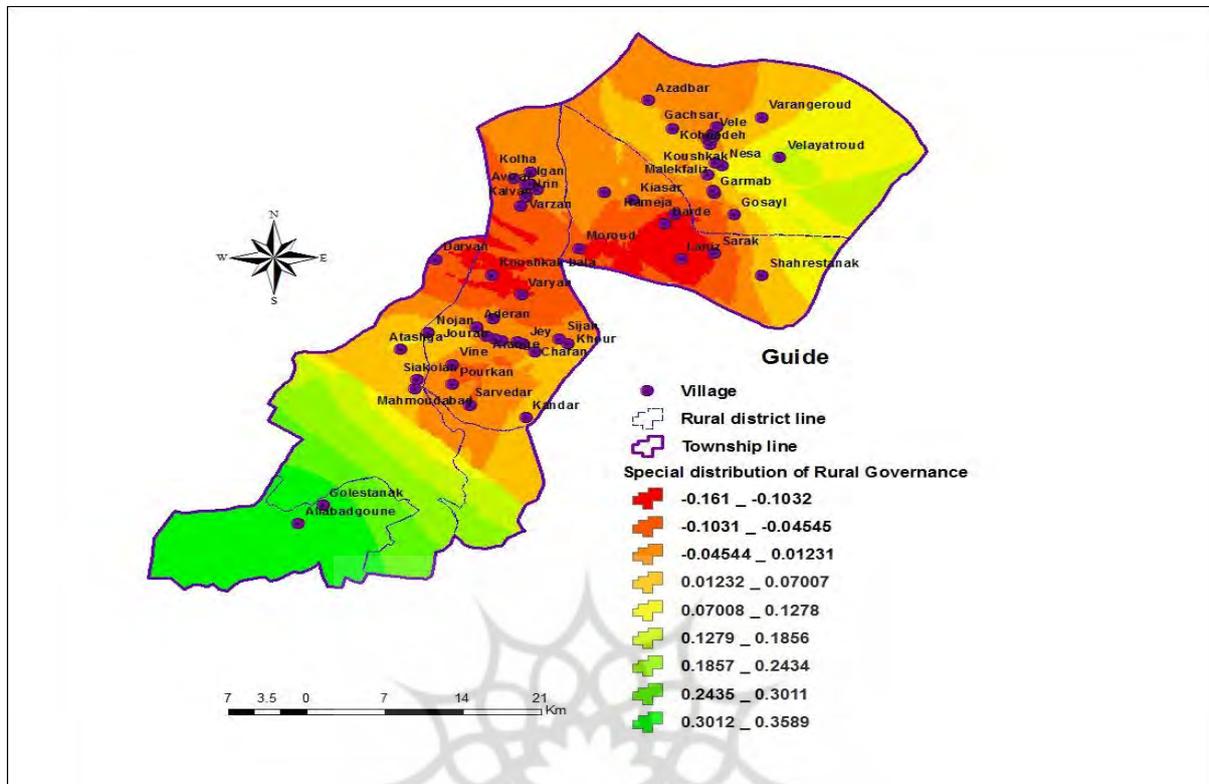
Fig 3. Pattern recognition and governance level in the rural area surrounding Karaj Metropolis
(Source: Research finding, 2018)

Furthermore, considering the conducted analysis of the present research, in accordance with field interpretations such as analysis of questionnaires, interviews, and structured observation of the connection between influential factors and variants on rural governance, on one hand and good rural governance indicators of the studied local governments, on the other, were analyzed and assessed (Table 3).

The relation between influential variants on rural governance and good governance indicators showed that having or not having effective variants plays a significant role in rural governance level of the studied area. As such, concerning dominant spatial and temporal factors, the village size, its centrality in terms of communication, its distance from the center of the district, its skeletal development and development level, and the frequency of infrastructures with good governance

indicators cultivated a positive and meaningful relationship. However, the share and effectiveness of each of the mentioned variants differed for good governance indicators. For instance, the bigger the village, the lower the indicators of participation, consensus-oriented, and equity and the higher the indicators of accountability, rule of law, legitimacy, and effectiveness and efficiency.

That is why in small societies, thanks to familiarity and entanglement of the races and daily encounters of the people with each other, cooperation and synergy levels increased. Infrastructural development as well as the skeletal development of the village, like having local development document (rural guidance plan), played an effective role in satisfaction and, consequently, participation and consensus-oriented indicators of the villagers.

