



## Challenges of Physical Planning in Iranian Villages with Emphasis on Rural Guidance [Hadi] Plans

Aliakbar Anabestani <sup>\*1</sup>, Zahra Soleymani <sup>2</sup>, Pouria Ataei<sup>3</sup>

1. Professor in Department of Human Geography and Spatial Planning, Shahid Beheshti University, Tehran, Iran.

2. Ph.D. Candidate, in Geography and Rural Planning, Ferdowsi University of Mashhad, Mashhad, Iran.

3. Ph.D. in Agricultural Extension & Education, Tarbiat Modares University, Tehran, Iran.

### Abstract

**Purpose-** Basically, one of the physical planning patterns in Iran is the rural guidance [Hadi] plan that has been considered in the path of rural development planning since the victory of the Islamic Revolution of Iran. Preparing and implementing rural guidance [Hadi] plans with more than three decades of experience is one of the most fundamental proceedings is executed to enhance the physical development of Iranian villages. The implementation history of these plans over many periods indicates many challenges in the process of preparing, approving and implementing guidance [Hadi] plans .

**Design/methodology/approach-** The main purpose of the present study was to analyze the challenges in the process of preparation, approval and implementation. For this purpose, we interviewed 25 individuals who had a background in conducting the guidance [Hadi] plan. Therefore, in this study, the research method was based on qualitative method and was used to analyze the data collected by MAXQDA software .

**Finding-** The results show that the challenges in the process of preparing the conductor plans are Service description (29.73%), Partnership (33.78%), Organizational and systems (29.73%) and Consultants Characteristics (6.76%). In challenges existing in implementing Guidance [Hadi] plans, 2 main axes are also addressed by the interviewees, including participation and the rules. In the partnership axis, the limited participation of villagers in the implementation of plans with the weight of 100 was more important than other sub-axes. Since the villagers have minimal participation in the two processes of plan preparation and approval, it is, therefore, foreseeable to have limited participation in the process of implementation.

**Originality/value-** This is significant because for the first time, a study is being conducted at this level on the challenges of preparing and implementing a Rural Guidance [Hadi] Plans. The paper should be of interest to readers in the areas of Middle East & world.

**Keywords-** Physical planning, Rural Guidance [Hadi] Plan, Rural settlement, Iran.



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### \*Corresponding Author:

Anabestani, Aliakbar, Ph.D.

Address: Department of Human Geography & Spatial Planning, Faculty of Geosciences, Shahid Beheshti University, Tehran, Iran  
Tel: +98915 571 9016

E-Mail: a\_anabestani@sbu.ac.ir

## 1. Introduction

Essentially one of the aspects of planning the rural development is physical planning which is related to the design, development and management of the physical environment in accordance with the policies and proposed guide (Alabi & Akinbode, 2010). Physical planning for the rural development is considered in many countries (Dandekar, 2015; De Brauw & Rozelle, 2008: 32) due to its importance for land use planning in urban and rural areas to create an efficient and aesthetic space for living, working, jaunt and recreation (Yunusa, 2015). In fact, physical planning is one of the essential aspects of the rural development that strives to create the desired spatial coordination between different human activities to improve the quality of life (Olajuyigbe & Rotowa, 2011; Bojić, 2018). Thus, physical planning includes allocating appropriate uses, providing the right location for proper use, controlling the development, providing facilities, services and public goods, conserving resources and protecting heritage (Oduwaye, 2009). In this regard, one of the patterns of physical planning in Iran is the Rural Guidance [Hadi] plan, which has been considered in the path of planning the rural development after the victory of the Islamic Revolution (Movlai Hashjin, Ghadiri Masoum & Azizi Demirchloo, 2016). Preparing and implementing Rural Guidance [Hadi] Plan with more than three decades of experience is one of the most fundamental steps taken to enhance the physical development of villages of Iran. Rural Guidance [Hadi] plans were formed in the 1980s based on basic needs strategies (Anabestani, Javanshir & Harati, 2016). It has been running since 1987 with the responsibility of the Housing Foundation of the Islamic Revolution and under the supervision of the Deputy of Rural Development. Guidance [Hadi] Plan is one of the rural projects that are designed and implemented in order to provide the development of rural areas over 10- year period to guide the physical fabric of the villages (Karami Nasab & Mulaii Pardeh, 2018; Azami, Tohidloo & Hazrati, 2016; Housing Foundation of the Islamic Revolution, 2010). 37260 Rural Guidance [Hadi] for villages with more than 20 families, from the beginning until

