Pathology of Implementing Public Policies in Iran and Presenting a Model "Study Case: Rural Development Policies in the Fourth and Fifth Development Plans"

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Abstract

Public policy-making is a six-stage cycle, and the implementation of policies is one of the most sensitive stages of its formulation, failure in this stage leads to the failure of the entire policy-making process. Also, policy-making includes an interactive process between setting goals and necessary actions to realize them, which may be disrupted by many challenges, obstacles, and limitations. In this research, the goal was Pathology of implementation of rural development policies in the fourth and fifth development plans. This research is applied in terms of its purpose and descriptive and survey based on the nature of the data. The results of the research are presented in two qualitative and quantitative sections. In the main and qualitative part of the research, using the Delphi technique, we investigated the damage of rural development in the fourth and fifth programs. At first, using the opinions of experts, the gap between the existing state of rural development and the ideal state was determined, and based on the opinions of experts and the T-Tech test, it was determined that there is a fundamental difference between the current state and the ideal state. and in the current situation in the indicators of employment status, housing, medical and treatment facilities, digital infrastructure, transportation and communication route, industrial agriculture, welfare and recreation, cultural-educational, tourism and underground water the average quality was low. Therefore, the necessity of carrying out the pathology of the implementation of rural development policies became clearer. Then, based on the theoretical background of the research, as well as interviewing and completing the questionnaire by specialists and research elites, the indicators of developmental pathology were compiled, and finally, the final model of the questionnaire was compiled, and the quantitative results of the questionnaire were extracted based on

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the answers of the participants in the research. In the quantitative analysis and chi square test results, it was shown that the role of policy indicators, juridical and legal obstacles, political, social and economic factors, motivations and attitudes of executives, administrative system and bureaucracy, are insufficient and inappropriate. The lack of tools is significant in the absence of rural development.

Keywords: Public policy-making, Rural development, Pathology, Policy implementation, Fourth and Fifth Development Plans

Introduction

Policy-making is a process by which the government implements its ideas into plans and executive activities to achieve results and create desirable changes in the real world (Danesh Fard, 2009, p. 19). Since governments have duties towards the society, in order to perform these duties, it is necessary to carry out cultural, economic, social, political, etc. activities, and to carry out these activities properly, it is necessary to formulate policies. Proper implementation of these policies can lead to results such as the development of the country, the increase in the level of prosperity, the general satisfaction of the citizens, and the strength of the country. Failure to properly implement these policies can also lead to general dissatisfaction, reduced welfare levels, country retardation, and so on. The importance of public policy in public administration is as important as decision-making in administration, but many times the actual performance of governments is very different from what they promised at the time of policy formulation, and many government policies fail in the implementation phase. Implementation problems occur when the desired results related to the desired interests are not achieved. Such problems are not only limited to developing countries, but wherever and whenever essential and vital factors for the implementation of public policies are lost, even in developing countries. Public policies are the national governance mechanisms of political systems. Governments manage the national will in the light of public policies. If the compiled version of these policies is embedded in the context of far-sighted scientific and political considerations, it will not cure the national pains unless it goes through its implementation phase successfully. The implementation of public policies is a special masterpiece of public administration. The quality of public administration can be recognized in advance by the extent of the implementation of this policy. Iran is facing dozens of public problems and issues. Therefore, if public policymaking and its implementation in Iran are to suffer from some inadequacies, trying to establish new policies is a waste of material and human resources. Since in our country, many policies and laws are still formulated and approved in a condition far from the realities of the society, it is clear that they face many problems in the implementation stage. Therefore, it can be said that rural development policies are not exempted from this rule, and the available statistics and information show the failure of these policies during the developed programs.

Statement of the problem

Since the last few centuries and with the rapid growth of industry and technology in the world, the backwardness of rural areas has become more evident. Since the villagers generally have lower incomes than the citizens and enjoy little social services, the rural classes are considered poorer and more vulnerable, which sometimes It also leads to their migration to the cities. The reason for this is the geographical dispersion of villages, the lack of economic efficiency to provide social services, the lack of professionalism and specialization of agricultural work (low productivity), the limitation of land resources (against population growth), and the lack of proper management by those in charge. For this reason, in order to eliminate extreme poverty in rural areas, improve the level and quality of life of villagers, create employment and increase their productivity, the initiative "Rural Development" was born. Several decades have passed since the first step in reforming the social affairs and development of villages (year 1316) and several laws have been approved in more than ten development programs in Iran, but today there are still many problems and deficiencies in the villages. We are worried that it indicates the failure of several decades of policies in the field of rural development of the country. The comparison of the development programs before and after the revolution shows that these programs could not eliminate the problems and challenges of the rural society of Iran. Challenges such as lack of employment opportunities, lack of suitable cooperative mechanisms, lack of clarity on the duties of relevant institutions and inequality between cities and villages, migration from villages to cities and evacuation of villages, etc., are still in force.