Table 3. Assessment of the relation between influential factors and variants on rural governance and good rural governance indicators in the research area.

(Source: Research finding, 2018)

Most important factors and influential variants on rural governance	Participation	Consensusoriented	Equity	Responsibility	Transparency	Accountability	Rule of Law	Legitimacy	Effectiveness & Efficiency
External factors									
Spatial-temporal position									
Village area size	L	L	L	H	A	H	H	H	H
Village's high communicative centrality	H	H	A	L	H	L	H	A	H
Great distance from district and town center	H	H	L	L	H	A	L	L	L
Village's skeletal development (having a village-guidance plan)	H	H	L	L	H	A	H	H	H
Development level and frequency of infrastructures	H	H	L	L	A	L	L	A	H
Economic environment									
High population of the village	L	L	L	A	H	H	H	H	H
High employment of the village	H	H	L	H	H	H	H	H	H
Low costs	H	A	H	H	H	H	A	A	H
High income of rural households	H	A	H	H	H	H	H	H	H
Tourist attraction ability of the village	H	H	H	A	H	L	H	H	H
Industrial nature of the village	L	A	L	L	H	L	A	A	H
Socio-cultural environment									
Lingual variety (greater variety)	L	L	L	A	H	H	A	L	H
Knowledge of rural municipalities and councils' tasks	H	H	H	H	H	H	H	H	H
Citizens' age (being young)	L	L	L	L	A	H	H	A	H
Citizens' education level	H	H	A	H	H	H	H	A	H
Sense of belonging to the village	H	H	H	H	H	H	H	L	H
Scarcity of social challenges	H	H	H	H	H	A	H	L	A
Internal factors									
Organizational characteristics									
Degree of rural municipality (high degree)	L	L	L	H	H	H	H	L	H
High income of the rural municipality	H	H	A	A	H	H	H	H	H
High equipment and machinery of the rural municipality	H	H	A	A	H	H	A	H	H
Great number of rural municipality personnel	H	H	H	H	H	H	A	L	A
More interaction with relevant organizations and departments	H	H	H	H	A	A	H	L	H
Interaction with nearby villages	H	H	L	H	H	H	A	H	H
Having a five-year rural municipality program	A	H	H	H	H	H	H	H	H
Human force characteristics									
Rural governor's job satisfaction	H	H	H	H	A	H	H	A	H
Participation in training courses	H	H	H	H	H	H	A	L	H
High education level of the rural governor	H	H	A	A	H	H	H	L	H
Council members' age (higher age)	H	H	H	A	H	H	A	L	H
Rural governor's age (higher age)	H	H	H	H	H	H	H	L	H
High experience of the rural governor	H	H	L	A	H	H	H	L	H
High experience of the council	H	H	H	H	H	H	A	L	H

↥ High governance level   ☞ Average governance level   ↧ Low governance level.

As for the variants of the economic environment, high population of the village caused the indicators of participation, consensus-oriented, and equity to drop, having a significant positive role in increasing transparency, accountability, rule of law, legitimacy, and effectiveness and efficiency. In the research area, increased number of employees and high household income significantly promoted many indicators of good governance, mainly due to villagers' satisfaction, itself a consequence of desirable economic status. Social-cultural variants also had an effective and significant role in levels of good rural governance. As such in rural settlements with villagers, well-informed of the laws, regulations, and job description of the rural municipality and rural council, the indicators are at high levels, more often than not. As for lingual and ethnic variety, the indicators of participation levels, consensus-oriented, and equity were low, clearly due to ethnic and racial conflicts as well as the election of the rural governor and especially the rural council which in most cases is done based on biases arising from such conflicts. This naturally decreased the level of utilizing the affairs and satisfaction of the majority to a large extent.

In addition to influential external factors on good governance indicators, the internal ones were analyzed in the research, too. The higher rate of rural municipality degree[1] showed high levels of most governance indicators. What can be deduced from both interaction with relevant organizations and adjacent villages connection was the significant role and effectiveness of these two variants on most good governance indicators.

