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A study of implementation of good urban governance: A case study of Qaraghaj city

Rasoul Ghorbani[1], Mahdieh Tahooni* [2]

1. *Professor, Department.of Geography and Urban Planning, University of Tabriz, Tabriz, Iran*
2. *MSc, Department of Geography and Urban Planning, University of Tabriz, Tabriz, Iran.*

* Corresponding Author, Email: mahdieh.tahooni69@yahoo.com

A B S T R A C T

One of the new approaches developed on urban management during the recent years is good urban governance. Governance discourse is the instinctive element of cooperation between the civil society and the political society. Also, it paves the way for cooperation between the government and the citizens. In addition, governance discourse has its roots in new public management perspective which, indeed, is a response to disappointment and revulsion due to evident failures of the welfare state in terms of supplying goods and public services through effective practices. The current research intends to study the implementation of good urban governance. A descriptive-analytical research method was used and a questionnaire was employed for data collection. The population included the city of Qaraghaj and the sample included 361 citizens who were selected using Cochran formula. In order to evaluate the variables and reliability of the questions, Cornbach alpha was applied with a value of 0.904 which has always been estimated as more than 0.7. To measure Qaraghaj city in terms of indices for good urban governance, the following six criteria were included: responsibility and accountability, transparency, participation, justice, efficiency, effectiveness and law abiding. Likert scale was used to evaluate the variables. In order to analyze the data, SPSS and t-test were used. The results showed that the value of all criteria for good urban governance is lower than the average of Likert value. Thus, it should be said that Qaraghaj city has gotten an undesirable level of governance in terms of those criteria.

K e y w o r d s: *Participation, good urban governance, Qaraghaj city.*

Introduction

Increased population together with expansion of urbanization across the world contributed had led to many problems, especially in the third world countries since the speed and range of urbanization in developing countries are much more than other countries. These problems have been mainly arisen from the mismatching of highly increased needs of the urban population and the capability of governments and urban management for satisfying them. Some of the problems include: lack of housing, expansion of living in slums, informal settlements, expansion of informal sector across city's economy and, in consequence, social inequality, lower quality of urban services, limited accessibility of the poor to city's

infrastructures, lack of health, expansion of deadly diseases, reduced level of security and increased social diversion(Barakpour & Assadi, 2008).

The most important feature of urban changes, in contemporary era, is the significant increase of urban population. 20th century began with a population of a bit more than one billion people 10% of whom lived in cities and ended with a population of a bit more than six billion 50% of whom were living in cities (Hoseinion, 2006). In terms of sociology, urbanization in 20th century is a global process attracting not only the industrial world but also the third world (Mahdizadeh, 2003). It has been estimated that about 93% of the increase in population occurs in developing countries (Devas & Rekodi, 1999), whereas most of them live in poverty and adversity while being deprived from their basic rights and needs. However, the modern cities still face increased demands by their citizens and the governments, due to their concentrated power, will experience the legitimacy crisis because of their failure in responding to their civilians' demands.

When the political regimes are mainly divided into two categories including the democratic and the authoritarian ones, they can be defined as follows: the democratic regime's features such as multiple power structure, extended spatial organization which is flexible, convergent, stable and human directed and leads to good urban governance in terms of management. On the other hand, the authoritarian regime's features such as single power structure, disperse, inflexible, divergent and instable spatial organization which leads to a bad urban governance (Torabi, 2004).

Thus, good urban governance regards a certain type of relationship between government and the civil society with stressing on delegation of some urban affairs to the civilians. Therefore, the notion of good urban management structure was developed for implementing good governance (Nobari & Rahimi, 2010). This urban management model has been defined as a participative process of development through

which all of the stakeholders including government, private sector and the civil society provide solutions for urban problems. Here, the direct executive responsibility of the management reduced while more facilities are provided for public and private institutions from down to up levels (Mc Carney et al., 1995).

Desirable urban governance suggests that, all of the civilians including the poor and those living in slums are entitled to:

- Participate directly or indirectly in making decisions on their lives and livelihood.
- Their parts of urban development be recognized, even if done through informal sectors.
- Enjoy a share of the benefits and advantages provided through urban development such as advantages of accessibility to urban services and infrastructures and land for house construction.

Here, Qaraghaj city was chosen as a case for study. It experienced a highly increased population during the recent years which contributed to immigration, increased constructions and extension of urban areas. The population trend showed that the city had a population of 3,253 people in 1986 while it increased to 4,084 individuals in 1990. Also, in 1996, the population reached 4,521 people while for 2005 and 2015, it reached 4,892 and 6,102 people, respectively. For 1995-2005, a growth rate of 2.06% occurred and for 2005-2015, it reached a value of 2.89%.

Various problems occurred when the development plans were disorganized. The problems included disorganization of the old textures, instability of income sources of the municipalities for which the urban management couldn't solve those problems by itself. Due to the fact that the role of the urban management hasn't been appropriately defined, they face many challenges including lack of cooperation between the municipality, private sector and the civil

society. The management problems in Qaraghaj city include short term management career which prevents the management to implement their ideas. Also, since the mayor is selected by the city council, they just select those who cooperate with the council. Therefore, the nominees are selected without regarding their specialty on urban management. Thus, the selected managers are not familiar with urban problems and are not efficient. So, such problems influenced on the city. Hence, observation of security and political exigencies for urban management, necessity of establishing order across the city and combatting the problems due to increased population and congruency between different urban elements help the urban governance be recognized as a principle. The traditional urban management methods can no longer satisfy the needs of the citizens in the modern era and the urban management needs to accommodate with the modern time. City is a dynamic phenomenon and needs its respective urban management and basic planning. It should be noted that most of the planning and problems can be solved through citizens' hard work and intensive participation.

