EZALUATING SOME OF URBAN GOVERNANCE INDICARORS IN METROPOLIS MASHHAD

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This article is extracted from a doctoral dissertation entitled to explain the pattern of urban Governance based on the Capacity of law in Iran, Mashhad Metropolis Case, with guidance of Mr. Mohammad Hossein Papoli Yazdi and advice of the doctor, Hossein Hatami Nejad and doctor Mrs. Fatemeh Vosoughi .

Abstract. Rapid growth of urbanization and the spread of towns and cities affected by rising global changes, especially for the metropolis, make the need to review the management and delivery of services to citizens by local governments in terms of structure (either governments or people authoritarian) more than ever indispensable. This revision is mainly due to the structural changes because of local governments resulting from the inability in sustaining the urban management, with the aim of achieving the new structure, effective services to the people with better efficiency on the one hand And the transition from methods and novice processes of urban management to superior and transcendent processes that refers to good urban governance occurs on the other hand,. Today, good governance as an approach, particularly in the planning and management of human resources, natural, economic and geographical space of the country, region and city to achieve balanced and sustainable development, as well as the rights of citizenship is considered. Local government and urban managers responsible behavior and how to use laws and regulations in the field of urban management and the process of interaction between city managers and citizens at various levels, explains the type of urban governance. Therefore performing research based on the principles and criteria of good governance and urban planning to promote it is considered undeniable necessity. This study by assessing the criteria of Transparency, Rule of law and Justice investigated good governance in Mashhad. The method of this research is descriptive-analytic and is applicable; to achieve this goal, the populations with a sample size of 390 subjects were interviewed and 30 questionnaires were analyzed from urban managers in Delphi (expert opinion). The results show that the indicators discussed in the context of good governance in a metropolitan city Mashhad index of transparency is 2.15, rule of law 2.69 and justice is 2.48 according to the opinion of citizen, while according to the opinion of urban managers, Average rule of law is 2.86, transparency 2.69, justice is 3.07 And city managers have evaluated index of transparency, rule of law and justice more than the citizens and the difference is also significant at the 0.05 level. This shows the difference between the purposes of the survey in view of the importance of studied indicators.

Keywords: Good Governance, Government, Transparency, The Rule of law, Justice, Mashhad Metropolis

Introduction

The issue of sustainable development of cities will be achieved in case the goals of democracy, equality and services and protection of the environment with the formation of urban management , principles of urban development, urban transportation and equitable division of revenue and sources be simultaneously pursued (1). Today many cities are faced with the reality of destruction, that among them: unemployment, violence, pollution, insecurity, sub-standard living conditions and vulnerability to human impacts are evident. To achieve sustainable development in the current world, especially in developing