the end of 2018 has been prepared, among 18,629 plans have been implemented (Housing Foundation of the Islamic Revolution, 2010). Generally, the purpose of conducting the Rural Guidance [Hadi] plans in the villages is to provide a platform for rural revitalization and guidance considering physical and economic aspects (Bahrami, 2016; Asghari lafmejani & Masoumi Jashani, 2016) and an attempt to sustain of rural population and reduce rural migration and diversification in terms of the rural area development (Movlai Hashjini, 2007). The findings of researches show that the project has not only maintained rural sustainability but also continued the migration process in many villages, despite the high material and moral costs involved. It has not succeeded either in the spatial dimension or in the arrangement of the physical context and, more importantly, it has not attracted the satisfaction and participation of the villagers (Sojasi Qeidari, 2016; Bahrami, 2016; Anabestani & Akbari, 2012). Therefore, in the present study we tried to investigate what are the most important reasons for the limited success of this plan despite the high costs involved in implementing the Guidance [Hadi] Plan.

## 2. Research Theoretical Literature

Physical Planning is a design that uses from the land use plan as a framework to propose optimal physical infrastructure for a habitat or area that includes public service infrastructure, transportation, economic, recreational and environmental protection activities (Boano, 2010). In most developing countries, the role of local government in the physical development of rural areas has been neglected, which led to the exclusion of local people from infrastructure planning and physical planning. While in developed countries, local governments and people play an important role in physical planning as well as in national development programs (Alabi & Akinbode, 2010). For example, could point out the physical upgrading of a riverfront habitat in Indonesia which to eliminate physical problems such as unfavorable housing and sidewalk conditions, lack of drinking water and health facilities and waste management facilities, as well as social, economic and the environment issues at the settlement was designed, that the basic instructions of this program are prepared by

the central government and the details of its implementation instructions are specified by the local government authorities (Michiani, & Asano, 2019; Sarwadi, et al., 2001).

### 2.1. Rural Guidance [Hadi] Plans

The Rural Guidance [Hadi] Plan is a plan that, in addition to organizing and refining the existing texture, determines the extent and location of future expansion and how to use the land for various functions such as residential, commercial, agricultural, rural installations and public needs in the form of approvals of space organization plans and rural settlements and regional master plans (Eftekhari, et al., 2018; Asayesh, 2004: 78). Nowadays, Rural Guidance [Hadi] Plans was the most important rural development management tool in Iran that can play a fundamental role in the comprehensive development of these areas (Azizpour, et al., 2011: 71- 84). In general, the four goals of these plans are:

1. To create context of the rural development according to cultural, economic and social conditions.
2. Equitable provision of facilities through social, productive, welfare facilities.
3. To guide the physical condition of the village.
4. To guide the physical condition of the village.
5. To provide facilities to improve rural housing and environmental and public services. (Asayesh, 2004: 20).

The theoretical origin of the Rural Guidance [Hadi] Plans is the physical planning that has been pursued in Iran since the Islamic Revolution as a result of justice-seeking goals for the villages and is at least unique among neighboring countries and the region (Darabi, 2009: 21).

Therefore, the plan seeks to develop of rural construction, equitable provision of facilities, directing of the physical condition of the villages, providing facilities for improving housing and environmental and public services (Azimi, et al., 2011). And with the participation of the villagers, it the use of the village's abilities and capabilities can lead to improved public amenities and improved of living conditions for the villagers (Anabestani, 2014).

### 2.2. Process of preparation and implementation of Rural Guidance [Hadi] plan

In general, the process of preparation and implementation of the Rural Guidance [Hadi] plan has a 4-step process including:.

