

Research Paper: Presenting a Paradigmatic Model of Policymaking for the Development of Rural Areas (Case Study: Isfahan Province and the Central Region of Iran)

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ABSTRACT

Purpose: Achieving development in rural areas has always been the focus of researchers in developing countries. The most important pillar of development can be considered the way societies are managed to achieve development. The decisions taken to achieve these goals are called policies, and the process during which the stages of study, planning, decision, and finally leading to implementation in the village environment is called policy making. The place where these decisions are implemented has special conditions and characteristics. In this research, we seek to know the main bases of policy making and administration of villages so that this knowledge leads to making more correct decisions for the administration of villages. The main goal of this research is to present a paradigmatic development policy model in Isfahan province's rural areas based on Grounded theory. This study was done in 1401.

Methods: The collection tool was a structured interview. The interviews were conducted among specialists and experts in rural development policy, and the opinions of the interviewees reached theoretical saturation from the 29th interview. The emergence of concepts and open, central, and selective coding led to the design of the research model's conceptual framework and the paradigm model's presentation.

Results: The findings showed that the distance from the regional development policy based on integrated space management (with emphasis on the strategic document of Land use planning province), inappropriate quality of rural development policies, problems of the policy-making process (problem analysis; decision-making and formulation of policies); Weakness in rural governance and inadequate knowledge and personal mentality of development policymakers.

Conclusion: Based on the principles of old regionalism, rational policy, and Regional approach to the rural development of the province, the most critical challenges and the necessity of reforming the process, content, and quality of policy-making based on modern regionalism, integrated rural development and creating and organizing the scarce development space are necessary to correct the existing unfavorable situation.

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1. Introduction

Policy-making is a complex process in a multifaceted environment under political, economic, and social pressures and with the mutual influence of multiple actors (Garrett & Islam, 2009: 4). On the other hand, the policy discourse of rural development has changed significantly in recent decades (Gkartziou & Lowe, 2019: 15), and the multifaceted and systemic nature of rural settlements also affects the challenges and difficulties facing policymaking in rural environments, adding that the result of not considering and matching them; the failure of the resulting policies and strategies in the development and unresolved arena; Remaining key issues that policies have been established to solve them, many studies and researches have been done for the development of rural areas, and the improvement of the condition of these areas from social, economic and environmental aspects is always considered (Rokneddin Eftekhari et al., 2007). These studies have shown that the need to achieve progress and development is to create transformation in the rural areas of developing countries (Visser & Spoor, 2011: 302). The results of researchers' studies in the development field are considered and used by governments. According to the goals of each government for the development of rural areas, it leads to making decisions for the growth and development of villages. These decisions that are taken by decision-making institutions such as parliament, government, ministry, and provincial institutions (policymakers) can be called the policies of governments. Policy-making occurs during the study, planning, and decision stages, ultimately leading to implementation in the village environment (Murdoch & Abram, 1998). Many researchers believe that policy-making is a social process that involves communication between many people in different organizations, and these interactions are limited by other decision-makers and conditions that reflect broad characteristics (Marsden, 1998). It is social that shapes the environment (Stevenson et al., 2008: 732). Therefore, the village should be considered a specific environment with different policy-making characteristics (Rokneddin Eftekhari et al., 2012). To implement the decisions in the village, the management of the rural communities has the most essential role, and the one who makes the final decision to implement the policies is the village manager. Knowing the management structure of rural communities is one of the primary axes of analyzing rural issues. The role and place of management in all areas of human economic-social life have been determined. The successful efforts of sustainable management rely on the

support of stakeholders and the use of their knowledge (Lange et al., 2015: 683). Therefore, for effective policy-making and management, it is necessary to know the different characteristics of these stakeholders to attract their support and participation in implementing policies. In recent years, discussions related to governance have paid attention to the concept of "Integrated Rural Development" (IRD). This model emphasizes the coordination of various actions and decisions of the government at the national and local levels in various fields (Shucksmith, 2010: 1). It can be said that one of the factors that contribute to the effectiveness of policymaking is coordination and attention to various economic, social, and environmental aspects in the village. Although many national and international institutions and organizations claim to help the rural poor with development, little progress has been made from ambitious plans to genuinely effective measures (Korten, 1980: 480). This means that rural communities, especially in developing countries, are still facing many problems, and the decisions and policies implemented in the form of development programs so far have not led to the expected results. Considering the differences in rural environments from social, cultural, economic, and environmental aspects, the context in which these decisions are made is different, allowing for more effective decisions and better management and administration of rural communities. In Isfahan province, in this research, we are looking for a better understanding of rural development policies to make better decisions. Based on this, the central question of the research is: What are the most critical challenges affecting the optimal policy-making of rural development in Isfahan province in order to empower?