Therefore, the current research intends to focus on the important indices of good urban governance in terms of its significance for urban management and development. With respect to importance of the subject, this study answers the following questions:

- How is the urban management related to the criteria of urban governance in Qaraghaj city?
- Do the citizens and the municipality desirably cooperate?
- Do the managers respond appropriately to the citizens?
- How is the rule of law established in the city?
- How does the urban management observe justice?

Research background

Some investigations have been carried out on this subject which include:

- Maleki (2015) studied the performance of the municipality in terms of good urban governance (case study, areas of Ilam city) using one-sample t-test and the Likert scale. He concluded that the level of the criteria of good governance in Ilam was lower than the average level of Likert, thus, it could be said that the areas of the city did not have desirable level of those criteria.

- Shamaei et al. (2012) evaluated the performance of the municipality based on good urban governance (case study, Yasouj city) using descriptive analytical method and Pearson correlation. They concluded that the managers and officials in Yasouj implemented the plans without regarding public ideas. For the criteria of good urban governance, participation and efficiency were lower than the assumed average while accountability was more than the average level.

- Ibrahimzadeh and Asadian (2011) evaluated implementation of good urban governance (case study, Kashmar city, Iran) which was carried out using descriptive analytical method and through documentary investigation and questionnaire. Then, t-test was implemented, it was concluded that good urban governance including transparency, information and rule of law, efficiency and effectiveness were lower than average and, in consequence, good urban governance could be implemented through interaction of city council, government and people.

- Pour Ezzat et al. (2009) studied the relationship between civilians' awareness of citizenship rights and accountability and transparency in Tehran municipality using Delphi method and one-sample test. The results indicated that there wasn't an appropriate level of accountability and transparency in Tehran municipality.

- Gani and Duncan (2017) evaluated governance criteria for Cook Islands which included rule of law, efficiency and life quality. The results showed that the islands had the lowest level of governance for 2000-2005 due to political instability and increased corruption.

- Mutisa and Yarime (2012) studied the urban stability in Kenya using a descriptive analytical method and concluded that, in order to reach urban stability in developing countries, urban governance must be stressed mainly since most of the challenges occur for this part.

- Therefore, Qaraghaj city is not an exception to this and good urban governance on the relation between civil society and government should be observed and some affairs should be delegated to the citizens. Thus, solutions will be provided by the private sector and the civil society in order to solve the problems: the current research differs from the other ones, firstly, in terms of place. Secondly, in terms of place's wideness, because with respect to the current situation in the country for moving toward stable development, small cities are mostly considered.

Theory and Methodology

Good urban governance

Different definitions of governance and comparing them help us reach a common basis so that we can provide a relatively perfect definition. Mc Carney et al. (1995) defined governance as the relationship between civil society and government, between governments and those who are governed. Good governance means effective management of the public affairs through establishing a government and the legitimate rules in order to promote the social values of the individuals and the groups (Plumptre & Graham, 1999). In other words, governance refers to action, method or system of directing. Governance is based on the relationship between the governments and the non-governmental forces (Kim & Dickey, 2006). There is difference between government and governance. Government is referred to the official structure for making powerful decisions which is controlled by the legal and executive branches of the government (Rakodi, 2003). According to the definition presented by the UN's construction program, good governance includes management of the public affairs according to rule of

law, effective judicial system and people's participation in governing (Meidari, 2004). Kufi Annan, former UN general director, defined governance as "insuring respect for human rights and rule of law, reinforcing democracy, enhancing transparency and capability of public directing" (Weiss, 2000).

During recent decades, the performances of the capitalistic countries were criticized by the scholars for their failure in terms of responding to the new cultural, social and economic needs. One of the theories is "government's burden of responsibilities". According to this theory, as the governments gradually took more responsibilities including public ownership of the industries, charities, public transportation and the social and welfare services, they had responsibilities beyond their official and financial capabilities. Most of the times, the governments failed to do them. In consequence, this led to governments' failure and reduced trust and public protection (Athari et al., 2007). The other theory which negates centralized power is the political pluralism developed by Robert Dall. It contends that pluralism means existence of various power groups in modern society which is required either for democracy and freedom or as a real practical method for power distribution and congruent management of the society. Dall et al. provided their arguments according to the fact that power is not only dispersed but also this dispersion is desirable for urban policy. For recognition of power structure, they stressed on "who really participate in decision making and emphasize on special parts" (Kazemian, 2007). According to this theory, there are actors in city who play their roles in terms of their capability (Akbari, 2006). Pluralism suggests the urban governance model, integrated with management model relying on the social groups (Kazemian, 2007). The other theory developed by Yurgen Habermaas is "legitimacy crisis". Habermaas contended that "although it is necessary for the government to intervene in social and economic life of the society in