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countries it has been shown that good governance is inevitable and necessary. Good governance ensures that political , social and economic preferences are determined based on a wider social   in society and voice of the poorest and most vulnerable people will be heard when making a decision on the allocation of development resources. The purpose of the continued development will affect all areas of man effort consist of different levels of governance (2). The international community also has concluded that   major problem in urban management, is not modern technology or skilled manpower or shortage of funds But the main problem is how to manage these factors. With respect to that cities are considered as a driving force of economic growth and labor, activity and social situation of the world's country In the current status of the multi-level urbanization, urban management should have components such as transparency, accountability, participation, justice, rule of law, efficiency, consensus-oriented and ... to take advantage of the increasing urbanization (3). Cities, including small medium ,large and Metropolis are as living witness to important events in the context of their time In the various areas of economic, social, cultural and managerial. Large cities and metropolises will experience such relations and social mechanisms and different ways of management and consequences of governance with greater complexity in the context of the time. These experiences gradually transfer from generation and community to another generation and community. Cities carefully record relation of government with people, amount of power, public oversight and their affecting role in administration and Managing City with different memory, and provide it to the future generations and communities. It should be noted that in this study the indicators of transparency, the rule of law and justice has been assessed. The main objective of this study is to assess the measures in the field of good governance In the Metropolis city of Mashhad and the sub-target is comparing the ideas of two groups, citizens and municipal managers about   above indices. It should be noted that in previous research in this field overall indices has been reviewed Astama the in this study specifically evaluated these indicators shows in order to reach urban governance of Mashhad, solutions of the transition from government to governance is fully tested and evaluated.
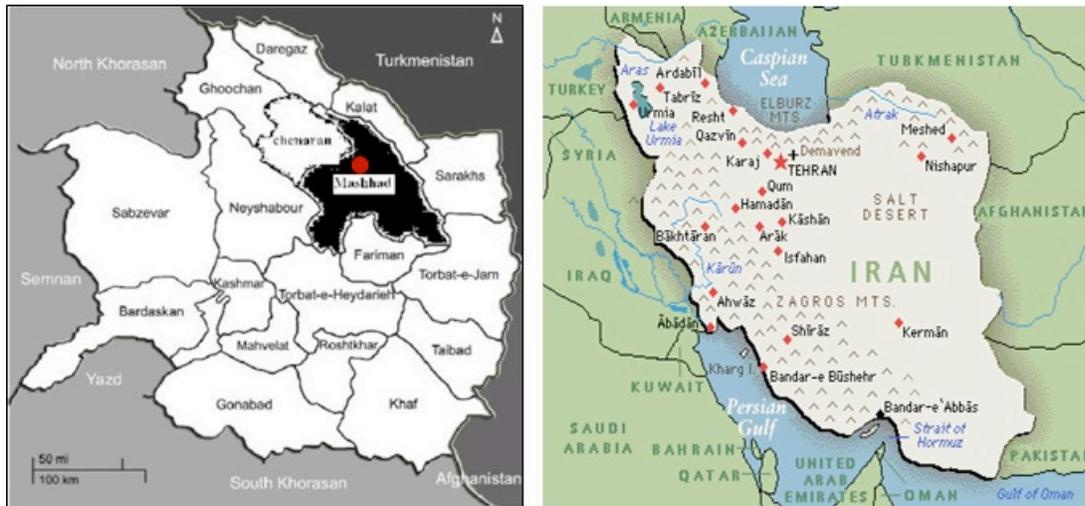
1. Is good urban governance In the Metropolis of Mashhad, Considering Transparency indices desirable?
2. Is good urban governance In the Metropolis of Mashhad, Considering the rule of law indices desirable?
3. Is good urban governance In the Metropolis of Mashhad, Considering justice indices   desirable?

This study in terms of aim is among   the applied research. Because by seeking to explain and understand the capacity stipulated in the laws of the country, with emphasis on the Constitution and other laws of the country is in order to provide a model of urban governance and the research methodology is descriptive and analytical. In this study, two community citizens and professionals (managers responsible for the management of regional and urban) has been used for questioning. Due to the size of the population of citizens, including residents of Mashhad in 2011 that is 2,766,258 by using Cochran formula   the number of samples collected 390 questionnaires was completed in total   areas of 13 districts of the city of Mashhad and 30 questionnaires have questioned experts by Delphi. In this study the existing laws before the revolution and after the revolution to analyze the role of governance and the capacity of law As well as software SPSS and GIS and the Delphi method is used.

Research territory
Mashhad, capital of Khorasan in northeastern Iran, is located in Tehran with a distance of 966 km. Mashhad is located on 59 degrees 27 minutes to 59 degrees 39 minutes (east) longitude and 36 degrees 16 minutes latitude and 36 degrees 20 minutes north latitude . The city is located between Binalud and Hezar Masjed and with height of 985 meters above sea level, covers an area of approximately 204 square kilometers with a population of about 2,427,316 people. In terms of relative position of the metropolis as the center of Mashhad in Khorasan Razavi province from north is limited to land of Tbadkan and Tus, from   South and West of the city is limited to   Torghabeh Shandiz (Binalood) and from East is limited to Kenvist and Miami (4) .