2. Literature Review

If we consider humans creative, active, and effective, people in rural societies always create meaning and give meaning to their social life and environment (Elliott, 2005; Patton, 2002; Mohammadpour & Iman, 1387: 28; Mohammadi et al., 1395: 112). In fact, due to the creative nature of humans and the fluidity of social reality, there is no specific path and method to understand the facts or change them (Neuman, 2007; Blaikie, 2016: 121-129). Since people living in rural areas also have a creative and socially dynamic nature, the research in this environment should pay attention to this feature and avoid implementing a single method and a single version to solve the village's problems. It can be said that managing rural communities in the right direction for progress and achieving sustainable development requires knowing and understanding villages' environmental and so-

cial conditions and making policies appropriate to these characteristics (Balestrieri, 2016). On the other hand, the village manager's responsibility is to coordinate and implement policies and decisions. Therefore, villages should be considered special places with a different way of life and activities compared to cities, which require a separate management model that is compatible with the economic, social and ecological conditions prevailing in the village (Eftekhari et al., 2016: 1). Therefore, researchers believe that "rural management should cause a significant reduction in rural migration, eliminate the social economic gap between the city and the countryside, develop agriculture and spread the culture of self-confidence in rural areas and reduce rural poverty" (Wenchang: 2008, 4). Because regional inequalities can have negative economic-social consequences. Based on neoclassical analysis, it is assumed that these inefficiencies will decrease and disappear in the long term due to the spatial mobility of production factors, which will eventually equalize the productivity factor (Churkin et al., 2021). However, the discussion of regional planning, regional development, and regional policy is more than such analyses. Regional development is complex and often challenging (Flora & Christenson, 2019). For this reason, the national and regional levels have always been the focus of scientific, policy-making, and executive circles as a space for applying and implementing development policies (Imani & Akbari Saghalaksari, 2023). Rural policy has seen significant shifts in the past two decades. Governance efforts have focused on improving central coordination, creating more flexible arrangements for central support, forming new institutional arrangements at local and regional levels, and building local capacity through leadership and community development programs. Policies, objectives, and instruments have focused on improving the competitiveness of rural areas, investing in human and social capital, diversifying economic activities, enhancing business assistance, commercializing natural and cultural amenities, finding market niches for local products, providing public services, and incorporating program evaluation procedures. Thus, rural policy has gone beyond agricultural policy in many countries, offering new development trajectories for rural areas. However, these refinements and innovations are recent and limited in scope. Additional work will be necessary to ascertain their effectiveness, durability, and transferability (Cheshire, 2016). The failure of rural development programs is mostly due to the negligence of the legislative and planning system regarding the position of the village. Unfortunately, these plans are planned in the absence of people and are implemented without their help. Regional issues and problems cannot

be solved with traditional approaches, but development can be achieved only by changing and modifying these approaches and using a new management approach. It can be said that in order to achieve sustainable development in the fields of food security, biodiversity, protection of natural resources and the environment, it is necessary to have a management that is consistent with the structure of the rural community (Tikai & Kama, 2010: 65-66). The decisions to achieve these goals can be called policy-making (Gennaro et al., 2002). To better understand this concept, it is necessary to define policy. According to the dictionary, policymaking can be defined as "decision-making about new behaviors adopted by a government or a political party, or in other words, are assigned to influential people" (Cambridge Dictionary). If we define policy-making as everything that the government decides to do or not to do (Dye, 1992: 1), these decisions are made in contexts that are both influenced by it and influenced by the decisions. It is necessary to move from formulating policies based on opinion to evidence-based policy-making. Evidence-based policymaking aims to reform or restructure the policy-making process, reducing the information gap between policy-makers in the public sector and real conditions. In evidence-based policymaking, Policy risk analysis is carried out to evaluate the possible consequences of policies developed in the future and reduce the probability of their failure. A prerequisite for evidence-based policy-making: Increasing the analytical capacity of policy by policymakers. This is related to gaining awareness and using it in policy-making based on field surveys, trend analysis, environmental surveys, and basic research. Analytical capacity beyond data analysis and collection; based on the existence of individual and organizational skills and capacity to carry out activities related to correct policy making (effective institutions, the rule of law, administrative and functional integrity, required financial resources, human resource development, trust and convergence of public and private sectors, awareness One of the needs of stakeholders is the leadership power of policymakers and their communication style (Howlett, 2015: 161-169; Weible, 2008: 615). In this research, we seek to know the contexts in which and for which these decisions are made so that the effectiveness of these decisions and how to implement them in the villages will be better and better. In other words, better, more efficient, and more accurate policy-making and decision-making for management in rural areas requires a detailed knowledge of these platforms. Following the knowledge of these bases, the existing challenges are certainly known, which must be tried to be eliminated.

3. Methodology

The present research method is classified as qualitative research in terms of its goal. The research community was chosen according to the choice of method and to achieve the desired results based on mastery and knowledge of rural development policy. In this way, university faculty members in the field of geography, rural development experts of the governorate, and researchers with ideas in the field of rural development policy were purposefully selected as the study sample.

In the present research, based on purposeful sampling, several expert professors in the field of rural development policy were interviewed. Then, they were asked to introduce people who have comprehensive and sufficient information about the subject from among the academic staff members and experts in this field. In the same way, during interviews with experts, expert experts, and knowledgeable and active local communities were identified in the field of rural development policy.

In this way, the researcher reached theoretical saturation during individual interviews with rural planning professors (13 people), expert researchers in the field of rural policy (10 people), and managers of rural development affairs of the Isfahan province governorate (6 people).

This qualitative study was conducted in 1401. In this research, the primary method of collecting basic theory data was in-depth interviews with the studied community. After making the necessary arrangements, the researcher started individual interviews; each interview lasted 60 minutes on average. The appropriate interview technique in this research was a semi-structured interview conducted based on designed research, and in-depth information was obtained from the interviewees. While conducting the interviews and collecting the data, the interviewees were asked to introduce other knowledgeable and critical people. Finally, when the total number of participants reached 29 people, no new data was obtained from the interview with the 29th person, and the so-called theoretical saturation was felt in the collected data, so the interviews were not continued. At this stage, the interview files and notes were converted into text. In the stage of data analysis, which is the primary process in basic theory and the center of gravity of qualitative research, the data were coded (Braun & Clarke, 2006).