Rural governor's job satisfaction as well as the participation of the rural governor and the council in training courses, increased the levels of good governance indicators, so did high education level of the rural governor. The advanced age of rural council members along with the rural governor had a positive influence on all indicators with the exception of legitimacy, for which it had a negative role. The old age of rural governors, as well as the rural councils' members, can be regarded as a reason behind lower legitimacy. High experience of the rural governor and rural council had a similar influence on good governance indicators.

Considering the analysis of research questionnaires and surveying studies, this was not so about the rural councils. In general, taking the conducted analyses into consideration, each of the influential factors and variants on governance had a significant role on good governance indicators. Here, participation was the most important and legitimacy, the weakest influential indicator on the studied local governments.

5. Discussion and conclusion

The present study was conducted with the aim of evaluation and assessment of rural governance level in local governments (rural municipalities and rural councils) in the rural area surrounding Karaj Metropolis at the center of Iran. In response to the research question, the results indicated that rural governance level in the studied local governments had an appropriate status with an average of 52.8%. Furthermore, results analysis from the rank of rural governance indicators in local governments indicated that participation, transparency, accountability, and consensus-oriented were the most important influential indicators, while equity, effectiveness and efficiency, rule of law, responsibility, and legitimacy were the weakest influential indicators on the studied local governments. Based on research results, even though rural governance level had an appropriate status, some components and indicators of rural governance were inappropriate and in a critical situation, needing serious attention to get improved. Thus, based on research results, rural governance level, and its identified influential factors, the following points are recommended to promote rural governance level of the studied local governments:

● Based on research results, participation was identified as the most important and influential index among other indicators of the studied local governments. Filling up the gap between autonomy and collective participation in rural environments is an opportunity with widespread potential achievements in sustainable economic growth, social stability, and human development. Accordingly, the significant share of participation in the studied local governments indicates that there is an important, potential, and effective factor in that

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[1] Rural municipalities are rated from one to six by Iranian Ministry of Interior based on population indicators of population, area, and income level.

area which can become a stimulus of development and achievement of rural sustainable development.

- Based on research results, responsibility has an inappropriate situation among the studied local governments, indicating that the studied local governments were not diligent and able to offer services to the beneficiaries and supply their needs. Accordingly, based on the foundation of good rural governance, the people in charge, as well as the decision makers, should be sensitive to and responsible for the demands, expectations, and needs of rural people and groups. They should also be responsive to the villagers, being responsible for issues and problems.

- Moreover, legitimacy is the second index without any appropriate status. Based on the research results, this weakness originates from factors such as no efficiency of the local government manager (rural governors and rural councils), lack of mental and financial support of the villagers, no social acceptability of the village manager, racism and favoritism in the village, no legal and regulated relation between village managers and people, etc. Obviously, institutions in charge of rural affairs can be successful when they have the necessary legal and political background.

- Results from the present research show that the appearance of rural municipalities and rural councils can be considered a turning point in the manner of rural settlements administration in Iran. A new experience in local governments and the fact that these two institutions of rural management in Iran are newly-formed requires the precise study on

the new scientific framework in the transition from a local government to local good governance. Hence, considering the resources and facilities at these two institutions' disposal, they can play an important role in the promotion of good rural governance indicators for local affairs administration.

- Sustainable development is a multi-faceted process, involving various ecological, political, economic, and socio-cultural dimensions along with their mutual interconnections. In general, good governance and sustainable rural development have mutual connections. On one hand, development and movement towards it result in strengthened foundations of good governance and improved life quality; on the other hand, establishing and strengthening good rural governance provide suitable contexts for villages' sustainability in three dimensions (i.e. ecological, social, and economic). Accordingly, the prerequisite for removing the instability of development in rural areas is eliminating it from the body of administrative institutions, regional programming, efficiency, effectiveness, and more responsibility when dealing with the affairs as well as assigning tasks, qualifications, and power to the people and other local beneficiaries, all of which are indicative of a new method of management, called governance.

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سنجش نظام حکمروایی روستایی در دستیابی به حکومت محلی پایدار

(مطالعه موردی: ناحیه روستایی پیرامون کلان شهر کرج)

مصطفی طالشی*¹- علیرضا دربان آستانه ²- سیدعارف موسوی ³

۱- دانشیار جغرافیا و برنامه‌ریزی روستایی، دانشگاه پیام نور، تهران، ایران.