Figure 1. Location of the city of Mashhad in Khorasan& Iran

Background research

Until the 1980s, traditional public administration was considered   paradigm in management but with the appearance of negative aspects and weaknesses, in these years in Britain and the United States, another paradigm called new public management announced its birth, and put privatization and contracting its motto. But the promise of the topic in its original countries was not true and soon found   that   this paradigm is unable to provide fair and equitable well-being to citizens. Therefore, the people and managers try to search of   other paradigms   that emergence of new public services (New Public Services) and good governance (Good Governance) are among them. World Bank is the originator of the term governance and development of the concept. This theoretical root goes back to work of Mc Lalyn in England.

in the 60s Participation was introduced in the United Kingdom and then in 70s Askfyngtn Commission was tasked to operate with expanding participation in urban areas . At the same time, Mac Lalyn was among the first people who proposed the concept of "Governance". In his view, urban and local government had reached a dead end because their relationship with civil society organizations, public and social sectors had been cut. The disconnect between the people and their inefficiency, followed new expectations of the people.

 ¬ Marc Goodwin in a study in 2000 in relation to governance in rural areas and pay attention to rural development, based on partnerships between all levels, considers Governance and as power tools   and the issue of social production.

¬ Richard Welch did a study in 2000 about the legitimacy of local government in new rule in South islands of New Zealand and Victoria Australia. And knew governance to require true and fair legal frameworks that otherwise fairly come into force. ¬ World Bank study in 1989 found that the governance, management and administration of the country or the relationship between citizens and government are the key issues of development.

¬ SadeghiMojtaba in 2009, has done his thesis titled compilation and analysis of strategic management using the SWOT model   in the metropolitan Mashhad in Ferdowsi University of Mashhad.

¬ Shahrouz Saeedi, Mina, in 2012, in a book titled urban governance and community participation compared the two neighborhoods in Iran and Paris
And   the results of studies show if they could utilize strong relationships of the local communities   in good urban governance it means local participation, the management would done better and more

organized. Under such conditions, the satisfaction and trust of citizens becomes more, and they will show more motivativation to participate in local governance.

¬ Taghvai, Ali Akbar and Tajdar,Rasool in   2008 has done an article titled Introduction to good governance in the Journal of urban management in analytical approach.

Theoretical research
Urban Management
City is a huge urban habitat that is densely populated and is usually a center for government and public affairs, culture, social networking and business. (5). City is one of the most obvious symbols of human life and from the time of its formation have had a lot of ups and downs. Method of its administration in the history had so many evolutions. In the first cities, city administration was largely a function of the central government and those who were appointed by the central government to manage it, gradually with the development of urban life, especially after the Industrial Revolution and the French Revolution, the city's intellectual fields was formed by people and today in developed countries administration is more local to the central (6). Management means planning, organizing, monitoring and motivation. If the city is regarded as an organization, it is necessary in order to manage Office of Urban Affairs, use a technique that is called "urban management"   (7). Urban management is a phenomenon that essentially is so close to democracy and active involvement in the affairs of its citizens, this important needs dynamic community. In such a society, urban managers are accounted as citizen's representatives and to satisfy them, they are forced to respond. The structure of urban governance is one of the most important aspects of urban management (8). The pillars of good governance in cities, is applying urban management that its overall activities are classified into planning, organizing, directing and controlling. Urban management is used to meet the needs of citizens, in particular about common functions and set   overlapping effects and public welfare and the body is executable that with body of legislative and oversight of   people, forms urban government (9). In fact, the main topic of urban management is city, urban areas and social inner-city area and its mission and overall and comprehensive understanding of the processes of urban economic growth and development, social and environmental development of various aspects of political, cultural, economic and environmental to solve problems and improve quality   and sustainable development of city at levels of local, regional and national (5).

Patterns of urban management
Urban management patterns in developed and developing countries are different and each of these countries, according to the type of political regime on itself, has a kind of urban management practices on the agenda. Centralized management pattern, is for developing countries and   decentralized management, is for developed countries. This classification was considered with respect to the powers of local managers and their duties. In each of these models, people have different roles. Thus for urban management we can make two spectrum In terms of approach   and functioning. The first spectrum is spectrum that believes that in the field of urban management all aspects are under the supervision of government and is highly centralized. Elements playing a role in the spectrum only are brokers implementing orders of the central government and are subject to the full. The second spectrum is against this idea and believes that the majority or all affairs the urban management is exclusively in the hands of local people and their representatives and actors in the field of urban management. So   between these two intellectual and functional spectrums, urban management models to fit different amounts of local authority is defined.