Isfahan province is one of the country's central provinces, with an area of about 106 square kilometers. This province ranges from 30 degrees 43 minutes north lati-

tude to 34 degrees 27 minutes and east longitude 49 degrees 36 minutes to 55 degrees 31 minutes. According to the information obtained from the general census of population and housing in the past periods, the population of Isfahan province in 1355 was about 2 million people, which increased to 5 million people in 2022. Isfahan province has 28 cities and 56 districts. It also has 9000 rural points.

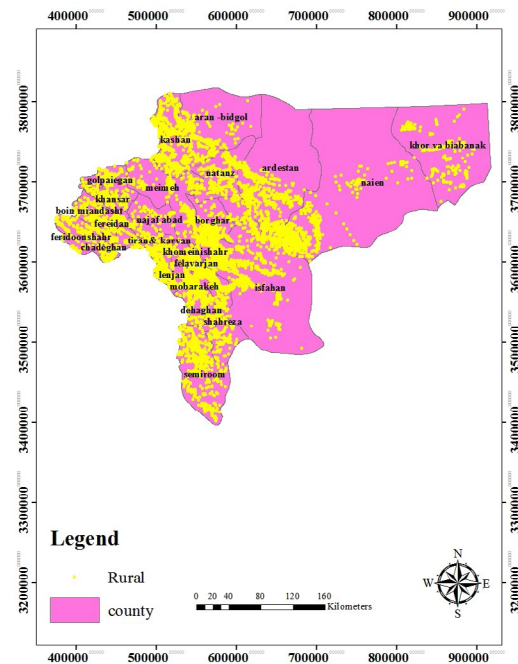


Figure 1. Study area



4. Findings

41.4% of the respondents had a bachelor's degree, 34.5% had a master's degree, and 41.4% had a doctoral degree. The highest frequency was related to the doctoral level. The average age of the respondents was 50.7 (standard deviation = 7.6) years; the youngest was 38 years old, and the oldest was 67 years old. The average service experience of the respondents was 15.3 years, which indicates that they have the necessary background and experience to comment on the studied field.

The basic theory was used to design the rural development policy model. The data obtained from the interview were analyzed through three stages: open, central, and selective coding. Of course, in the current research, data collection and analysis were done simultaneously. After conducting the interviews, reaching the saturation point, and dealing with duplicate data, the data collection work was finished. Then, this information was studied line by

line based on the mentioned steps, and the hidden concepts were extracted in the form of code. Standard and semantically similar concepts were classified as significant categories in the second stage of this coding. In general, 155 concepts and 27 categories were obtained from the interview data. In the next step, axial coding, the obtained categories were classified based on conditional, interactive, and consequential aspects. Then, in the stage of selective coding, according to what is customary in the fundamental theory as the storyline, the logical relationship between the categories in the form of the above three dimensions and based on the phenomenon (central category) was discussed, and finally the framework A concept obtained from combining the results was presented.

In the table below, first, the main sentences under the title of concepts were extracted from the direct quotes from the interview, and codes with A, B, and C were given to each of them. To avoid wasting time and confusion, the researcher coded vital points and themes from the quotes. Codes are assigned to the data obtained from the opinions of university professors, B codes are assigned to rural affairs managers in the governorate, and C codes are assigned to researchers with opinions on rural policy.

Then, to complete the coding, similar open codes were grouped at a higher and more abstract level to achieve categories because working on concepts with this diversity confuses them. Categorization, like conceptualization, is based on the analytical procedure of comparison and questioning. Comparing each concept with other concepts and answering the question of what this concept refers to and what other concepts can be classified in a category to help develop and create a theory framework. In open coding, in addition to the coding of concepts, 27 categories were obtained, which include foresight,

flexibility, comprehensiveness, instability, weakness in policy making, quality of research in the policy maker, accountability and responsibility, commitment, Participation and convergence with the local community, synergy, integration and management efficiency, weak performance of local actors in policy making, regional policy inadequacies in the land preparation document, weakness of spatial policy thinking based on location, ambiguity in the link between spatial policy and A section with emphasis on the purpose document, weakness in problem-oriented and need-oriented policy making of rural development, complexity and ambiguity in policy-making (lack of horizontal and vertical coordination), problems in the field of policy implementation, problems in the field of monitoring, monitoring and evaluation of policies, policy-making and future-oriented planning, decentralization and spatial integration and managerial synergy, reforming the structure of decision-making and implementation based on results, drafting the doctrine of regional and rural development, people-oriented; central place and central problem in policy making, the efficiency of policy makers, empowerment of rural areas in the realization of land preparation strategic document, dynamic and effective policy making of regional and rural development and spatial integration and attention to regional policy making with emphasis on land preparation strategic document State . The results are shown in Table 1.

In the next step, axial coding was done, based on which the extracted categories were classified as conditional, interactive, and consequential categories. The diagnosis of each category was based on the above three dimensions, based on the data and information expressed by the interviewees and experts. The results are given in Table 2.

