
CHALLENGES OF THE TWELVE TIME-WORN NEIGHBORHOODS OF THE CITY OF JAHROM AND GOOD GOVERNANCE

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ABSTRACT

Good governance is a category used in various social sciences today. The purpose of this article is to examine how good governance can address the challenges faced by the twelve dilapidated areas of Jahrom. These dilapidated areas are a major challenge for city management. The main question is how, with good governance, can overcome the problems that dilapidated neighborhoods face. The research methodology is based on the use of the SWOT technique to identify challenges to good governance in Jahrom. The statistical population consists of the experts from the municipality of Jahrom, which was calculated using the Cochran formula for a sample of 79 people. An analytical method was used to analyze the data, ie at the beginning the challenges of the old areas of Jahrom were identified in expert interviews. The results showed that the old twelve districts of Jahrom have challenges such as weak local administrative authorities, inadequate infrastructure and urban facilities for surface water and wastewater disposal, poor financial performance of the municipality, lack of incentives for renovation. The existence of these challenges in these areas has confronted the implementation of the good governance approach with obstacles that urban management in this city can tackle in a good way.

Keywords

"Old Twelve Quarters of Jahrom", "Good Governance", "Challenges", "Fars", "Iran"

Introduction

Jahrom is one of the most significant cities in Fars province, a city with twelve time-worn districts and urban textures. Jahrom has a history that dates back to thousands of years ago, in a way that its name has been mentioned in Shahnameh (Ferdowsi, 2001: 619-622). The dense and time-worn urban texture is one of the realities of medium and large cities in Iran, creating special problems, issues and needs. This has influenced the decisions of urban administrators. Thus, an important part of managerial activities is dedicated to adopting appropriate strategies to improve the living conditions in these areas. The population density in tight and impoverished areas, along with economic inequalities, has led to the concentration of poverty and social, economic, and cultural deprivation. The prevalence of crimes and increased offenses and social anomalies result from the process of polarization of worn-out and other areas in the city. Physically, the level of

resistance of these textures to possible natural disasters, such as earthquakes, is not predictable. Insufficient physical facilities of these areas, such as the narrow passageways, reduce the potential of optimal rescue operations in the event of possible disasters. Hence, the economic and social inequality that has led to unfair distribution of services would lead to insufficiencies in sustaining lives. Facilities and resources of urban renewal and reconstruction organizations necessitate identification of worn-out areas and prioritization of actions and investments, using indicators and criteria, before any action concerning the worn-out texture of a city (Zangiabadi et al., 2011: 122). In addition, the problems and challenges of these areas must be identified.

The geography of Jahrom has its characteristics. Neighborhoods of Sinan, Esfariz, Dashtab, Gazran, Kalvan, Mosalla, Jabzar, Ali Pahlavan, Deh No, Sahra, Hassanabad, and Kushkak are among the old neighborhoods of Jahrom. Jahrom

has been divided into two main areas, "uptown" and "downtown", which are sometimes called "Invar" (Here) and "Onvar" (There) (Karami, 2002). Each area includes 6 neighborhoods mentioned above. The main reason for this type of division is not entirely clear and various reasons have been theorized. The names of some neighborhoods are based on trade and occupational reasons and refer to specific trade and occupational groups. Today, a significant part of the buildings in these neighborhoods have become worn out and are at the risk of destruction (Zangiabadi, 2011: 118).

Another feature of these traditional and time worn textures is their demographic structure. Local awareness, solidarity, and social trust among the residents of these neighborhoods have caused these neighborhoods to have significant social capital (Ghaffari, 2006: 159-199). This considerable social capital in these neighborhoods motivated us to get into studying the proper administration and good governance of this city. Good urban governance is an approach that has gained high importance in the management of cities, such that some experts have considered good urban governance as the only way to improve city conditions. The sensitivity of this issue has attracted significant academic research. This article is to study the challenges of worn-out urban textures of the city of Jahrom and the effect of good governance using SWOT analysis (Gorji, 2017: 109-158) (Gholipour, 2008) (Dabbagh; Nafari, 2009: 8- 99) (Razmi; Sedighi, 2012) (Sameti; Ranjbar; Mohseni, 2010) (Sharifi, 2014) (Sharifzadeh; Gholipour, 2003) (Midari, 2004) (Mahmoudi; Ronaghi; Ronaghi, 2013).