1. Preparatory stage (before preparing the Rural Guidance [Hadi] plan): At this stage, the deputy of the rural development of the Islamic Revolution Housing Foundation of the province, with regard to the credits allocated and existing indicators, selects priority villages for the preparation of the Rural Guidance [Hadi] plan and after some steps is prepared by the project consultant and comes into play after approval.
2. Rural Guidance [Hadi] Plan Preparation stage: This phase begins with the delivery of instructions and recommendations from the employer to the consultant.
3. Approval of Rural Guidance [Hadi] Plan: Before approving the Rural Guidance [Hadi] Plan, prepared plan is presented by the Consultant during a meeting named the Expert Committee, and after the necessary scrutiny the plan has passed the meeting of approval and after expert reviews and the authorities is approved.
4. Implementation of Rural Guidance [Hadi] Plan: After the Communicating of Guidance [Hadi] Plan from the Provincial Government to the governorate and the local authorities, it enters the executive phase (Anabestani & Javanshiri, 2014).

In general, it can be said that numerous researches have been focused on the Rural Guidance [Hadi] plans (Mohammadi, et al., 2016; Asghar Lafmejani & Masoumi Jashani, 2016; Anabestani, et al., 2017; Zarei, 2009; Savari, et al., 2018; Azami, 2016). However, it should be noted that all these researches have focused only on the challenges of one of the Guidance [Hadi] Plan processes. Therefore, in the present study, we have attempted to pay attention all three processes of preparing, approving, and implementing the aforementioned plans and the challenges of exist in these processes.

### 3. Research Methodology

In this study, we used the method of interviewing with consultants and experts involved in these plans in order to investigate the challenges in Rural Guidance [Hadi] Plan. Snowball sampling was used to identify these consultants and experts. In this way interviewees are identified through social networks or by potential or influential individuals in the research (Robson, 2011; Earl-Babbie, 2013). This process ends when the

information gathering reaches a saturation point and new information and materials are not collected in the interview process (Ashley & Boyd, 2006). In this study, the saturation point was 25 people. The gathering of information and data was a conversation. We decided to use a qualitative Semi-structured questionnaire. In this questionnaire, we asked open-ended questions in three parts: the process of preparing the Guidance [Hadi] Plan, the process of approving the Guidance [Hadi] Plan, and the process of implementing the Guidance [Hadi] Plan. At the discussion sessions, we asked the interviewees to your comments to put forward on the challenges

that exist in each of these processes. MAXQDA software was used for data analysis.

**4. Research Findings**

According to Table 1, it can be said that 66.6% of the interviewees were female that 58.3 percent of them are between 41-50 years of age, and 58.3 percent have a master's degree. Further, 50% of the interviewees between 20-30 years have a background in the Guidance [Hadi] plans, reflecting the full knowledge of the interviewees about the Guidance [Hadi] plans and the challenges of existing in these plans.

**Table 1- Features of interviewees**

Component	The most	Percentage
Age	41-50 years	58.3
Sex	Female	66.6
Level of Education	Masters	58.3
Background in the field of Guidance [Hadi] Plans	20-30 years	50

**4.1. Challenges in the preparing process of Guidance [Hadi] plans**

In general, based on the topics discussed by the interviewees, the Challenges in the preparing process of Guidance [Hadi] plans were divided into 4 mains. As shown in Table 2, sub-axes of limited adaptation description of services considered in Guidance [Hadi] plans to the needs of the villagers in axes of the service description, it is more important than other sub-axes. In the participation axis, the sub-axis of the reliance solely of consultants to Rural Islamic Council and Rural Administrator in participation and paying attention of Rural Administrators to your own interests is more important than the other sub-axes. Also at the axis of organizational challenges has more important the sub-axis of the Lack of interoperability and coordination between organizations in the process of preparing Guidance [Hadi] plans. Similarly, in features of Consultants axis, the sub-axis of the lack of sufficient expertise and scientific weakness of consultants is more important than other sub-axes. Most of the interviewees believed that the description of services considered in Guidance [Hadi] plans had a limited adaptation to the physical needs of the villagers, and there is no regard for the economic and social needs of the villagers.

One interviewee emphasized that "The description of the services in the Guidance [Hadi] plans is in line with the physical goals and needs and does not conform the economic, social needs of villagers. Even the physical needs of the villagers is not taken into consideration ideally. Because in the villages, the physical aspects should be taken into account in relation to lifestyle of the villagers (the agricultural and the animal husbandry activities), not a physical that is specific to urban areas. In some villages, it has been observed that despite the implementation of the Guidance [Hadi] plans, the villagers have emigrated from the village while one of the objectives of the Guidance [Hadi] plans is to maintain population sustainability. In general it can be said that the description of services does not conform the needs of the villagers. "

Other challenges were raised by the interviewees included the discussion of the villagers' participation in the process of the Guidance [Hadi] plans. The majority of the interviewees believed that the villager's participation had improved compared to the past, but at the moment it was not satisfactory.