۲- استادیار جغرافیا و برنامه‌ریزی روستایی، دانشگاه تهران، تهران، ایران.

۳- دانشجوی دکتری جغرافیا و برنامه‌ریزی روستایی، دانشگاه پیام نور، تهران، ایران.

چکیده مبسوط

۱. مقدمه

در سطح بین المللی توافق جمعی رو به رشدی وجود دارد که الگوی حکمروایی خوب برای دستیابی به توسعه انسانی پایدار و حکومت محلی مردم محور ضروری است. اغلب کشورها واجد حکمروایی خوب روستایی را بر تقویت مشارکت و کاهش فاصله حکومت با مردم، کاهش منابع و کمک های دولتی، تغییر از حکمروایی دولت محور به حکمروایی جامعه محور دانسته و آن را به عنوان مبنای سنجش و ارزیابی حکومت های محلی مورد توجه قرار می دهند.

در ایران با توجه به گسترش و پراکندگی مدیریت های محلی روستایی و عهده داری وظایف قابل توجه در سطح روستاهای کشور نظارت بر عملکرد و هدایت فعالیت ها و اقدامات نهاد مدیریت روستایی را هم سو با اصول حکمروایی روستایی، امری ضروری و حیاتی می سازد. این به گونه ای است که بتوان ضمن ارتقای کارایی و اثربخشی، مسئولیت پذیری، شفافیت مالی و برنامه ای نهاد مدیریت روستایی، و از طرفی توانمندسازی، ظرفیت سازی و تقویت مشارکت مردم روستایی، از پتانسیل و ظرفیت فراوان ایجاد شده در جهت بهبود عمران و بهسازی روستایی استفاده کرد

لذا تحقیق حاضر نیز با هدف ارزیابی و سنجش حکمروایی روستایی در حکومت های محلی (دهیاری ها و شوراهای اسلامی روستایی) در ناحیه روستایی پیرامون کلان شهر کرج و ارائه راهکارهای عملی در دستیابی به حکومت محلی پایدار تحلیل تقویت نقاط قوت و ضعف آنها به اجرا درآمده است.

۲. مبانی نظری تحقیق

در سالهای اخیر تمایل پژوهشگران و برنامه ریزان برای تحلیل میزان انطباق قوانین و مقررات و چگونگی اعمال مدیریت محلی با اصول حکمروایی، منجر به تکوین و توسعه روش های متعدد ارزیابی حکمروایی روستایی شده است، براساس تعداد و نوع منابع اطلاعاتی مورد استفاد ، می توان مطالعات انجام شده را به سه گروه "رویکرد جامع" " رویکرد مبتنی بر شهروندان" و " رویکرد مبتنی بر نهادهای حکومتی و دولتی" طبقه بندی کرد. در پژوهش اخیر رویکردهای فوق برای سنجش سطح حکمروایی محلی محدوده مورد مطالعه بر کنشگران و واحدهای اثر گذار تحقیق، نوع ارزیابی از داخل یا خارج حکومت محلی، روش شناسی، ابعاد و شاخص های مورد استفاده به عنوان ارکان الگوی سنجش منا سب تأکید شد تا در نهایت برا ساس ماهیت و شرایط حکومت های محلی و کنشگران آن در ایران، روش شناسی و شاخص های مناسب سنجش استخراج شود.

*. نویسندهٔ مسئول:

دکتر مصطفی طالشی

آدرس: گروه جغرافیا، دانشکده علوم اجتماعی، دانشگاه پیام نور، تهران، ایران.

پست الکترونیکی: Email: m_taleshi@pnu.ac.ir

بر همین اسـاس نیز ابعاد، مؤلفهها و شـاخصهای اولیه سـنجش حکمروایی محلی استخراج و سپس سطح و رتبه حکمروایی حکومت های محلی مورد مطالعه شخص گردید.

۳. روش تحقیق

مطالعه حاضــر از لحاظ هدف و ماهیت کاربردی و از لحاظ روش پیمایـشی ا ست. جامعه آماری مورد پژوهش شامل ۲ بخ شدار، ۵۳ مدیر روستایی محلی (دهیار)، ۱۰۵ شورای اسلامی روستایی و ۳۶۶ سرپرست خانوار روستایی است که بر اساس نمونه گیری طبقه بندی در طی فرایند چند مرحله ای انتخاب شـده اند. تحلیل و سـنجش سـطح و رتبه بندی حکمروایی در ناحیه روسـتایی مورد مطالعه از تکنیک های¹PROMETHEE و ²ANP استفاده شد.