Table 1. Categories resulting from the analysis of extracted concepts (open coding stage)

Categories	concepts	Codes
Foresight	Short-term vision in the development policy of the province	A
	Failure to determine and pay attention to local, regional, national, and transnational drivers	A
	Failure to consider possible scenarios in policy-making	A
flexibility	The failure of policies with social and economic changes and impulses	A
	Reactive policy and results in the province, especially in the field of rural development	C
	Lack of diversification of policies according to local conditions and.	C
comprehensiveness	Reductionism of rural development of the province in the field of agricultural and physical development	A
	Policy-making without considering the requirements of different social groups in rural development, incredibly influential groups such as educated people, innovators, and women.	C
	A reductionist view of the sensitive and fundamental issues of the province's rural development and the lack of correct definition of vital components	B

Table 1. Categories resulting from the analysis of extracted concepts (open coding stage)

Categories	concepts	Codes
Instability	Lack of continuity in rural development policies of the province and constant change of policies	A
	Instability and changes in trends and policies with changes in management periods.	A
Weakness in policymaking	Lack of statistics and user information in line with policy-making	A
	fake statistics as a basis for policy	C
	lack of desirable (quantitative-qualitative) indicators to evaluate the process of rural development according to different regions of the province and their requirements	A
	Negligence and lack of attention to data by policymakers.	A
	Emphasis on quantitative statistics in the field of rural development policymaking as a structure with quantitative-qualitative orientation, little functional and administrative transparency in the field of rural development among the executive body	A
The quality of research in policy-making	Weakness in the expertise and experience of consultants and implementers of development research projects at the province level, especially in the field of rural development	A
	small budget for research in the field of rural development of the province	A
	Lack of linking research studies in rural development with research programs and avoiding their spatial nature.	A
	Lack of use of scientific experts and native executives of the province in essential and fundamental research (basis for policy-making and planning) in the field of rural and regional development of the province	D
Weakness in problem-oriented and needs-oriented policy-making of rural development	Weakness in the correct problematization of the current situation of rural and regional development of the province	B
	Policies are formulated from top to bottom	C
	Lack of recognition of the real needs of the rural community of the province by its different regions	A
	Lack of policies based on preservation and sustainability and recycling of added value in rural areas and their departure towards the critical urban areas of the province (employment, and most importantly, the issue of rural development of the province)	C
	Neglecting capacity development and empowerment of villagers in policy-making	C
	Unbalanced and insufficient policies to support and support the entry of the efficient private sector in the rural environment	A
	Unbalanced and insufficient support policies for cooperatives and traditional rural production organizations	C
	Policymaking in the direction of utilizing the actual capabilities and ignoring the potential and unknown capabilities of the villages	A
	Physical policy based on welfare and lack of need-oriented infrastructure based on competitive advantages.	A
Diversity and ambiguity in policymaking (lack of horizontal and vertical coordination)	Failure to move toward a mission-oriented approach to executive bodies and emphasis on project-oriented policy-making, inconsistency, and lack of complementarity of policies	A
	The existence of development plans with the exact nature and confusion and parallel work in the implementation; Uncertainty and vagueness of financial resources providing rural development projects	A
	Ambiguous goal setting and ideal visioning and turning plans into expressions of ambitious wishes (the path and how to achieve it are not precise)	A
	The generality and interpretability of policies and programs related to them (managers' tasteful perception and action)	A
	Technology-oriented and industrial-oriented policies and avoiding the economization of cultural and social platforms in rural areas (development of cultural tourism, agriculture...), lack of structural policies, and the adoption of alternative and less effective policies	A
	Failure to formulate integrated policy packages based on a systemic view; Policymaking without support and predicting the bases and requirements.	D

Table 1. Categories resulting from the analysis of extracted concepts (open coding stage)

Categories	concepts	Codes
Problems in the field of monitoring, supervision, and evaluation of policies	Assessing the desirability of rural development policy with the number of projects and the amount of investment (avoid evaluation based on effectiveness)	C
	Limiting the evaluation to after the implementation of the program and projects (lack of post-evaluation, during and after the implementation of the policy)	A
	superficial and inappropriate assessment in the field of rural development; Weakness, inappropriate indexing of evaluations	B
	Absence of a structure and a clear custodian of policy-making and follow-up of rural development sector issues in the province	A
	ambiguities in the way of drafting, reviewing, and performance of supervisory reports and the ineffectiveness of performance reports on the implementation of policies and programs and projects resulting from them; Lack of evaluation, monitoring, and institutional accountability in connection with the adaptation and coordination of programs with the strategic document of the province's land development	D
	Failure to learn from previous policies and their strengths and weaknesses; Failure to enter the strategic document of land preparation province (prioritized projects) into the annual operational budgeting and, as a result, the inability to evaluate its efficiency and progress	A
	Lack of specialized and trained personnel in the field of supervision	C
	the complexity of monitoring and evaluation in existing sector policies and the resulting bureaucracy; The existence of parallel monitoring and reporting mechanisms at the level of executive bodies	A
	Negative approach and non-acceptance of executives from monitoring and evaluation	A
	Limited powers of supervisory units in policy-implementing organizations	B
Problems of policy enforcement	The lack of up-to-dateness and traditionality of the situation and development monitoring system in the province	B
	A slow, weak, and bureaucratic administrative and executive structure	A
	The low motivation of executives to implement policies	B
	Limitation of resources and requirements of village councils to implement policies	B
	Delegating little authority to executive managers at the city level to implement policies and programs in a logical and local way	B
	Weakness in coordination and parallel work of executive bodies	C
	We are transforming executive institutions into mere implementers of rural development policies (not guides and facilitators).	C
The inadequacies of regional policy in the land acquisition document	Implementation of policies without laying the groundwork and providing the requirements (educational, infrastructural, financial, managerial, etc.)	A
	Lack of flexibility and central creativity in implementing provincial development programs by local conditions (dominance of administrative view).	A
	Weak problem-solving in the document of land preparation (ignoring the trends that shape the weakness and inadequacies of the province's development);	B
	Urbanism and emphasis on urban development in the studies of Document Land Preparation province	B
	Ambiguity in the implementation of the endogenous-exogenous approach adopted in the strategic document of land preparation Province;	B
	lack of diversification of policies based on the needs of the functional areas of the provincial training program;	B
	The inappropriateness of the village settlement system and the lack of attention in the provincial planning document based on the creation of residential networks based on functional areas;	C
	Weakness in determining functional areas supplementing economic activities and creating linkages in the strategic document of land preparation province;	A
	Compilation of the provincial document from top to bottom;	D
	The uniformity of policy-making and planning based on it at the province level despite vast economic, social, and natural differences;	B
The center-periphery point of view in rural development of the province and emphasis on densely populated villages close to the city	B	