order to protect itself, but when the private capitalism dominates, the government faces conflicts and failures in action". He believed that if the government cannot manage to find good strategies for compromising the opposite benefits, it will lose its legitimacy and will fall (Krayebyan, 1999). Stephen Alkine and Clarence Stone analyzed "urban regime" as playing part in urban affairs with different players including the governmental and non-governmental institutions. This theory considers power as a disperse process and regards the regimes as systems through which the local governments and actors accumulate capability for directing the affairs (Akbari, 2006). The theory provides a structural model which is the urban governance model relying on all of the economic and social players (Kazemian, 2007). The theory intends to search for the fact that how the rivals can come close and make connection so that they can reach the objectives of public policy. Therefore, governance plays a key role in this theory. It seeks to reach a complicated understanding of governance as a plural capacity for reaching the objectives of the public policy while stressing on people and other stakeholders. This is the real meaning of governance coming into one's mind. The other benefits of regime theory for understanding the structure of power in local communities include: stressing on the concept of governance, internal links of the government, economy and people (Duding, 2001). Some other theories have been developed on the significant effects of the government in urban communities in terms of economic ties between government and city. One of the theories is "government and urbanization". According to the theory, the Middle East countries including Iran have their own political and official systems located in cities which have been changed with establishing new executive organizations either in terms of directing the capital flow or in terms of the sources for financing governments (Rahnamaei, 1994). Kalich believed that, during recent years, governance has been mostly used for naming the processes of governing in modern complicated communities. He considered the term "governance" as explaining new conditions of the affairs. In previous times, government was ordering but, now, it negotiates (Barakpour 2002).

Criteria of good urban governance

 The researchers at World Bank including Daniel Koffman and Pablo Lobton merged the findings of different international institutes like ICRG, EIU, and Heritage foundation on the social, political and economic conditions of the countries and introduced the general new criteria as the indices for governance. Voice and accountability, political stability, government effectiveness, regulatory effectiveness, rule of law and control of corruption (Bahreini and Hosseinzadeh 2004). Also, the UN's residence center classified 26 criteria into 5 categories so that all of the influential pillars including the individuals and institutes, private and public sectors and management of urban public affairs could be evaluated. The 5 categories include: efficiency, fairness and justice, participation, rule of law and accountability (Stewart, 2006).

Objectives and tools for promotion of good urban governance

Objective one: big participation

The tools required for promotion of this objective include promotion of urban identity, sense of citizenship for all, holding public sessions, participative planning and budgeting, urban referendum and paving the way for signing the public requests, creation of better democratic culture and structure and assisting the margin groups to involve in urban systems.

Objective two: effective urban management

For effective urban management, the following tools are necessary: considering all of the interests for promotion of productivity and better services, improved work relations, effective investment in urban infrastructures, establishment of cooperation instead of rivalry, good education for improving the urban

officials' capability, using information technology in best mode, cooperating with civilians on planning and management of the environmental problems and readiness against the accidents and controlling crime in order to make the environment more secure.

Objective three: transparency and accountability

For a good urban structure, transparency and accountability have been defined as the fundamental principles. In order to reach this influential criterion, certain tools have yet been targeted which include observation of the operations of the welfare states by a coalition of the non-governmental organizations, clear and exact accounting processes, clear behavioral guidelines for the executive officials, open systems, transparency of the contracts and financial establishments, free information process, predictable and justified legal frameworks, legal procedure for hearing the complaints and regular information flow on key issues, numerous sponsors of suppliers for promotion of public services and avoiding monopolism.

Objective four: accessibility

One of the major challenges of the citizens in welfare states is lack of access to urban officials and urban processes. Thus, some methods should be applied which can reduce the gap between the selectors and the selectees. Some of the tools and methods include organized and regular counseling with the institutes which represent all of the social folks, participation of the experts and representatives of the non-governmental organizations in decision making, facilitating accessibility of the civilians and the urban officials, equal accessibility to economic opportunities and protection of the rights of the civilians (BSHF, 2000).

Features of good urban governance

UN's legal commission identified the features of good urban governance within its resolution 2000.6 as

follows: transparency, responsibility, accountability, and responsiveness. Responsiveness means that the good governance requires that the existing governmental processes and institutes could be designed in such a way that the services could be provided to the stakeholders within a logical and reasonable time frame. However, responsiveness is a key tool for good governance based on which not only the governmental institutes but also the private sector and different civil society organizations should be responsible for the people and stakeholders. Here, it differs who is responsible for whom and it depends on the fact that the operations and decisions are internal or external ones for the organization.

- Therefore, there are other differences in terms of expressing the criteria of good governance with respect to their names. For instance, united nation's economic and social commission for Asia and Oceania (UNESCAP, 2002) identified 8 features for good governance: responsiveness, transparency, rule of law and observation of law, participation, responsibility, consensus, efficiency and effectiveness, fairness and justice. Since two criteria including consensus and fairness are more different from other criteria developed by the World Bank, the following description on these two criteria was presented by UNESCAP:

- For consensus, there are many players and perspectives in a society. Good governance requires that there should be a mediatory relation between these views and different interests so that the best benefits could be provided to the society with maximum level of consensus. Inclusiveness and equality refer to the fact that welfare, in a society, depends on the individuals' part in society while also they don't feel been deprived of the mainstream and this requires that all groups including the poor have the opportunity to maintain their welfare and growth.

- The investigations and information related with good governance indicated that this can significantly influence on the economic variables. In

those countries where governance is not good, investment has a GDP share of lower than 15%. In fact, the more governance gets better, the more investment increases. Also, the investigations showed that for countries with lower quality of governance, growth is negative and vice versa. It was found that, the more governments are responsive and the more civilians express their voices, the more income increase and vice versa. Or, the more the efficiency and effectiveness of the government increases, the more income increases per capita.