Problem statement

Like many other cities in Iran, the city of Jahrom has been exposed to fundamental urban changes in recent decades. These changes have mostly been incommensurate with the old and worn-out textures of the city. Urban texture in Jahrom has been formed and developed throughout history, but today, it is subject to "modernization" using new technologies and has gradually taken a shape that is neither suitable for indigenous culture nor meets the needs of city dwellers. Meanwhile, these areas and textures have been shaped throughout history based on beliefs, traditions,

livelihood, lifestyle, security, and defense. Usually, modern urbanism simply ignores this history and tradition, resulting in textures that, unlike the past, are not compatible with the history of the community and indigenous geography. Urban environment planning without considering these characteristics has caused the urban identity to be weakened and changed in some cases so that some neighborhoods have become the center of social harm (Zandi Bakhtiari, 2004: 2) (Hadian and Daneshpour, 2008: 1).

The worn-out fabric of the twelve neighborhoods of Jahrom, like other cities in Iran, has been subjected to extensive changes. These changes have brought about interferences in architectural styles and methods and inconsistencies in the city's appearance and the further wear of the urban fabric. Rehabilitation and renovation of time-worn neighborhoods in this way may cause risks and problems in emergencies such as earthquakes and damage to urban infrastructure, which in turn leads to social harm. Therefore, it is very important to study the challenges of the worn-out texture of the old neighborhoods in Jahrom and its relationship with good governance. For this reason, the main problem of this article is "what are the challenges of the twelve time worn neighborhoods of the city of Jahrom". Here we used the SWOT analysis and the relevant expert opinions.

SWOT analysis is one of the most valid and common methods used in research to extract and prioritize strengths and weaknesses, opportunities and threats in a system. In this study, this technique has been used to identify the challenges of the worn-out neighborhoods of Jahrom. It should be pointed out that the worn-out neighborhoods of Jahrom face challenges such as a low level of local management authority, inadequate infrastructure and urban facilities for surface water and sewage disposal, low financial capacity of the municipality, and, lack of incentives for renovation.

Good governance is also a framework for improving interactive processes at various levels of urban management systems. In this approach, the status of the community as social capital is very important. This management approach is an

efficient method for cities, especially those with worn-out textures.

This study hypothesizes that the low level of local management authority, inadequate infrastructure and urban facilities for surface water and sewage disposal, low financial capacity of the municipality, and, lack of incentives for renovation in Jahrom, all have weakened good governance. In the present article, the challenges of the worn-out areas of the city of Jahrom are independent variables and good governance is a dependent variable. These challenges and problems have affected the implementation of good governance by creating obstacles and restrictions.

Theoretical foundations

Before the 80s, the traditional public administration was a paradigm under the realm of management, but, with the identification of negative aspects and weaknesses of this approach in the United Kingdom and the United States, another paradigm was introduced called "new public administration", which focused on "deregulation" and the transfer of part of the duties of the municipalities to private and non-private "contractors". This solution was not successful in Iran, expectations were not met and it soon became clear that this paradigm could not guarantee adequate and fair well-being of citizens. The World Bank was the first credible authority to raise the issue. In a 1989 report entitled "Efficient Public Services," the Bank emphasized the role of a trustable judiciary system and an accountable administrative system. Another influential factor was public participation, mainly raised in the UK. Measures were taken for enhancing public participation in the 60s and 70s to overcome urban problems, especially in the United Kingdom. The World Bank put this issue on its agenda in the 90s, and these activities led to the preparation of a global and international document (Anonymous, *Journal of Urban Development Researches*, 2007: 86). Urban sociology and endeavor to understand good governance in urban affairs thus became one of the main pillars of urban governance.

From a sociological point of view, governance is a kind of paradigm or a new historical and epistemological framework for responding to the way current societies are governed using different

ideologies. From one point of view, governance means to hierarchize the state power. It does not amount to the transfer of power, but its classification at the national, regional, and local levels. Power remains in the hands of the government. Another view, based on the minimal state theory, considers governance in the sense of empowering the market and the private sector. Depending on the circumstances and the powers that use it, governance can make governmental power more complicated or move towards the market and the private sector. Correct and normative governance should be able to establish participation and cooperation among all the effective powers in the management of society, namely government, private sector, public sector, and popular organizations (Athari et al., 2007: 11). Therefore, good governance is implemented using two pillars: the centrality of the government with the participation of the private sector and the centrality of the private sector with the participation of the government.