According to the latest population census of Iran in 2016, about 25.9 percent of the country's population, which is equivalent to 2,073,625 people, live in rural areas, which is a decrease of 772,383 people compared to 2010. According to the census of 2015, the ratio of the country's rural population was about 2,222,771 people, which is 31.5 percent of the total population, so it can be seen that during a decade, our rural population has decreased by 4.6 percent (1,497,146 people) (Statistics Center of Iran, 2015, population and housing census).

Therefore, the lack of success of rural development policies and the failure to achieve the anticipated goals as a general issue is the most important concern of the researcher in choosing the subject of his research, which in this research has been tried with a case study of rural development policies during the development programs after the revolution. Based on the central problem model and identifying the gap between the current situation and the desired situation, it will deal with the pathology of the implementation of rural development policies and provide a suitable model for the pathology of these policies.

The theoretical obstacle of the research

The implementation of the policy in the general sense means the implementation of the law in which different actors, organizations, procedures and methods are combined to achieve the desired and positive results of the goals of a proposed program or policy. (Lester James, P., and Stewart 2002, 126) For a long time, "implementation" has been recognized as a specific stage in the policy-making process and is a unique stage that represents the transformation of an idea or expectation into action with the goal is to solve social problems (Lester and Gajin, 1998), however, there is a gap between

what was planned and what actually happened as a policy. Implementation usually begins with the approval of the main laws and policies and with the output The decisions of the executive bodies, the compliance of the target groups (from those decisions), the identification of the expected and unforeseeable real effects of the output (from those decisions), the measurement of the consequences and the expected effects, and finally, the review or revision of the primary law continues (Nonovarian, 2016, p. 20).

In general, the policy implementation literature can be examined in three approaches:

In the first generation of policy implementation, the top-down approach prevails, and in this approach, the theories of Pressman Vildavsky in 1984, Bardach's theory in 1977, Hogwood and Gan's theory in 1984 have been proposed. Pressman and Vildavsky consider successful implementation to be related to the number of decision points, and according to Bardach's theory, in the implementation of policies, executives show behaviors and use sixteen games and tricks through which the implementation faces failure. will do, therefore, it is recommended to write a scenario from Bardach's point of view for the implementation of policies. According to Hogwood and Gan's theory, ten elements are effective in successful implementation (Hamilton, 2000, pp. 2-8).

The second generation: In the second generation of implementation research, the bottom-up approach is proposed, the views of Elmore in 1982, Mazamanian and Sabatier in 1983, Johnson and Ekoner in 1979. According to Elmore's theory, the policy implementation approach is top-down and Sabatier and Mazamanian also presented a framework with 17 variables for a top-down approach, while Johnson and Ekoner proposed a bottom-up approach, top-down and

bottom-up approaches have been proposed (Hamilton, 2000, pp. 9-12).

Third generation: In this generation, two top-down and bottom-up approaches were combined with each other, and evolution through adapting to the environment was proposed. In this generation, the thought created at the top moves downwards and adapts to the environment and evolves, and when a decision is written and communicated on paper as law, through an administrative order by an official. Implementation becomes real operation in real environment. Theories of this generation include the theories of Majon in 1979, Vildavsky and Brown in 1983, Elmore in 1985, Sabatier in 1986, Goggin et al in 1987, and Calista in 1994. The studies of this generation focused on the combination of top-down and bottom-up approaches. Majon, Vildavsky and Brown proposed implementation in the form of evolution and adaptation to the environment. Elmore tried to combine two implementation approaches, Sabatier considered commitment and coalition in implementation of the policy to be effective. Gogin and his colleagues considered the pressures and limitations in the implementation. Calista, who presented the most complex and complete model of the third generation, believed that the results of the policy affect the entire policy cycle: the four bases of the law It has presented basic, collective choice, operational context and distribution context, and within these contexts there are three types of variables including power and authority, it has identified the combination of network and arena of performance (Hamilton, 2000, pp. 9-12).

The theoretical background of this research is the studies of the third generation of thinkers in the field of research implementation. A generation whose studies combined top-down and bottom-up approaches and evo-

lution through adapting to the environment was proposed. In this generation, the thought created at the top moves downwards and adapts to the environment and evolves, and when a decision is written and communicated on paper as law, through an administrative order by an official. Implementation becomes real operation in real environment.