Table 1. Categories resulting from the analysis of extracted concepts (open coding stage)

Categories	concepts	Codes
The weakness of spatial policy thinking based on location	Lack of expert staff in the field of application in the province’s policy-making field	B
	lack of a specific approach and pattern of regional development in the province	A
	the lack of a problem-solving mechanism for regional development in the province	C
	Improper definition of the region at the province level and its compliance with administrative boundaries;	C
	Creating and organizing a rare space for development in policymaking	C
	Ignoring the concepts of competitiveness, spatial justice;	A
	Ignoring the formation process of rural-urban ties and its effect in creating a suitable development environment	B
	lack of systemic view and point policy, especially in the field of rural development	B
	Ignoring the spatial effects of policies at the province level;	D
	political and relational interventions in attracting and allocating resources and moving away from the perspective of spatial balancing;	A
Ambiguity in the link between spatial and Regional policies with an emphasis on the land preparation document	Lack of familiarity of executive managers in different fields with the nature of land development and the strategic document of the province development	B
	Failure to highlight the role and importance of the strategic document of land preparation province in the policy-making and executive arena;	A
	Lack of coordination of regional policy-making bodies at the provincial level with departmental and executive bodies	A
	The lack of clarity on the coordination mechanism of plans and programs and the compliance of downstream and local plans with the aim of the plan	D
	Absence of a working group in line with the alignment of policies and plans and development measures of the executive (departmental) bodies with the spatial policies of the strategic document of land preparation province	A
	The multi-regional nature of rural development and its sector policy	C
	Absence of a particular working group for rural development and being a subgroup of rural development in various development working groups of the province	B
Accountability and responsibility	Failure of policymakers to respond to the effectiveness of the policies adopted during the management period and after	C
	Lack of accountability of executive bodies in the field of rural development	A
	There is little transparency in the implementation of policies and in informing villagers about their conceivable interests and expected rights.	B
obligation	deviation from ideals and plans due to time considerations, personal interests, and political pressures;	B
	There is little bargaining by officials (absorption of national and provincial resources) in the field of rural development at the provincial and national levels, considering the strategic position of the province and its rural areas.	D
Participation and integration with the local community	Lack of communication and low level of trust between local people and executive institutions	A
	Instrumental approach to villagers in policymaking	B
	Lack of participation of rural elites in working groups related to rural development of the province	A
	lack of conflict and consideration of institutional associations; Lack of support for the formation of local institutions and networks by the modern needs of the rural community	C
	Lack of attention to traditional beliefs and beliefs of local people (social strata) in rural development policies	A
	The lack of involvement of villagers in the policy-making process, especially in the field of implementation.	B
Synergy, integration, and managerial efficiency	Reducing the role of local rural managers to the executive field and physical organization in the policy-making process	B
	Non-participatory and non-council policy-making of rural development of the province	D
	Mastery of departmental and multiple management	A
	Inefficient managers of the local arena	B
	The politicization of the province’s development management	A

Table 1. Categories resulting from the analysis of extracted concepts (open coding stage)