به طور کلی این پژوهش با هدف ارز یابی و سـنجش سـطح حکمروایی رو ستایی در حکومت های محلی(دهیاری ها و شوراهای اسـلامی روسـتایی) درناحیه روسـتایی پیرامون کلان شـهر کرج در مرکز ایران به اجرا درآمد.

۴. یافتههای تحقیق

نتایج مطالعه طبق روش پرامتی نشــان داد از ۵۳ حکومت محلی مورد مطالعه ۵۳ درصـد دارای حکمروایی خوب، ۲۵ درصـد دارای حکمروایی متوسط و ۲۲ درصد دارای حکمروایی ضعیف می باشند. همچنین بر اسـاس تکنیک ANP دهسـتان آدران بالاترین رتبه حکمروایی و دهسـتان کمالآباد پایینترین رتبه حکمروایی را دارا میباشند. به طور کلی یافتههای تحقیق نشان داد سطح حکمروایی در حکومتهای محلی مورد مطالعه در حد مطلوبی میباشد.

همچنین بررسـی نتایج حاصـل از رتبه شـاخصها در حکمروایی در حکومتهای محلی نشـانگر آن اسـت که مشـارکت، شـفافیت، پاسـخگویی، اجماع محوری به عنوان مهمترین شـاخص تاثیر گذار و عدا لت محوری، کارایی و اثر بخشــی، قانونم ندی م سئولیتپذیری و م شروعیت به عنوان ضعیفترین شاخص تاثیر گذار بر حکومتهای محلی مورد مطالعه بوده اسـت. همچنین رتبه دهستان آدران بالاترین سطح حکمروایی خوب روستایی و کمالآباد

پایینترین سـطح حکمروایی خوب روسـتایی در حکومتهای محلی مورد مطالعه را دارا می باشند.

۵. بحث و نتیجهگیری

آنچه که در این تحقیق مورد بررسـی و تحلیل قرار گرفت سـنجش سطح حکمروایی روستاهای پیرامون کلانشهر کرج با توجه به توسعه پایدار محلی بود. توسـعه پایدار محلی فرایند همه جانبهای است که ابعاد گوناگون اکولوژیکی، سیاسی، اقتصادی و اجتماعی - فرهنگی و ارتباطات متقابل آنها را در برمیگیرد، به طور کلی حکمروایی خوب و توسعه پایدار روستایی دارای ارتباطات متقابل می باشند، از یکسو توسعه و حرکت به سوی آن به تقویت مبانی حکمروایی خوب و در نتیجه افزایش کیفیت زندگی می انجامد و از سـوی دیگر ایجاد و تقویت حکمروایی خوب روستایی، بسترهای مناسب جهت پایداری روسـتاها در ابعاد سـه گانه (اکولوژیکی، اجتماعی و اقتصادی) را فراهم می کند، افزون بر این، حکمروایی خوب روسـتایی فرایند یکپارچه سـازی کو شش های مردم رو سـتایی و دولت برای بهبود اوضـاع محیطی، اقتصـادی و اجتماعی- فرهنگی نواحی روسـتایی ا ست که تا آن ها را قادر به م شارکت در پیشرفت محلی، منطقه ای و ملی سـازد. بر همین اسـاس لازمۀ رفع ناپایداری توسـعه در نواحی روسـتایی پیرامون کلانشـهرها رفع ناپایداریها از بدنۀ نهادهای مدیریتی و بر نا مهریزی منطقهای و کارآ مدسـازی، اثر پذیری و مسئولیتپذیری بیشتر در اداره ی امور و تفویض وظایف، صلاحیتها و قدرت به مردم و سایر ذینفعان محلی است که تمام اینها به شیوۀ جدیدی مدیریت به نام حکمروایی دلالت دارد.

کلید واژه ها: حکومت محلی پایدار، حکمروایی روسـتایی، الگوی محلی حکمروایی دهیاری، ارز یابی حکمروایی روسـتایی، توزیع فضایی حکمروایی، کلان شهر کرج.

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2 Analytic Network Process

1 Preference Ranking Organization METHod for Enrichment Evaluation