Table 1: *Summarizing the opinions of scientists and researchers in the field of policy implementation*

Row	name of the scientist, researcher and theorist	year of study	The field of study and description of views
1	Pressman & Vildavsky	1973	Warnings and mandatory conditions for accepting the implementation of the policy: The implementation should not be separated from the policy. direct means and tools should be used in the implementation. considering scientific and theoretical bases. continuity of leadership. simplification of the policy
2	Van Horn and Van Meter	1975	Execution variables: Standards and goals Resources Inter-organizational communication Characteristics of executive institutions Personality characteristics of executives Economic, political and social conditions
3	Millbury McLogin	1975	Key factors in the success or failure of implementation: Political elites, voters, influential groups, political parties, personal relationships between executives and policy makers, the level of acceptance of policy change by executives and the level of interest, commitment and support of the main actors.
4	Raine Warbino Weitz	1978	Three potential factors in implementation: legal requirements. bureaucratic requirements. requirement of consent of the parties.
5	Richard Elmore	1980	Examining the policy implementation process in the form of four organizational models: Systems management model. Implementation as a bureaucratic process. Implementation as organizational development. Implementation as conflict and bargaining.
6	Garcia Zamor	1980	Major problems and obstacles of not implementing the policy in the third world: Limitations due to foreign aid and loans Centralized administrative structure The distortion of Weber's bureaucracy
7	James Anderson	1982	The main reasons for not properly implementing the policy: Lack of knowledge and correct understanding of the instructions by the executors Impractical implementation of the decision Executives' resistance in implementing the policy

8	Gann and Hogwood	1984	Conditions that cause the policy to not be properly implemented: Unexpected and external facto.rs Insufficient time and unavailability of necessary and appropriate resources. Lack of a valid theory of cause and effect. Absence of direct relationship between causes and effects. Excessive communication between executive units. Lack of understanding and lack of agreement about goals. Uncertainty of tasks and lack of coordination. Failure to request the authorities and those in power to fully implement the policy.
9	Palumbo and Calista	1990	Effective factors in failure of implementation: Symbolic policies, lack of appropriate theoretical basis, rapid social, economic, and political changes and lack of necessary dynamics in the government, insufficient resources, lack of necessary expertise of executives in using programs and inappropriate organizational structures.
10	Calista	1995	A: Obstacles to implementation Inadequate resources Inappropriate tools Deviations due to political intentions (political conflicts) Inadequacy of initial plans 5- Lack of necessary commitment of policy implementers. B: effective factors or variables: Internal factors including power settings or authority Combination of networks. external factors including public opinion, interpreting institutions and individuals.
11	Howlett and Ramesh	1995	A: Policy implementation limitations: Limitations related to the nature of the problem include: technical difficulties, multiplicity of goals, size of the target group and behavioral changes caused by the policy in the target group. The conditions governing the society include: political, economic, social conditions and the emergence of new technology. Limitations and problems related to the implementing organization and policy implementers. B: Necessary criteria for designing and implementing the policy: Policy makers should express the goals of the policy and their hierarchy as clearly as possible and in the form of clear instructions. The preparation of the policy should explicitly or implicitly rely on a valid causal theory. The policy must have sufficient credibility for successful implementation. The policy should contain clear provisions to be properly implemented by the implementing organization. The task of implementation should be assigned to organizations that have sufficient experience and commitment.
12	Sabatier & Mazamanian	1996	Conditions for the effective implementation of the policy: Specific and clear objectives. Cause and effect relationships and having a theoretical basis. A stabilizer and a leader with political and management skills. Policy support by legislators, executive authorities, judicial authorities and target groups. Attention to social, Economic and international conditions.
13	Eugene Bardach	1977	A: The ways to force groups and actors to participate in policy implementation are: bargaining, encouraging and persuasion. B: Some of the tricks and games that are done by the policy implementation agents to prevent the correct implementation are: Budget game, keeping peace, collective resistance, easy and comfortable life. C: From the negative effects of policy game, the following can be mentioned: change of interests, deviation from policy goals, resistance to administrative controls.

14	Makinde	2005	Failure factors in implementation: Inadequate communication and information, absence of sufficient resources and facilities, the motivations and attitudes of the executives, the evaluation of the executives of the implementation of the policy and the conflict between the implementation and their interests, the issuance of the policy by the government instead of the target groups, inattention to social, political, economic and administrative variables.
15	Brainard	2005	Factors of failure in implementation: managers' inattention to policies compiled by experts, lack of commitment in implementation, application of personal opinions of managers and executives, conflict between the interests of executives and implementation, lack of sufficient expertise, lack of universal agreement with the policy, The existence of unrealistic policies, lack of coordination mechanisms, insufficient communication of executive bodies, neglect of interest groups, lack of citizen support, preoccupation with resolving political concerns, multiplicity and interference of policy-making authorities, inconsistency of goals of policy-makers. Delay in implementation, the slowness of the process of reforming policies in executive bodies.
16	Papim Dalivida	2008	Factors affecting implementation failure: Lack of political support, limited financial resources, limitations in institutional capacity, weak cooperation at national levels
17	Consulate	2009	Implementation obstacles: legal and institutional obstaclesfinancial obstacles political and cultural obstacles

Table 2: *Summary of the opinions of domestic researchers in the field of policy implementation*