Link urban management and citizenship
According to Franz Schaefer, cities are crystallized element of human vital parameters and various functions of human life   finds place to emerge   in the city (10). Urban management provides needed services to the population living in cities and provides the requirements of collective life. For example, many of the foreign countries the manifestation of the concept of citizen participation in managing the

urban affairs   in the process of preparation, adoption and implementing urban development. Urban management benefits from monitoring of the votes of citizens in urban development plan by presenting it after preparation in town hall That this action will double   active participation and   welcomes of population.

Public participation

Various scientific and executive authorities in terms of their attitude   presented   different definitions of participation. Those authorities that consider participation as a tool, including the United Nations, United Nations Development Programme (ΥΝΔΠ) and the World Bank, consider it as a means to increase social awareness and encourage local initiatives in activities. The aim is that local decision-making structure should encourage and facilitate the public intervention in matters directly related to their needs. Another group saw participation as the goal. Economic Commission for Latin America and many experts including Uma Lille, Avpf, Cohen, Pierce, Robert Chambers and Paul Samuelson are of the group. In this approach partnership is called to procedures, processes, attitudes and activities that lead to enhanced capability of people, and   help them to control the factors that affect their life environment (11). Being Powerful by people to take their responsibilities and their entry into the cycle of regional and urban and proper communication between the Government and the people (12).   In the Constitution J A.A the word participation is used twelve times that only one of them (part) is related to the organs of state and government (such as public meetings, participation of the President and Ministers in the Assembly). Eleven other are related to   socialize or participate in social, political, economic activities and generally participation in their destiny, or the administration of the country. In section VIII, duties of the governments in the Constitution J. A.A   clearly suggests: Public participation in determining the fate of the political, economic, social and cultural rights on the other hand, in his thirty-five years JAA Based on the Constitution and other laws and regulations and more than thirty times representation of different groups of people on ballot boxes for holding National and regional elections shows significant practical concept and objective of public participation in determining social , political and self-management fate. In the Islamic Republic of Iran the words of participation is increasing. In the first program of the Islamic Republic of Iran is only one law is referred to   participation. In the second program   three cases in the third program   seven cases including section 106 and 107 of the law and in fourth program 27 cases are mentioned. Fourth Program essentially a participatory program, so the context of people's participation in politics (elections) and managerial (city and village councils) and economic, social, cultural and control (ΝΓΟσ) is fully prepared. An era when researchers and theorists should have tried to explain the principle of public participation and to convince legislative and executive and judicial authorities is passed. There is the legal capacity participation in the Islamic Republic of Iran, as pleasant. According to the writer the participation of people is not the right that is granted to people by governance and management. But this people who with their volunteer   participation evaluate and continue to improve the system of governance and management, including the management and urban governance. Important issue of type of governance and urban management of, regional and national level that can lead to expand the role of the people   through more   participation. So in authors view public participation is a reflection of the type of urban management behavior   and urban governance.

Local government
As defined by the United Nations, local government is political subdivision of a country or state (federal system) which was created by law and has political control   of local affairs, such as taxation that board of directors gains   its existence by local elections. The local government from branches of public administration of the United Nations between the local government and local authority (local authorities) has made the difference; this part knows local government   as a system (the system) knows, while the local authority is considered as a system (subsystem).
In the UN definition of local government there is several   key point of interest   as follows:

Local government must be established by law; This law should have basic control on   affairs; The board of directors, elected by the local (11).

In terms of regional governments, has located that part of   centralized government that has been delegated part of its political power to local areas. This aria because of ethnic or distance from the political core   has a distinct personality (13). Local government is geographical unit within a country with three characteristics of population, territory and power (14). Local government is the closest level of government   to the people and the earth, and the most burden and urbanization pressure is located on it and is the main providers of public services and instruments of democracy (15). The state (government), is   government place (regime) that controls and decides to such a city or a county and a region and can select public officials and can legally ordain tax and run the things on a smaller scale that   a national government can do   (16).