Categories	concepts	Codes
Weak performance of local activists in policy-making	The dominance of peasant subculture indicators on rural settlements of the province.	B
	Weakness of networking and formation of pressure groups among society and rural elites	D
	Reducing the amount of capital and social and economic integration among the villagers	A
	Absence of political entrepreneurs (influential in changing policies) in the rural development policy area of the province	B
Policymaking and future-oriented planning	Strengthening policy thinking and strategic management among the development policymakers of the province	A
	Paying attention to drivers instead of making policies for all factors	B
	Proactive and proactive policymaking, especially in the field of support	D
	Stabilization of policies with emphasis on revising them according to the changes	A
	The stability of efficient development managers	B
Decentralization and spatial integration and managerial synergy	Formation of the Regional Development and Spatial Policy Working Group in the province (a subset of the Provincial Development Council)	A
	Distribution of benefits based on spatial justice in rural areas (avoid the economy-of-scale approach(C
	Identifying important regional development issues of the province	A
	Policy-making in order to create functional urban and rural integration	D
	Supervisory activities in order to prevent political and administrative influences in policy-making and benefit distribution	B
	Integration of rural development policies in different economic, social, environmental, and spatial sectors in the form of a combined policy package	D
	Coordination of agricultural development policies and physical organization of housing foundation in the form of rural development process of the province	A
Reforming the structure of decision-making and implementation based on results	I am highlighting and giving executive powers to the rural development office of the provincial governorate in order to coordinate and follow up on matters related to the rural development of the province.	B
	Predicting the sustainable financing mechanism of rural development policies	A
	Policy-making based on realism and clarifying resources and the path of realization	C
	Training of executive staff about quantitative and qualitative statistics of field realities of rural development	A
	Reforming administrative and executive processes instead of increasing working groups and parallel institutions	D
	Compilation of quantitative and qualitative evaluation indicators and collection of policy-based data according to rural development conditions and in different regions and groups	B
	Allocating resources to the executive institutions according to the amount and manner of policy implementation	C
	The flexibility and creativity of executives in the implementation of policies in different regions according to social, cultural, and natural requirements	C
Definition and implementation of an efficient system of statistics in the field of rural development in its different parts by executive institutions	A	
Compilation of regional and rural development doctrine	Determining regional and rural development patterns and localizing them with correct policies at the provincial level	D
	Compilation of theories and views, policies, executive plans, actions, and projects by specifying the duties of executive bodies in the form of a policy unit package	B
People-centered, Central location and central problem in policymaking	Formation of the provincial rural development elite council with the presence of all stakeholders	D
	The presence of villagers from problematic areas in the particular policy-making of their areas	A
	Recognizing and providing special infrastructure needs based on competitive advantages in rural areas	B
	Increasing and strengthening social capital in rural areas	A
	Taking advantage of the policy-making and implementation of the formulated plan for economic development and job creation in the rural areas of the province	B
	Development of support policies and exceptional support for sensitive and influential rural social groups (students, women, returning immigrants, etc.)	D
Strengthening the spirit of cooperation and institutional support for joint activities	A	

Table 1. Categories resulting from the analysis of extracted concepts (open coding stage)

Categories	concepts	Codes
Effectiveness of policy-makers	meritorious in the field of executive management	B
	Elevating the position of research and scientific foundations in policy-making	A
	Improving the theoretical knowledge and cognitive foundations of managers in the field of rural and regional development policymaking	B
Empowerment of rural areas in the realization of the strategic document of land preparation	Creation and recycling of added value in rural environments	D
	Stabilizing the value of local rural assets	A
	A central network in the pattern of relationships and settlement of villages	B
	Optimal location of central projects based on spatial and territorial justice	A
	Local and regional competitiveness based on relative and competitive advantages	C
	Rural-urban integration	A
	Attracting, maintaining, and directing funds to capable rural areas	D
Dynamic and effective regional and rural development policies	Stable policies with the ability to respond to changes	B
	Realism and objectivity in policymaking	D
	Transforming policy into effective planning and management	A
	Resilience of rural environments	B
	An efficient evaluation and monitoring system; Target orientation of the budget and sustainable supply of development financial resources.	A
	Highlighting the role of policymaking as a structural measure in solving rural development challenges	C
	Allocating and receiving support resources in the field of rural development	A
Spatial integration and attention to regional policy with emphasis on the strategic document of land preparation province	Strengthening the institutional system and decision-making of urban-rural development in the framework of the regional network	D
	Maximum use of environmental capabilities in villages	B
	Promotion of social capital and justice-oriented and people-oriented territorial and local governance system	C
	Convergence in implementation and planning and avoiding partial planning	C
	integration and connection of spatial and Regional planning; Complementing and harmonizing policies due to the existence of institutional authority	A
	Adoption of flexible and local policies in production and competition and integrated, coordinated policies in the field of provincial development	C
	Organizing the pattern of space, people, and activities in the framework of the land	C
	Diversifying regional policies and expanding the authority of regions in business policy-making	A



Table 2. Classification of the main causal category by the conditional, interactive, and consequential dimensions

Row	Major categories	Category type
1	Foresight	Causal
2	flexibility	Causal
3	comprehensiveness	Causal
4	Instability	Causal
5	Weakness in policymaking	Causal
6	The quality of research in policy-making	Causal
7	Accountability and responsibility	Causal
8	obligation	Causal
9	Participation and integration with the local community	Causal
10	Synergy, integration, and managerial efficiency	Causal

Table 2. Classification of the main causal category by the conditional, interactive, and consequential dimensions

Row	Major categories	Category type
11	Weak performance of local activists in policy-making	Causal
12	The inadequacies of regional policy in the land acquisition document	Causal
13	The weakness of spatial policy thinking based on location	Causal
14	Ambiguity in the link between spatial and Regional policies with an emphasis on the land preparation document	Causal
15	Weakness in problem-oriented and needs-oriented policy-making of rural development	Causal
16	Fragmentation and ambiguity in policy making (lack of horizontal and vertical coordination)	Causal
17	Problems of policy enforcement	Causal
18	Problems in the field of monitoring, supervision, and evaluation of policies	Causal
19	Polycymaking and future-oriented planning	Interactive
20	Decentralization and spatial integration and managerial synergy	Interactive
21	Reforming the structure of decision-making and implementation based on results	Interactive
22	Compilation of regional and rural development doctrine	Interactive
23	People-centered; Central location and central problem in polycymaking	Interactive
24	Effectiveness of polycymakers	Consequence
25	Empowerment of rural areas in the realization of the strategic document of land preparation	Consequence
26	Dynamic and effective regional and rural development policies	Consequence
27	Spatial integration and attention to regional policy with emphasis on the strategic document of land preparation province	Consequence