Researcher	year	The field of study and description of views
Alvani	1371	Problems of public policy-making: Unwillingness to foresight and tendency towards quick results. Partiality and one-dimensionality in decision-making. Inadequacy of information in decision-making. Tendency to simplistic ways and looking for simple solutions Exercising personal opinion in Decision-making and excessive reliance on individual experiences. Reluctance to test policies and lack of feedback from the public policy-making process. Reluctance to make decisions. Flexibility of decisions. Formal and apparent policies. Lack of public awareness and their sense of role lessness in policy making.
Alvani & Sharifzadeh	1376	Issues and problems of implementing public policies: Organizational management issues, foreign aid and loan issues, distortion of Weber's bureaucracy model.
Rajab Beigi	1378	Inhibiting factors and obstacles to the implementation of policies: Factors caused by policy making: vague and unrealistic goal setting, policy theory inaccuracy, lack of experimental implementation and feedback, simplistic understanding of the problem, lack of general agreement on the policy. Environmental factors: unexpected events, lack of time and resources, lack of public support, technology incompatibility, policy conflict with social norms and values. Structural factors: lack of relative independence in executive bodies, unclear duties and responsibilities of executive departments, communications, lack of performance evaluation system.

Arabi & Rezghi Rostami	1384	Factors affecting the non-implementation of industrial policies of the country: Obstacles related to the nature of the policy: Obstacles related to targeting and determining the policy, legal obstacles. Barriers related to implementers and policy users: barriers related to the behavioral characteristics of the implementers, barriers related to the expertise and skills of the implementers, barriers related to policy users. Issues related to the executive organization: obstacles related to the bureaucratic system, obstacles related to resources and tools.
Ashtarian	1385	Pathology of the public policy-making process in Iran: Lack of public policy studies in Iran, neglecting the study of policy implementation, lack of a clear theoretical framework in policy-making, planning and implementation, lack of technical definition of policy, lack of explicit policy guidelines, priority in values is not considered, lack of bureaucracy from the perspective of knowledge management, the absence of a professional public arena to discuss the implementation of policies.
Gholi pour	1387	Factors influencing the implementation of policies: Internal factors (the nature of the issues) External and environmental factors (contextual)

source: Abbas Abbasi et al., 2016, p. 55

Research method

This research is applied in terms of purpose, because it uses the existing knowledge and theories for use in the real environment, and in terms of its nature, it is descriptive. In this research, a questionnaire was used to collect the necessary information and prioritize the obstacles to the implementation of public policies. Therefore, the survey method is beneficial. The statistical population of the present study was all the managers of the Ministry of Agriculture in Tehran Province who were working in this organization in 2018, out of which 260 managers and employees of the Ministry of Agriculture in Tehran Province were selected by random sampling method. and answered the questions of the questionnaire. In order to obtain the indicators of the questionnaire, first, according to the domestic experiences and the experiences of other countries, indicators were extracted, the indicators obtained according to the theoretical studies in the country and other countries, which were mentioned in the statement of the problem. Then these indicators were also confirmed by Delphi method. At first, in order to examine the current situation in terms of the implementation of rural development policies in the fourth and fifth development plans, experts were asked to compare the current situation with the ideal situation. In this part, the research experts answered the questionnaire of rural development indicators, which was in the form of a five-point Likert scale from very low to very high. At first, assuming that there is a significant difference between the current rural development indicators and the desired and ideal situation, a necessary investigation was carried out using the t-test method, and finally, by comparing the responses of the current situation with the desired situation, the gap between the current situation and the desired situation has been realized and the necessity of the pathology of lack of development has been shown more than in the past. The results are presented in Tables 3 and 4. Table No. 3 shows the average indicators.

Table 3: *Mean and standard deviation*

Indicators	Number	Average	The standard deviation
Employment status	20	2.90	0.64
Housing	20	2.50	0.89
Medical and treatment facilities	20	1.60	0.68
Digital infrastructure	20	2.55	1.00
Transportation and communication route	20	2.90	0.79
Industrial agriculture	20	2.65	0.75
Recreational amenities	20	1.75	0.79
Cultural-educational	20	3.05	0.83
Tourism	20	2.75	0.72
Drinking water	20	1.50	0.69

Table 4: *A sample t-tech test to compare the current and desired situation*

Indicators	t	freedom Degree	Significance coefficient	difference in averages	Confidence factor up	95 percent down
Employment status	-14.66	19	0.001	-2.10	-2.40	-1.80
Housing	-12.58	19	0.001	-2.50	-2.92	-2.08
Medical and treatment facilities	-22.34	19	0.001	-3.40	-3.27	-3.08
Digital infrastructure	-10.97	19	0.001	-2.45	-2.92	-1.98
Transportation and communication route	-11.92	19	0.001	-2.10	-2.47	-1.73
Industrial agriculture	-14.10	19	0.001	-2.35	-2.70	-2.00
Recreational amenities	-18.48	19	0.001	-3.25	-3.62	-2.88
Cultural-educational	-10.56	19	0.001	-1.95	-2.34	-1.56
Tourism	-14.05	19	0.001	-2.25	-2.59	-1.91
Drinking water	-22.74	19	0.001	-3.50	-3.82	-3.18