Good urban governance is also achieved using these two pillars. It's been able to achieve a good position in the management of cities to the extent that some experts have considered good urban governance as the only way to improve the city conditions. International organizations and institutions, such as the United Nations Development Program, the World Bank, and many others, have also expressed support for a good urban governance approach, and even some Third World countries have been awarded financially and programmatically for implementing these policies. According to Kampen, an institution like the municipality is the best option for the implementation of good governance. In his view, the municipality is considered the main institution for implementing the framework of good urban governance. The municipality should cooperate with the three groups of civil society and citizens, other government agencies (especially influential service agencies in the city) as well as the private sector, to maximize the observance of the main principles of good urban governance (Adinehvand and Alian, 2016: 316).

The point to be made about urban governance and urban governorship is that urban governance is a

broader concept than urban governorship. Urban government includes a set of formal organizations and institutions for the city administration, while urban governorship is a process and indicates the relationship between the city government and citizens. Urban governance encompasses both urban government and civil society. The realization of urban governance requires interaction between formal and governmental institutions and civil society institutions. Urban governance emphasizes legitimacy and strengthens the public sphere. Due to the participation of various institutions of civil society in the management and administration of the city, urban governance can lead to the reconciliation of interests and conflict resolution (Barakpour, 2005: 498). Accordingly, we can understand the difference between governance and governorship. McLaughlin is the theorist who dealt with this concept in 1973. In his view, the government includes a set of formal and legal institutions with lawful power, but governance is a kind of process, which involves an interconnected system encompassing both government and society.

Along with goals, the components are also important in good urban governance. Experts have enumerated various components for good urban governance. In today's world, cities are the driving force of economic growth, the center of work and activity, and the main place to gain social positions. Cities must, therefore, have some characteristics. Transparency, accountability, participation, observance of the law, efficiency, and collectivism are among these characteristics and indicate the most important components of good urban governance. On the other hand, the increasing scale, extent, and complexity of urban issues, as well as the inadequacy of traditional bureaucratic systems and top-down decision-making, has led to a tendency towards systems in which large and small decisions are made by urban stakeholders (Asgari, 1999: 134).

Good urban governance is observed at two levels: the level of intra-city neighborhoods and the metropolitan level. In fact, at each of these levels, due to their scales, the processes of the management system can be taken from the concept of good governance. The project of "Comprehensive Management System of

Metropolitan Areas" in Iran has been used as a model to study the framework of the urban management system in the current decade. The conceptual focus on good governance, the project includes the criteria of good urban governance in Iran, which includes: citizen participation, effectiveness, and efficiency, receptivity, responsiveness, responsibility and accountability, transparency and legitimacy, consensual orientation, Justice, strategic vision, and decentralization. Meanwhile, studies have shown that some of these criteria can be achieved but others need a clearer explanation (Taqvaei and Tajdar, 2009: 55 and 57).

Methodology

This study was conducted in two stages. In the first stage, the challenges in the time-worn textures were examined and determined through the SWOT analysis and using the opinions of experts and specialists familiar with the study neighborhoods. In the second stage, challenges of good governance were explored through an analysis of findings. Thus, in this study, two main problems were examined. The first problem is to extract the challenges of the worn-out textures of Jahrom neighborhoods through the SWOT analysis and the second, is to study and analyze the impact of these challenges on the indicators of good governance. Therefore, the main question of the study is "what are the challenges of good governance in the twelve time-worn neighborhoods of the city of Jahrom?"

The twelve timeworn neighborhoods of the city of Jahrom have challenges such as a low level of local management authority, inadequate infrastructure and urban facilities for surface water and sewage disposal, low financial capacity of the municipality, and, lack of incentives for renovation. These challenges have been extracted based on previous findings, but in the present study, the SWOT analysis and experts' opinions have been used to prioritize each challenge, because this is one of the most important techniques for determining the priority of challenges.

In this article, some components have been considered for the implementation of good

governance. Good governance in this article means that governance is the result of the interaction between government, public services, and citizens through the political process, policy development, program design, and service delivery (Anonymous, Urban Studies, 2007: 86). Urban governance pursues specific goals that are implemented at both micro and macro levels. The macro goals include:

1. Reconstruction of civil society to further strengthen and elevate local organizations, institutions, and societies
2. Reducing poverty and social, ethnic, and cultural discrimination in cities
3. Increasing the participation and intervention of individuals and stakeholders in political processes within cities (Anonymous, Urban Planning Research, 2007: 86)

Components of good governance include citizen participation, effectiveness, and efficiency, receptivity and accountability, responsibility, transparency and legitimacy, consensual orientation, justice, strategic vision, and decentralization.