- However, there have been inconclusive results from some investigations. For instance, in some governments, there is neither possibility of competition on power nor responsiveness, but the officials and managers are loyal to the benefits and interests of people and no treason occurs. China is one of these countries. Although there is no clear reason for this process it could be attributed to the culture of the Chinese governors who feel they are the fathers of their people. Anyway, there are some ethics within the Chinese culture which makes the governors conduct in this manner. In some organizations, the employees work hard and best due to their personal interests and commitment without being controlled by the managers.

- Therefore, according to what mentioned above, in order to establish good governance, the World Bank introduced decentralization for official reforms which has been clarified with the following reason: in centralized systems, the people cannot have pressure on officials. When a mayor is selected by the interior minister, compared to when the mayor is selected by city council, the second selected mayor will be more monitored by the people naturally. Also, reinforcing the parliaments and regulatory institutes is important for strengthening the public system. Therefore, this method has been followed by the World Bank and the independence and power of the judicial system is vital for strengthening public monitoring within a political system which contributes to establishment of good governance in a country.

- Additionally, it should be noted that the experts believe that while some general principles are mentioned for good governance and basic features and principles are introduced for all of the countries and governments in terms of international and global perspectives, it should be reminded that implementing them is different in various countries. Also, the countries have their own different priorities which should be considered. Thus, the countries must identify their native variant of good governance. To do so, it is necessary to identify the history, culture and native values of the respective countries.

Methodology

Here, the current research uses a descriptive analytical method and is an applied research in terms of its final objective. The data and information were collected using the documentary and field observation methods. But, the research was mainly based on field study (direct observation and questionnaire).

The sample and sampling method.

In order to estimate the sample, Cochran formula was used with a confidence level of 95% and error probability of 5%.F

$$n = \frac{\frac{t^2 pq}{d^2}}{1 - \frac{1}{N}\left(\frac{t^2 pq}{d^2} - 1\right)}$$

T= 1.96 with a confidence level of 95%

P=0.5 adjective existing in statistical community

$$n = \frac{\frac{1.96^2 * 0.5 * 0.5}{0.05^2}}{1 + \frac{1}{6102}\left[\frac{1.96^2 * 0.5 * 0.5}{0.05^2} - 1\right]}$$

q= 0.5 adjective not existing in statistical community

d=0.05 error of sampling

N=6,102 number of population

In 2016, Qaraghaj city had a population of 6,102 individuals. The sample size included 361 people who were obtained using Cochran sampling method. The random sampling method was applied due to inconsistency of Qaraghaj city. To determine validity, content validity was used. After the research

background was studied, the questionnaires were prepared using the ideas and comments of the instructors. After the content was confirmed, the sample was given the questionnaires. Also, for evaluating the variables and reliability of the questionnaires, Cornbach alpha was applied, with its value of 0.904, was estimated as more than 0.7.

After the field study was carried out, in order to collect, process and analyze data, descriptive statistical methods including frequency distribution, tables and inferential statistics were used. The inferential statistics included t-test for measuring Qaraghaj city in terms of the criteria for good urban governance involving responsiveness, responsibility, participation, efficiency and effectiveness, justice and fairness. The variables were evaluated using Likert scale and SPSS.

Study area

Qaraghaj city is located at the farthest southern part of Eastern Azerbaijan province of Iran. It is the official center for Charoymagh County. In 2016, it had a population of 6,102 and was 36th city of the province in terms of population.

Qaraghaj is located 65 km away from Mianeh, 70 km away from Hashtrood, 193 km away from Tabriz (central city of the province). Due to the fact that Qaraghaj is away from Tabriz, its main market is Mianeh (due to its closeness) (Rajan Ab Zagros, 2011).
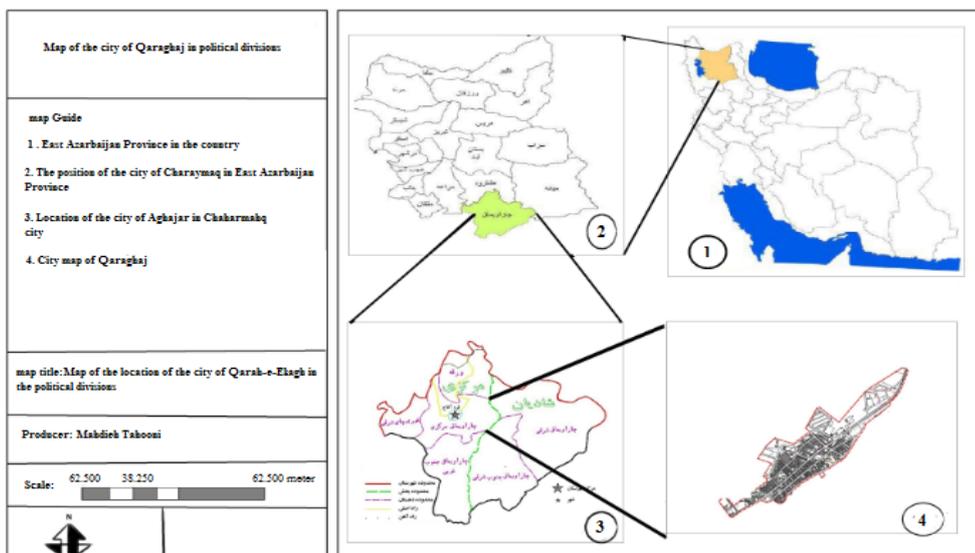