As seen in Table 3-4, the calculated t value for employment status (t=14.66), housing (t=12.58), medical and treatment facilities (t=22.34) , digital infrastructures (t = 10/97), transportation and communication route (t = 11/92), industrial agriculture (t = 10/14), recreational welfare (t = 18/48), cultural-educational (t = 10.56), tourism (t = 14.05), underground water (t = 22.74), with a calculated significance level (Sig = 0.001) And considering that it is ($P \geq 0.05$), as a result, the calculated t value is significant, which indicates the difference between the current situation and the desired situation, and by comparing the averages, it is clear that the average of the current indicators is higher than the average The optimal situation (M=5) is lower and this shows the gap between the existing situation in terms of rural development and the ideal situation.

In the following, the factors affecting rural development have been identified using the opinions of professors and experts and specialists in rural development. Then, to rank the identification factors in the Delphi

stage, which consists of three general factors, a questionnaire using a Likert scale was used, which was completed by the target sample group. In order to identify the factors affecting rural development, open-ended questions were asked to the experts and the effective factors were identified by them, which was a total of 32 factors, and in the second stage, the factors determined by the Likert scale were arranged and distributed among the experts after scoring. Experts to these factors and collecting the answers of the expert group, some factors that had an average of less than three were removed from the research. Finally, the following 26 factors that obtained an average of more than three were used to continue the research.

Table 5: *Factors affecting the rural development of the first stage*

Code	Indicators
1	Centralized adoption of policies (from top to bottom)
2	Lack of a clear goal
3	Lack of proper understanding of rural development
4	Absence of a developmental perspective in managers
5	Lack of appropriate regulations and laws
6	Lack of foreign investment
7	Numerous legislative authorities
8	Deviations caused by political intentions
9	Evaluation of the implementers of the implementation of the policy and the conflict between the implementation and their interests
10	Ignoring political, social, and economic variables in formulating policies
11	Lack of general agreement with the developed policies
12	The priority of resolving political concerns over developmental policies
13	Lack of public awareness, feeling of no role in policy making
14	Governments' attitude towards development is not stable
15	Inadequacy of knowledge and skills and lack of management expertise and skills
16	Management breakdown in Iran
17	Lack of knowledge and correct understanding of the instructions by the executors
18	The resistance of executives in the implementation of policies
19	The existence of multiple decision-making centers
20	unclear duties of executive units
21	Centralized bureaucratic structure
22	Failure of managers to coordinate with the announced policies
23	Unbalanced budget for development
24	Insufficient time and unavailability of necessary and appropriate resources
25	Priority of special interests (ethnic, political, territorial)
26	Choosing inappropriate tools to implement the policy

In the second step, the overlapping indicators were extracted in the form of a general factor. And the results are listed in table number 6.

Table 6: *Factors affecting the rural development of the second stage*

Code	Indicators
1	Indicators related to policy making
2	Indicators related to legal obstacles
3	Indicators related to political, social and economic factors
4	Indicators related to the motivations and attitudes of the performers
5	Indicators related to obstacles related to administrative system and bureaucracy
6	Indicators related to the obstacles related to the inadequacy and inappropriateness of the tools

In the third stage, these factors were coded and the factors that are related to each other were placed in a group and finally distributed among the group of experts and their final opin- ion about these factors was examined. After reaching a consensus, the expert group approved the coding and naming of common codes. The results are presented in table number 7.

Table 7: *Factors affecting the rural development of the third stage*

code	General index	Sub-indexes
1	Obstacles of the	Indicators related to policy making
2	nature of the policy	Indicators related to legal obstacles
3	Obstacles of per-	Indicators related to political, social and economic factors
4	formers and users	Indicators related to the motivations and attitudes of the performers
5	Structural barriers	Indicators related to obstacles related to administrative system and bureaucracy
6		Indicators related to the obstacles related to the inadequacy and in-appropriateness of the tools

Conceptual model of research
In the next stage and after the extraction of indicators, according to the background of the research and the opinion of research ex- perts, the conceptual model of the research was formulated.
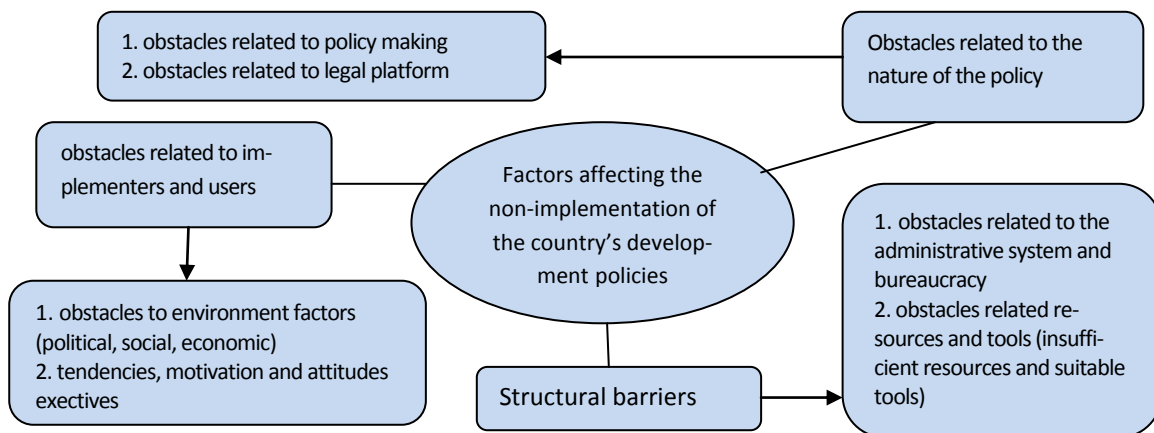