In this study, library and documentary methods as well as field observation were used to collect the data. Therefore, the documents were the first source of data collection, and then, a questionnaire was used to collect data. Expert opinions were used to determine the validity of the items. To collect data, questionnaires designed for previous studies were used. The present questionnaire was derived from the study of Mokhtari et al. (2014) entitled "Development of strategies for the improvement and renovation of worn-out textures in the city of Jahrom using the SWOT model". In addition, the questionnaire has been approved by several professors and experts, especially by the supervisor and advisor. The questionnaire has been devised based on the analytic hierarchy process. Therefore, to determine the reliability, an index was used known as the consistency rate. In analytic hierarchy questionnaires, instead of the concept of reliability, the concept of inconsistency rate is used. The value of inconsistency rate indicates possible discrepancies and inconsistencies in the pairwise comparison matrix. This index is designed in such a way that any

inconsistent and contradictory response made by the experts will become apparent and we thus realize the inadequacy of the questionnaire and the responses. In case the inconsistency is higher than a predetermined level (ten percent), re-evaluation would be necessary. According to the founder of the Analytic hierarchy process, if the inconsistency rate is less than 0.1, the consistency of the comparison matrix is will be approved and accepted. However, if the inconsistency rate is greater than 0.1, it indicates a discrepancy in the evaluations and judgments of experts.

The statistical population of the study included experts and pundits of Jahrom Municipality. As recommended by the experts and according to the situation, the sampling method was purposeful and convenient, and Cochran's method was used to determine the sample size.

$$n = \frac{N \left(Z_{\alpha/2}^2 \right) p \cdot q}{(N - 1) \epsilon^2 + \left(Z_{\alpha/2}^2 \right) p \cdot q}$$

N: Statistical population, including the experts of Jahrom Municipality.

Z: Significant level and degree of freedom in the table (1.96)

E: Maximum acceptable error is 5%

P: Success rate between the samples, i.e. 50%

q: Failure rate (1-p = q)

According to the relevant authority in Jahrom Municipality, the statistical population of experts included a total of 100 subjects, based on which, the sample size was calculated as 79 using Cochran's formula with an error level of 5%. The SWOT (Strengths, Weaknesses, Opportunities, Threats) model was used to evaluate and explain the challenges or threats of the worn-out neighborhoods of Jahrom. The term "TOWS" is also sometimes used, which is another version of the same categories in a different order (Rezaei et al., 2015: 227).

Table 1. Abbreviations Challenges

Low financial capacity of the municipality	T1
Lack of incentives for renovation	T2
Cheap housing and rental rates for buildings	T3
Lack of attention to public participation	T4
Non-resistance of buildings against	T5

natural hazards such as earthquakes etc.	
Inadequate infrastructure and urban facilities for surface water and sewage disposal	T6
Lack of public information in terms of worn-out textures by relevant institutions	T7
Uncertainty about future urban development	T8
Existence of incompatible uses in the area	T9
Low level of local management authority	T10
Existence of cultural problems within the area	T11
Increased migration of original inhabitants from the area	T12

Table 2. Calculation of inconsistency rates for threats

Calculation of inconsistency rates for threats				
WSV	CV	λ_{max}	II	IR=II/IRI
0.213	12.532	13.559	0.142	0.091
0.207	14.734			
0.258	13.802			
0.589	12.074			
0.742	13.449			
0.589	11.853			
0.871	14.463			
0.684	13.361			
0.904	12.882			
0.808	13.162			
0.958	14.065			
1.582	16.331			

Hypothesis test

The research hypothesis was:

The low level of local management authority, inadequate infrastructure and urban facilities for surface water and sewage disposal, low financial capacity of the municipality, and, lack of incentives for renovation in Jahrom, all have weakened good governance.