Figure 1: Location of Eastern Azerbaijan province, Iran and the location of Qaraghaj city

Results

Demographic data for the civilians of Qaraghaj city

Gender

According to field study, 55.12% of the respondents were men, while 44.88% of them were women.
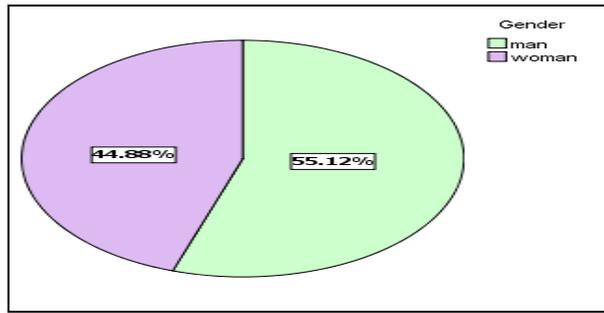
Figure 2: Diagram for frequency distribution for the respondents of Qaraghaj city in terms of gender

Age

According to age group, the highest numbers of the respondents were at the age group of 25-34 years old (36%) while the lowest numbers of them were at the age group of 15-24 years old (8%).
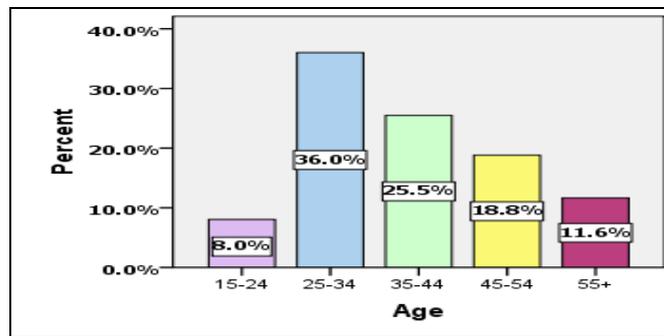
Figure 3: Diagram for frequency distribution of the respondents in Qaraghaj city in terms of age

Education

In terms of education, 3.9% had a Ph.D. degree who were the lowest numbers while those with diploma comprised 33% of the respondents as the highest numbers of the respondents.

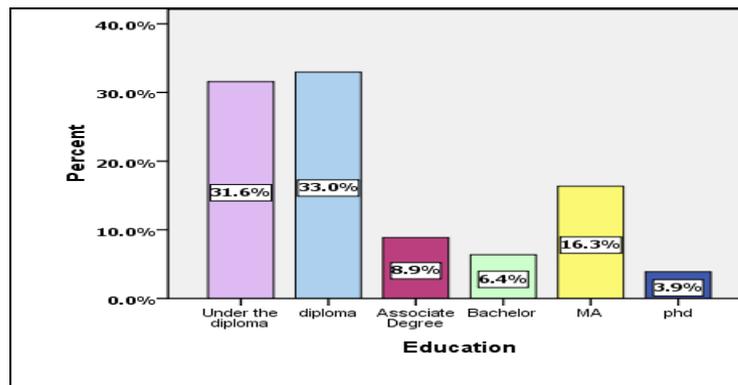**Figure 4: Diagram for frequency distribution of the respondents in Qaraghaj city in terms of education**

Type of activities

According to the classification of activities, the respondents included householders (27.4%), Governmental jobs (26.9%) and servicing (24.1%).
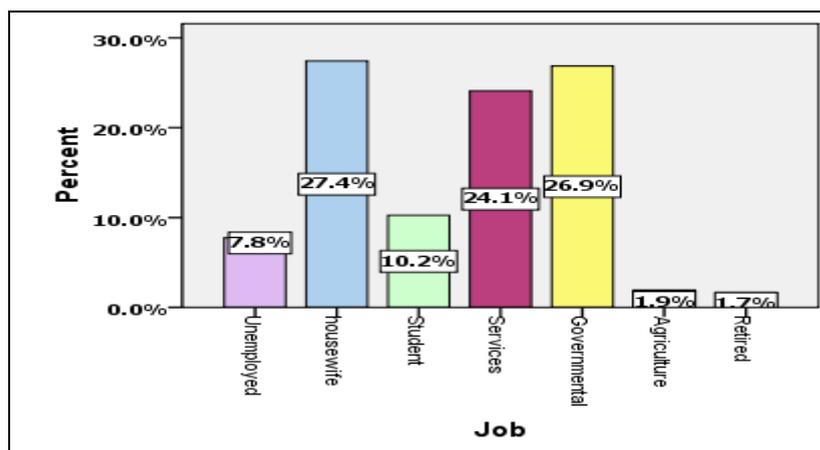
Figure 5: Diagram for frequency distribution of the respondents in Qaraghaj city in terms of activities

According to the theoretical basis of the research, there is a general consensus among the international institutes and organizations, and also among the experts on the criteria of good urban governance. As viewed by the World Bank and UNDP, eight criteria including participation, responsiveness, responsibility, rule of law, justice and fairness, transparency, efficiency and effectiveness and consensus have been identified as the major criteria for determining good urban governance across the global scientific and academic forums. Therefore, those criteria developed by the World Bank and UNDP were used to study good urban governance of Qaraghaj city. Here, through the current research, five out of those eight criteria were used as following: responsiveness, responsibility, participation, efficiency, effectiveness, justice and fairness. Thus, the criteria and variables used for studying Qaraghaj city are presented in Table 1.