Figure 1: *Conceptual model of research*

Research findings

Table 8: *Central indicators and dispersion of rural development questionnaire questions*

Variables	Number	Average	standard deviation	Minimum scores	Maximum scores
Adoption of centralized policies	210	3.85	1.26	1	5
Lack of a specific goal	210	4.03	1.33	1	5
Lack of proper understanding of rural development	210	4.09	1.35	1	5
Absence of a developmental perspective	210	3.98	1.32	1	5
Lack of appropriate regulations and laws	210	3.52	1.24	1	5
Lack of attracting foreign capital	210	2.70	1.31	1	5
Numerous legislative references	210	3.27	1.38	1	5
Deviations caused by political intentions	210	3.44	1.29	1	5
Conflict between implementation and their interests	210	3.64	1.31	1	5
Ignoring political, social and economic variables	210	3.19	1.28	1	5
Lack of universal agreement	210	3.37	1.27	1	5
The priority of resolving political concerns	210	3.54	1.23	1	5
Lack of public awareness, sense of role lessness	210	3.31	1.27	1	5
Inconsistency of the attitude of the governments	210	3.85	1.23	1	5
Inadequacy of knowledge and skills	210	3.73	1.29	1	5
Management break	210	3.85	1.29	1	5
Lack of knowledge and correct understanding of the instructions by the executors	210	3.25	1.35	1	5
Resistance of executives in the implementation of policies	210	3.35	1.40	1	5
Existence of multiple decision making centers	210	3.81	1.28	1	5
Uncertainty of the duties of executive units	210	3.86	1.28	1	5
Centralized bureaucratic structure	210	3.81	1.30	1	5
Lack of coordination of managers	210	3.40	1.26	1	5
Unbalanced budget	210	3.83	1.30	1	5
Insufficient time and unavailability of resources	210	3.52	1.37	1	5
Precedence of special interests	210	3.84	1.28	1	5
Choosing an inappropriate tool	210	3.78	1.31	1	5

As can be seen in table number (8), most of the averages related to the variables of lack of proper understanding of rural development with mean (4.09) and standard deviation (1.35), lack of a specific goal with mean (4.03) and standard deviation (1.33) and the lowest average is related to the index of lack of foreign capital attraction with mean (2.70) and standard deviation (1.31). The average and

standard deviation of other variables can be seen in table number (8).

Table 9: *Central indices and dispersion of total scores of rural development questionnaire indices*

Variables	Number	Average
policy making	210	79.7
Legal obstacles	210	63.33
Political, social and economic factors	210	68.3
Motives and attitudes of performers	210	72.80
Administrative system and bureaucracy	210	74.4
Inadequacy and inappropriateness of tools	210	74.85

As can be seen in table number (9), the highest average of the general indexes of the questionnaire is related to the policy index with an average of (7.79) and the lowest is related to the index of legal and legal obstacles with an average of (33.36). be The average and standard deviation of other variables can be seen in table number (9).

Table 10: *Central and dispersion indicators of rural development pathology*

Variables	Number	Average
Obstacles of the nature of the policy	210	72.69
Obstacles of implementers and users	210	70.01
Structural barriers	210	74.62

As can be seen in table number (10), the average of the three final indicators of rural development pathology, respectively, the structural obstacles index with an average of (74.62), the policy nature obstacles index or the average (72.69) and the obstacles index performers and users or the average (70.01).

According to the description of the research findings, in the quantitative analysis and the results of the chi square test, it was shown that the role of policy indicators, legal barriers, political, social and economic factors, the motivations and attitudes of the executives, the administrative system and bureaucracy, the inadequacy and inappropriateness of tools are significant in the lack of rural development, and among the 26 indicators that have been selected as obstacles to the implementation of the country's rural development policies, 12 variables have been determined as the most important obstacles in the implementation of the policy, which include: lack of true understanding from rural development with a score of 4.09, lack of a clear goal (ambiguity in goals) with a score of 4.03, lack of a developmental perspective with a score of 3.98, unclear duties of executive bodies with a score of 3.86, adoption of policies Centralized with a score of 3.85, unsteadiness of government attitudes with a score of 3.85, management discontinuity with a score of 3.85, priority of special interests (ethnic, political, territorial) in the allocation of resources with a score of 3.84, existence of multiple decision centers with a score of 81. 3, centralized bureaucratic structure with a score of 3.81, selection of inappropriate tools with a score of 3.78, insufficient knowledge and skills of executive managers with a score of 3.73, the most effective obstacles in not properly implementing the line Rural development policies have been identified.