Source: Author findings



In this way, the researcher achieved the basic dimensions for the initial formation of the conceptual framework of the research by specifying the conditional, interactive, and consequential categories. The conditions' categories, which are the same as internal data, include foresight, flexibility, comprehensiveness, instability, weakness in policy-making, quality of research in policy-making, accountability and responsibility, commitment, participation, and integration with the local community. Synergy, integration, and management efficiency; the weak performance of local actors in policy-making; inadequacies of regional policy in the land planning document; weakness of spatial policy thinking based on location; ambiguity in the link between spatial and Regional policy with emphasis on the planning document Weakness in problem-oriented and need-oriented rural development policy-making, complexity and ambiguity in policy-making (lack of horizontal and vertical coordination), problems in the implementation field of policies, problems in the field of monitoring, monitoring and evaluation of policies. Process-interactive factors include future-oriented policy and planning, decentralization and spatial integration and managerial synergy, reforming decision-making structure and result-oriented implementation, formulation of regional and rural development doctrine, and people-oriented; they are central place and central issues in policy making. Finally, the

consequences of the efficiency of polycymakers, the empowerment of rural areas in the realization of the land preparation strategic document, dynamic and effective polycymaking of regional and rural development, spatial integration, and attention to regional polycymaking with an emphasis on the land preparation strategic document of the province, which was the output are considered as consequential categories.

Now, it is time for selective coding, which should be designed by combining the categories obtained from the previous stages of the conceptual framework of the research. In this study, the researcher examined the categories obtained from open and axial coding to design the model. First, he reviewed each category in detail and then tried to discover the relationships between them. So that foresight, flexibility

Comprehensiveness, instability, weakness in policy-making, and quality of research were considered causal conditions. Based on these categories, the phenomenon should be selected. The phenomenon has the highest level of abstraction, and all significant categories should be arranged around it as a paradigm model. This study caused the phenomenon by the causal conditions of rural development policy development, which covers all major categories. The factors of accountability and respon-

sibility, commitment, participation and convergence with the local community, weak performance of local activists in policy-making, synergy, integration, and managerial efficiency were included in the category of intervening factors. These conditions, which were classified into three categories, affect the development of rural development policies. Also, the factors of regional policy inadequacies in the land preparation document, the weakness of spatial policy thinking based on location, ambiguity in the link between spatial and partial policy with emphasis on the document

They are included in the category of background conditions. On the other hand, weaknesses in problem-oriented and need-oriented policymaking of rural development, complexity, and ambiguity in policy making (lack of horizontal and vertical coordination), problems in the implementation area of policies, problems in the area of monitoring, monitoring, and evaluation of policies as interactions or strategies. Which caused the emergence of consequences for the development of rural development policies. In general, it can be said that according to the research process, data analysis, and the results of the table, it is possible to identify the factors affecting the phenomenon, which is the development of rural development policy and relying on the data from Interview to achieve a suitable model for the development of rural development policy.

5. Discussion

Causal conditions cause the creation and development of a central phenomenon or category. These conditions are formed by a set of categories along with their characteristics that have the most significant impact on the formation of the category. In other words, causal conditions are events that create situations, topics, and issues related to the phenomenon, influence it, and lead to its occurrence (Salsali, 2015: 24).

Inadequate quality of development policy due to weakness in flexibility, stability, comprehensiveness, and foresight, along with subjective policy, far from evidence and field realities, and weakness of policy research, can lead to insufficient content. Moreover, the policy-making process leads to adopting policies that have not reached the implementation stage and, if implemented, are associated with minor effectiveness and, in short, the inappropriate quality of policies. It has led to the non-fulfillment of policy-making roles and functions in the rural development of the province, and this leads to the rural areas of the province not being able to follow the goals and vision outlined in the strategic document

of the province as a document with a comprehensive nature, the future. Concerned, multi-sector, and stable play a role and are isolated and marginalized.

Background conditions are the platform in which strategies are implemented. It has been mentioned in many studies that their diagnosis is due to causal conditions. Against causal conditions, which are a set of active variables, those conditions are a set of concepts and categories or background variables. The findings from the interview show that the principles of regional development in Isfahan province are far away from the principles of modern regionalism in order to create a development space based on location, competitiveness, rural-urban integration, flexibility in policy-making, Bottom-up and collaborative orientation, and taking advantage of internal and external opportunities is a definite value in this platform; Railing the realization of rural development and creating conditions that can end up empowering rural environments in line with the goals and missions of the province's document; It will be difficult. A point to consider: The identified challenges and inadequacies in regional policymaking and the coordination of rural development policy with regional development are in the province's strategic document. The ambiguities and challenges result from top-down and expert-oriented policymaking and planning, as well as the lack of sufficient attention to policymaking based on field realities and qualitative data in combination with quantitative issues in this strategic document.