Table 1: Criteria and variables used to study Qaraghaj city

No	Criteria	Variables
1	**Responsiveness and responsibility of officials**	Responsiveness of officials to civilians in public meetings
		Doing promises by the officials
		Mechanism for transferring civilians' demands
		Responsibility of officials in terms of their performance
2	**transparency**	Compensation of damages due to decisions made by urban management
		Reporting to civilians on annual seasonal performances by urban management
		Transparency of municipality with respect to using budget
		Accessibility and transparency of municipality rules
		Transparency of municipality's performances
3	**participation**	Approving urban plans appropriate for people's demands
		Make people informed of the trends for preparing urban plans
		Providing opportunities for public participation
		Municipality's seeking participation
		The transfer of services to the private sector by the municipality
4	**justice**	Observation of justice for distribution of urban facilities
		Application of one's interests instead of rules in urban organizations

5	**Efficiency and effectiveness**	Similar accessibility of information for all civilians
		Satisfaction of urban management's performances
		Civilians' tendency for doing official services using information technology
		Paving the way for doing official services using information technology
6	**Rule of law**	Observation of laws on all fields
		Equality of all folks of people before law
		Comprehensiveness and clarity of municipality rules
		Municipality's rule of law approach

Source: Rahnama and Asadi (2010), Safaeipour et al (2013), Mohammadi and Kamali Baghrahi (2016), Maleki (2016), Ibrahimzadeh and Asadian (2013)

Responsiveness and responsibility

To measure this criterion, the following indices were used:

- Responsiveness of the officials to civilians in public meetings

- Doing according to the promises

- Hearing the demands of the civilians

- Responsibility of the managers for their performances

- Compensation of the damages due to managers' decisions

To measure responsiveness and responsibility of the city officials, t-test was used as follows:

Table 2: T-test, measuring responsiveness and responsibility of city officials

One-Sample statistics				
	N	Mean	Std. Deviation	Std. Error Mean
Responsiveness of officials	361	2.56	1.148	.060
Doing promises	361	2.27	1.166	.061
Communicating demands	361	2.66	1.393	.073
responsibility	361	2.08	1.194	.063
Compensation of damages	361	2.84	1.515	.080
Main questions	361	2.48	1.283	.067

One-Sample Test					
			Test Value = 3		
	t	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference
					Lower Upper
Responsiveness of officilas	-7.241	360	.000	-0.438	-0.56 -0.32
Doing promises	-11.821	361	.000	-0.726	-0.85 -0.61
Communicating demands	-4.609	361	.000	-0.338	-0.48 -0.19
responsibility	-14.587	361	.000	-0.917	-1.04 -0.79
Compensation of damages	-2.014	361	.000	-0.161	-0.32 0.00
Main questions	-8.054	361	.000	-0.516	-0.65 -0.382

Source: Author, 2017

According to the above table, and stressing the obtained value of -10.73 which is significant for error level of 0.5, it could be said that there is a significant difference between the real mean (2.39) and assumed mean (3). Since the value of the real mean is lower than the assumed mean, it could be concluded that, as viewed by the citizens, participation is not good.

Transparency

Here, in order to measure this criterion, three following criteria were used:

-Reporting to civilians on annual seasonal performances by urban management

- Transparency of municipality with respect to using budget

-Accessibility and transparency of municipality rules

-Transparency of municipality's performances.

In order to measure participation, t-test was used as follows:

Table 3: T-test measuring the transparency of urban authorities One-Sample statistics

	N	Mean	Std. Deviation	Std. Error Mean
Reporting on performances	361	2.27	1.103	.058
Transparency of using budget	361	2.08	1.194	.063
Accessibility of municipality rules	361	3.28	1.405	.074
transparency	361	2.84	1.515	.080
Main questions	361	2.61	1.304	0.069

			One-Sample Test			
				Test Value = 3		
	t	d.f	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Reporting on performancesو	-12.504	360	.000	-.726	-.84	-.61
Transparency of using budget	-14.587	360	.000	-.917	-1.04	-.79
Accessibility of municipality rules	3.747	360	.000	.277	.13	.42
transparency	-2.014	360	.000	-.161	-.32	.00
Main questions	-6.34	360	.000	-382.0	-0.518	-0.245

Source: Author, 2017

According to the above table, with an emphasis on the amount achieved (-6.34), which is significant at the error level of 0.5, it can be said that the difference between the actual mean (2.61) and the assumed average (3) is significant, and since the

Real mean is less than the hypothetical mean, it can be concluded that, from the citizens' point of view, the transparency index is in an unfavorable position, and citizens have assessed the good governance level in the component of transparency below the mean of the Likert scale.