Suggested template

Based on the research findings, it was observed

1. The challenges of the policy-making space in the field of the nature of policy-making, implementers and users and structural factors are the causal conditions for the weak content of policy-making in the field of rural development.

2. Weak and inappropriate implementation of rural development policies is a weak action for rural development policies.

3. Factors of the nature of policies such as: lack of proper understanding of rural development, ambiguity in goals, lack of developmentalist perspective, existence of multiple decision-making authorities, adoption of policies in a concentrated manner, provide a common platform for formulating weak rural development policies.

4. Intervening micro and macro conditions (executives and users) including: deviation of policies due to political intentions, unsteadiness of government attitudes, managerial discontinuity, provides a common platform for realizing the strategy of inappropriate style of implementing rural development policies.

5. The strategy of the inappropriate style of implementing rural development policies and micro and macro environmental interfering factors in the field of implementers and users, including: (political and economic factors such as deviation of policies due to political intentions, lack of stability of government attitudes, management breakdown) and structural factors Including: the priority of special interests (ethnic, political, territorial) in the allocation of resources and credits, insufficient knowledge and skills of executive managers, selection of inappropriate tools, lack of clarity in the scope of executive bodies, centralized bureaucratic structure, consequences such as failure of policies, lack of rural development The evacuation of villages and the growth of urban marginalization will lead to jeopardizing the food security and productive economy of the country, so the model of diagram number (3) is suggested as a pathological model of rural development policies based on the findings of this research.
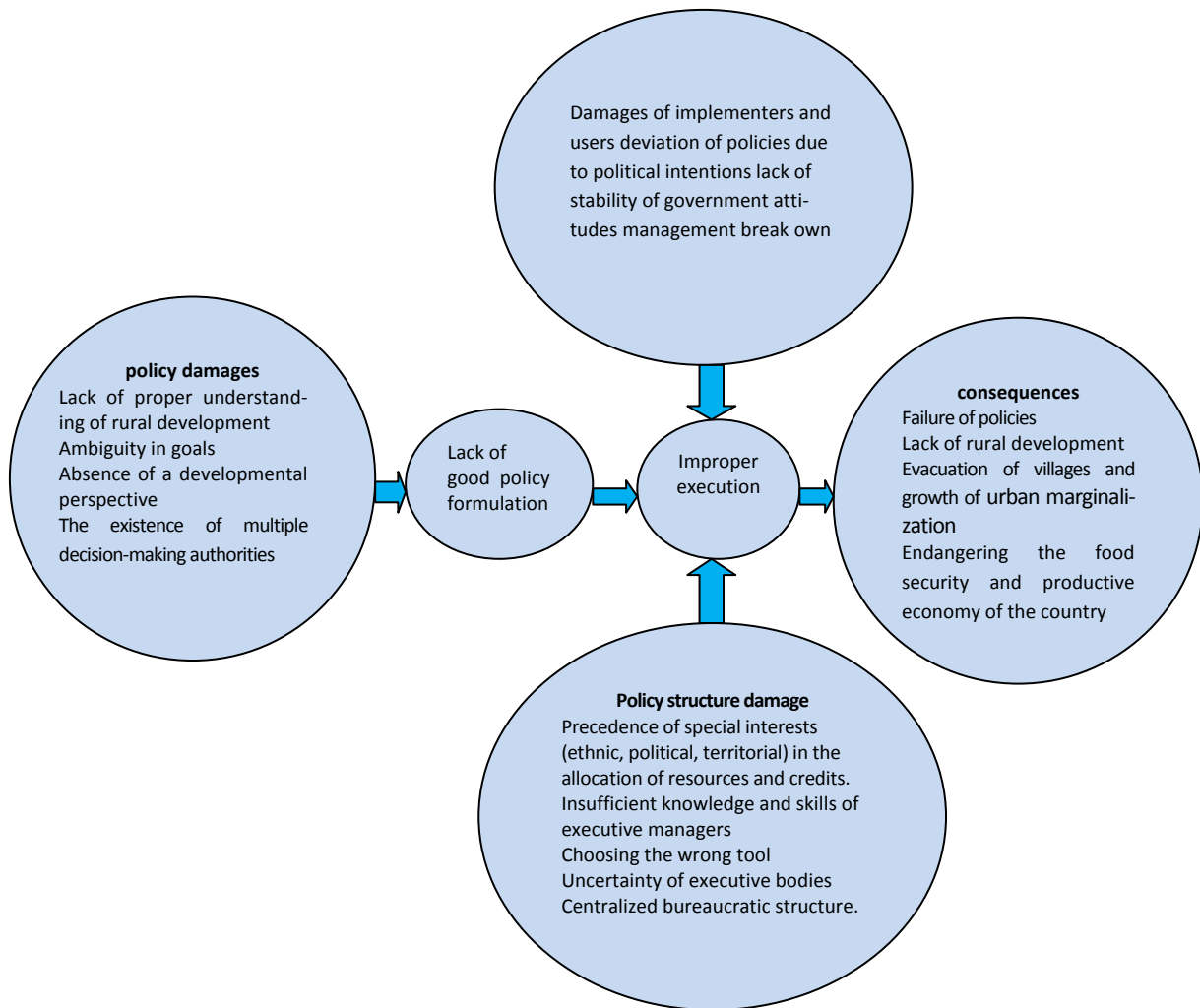
Figure 2: *Proposed model for pathology of rural development policies according to research results*