Another major challenge that is noted by the majority of interviewees in the plans preparing process is the lack of interoperability and coordination between organizations.

**Table 2- Axes and sub-axes of the process challenges of the preparing**

Parent code	Code	Coded segments of all documents	Weight score
Service description	Limited Adaptation description of services to the needs of the villagers	9	100
	Not paying attention to the economic, social needs of the villagers and just paying attention to the physical needs	5	50
	Not matching of service descriptions with the character and lifestyle of the villagers	1	10
	Lack of sufficient explanations of the morphology of the settlement	1	10
	The same services description for all villages, regardless to different village conditions	4	40
	Not being up to date the maps and services description of used in the plans	2	20
Participation	Limited Participation of villagers in the preparing process	5	50
	Limiting rural participation to providing information and emphasizing instrumental participation	1	10
	Reliance solely of consultants to Rural Islamic Council and Rural Administrator in participation and paying attention of Rural Administrators to your own interests	6	60
	The lack of positive attitude of the authorities towards the participation of the villagers	1	10
	Limited visibility of Guidance [Hadi] plans to rural participation	1	10
	Inadequate follow-up of the fourth factor to Supervision the consultant's work in attracting of participation villagers	2	20
	Insufficient awareness of villagers about Guidance [Hadi] plans	2	20
	The lack of cooperation of local managers and the unwillingness of villagers to implement these plans and the pessimism of villagers to these plans`	2	20
	Lack of attention of some consultants to existing clauses regarding the participation of villagers	5	50
Organizational challenges	Lack of interoperability and coordination between organizations in the process of preparing Guidance [Hadi] plans	7	70
	Lack of coordination of the organizations to provide data and information	3	30
	Housing Foundation not paying attention to sustainable rural development in the process of Guidance [Hadi] plans	1	10
	Lack of participation of some rural organizations	1	10
	Finance weak of Housing Foundation	1	10
	The parallelism of organizations	2	20
	Pay attention to organizational interests and priorities	1	10
	The lack of a ministry to handle village affairs	1	10
	Different views and opinions of organizations about the village	2	20
	Prolongation the preparation process until the implementing process of plans	1	10
	Lack of specific rules and regulations for rural affairs	1	10
Use of urban rules for most rural affairs	1	10	
Features of Consultants	Insufficient age, experience and skills of consultants to attracting of participation of villagers	1	10
	Lack of sufficient expertise and scientific weakness of consultants and being alien to villagers' lives and activities	4	40

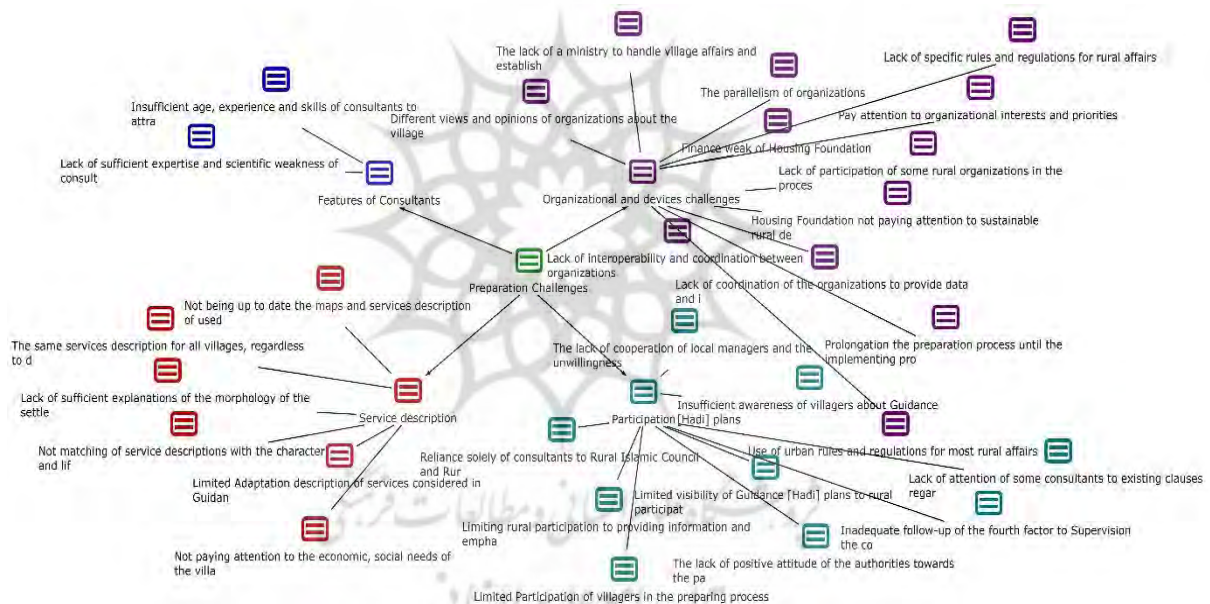
Overall, based on the content provided by the interviewees, it must be noted that the focus of participation Axis by 33.78 percent is one of the major challenges in the process challenges of the preparing of Guidance [Hadi] plans. Indeed, the