According to the inferential data obtained in Table 2 (weight of threats), it can be said that the twelve worn out neighborhoods of Jahrom have the following challenges (ordered by importance): Challenges of the twelve worn out neighborhoods of Jahrom

Table 3: Weights of Threats or Challenges

Rank	Weights of Threats	
11	0.017	1T
12	0.014	2T
10	0.019	3T
9	0.049	4T
6	0.055	5T
8	0.050	6T
5	0.060	7T
7	0.051	8T
2	0.070	9T
4	0.061	10T
3	0.068	11T
1	0.097	12T

As can be seen, increased migration of original inhabitants from the area is of the priority with a weight of 0.097 and the incompatible (land) uses in the area is of the second priority with a weight of 0.070. Also, cultural problems within the area and low level of local management authority are the third and fourth priorities with the weights of 0.068 and 0.061, Lack of public information in terms of worn-out textures by relevant institutions is the fifth priority, Non-resistance of buildings against natural hazards such as earthquakes, etc., is of sixth priority, Uncertainty about future urban development is of the seventh priority, inadequate infrastructure and urban facilities for surface water and sewage disposal is of the eighth

priority, lack of attention to public participation is of the ninth priority, cheap housing and rentals is of the tenth priority, lack of incentives for improvement and renovation is of the eleventh priority and low financial capacity of municipalities is of the twelfth priority.

Conclusion

Due to the increased urbanization and the rapid development of cities, the concentration of population in time worn urban areas has accelerated significantly. With its twelve worn-out areas, Jahrom is a city in Iran that has come to disarray and disorganization during the fast development caused by modernization. Despite the existence of components that the residents could be identified with, the worn-out structures of this city have faced problems and challenges. To manage and renovate these textures, new and efficient approaches need to replace the old methods. For this purpose, in addition to the positive potentials of these neighborhoods, their problems and challenges should be identified. Solving these problems may improve the management approaches in the city.

Today, good urban governance is one of the most important approaches toward urban management for the promotion and development of the city, in which the position of the people is very important as the social capital. In this view, to manage the city and revive the worn-out urban fabric, a multi-dimensional and people-centered approach has replaced the one-dimensional and government-centered approaches. This method has components characterized by comprehensive, balanced, and democratic management. Thus, it seems that good urban governance is an appropriate method for managing and rehabilitating the worn-out structures of Jahrom city. Accordingly, in the present article, the challenges of the twelve worn-out neighborhoods of Jahrom city on the way of formation of good governance were investigated using the SWOT analysis.

The main research problem here is what challenges exist in the realization of good governance in the worn-out texture of the old neighborhoods in the city of Jahrom. Therefore,

the main question of the research is: What are the challenges to good governance in the twelve time worn neighborhoods of the city of Jahrom? In this research, in the first stage, after extracting the challenges in the worn-out texture, these challenges were studied and evaluated using the indicators of good governance. It is noteworthy that the analytical hierarchy process was used to determine the threats or challenges using the SWOT analysis for the prioritization of the mentioned cases. The SWOT model is an effective tool for identifying environmental conditions and internal capabilities. SWOT, which is also spelled in other forms such as TOWS, is the abbreviation of "Strength, Weaknesses, Opportunities, Threats". The statistical population includes experts and pundits of Jahrom Municipality, which sums up to 100 subjects. The sample size was obtained as 79 using Cochran's formula with an error level of 5%. A hypothesis was used to answer the research question. The objective of the research was to test the research hypothesis.

Analysis of results

The results indicate that there are challenges in the worn-out areas and show the relationship between these challenges and the components of good governance. The results also show the impact of the implementation of good governance on the management of the twelve worn-out neighborhoods of Jahrom. In Iran, the components of good governance include such cases as public participation, effectiveness, and efficiency, receptivity and accountability, responsibility, transparency and legitimacy, consensual orientation, justice, strategic vision, and decentralization. Although it should be emphasized that the practical realization of some of these criteria is of limited possibility, the relationship between challenges of the neighborhoods and these criteria was assessed as far as possible to determine the effect of the dependent and independent variables of the research, i.e. the "challenges" of the twelve neighborhoods of Jahrom and the variable of "good governance".

These areas face challenges that act as an obstacle to achieving the desired governance approach and need to be addressed. For example, challenges such as increased migration of original residents from the area, uncertainty about the future developments, and lack of incentives for improvement and renovation, act as obstacles to achieving the strategic vision of good governance. Also, the lack of attention to public participation conflicts with public participation in good governance. Challenges such as the existence of incompatible (land) use in the area, non-resistance of buildings against natural hazards such as earthquakes, etc., inadequate infrastructure and urban facilities for wastewater and sewage disposal, cheap housing and rental rates, create constraints in the renovation of the worn-out areas and the realization of social justice. The existence of cultural problems within the area and the low level of local government authority make it difficult to be receptive and responsive and jeopardize the consensual orientation between the parties (people and government). Also, the low financial capacity of the municipality and the lack of public information in terms of worn-out structures by the relevant institutions are considered as obstacles to accountability and transparency in decisions and policies.

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