Conclusion

In examining the results of the research and matching these results with the results of previous research both in the field of public policy implementation in general and in the field of rural development policy implementation in particular, it was observed that the limitations of public policy implementation in Iran can be described in three levels:

1. Limitations related to the nature of the problem: technical difficulties, multiplicity of goals, size of the target group and behavioral changes caused by the policy in the target group.

2. The conditions governing the society including political, economic, social conditions and the emergence of new technology

3. Limitations and problems related to implementing organizations and policy implementers

According to Makinde (2005), the factors of failure in the implementation of public policies include: insufficient communication and information, absence of sufficient resources and facilities, desires, motivations and attitudes of the implementers, evaluation of the implementers of the implementation of the policy, the conflict between the im-

plementation and their interests, emanating Policy from the government instead of the target groups, disregard for social, political, economic and administrative variables, lack of support for managers to make decisions, insufficient salaries and wages of executives, lack of necessary expertise in executives, ambiguous policies. , multiplicity of policies, centralized decision-making, uncoordinated mechanism, lack of control of received information, non-alignment of government executive programs, neglect of interest groups, lack of citizen support, preoccupation with solving political concerns, multiplicity and interference of line authorities It mentions policy-making, the disparity of goals of policy-makers, delay in implementation, and the slowness of the process of reforming policies in executive bodies.

Therefore, according to the results of the research, it is suggested that the policy-makers in order to successfully implement rural development policies:

1. Refrain from formulating unrealistic and ambitious policies and formulate policies based on the facts, environmental conditions, available resources and tools of the country and for a long period of time.

2. Policy-makers should state the goals of policies and their hierarchy as clearly as possible and in the form of clear instructions.

3. Make the policies explicitly or implicitly rely on a valid causal theory and refrain from formulating spatial policies without theoretical support.

4. For the correct implementation of rural development policies, organizations should formulate clear regulations that have the necessary executive guarantee.

5. Assign the task of implementation to organizations that have sufficient experience and commitment and are accepted in the community of the village.

6. Policy-makers should consider the opinion of the executives in formulating policies so that the adopted policies are more compatible with environmental realities and technical limitations.

7. Policy-makers should develop rural development policies based on the capacities and potentials of each region and refrain from preparing a single version for the entire rural community.

8. Policy-makers should consider the role of rural people in the formulation of policies and provide the basis for people's participation in the implementation of policies.

9. For the optimal implementation of rural development policies, the management organization in each province should prepare the rural development document of the province based on the upstream documents and their local capacities.

10. Due to the lack of a specific trustee for the implementation of rural development policies and its dispersion in different executive bodies, it is suggested that the Rural Affairs Office of the governorates at the beginning of each financial year all the plans and programs of the institutions in charge of the rural area coordinate and manage in a specific and purposeful framework in order to achieve the goals of rural development policies.

11. Considering the territorial differences and economic potentials in different provinces of the country, it is suggested that the parliament refrains from approving common issues in the field of agriculture, animal husbandry and rural self-development, and based on territorial interests, from adopting a single policy for the country's villages.

12. Regarding the parallel work of the institutions in charge of the rural area in the implementation of rural development policies such as the Islamic Revolution Housing

Foundation, agricultural Ministry of Agriculture, nomadic affairs, natural resources, district administrations and village councils, supporting institutions such as the relief and welfare committee, etc. Common strategy in the implementation of rural development policies, it is suggested that all the institutions in charge of rural development should be centrally managed in a specific ministry, preferably the Ministry of Interior, and prevent duplication and parallel work.

Research proposals

In this research, the pathology of the fourth and fifth rural development programs was reviewed, it is suggested that other researches should be conducted on the pathology of other development programs such as the sixth and seventh development programs.

Pathology of other development indicators in addition to rural development should be put on the agenda.

In addition to the experts of Ministry of Agriculture, other experts working in other departments related to rural development should be used to participate in the research and their opinions should be compared.

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