Governance
In the published literature announced (good governance) as return the word of (Good Governance). However, some experts believe, rather than a combination of Arabic - Persian (governance), we can use the word (Governance) equivalent to (Governance) and   instead of the word (good) use (Worthy) (Athari, Barak Poor, Kazemian and Mahdizade, 9: 2007). In the definition of governance   by the World Bank, governance is interconnected collection of individual, institutional, public and private method, which manages the common affairs of   people. Governance is synonymous with the government and is related to the head of the executive and ruling power and   on the other hand, the issue is not about good or bad governance, but is also about efficiency, life and desired participation. Therefore   the word Worthy indicates the meaning of (Good)   (pure, 32: 2007).   using the term good governance or worthy governance, regardless of terminology, means the same as the international organization responsible for developing   concept that has been used . Generally, in the literature published in recent years, the terms (urban governance), (urban good governance 'and' urban worthy governance) were considered by experts more than other terms. Nevertheless, what is important is the concept and principles of the approach.

Urban governance
The term governance for the first time was used In the France and in the fourteenth century, was used, meaning the position of the government. In fact, worthy governance seeks to provide an environment in which citizens, have the possibility of the agreement and the establishment of social relations (economic, political and cultural)   freely, without violating the rights of others.   In economic terms, in such circumstances, the cost of communications and community transactions (Transaction) is minimized, which is equivalent to the least friction in the physical environment and a result of social development and economic growth reaches the highest speed and velocity. According to domestic experts, urban governance, the effectiveness of all elements of effective urban management on the city, with all the works moves toward excellence   and, not the public and private sectors are excluded and only they two have (governance) admissibility. The source of power and legitimacy in urban governance is all citizens and their presence in the all scenes and foundations (civil society)   (19). Madanipour believes that good governance means that all parties, groups and organizations involved and local people together and   all in some way involve in the planning and management (20). In total, from the analysis and comparison of different definitions of governance, following common principles can be deduced:

* Urban governance is a wider   and more inclusive concept   than urban government;
* Urban government   is a set of organizations and official institutions. While urban governance kind of process   and the relationship between urban government and citizens;
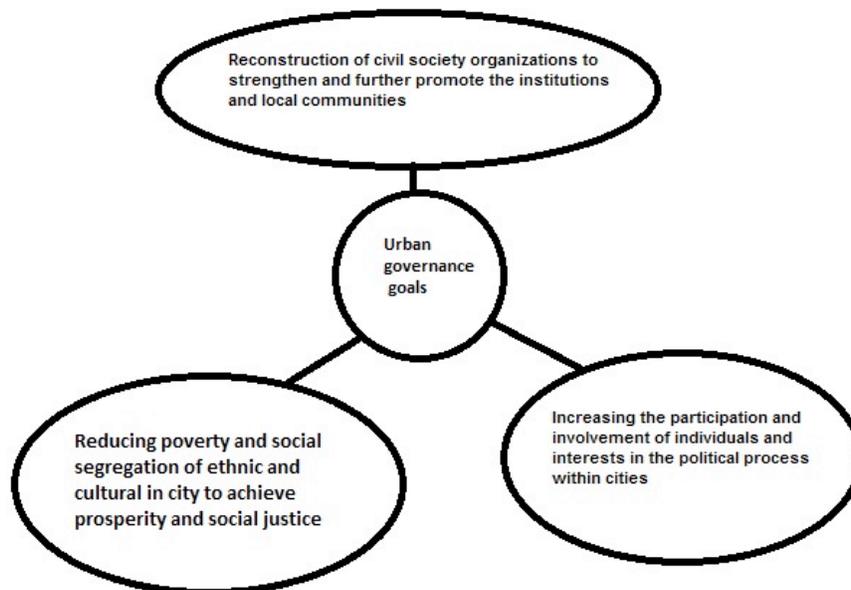* Urban governance encompasses urban government and civil society   (21).
About the importance of urban governance It should be noted population changes, especially population growth in large cities and mega cities and urbanization in Iran, faced efficiency and utility of metropolitan cities management with numerous and complex problems. Some of the problems result from inefficiency and weakness of local governments and the continuation of defective and tradition-oriented urban

management procedures   that was be able to use the capacity of the existing legal and fix its shortcomings and to use them to secure the peace, welfare and spiritual security of the inhabitants of the metropolis   properly. Local government and management of Iranian metropolises (including Metropolis Mashhad) consider essential for the in-depth review of its current governance structure and to provide better services to the people In the a safe and reliable space and respect for the parties associated with happiness for citizens metropolises.