participation of people in the process of the preparing of Guidance [Hadi] plans is very limited and the consultants do not try to attract public participation (Table 3).

**Table 3- Frequency and Axes Percentage of the process challenges of the preparing**

Challenges of preparing Process	Segments	Percentage
Service description	22	29.73
Participation	25	33.78
Organizational challenges	22	29.73
Features of Consultants	5	6.76
Sum	74	100

Figure 1 illustrates the relationship between axes and sub-axes of the process challenges of the preparing of Guidance [Hadi] plans:



**Figure 1- Axes and sub-axes of the process challenges of the preparing**

**4.2. Challenges existing in the process of approving Guidance [Hadi] plans**

Based on the issues considered by the interviewees, the main axes of the process challenges of the approving of Guidance [Hadi] plans are divided into 4 categories. In People's opinions and priorities axis have the sub-axis of limited attention to people's opinions and priorities at approving technical committee meetings, more important. At the axis of the participation, presence without the right of a voter Rural Islamic Council and Rural Administrator in meetings has a higher importance. Likewise, in terms of sub-axis not having enough expertise in

the Rural Administrator in axis of Features of Rural Administrator, and in the axis organizational and devices challenges, sub-axis of lack of coordination and interaction between organizations are more important in the than other axes (Table 4).

In general, one of the challenges that many interviewees acknowledged in the process of approving Guidance [Hadi] plans is the lack of attention to the opinions and priorities of people in technical committee meetings. According to the majority of the interviewees, due to differences in the attitudes of the present authorities at the meetings of the Technical Committee on villages,

the existence of restrictive laws and regulations and sometimes the non-compliance of the needs and priorities of the people with existing regulations, leads to insufficient attention to the needs and priorities of the villagers.

Another major challenge to be mentioned by many interviewees is the lack of voting rights of the Rural Administrators in the technical committee meetings, while the main beneficiaries of these plans are the people and their

representatives (Rural Islamic Council and Rural Administrator). Lack of coordination and interoperability of the devices at the plan approval stage is another major challenge mentioned by all interviewees, and everyone acknowledged that this lack of coordination and collaboration of organizations created major obstacles in the process of plans and they have the effect of reducing the quality of the plans.