Intervening conditions are broad and general conditions that act as facilitators or limiters of the desired phenomenon. These conditions facilitate and accelerate the adoption of strategies or make their implementation difficult (Hasting, 2015: 120).

Governance and its competent management are effective in rural development policy-making from the formulation stage to implementation and monitoring, and correct policy-making is highly correlated with the existence of governance indicators in the policy-making environment. When theoretical discussions become operational, transparency, responsibility, and accountability are established, and finally, Good governance is established. Absolute value: Weak management is an essential factor in the failure of the rural development policy process. The development policy environment, especially the rural development of Isfahan province, is far away from the characteristics of governance and competent management, and the expertise-oriented and power-based management with an instrumental attitude toward the villagers dominates this environment, the re-

sult of which is the formation There are many known inadequacies and challenges in this category. On this central floor, there is Weakness in the performance of local activists in the field of aggregated policymaking because in the rural areas of Isfahan province, where capacity development and empowerment are not understood as the main priority, which is consistent with Imani (2023) researchers; The conditions of society and the performance of rural activists cannot; to be by the new principles of rural governance, and this, the primary beneficiaries of development are ignored or have little influence in the policy process. An example of this in the province is the lack of use of rural elites in development policy councils or cooperation and participation with them in the implementation of executive programs at the level of rural areas. In this connection, The lack of policy-making entrepreneurs in the field of rural development in Isfahan province who can change the flow and form of development policy in the windows of opportunity and policy opportunities towards adopting the correct policies of rural development based on the central problem and need-oriented and changing the unfavorable conditions of policy-making. To change: It can be seen that this is also due to the weakness in creating a space for participation, the lack of utilization and growth of such people in rural environments, and the development policy of the province based on the distance from the existing conditions of the desirable indicators of development. The analysis of the interviews indicates that one of the essential and fundamental conditions for realizing rural development policy development strategies is to arouse and motivate the beneficiaries.

Actions and interactions represent targeted behaviors, activities, and interactions that are adopted in response to the central category (phenomenon); these categories are called strategy. Of course, they are also referred to as processes (Martin, 2010: 27). The results based on the strategic category obtained from the integration of the central categories show that, in the first place, The need to modify the development policy process and structure in order to improve quality and then Reform the content of policies compiled based on the discourse of modern regionalism and integrated rural development is a result of this discourse in the direction of effectiveness. Considering the need to move rural areas in the direction of realizing the goals and missions of the provincial document and the ability of rural areas to be effective in organizing the development space of the province, the trend towards new regionalism based on place-oriented, needs-oriented, participatory, cooperative, Spatial justice, competitiveness of functional areas, mobilization of interests and empowerment are necessary to organize the

development space and in the meantime; The approach of integrated rural development is necessary and implies empowerment and effective performance of rural areas in this field and context.

Some of the extracted categories represent the results and consequences of adopting strategies. Using the proposed strategies, it is possible to create and organize a rare development space at the province level, an essential part of which depends on the performance of rural areas due to the residential nature of Isfahan province. The creation and organization of the development space, which is the ultimate goal of land preparation strategic document, as a rare space, requires capable and efficient policymakers who can act as a powerful authority towards correct policy making in the spatial and Regional arena and their connection and convergence in the executive arena. Move with a correct and effective rural policy that is comprehensive, objective, need-oriented, place-oriented, transparent, and problem-oriented. It is possible to achieve an increase in demand, which means increasing the power and capacity of the local community in order to play a role in creating a development environment and so The aspect of dependence and the supply-oriented approach of the government in rural areas (the sole trustee of development) should be reduced and this; It will be a crucial step in the empowerment of rural areas in the realization of the goals and missions foreseen in the strategic document of the province for rural areas. It should be noted that in a mutual relationship, an effective development organization and space are necessary to increase the role-playing power, to create and bring to fruition the rural development and empowerment of villages in the direction of spatial role-playing.

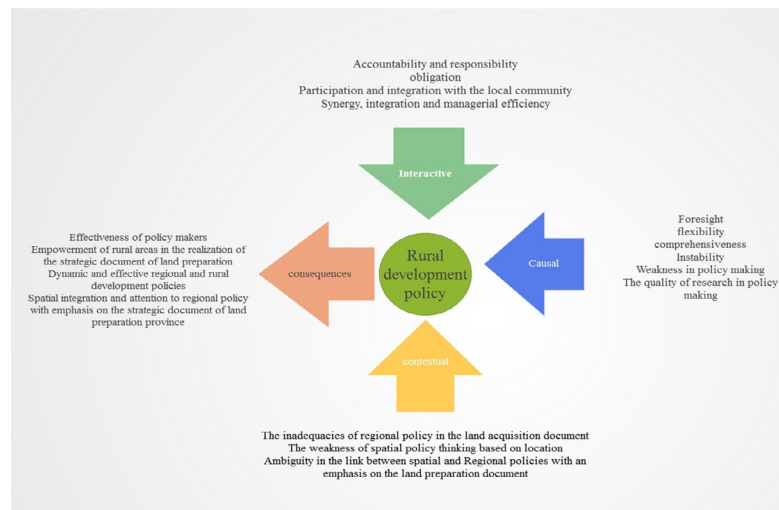


Figure 2. Policy model for the development of rural areas of Isfahan province



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Conflict of Interest

The authors declared no conflicts of interest.

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