Table 1. Criteria for good urban governance**.**

UNCHS	World bank	John Friedman	UNDP/TUGI
Decentralization and authority	participation		participation
Equal access to resources and decision-making		Comprehensive and all inclusive	justice
transparency	transparency		transparency
responding	responding	Public responding	responding
			governance
Civic involvement and citizenship	Sensitivity to the needs of the poor	responding	responding
		Non-violent management	Consensus-oriented
efficiency	Public and strong management, cost effectiveness, correct financial management		Effectiveness and efficiency
Strategic insight, sustainable human development, stability, security		Political leadership	Strategic Insight

Figure 2. The goals of urban governance
Source: Oayedi, 2013: 7- completed (MoravejoSharieh) – 2015

Findings
After collecting data, the researcher conducted data processing and analysis   using statistical methods. Data were collected through questionnaires and other Information collection tools before any type of analysis and preparation and editing, coding, data entry, computer, data definition and classification and re-encoding, including the process in continuing. After collecting data research, data processing and data

analysis was performed to achieve a scientific explanation. It should be noted that this project, over 390 questionnaires of citizens and 30 interviews of municipal managers came to the extraction of data.

Table 2. Description of main variables of citizens.

	Transparency	Rule of law	Justice
mean	2.1581	2.6907	2.4821
Standard deviation	.72323	.61270	.84822

The above table shows that the average index of transparency is 2.15, Legitimacy is 2.69 and justice is 2.48.

Table 3. Description of the main variables in terms of urban managers.

	Rule of law	Transparency	Justice
mean	2.8694	2.6971	3.0714
Standard deviation	.44999	.81111	.69895

The above table also shows the average Legitimacy is, 2.86, transparency is 2.69 and justice is 3.07. So in terms of urban managers a municipality in relation to justice allocated   a good indicator to itself and in terms of other cases is weak. In this section hypothesis has been tested. Before that Normality of data explored. The following tables examine the normality of the data. Kolmogorov-Smirnov test has been used to check the normality of the data.

Table 4. Status of normality of the citizen's indicators

Citizens variables	Transparency	Rule of law	Justice
Amount of test	2.667	3.901	3.870
Significance level	.000	.000	.000

According to the table above and being below the level of significance, we can say that the variables are not related to normal citizens and the median test 3 was used to test the hypothesis. The following table shows the results of the test.

Table 5. Status of normality of the citizen's indicators.

	Transparency	Rule of law	Justice
Amount of Median	2.33	2.80	2.50
Less than median	191	157	138
More than median	199	233	252
All citizens	390	390	390
The number of test repetition	95	84	63
Amount of Z	-10.238	-11.026	-12.903
significance	.000	.000	.000

[1] One-Sample Kolmogorov-Smirnov Test
[1] Median Test

The table above shows in all indicators the numbers of those who have responded more of the median test is more   the number of people who scored less. So if consider median test as Judge of hypothesis testing, we can say that In terms of citizens in all indices agreement was considerable and hypothesis in all the indices in   citizens has been verified. The following table shows the normality of variables between urban managers.

Table 6. Status of normality of manager's index.

	The amount of test	Significance level
Rule of law	.615	.844
Transparency	.460	.984
Justice	1.108	.172

Given that all levels are significantly higher than 0.05 it can be said that all parameters are normal. So in this part of the one-sample test of means comparison with a standard of (2.5) is used. The following table shows the results of the test.

Table 7. Status of normality manager's index.

	mean	Standard deviation	Amount of t	significance
Rule of law	2.8694	.44999	4.497	.000
Justice	3.0714	.69895	4.326	.000
Transparency	2.6971	.81111	1.263	.218

The table above shows that In terms of urban manager's index for legitimacy, justice, due to the low level of significant have less importance and transparency does not have importance. Comparing the main index research between managers and citizens was done according to the purpose of the research and is as follows.

Table 8. Comparison of main Index in study.

	Type of responders	mean	Standard deviation	Amount of t	significance
Transparency	managers	2.6971	.81111	3.715	.000
	citizens	2.1581	.72323		
Rule of law	managers	2.8694	.44999	2.035	.049
	citizens	2.6907	.61270		
Justice	managers	3.0714	.69895	3.589	.000
	citizens	2.4821	.84822		

The above table indicates that urban managers evaluated transparency, legitimacy and justice more than citizens and difference is also significant at the 0.05 level. Prioritize the highest addressing index among any of the groups was performed by Friedman test and following findings show the results.