- Make people informed of the trends for preparing urban plans
- Provide opportunities for public participation
- Participation of the municipality

Participation:

Here, in order to measure this criterion, three following criteria were used:

- Approving urban plans appropriate for people's demands

- The transfer of services to the private sector by the municipality

In order to measure participation, t-test was used as follows:

Table 4: T-test measuring the participation rate of urban authorities

One-Sample statistics

	N	Mean	Std. Deviation	Std. Error Mean
Approving the plans as demanded by people	361	2.58	1.186	.062
Keeping people informed	361	2.50	1.093	.058
Providing opportunities	361	2.02	1.024	.054
Stressing on participation	361	2.27	1.103	.058
Delegation of services	361	2.60	1.006	.053
Main questions	361	2.39	1.082	0.057

One-Sample Test

	Test Value = 3					
	t	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Approving the plans as demanded by people	-6.791	360	.000	-.424	-.55	-.30
Keeping people informed	-8.714	360	.000	-.501	-.61	-.39
Providing opportunities	-18.135	360	.000	-.978	-1.08	-.87
Stressing on participation	-12.504	360	.000	-.726	-.84	-.61
Delegation of services	-7.531	360	.000	-.399	-.50	-.29
Main questions	-10.73	٣٦٠	.000	-.605	-0.716	-0.492

Source: Author, 2017

According to the above table, with an emphasis on the achieved level (-10.73) which is significant at a level of 0.5, it can be said that the difference between the actual mean (2.39) and the hypothesized mean (3) is significant, and since the real mean earnings are lower than the assumed mean, it can be concluded that, from the citizen's point of view, the participation index is in an unfavorable position.

Justice

Here, in order to measure this criterion, the following three criteria were used:

- Observation of justice for distribution of the urban facilities
- Applying one's own interest, regulations replaced by relationships in urban organizations
- Status of equal accessibility to information for all of the civilians

In order to measure justice, t-test was used as follows:

Table 5: T-test measuring justice among the city officials One-Sample statistics

	N	Mean	Std. Deviation	Std. Error Mean
Justice in distribution of urban facilities	361	2.60	1.006	.053
Application of different interest instead of rules	361	3.28	1.405	.074
Equal accessibility to information	361	2.04	.920	.048
Main questions	361	2.64	1.11	0.058

One-Sample Test

	Test Value = ٣					
	t	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Justice in distribution of urban facilities	-7.531	360	.000	-.399	-.50	-.29
Application of different interest instead of rules	3.747	360	.000	.277	.13	.42
Equal accessibility to information	-19.914	360	.000	-.964	-1.06	-.87
Main questions	7-.9	360	.000	-0.36	0-.48	-0.25

Source: Author, 2017

According to the above table, and with stressing on the obtained value of -7.9 which is significant for error level of 0.5, it could be said that there is a significant difference between the real mean (2.64) and assumed mean (3). Since the value of the real mean is lower than the assumed mean. It could be concluded that, as viewed by the citizens, justice is not good and the citizens evaluated good governance in terms of responsibility as lower than the mean value of the Likert scale.

Efficiency and effectiveness

Here, in order to measure this criterion, the following three criteria were used:

- Satisfaction of urban management's performance
- Paving the way for performing official services using information technology
- Citizens' tendency to perform official services using information technology

 In order to measure efficiency and effectiveness, t-test was used as follows:

Table 6. T-test measuring efficiency and effectiveness of city officials
One-Sample Statistics

	N	Mean	Std. Deviation	Std. Error Mean
Performances of urban management organizations	361	2.27	1.103	.058
Basis for doing official services	361	1.94	1.095	.058
Interset in using information technology	361	3.09	1.108	.058
Main question	361	2.43	1.102	.058

One-Sample Test

	Test Value = 3					
	t	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Performances of urban management organizations	-12.504	360	.000	-.726	-.84	-.61
Basis for doing official services	-18.460	360	.000	-1.064	-1.18	-.95
nterset in using information technology	1.472	360	.000	.086	-.03	.20
Main question	-9.83	360	.000	-0.57	-0.68	0.45

Source: Author, 2017

According to the above table, and with stressing on the obtained value of -9/83 which is significant for error level of 0/5 , it could be said that there is a significant difference between the real mean(2/43) and assumed mean(3) . Since the value of the real mean is lower than the assumed mean, it could be concluded that, as viewed by the civilians, participation is not good.

Rule of law:

Here, in order to measure this criterion, the following criteria were used:

- Observation of laws on all areas
- Considering all of the people same before law
- Comprehensiveness and clarity of municipality regulations

Rule of law in municipality.

Table 7: T-test measuring observation of rule of law among city officials
One-Sample statistics

	N	Mean	Std. Deviation	Std. Error Mean
Observation of rules	361	2.56	1.148	.060
Observation of equality	361	2.27	1.166	.061
Comprehensiveness of laws	361	2.66	1.393	.073
Observation of rule of law	361	2.08	1.194	.063
by municipality	361			
Main questions	361	2.39	1.22	.064

One-Sample Test

	Test Value = 3					
	t	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Observation of rules	-7.241	360	.000	-.438	-.56	-.32
Observation of equality	-11.821	360	.000	-.726	-.85	-.61
Comprehensiveness of laws	-4.609	360	.000	-.338	-.48	-.19
Observation of rule of law by municipality	-14.587	360	.000	-.917	-1.04	-.79
Main questions	-7.65	360	.000	-0.48	-0.58	-0.38

Source: Author, 2017

According to the above table, and with stressing the obtained value of -7.65 which is significant for error level of 0.5, it could be said that there is a significant difference between the real mean (2.39) and the assumed mean (3). Since the value of the real mean is lower than the assumed mean, it could be concluded that, as viewed by the citizens, observation of rule of law is not good.