Table 9. Comparison of main characteristics of the two perspectives.

index	managers		citizens	
	Mean score	Priority	Mean score	Priority
Rule of law	3.38	4	3.82	2
Justice	4.06	2	3.51	4
Transparency	2.73	5	2.51	5
The chi-square	38.894		578.216	
Significance level	.000		.000	

The table above shows In terms of managers opinion first to the last level belongs to justice, legitimacy, transparency, and although there is this subject among the citizens, but it was a little different and it was legitimacy, justice and transparency respectively. Measure the interrelationship between variables is another objective   followed in this study. For this purpose, this survey will help to clarify other aspects of the issue. The following table shows   relationship survey between managers and the citizens   in the following table.

Table 10. Relationship survey of respondents.

	Transparency	Rule of law	Justice
Transparency	1		
Rule of law	.525**	1	
Justice	.574**	.235	1
* Significant at the 0.05 level of significance at the 0.01 level **			

In relation to managers, the table above shows that there is a positive and significant correlation between most of the variables. This table shows the different dimensions of research with each other and when one index gets the highest in the assessment, this also will be presented in other measures. The only index is participation that is not associated with other two aspects and this also originated from the lack of their communication.

Table 11. Relationship   survey of respondents.

	Transparency	Rule of law	Justice
Transparency	1		
Rule of law	.264**	1	
Justice	.382**	.511**	1
* Significant at the 0.05 level of significance at the 0.01 level **			

In relation to citizens, the above table shows that there is a significant and positive correlation between most of the variables. This table shows the different dimensions of research have relation with each other and when one index gets the highest in the assessment, this also will be presented in other measures. Among the citizens, participation index different from managers has significant positive and correlation with all aspects.

Conclusion

Cities As the largest civil society of world today as centers of human civilization   enjoys an important position. This position   alongside facing with massive demographic, social, economic and cultural problems makes urban management more complex and difficult than ever. The results of a survey of the whole citizens and urban managers on the evaluation criteria of transparency, legitimacy and justice in Mashhad indicate that the citizens opinions about   the mean index of transparency is 2.15, legitimacy is 2.69 and justice is 2.48 While this amount in terms of urban managers is 2.86, transparency is 2.69, justice is 3.07. In this study also found that urban managers have evaluated transparency, legitimacy and justice more than citizens And In terms of managers opinions the first to the last   ranking is related to justice, legitimacy and transparency but in terms of citizens opinion this issue is expressed with a little variation, and the ranking is in order of the legitimacy, justice and transparency are. In relation with citizens and managers opinion, the results often show significant positive correlation variables. This indicates that various aspects of research related to each other and when one index gets the highest in the assessment, this also will be presented in other measures. Among the citizens the index of   participation had a significant positive correlation   with all aspects. As a result of this research we reached the different opinions of citizens and managers in the evaluation of research on the urban good governance and to achieve this we need to unify criteria regarding the necessity and the realization of criteria according to urban managers due to demands of the people that All of their goal will be accepting for the aimed society it means people. analyses of   position 3 of index mentioned in urban good governance in terms of managers and citizens opinion   is important that first, both questioned groups put transparency index in view of importance   in the third rank, while the priority index of legitimacy and justice is quite different in terms of citizens and managers opinion. Secondly, In terms of citizens, however, indicators of justice is very important but rule of law and legitimacy index in urban management system and managers in urban governance is more importance and has higher priority. Citizens believe that if legislation to be implemented correctly, justice must be implemented because there is no injustice in inherent of the laws

and regulations. But In terms of managers of administration of justice is interpretable Moreover, the primacy of the rule of law on justice, creates limitations for urban management and managers. Managers tend to easily pass some regulations and laws with excuse of justice, even with serving motivation   while In terms of peoples opinion in all circumstances legitimacy and rule of law are on the top of indicators of good urban governance. . Because citizens believe that the implementation of regulations on urban management system must meet the justice oriented criteria   to all social classes.

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