Table 8: T-test measuring good urban governance

| Variable	Numbers	Assumed mean	Real mean	D	Degree of freedom	T	Significance level	Error level
Responsiveness and responsibility	361	3	2.5	360	1.24	- 8.05	0.000	0.05
transparency	361	3	2.61	360	1.304	- 6.34	0.000	0.05
participation	361	3	2.39	360	1.082	- 10.73	0.000	0.05
justice	361	3	2.64	360	1.11	-7.9	0.000	0.05
Efficiency and effectiveness	361	3	2.43	360	1.102	-9.83	0.000	0.05
Rule of law	361	3	2.39	360	1.22	-7.65	0.000	0.05
Main questions	361	3	2.49	360	1.183	-8.417	0.000	0.05

Source: Author, 2017
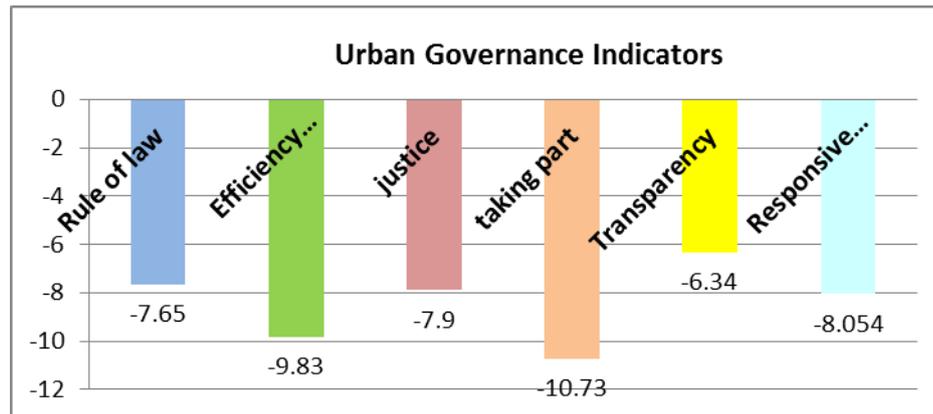
Figure 6: Criteria of urban governance in Qaraghaj city

For analyzing six criteria including responsiveness and responsibility, transparency, participation, justice, efficiency and effectiveness and rule of law, it could be said that there was a significant difference between the real mean (2.49) and assumed mean (3). Since the value of the real mean is lower than the assumed mean, it could be concluded that, as viewed by the citizens, good urban governance was used at a lower level.

Given the fact that good urban governance is rated as weak or strong, the hypothesis that the more the good urban governance and its criteria get better, the more urban problems could be solved with movement of the society toward positive pole. With adopting this new management, there will be a dynamic, stable city which is appropriate for the human being.

Discussion

According to the field studies, 55.12% of the respondents were men while 44.88% were women. In terms of age groups, the highest numbers of respondents were at the age range of 25-34 years old (36%) and the lowest numbers were at the age range of 15-24 years old (8%). In terms of education, 3.9% had Ph.D. degree which formed the lowest numbers and 33% had diploma degree which was the highest numbers of respondents in terms of education. Based on activities classification, the highest level of

activities included: householders (27.4%), governmental jobs (26.9%) and services (24.1%). Here, in the current research, using t-test, six criteria including responsiveness and responsibility (-8.054), transparency (-6.34), participation (-10.73), justice (-7.9), efficiency and effectiveness (-9.83) and rule of law (-7.65) were measured and were significant at an error level of 0.5. So, it could be said that there is a significant difference between the real mean (2.49) and assumed mean (3). Since the value of the real mean is lower than the assumed mean, it could be concluded that, as viewed by the citizens, all of the criteria are bad and the citizens evaluated good governance including its criteria as lower than the Likert average.

Conclusion

One of the most interesting and successful model for urban management is good urban governance which, indeed, is considered as a participative urban management system. Three institutes including civil society, private sector and government participate in making all decisions. This model-with its criteria including responsiveness, responsibility, participation, efficiency and effectiveness, justice and fairness and rule of law- which stresses on strategic vision and decentralization was developed as the most effective, cheapest and most stable method for implementing, complicated and multi-level system management in modern cities. This approach of urban management is

based on democratic and equal development to influence all stakeholders. Therefore, the current research studied good urban governance in Qaraghaj city and found that, in citizens' view, all of the respective criteria are not at a desirable level and they evaluated good urban governance and its criteria as lower than average on the Likert scale. Thus, with respect to the results, the following guidelines are recommended:

- Paving the way for better actualizing the capabilities of private sector when implementing urban operations

- Enhancing employees' capability and specialty in terms of responding to citizens appropriately

- Delegating urban affairs to the citizens, asking them to give ideas, participating in every aspect of planning

- Accepting inclusiveness of people and giving them opportunity in order to participate for their destiny

- Providing a good establishment for close cooperation between people and municipality while also establishing the local government

- Enhancement of position of the city council for increasing citizens' participation

- Enhancement of position of municipality for increasing civilians' participation

- Delegating authority to the local institutes and recognizing them

- Making transparent policies, regulations and rules on construction and development plans

- Making the comprehensive and plans and proposals accessible for all people

- Expansion of information networks and communication systems

- Observation of ethics and avoiding partisan relationships

- Observing the principles for social justice when preparing plans, distributing services and activities across the regions.

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