**Table 4- Axes and sub-axes of the process challenges of the approving**

Parent code	Code	Coded segments of all documents	Weight score
People's opinions and priorities	Limited attention to people's opinions and priorities at approving technical committee meetings	7	70
	Being personal of some opinions and disregard for the general interests of the village	1	10
	Contrast some of people's opinions and priorities with rules and regulations	6	60
Participation	Presence without the right of a voter Rural Islamic Council and Rural Administrator in meetings	5	50
	Absence of representative from different classes and activities of the village in meetings	1	10
Features of Rural Administrator	Not having enough expertise in the Rural Administrator	4	40
	Having a local vision of the Rural Administrator and attention to their own interests	3	30
	The inability of the Rural Administrator to defend the views and priorities of the people in the technical committee meetings	1	10
	Lack of interaction Rural Administrator with the villagers and lack of right understanding of the villagers' needs	1	10
Organizational and devices challenges	Lack of coordination and interaction between organizations in the approval process	10	100
	Inadequate efforts of organizations to achieve interaction and coordination	8	80
	Different views of devices about the villages	2	20
	Lack of right understanding of the present representatives at the meetings regarding the village	2	20
	The absence of some village-related organizations such as the Environment organizations	1	10
	Existence restrictive laws and regulations	1	10
	Have a profitable view of representatives of different organizations to the plans	4	40
	To be long and delay in responding to inquiries from organizations and no presentation the inquiries in suitable time	5	50
	To be long of administrative process of getting inquiries from different organizations	1	10
	Impose high costs to the consultant for Presentation of inquiries answer	3	30
	Lack of attention some organizations to the sustainable development of villages	1	10
	Lack of support of the Housing Foundation from consultants at technical committee meetings	1	10
	No prioritize solving problems of existent in the village for some of the organizations of present at the meetings	3	30
	Lack of flexibility of plans	1	10
Top-down attitude in plans	1	10	

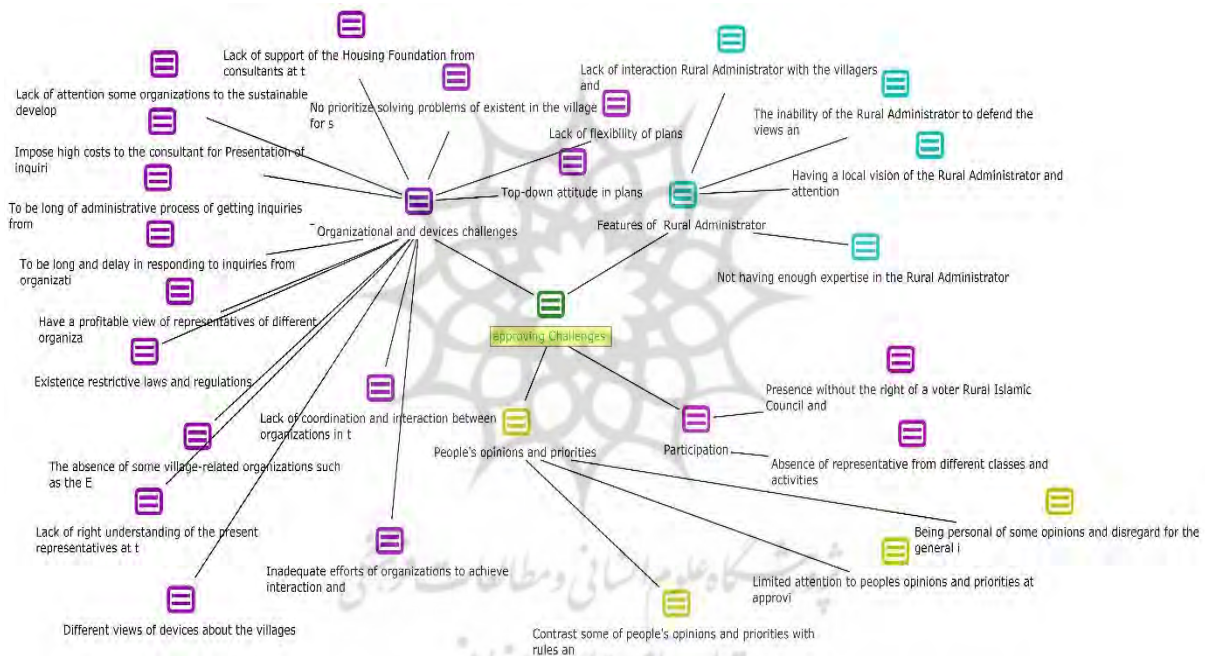
Overall, according to Table 5, from the point of view of the interviewees, organizational and device challenges with 60.27% are the most

important challenges in the process of the approving of Guidance [Hadi] plans (Table 3).

**Table 5- Frequency and Axes Percentage of the process challenges of the approving**

Challenges of approving Process	Segments	Percentage
People's opinions and priorities	14	19.18
Participation	6	8.22
Features of Rural Administrator	9	12.33
Organizational challenges	44	60.27
Sum	73	100

Figure 2 illustrates the relationship between axes and sub-axes of the process challenges of the approving of Guidance [Hadi] plans:



**Figure 2- Axes and sub-axes of the process challenges of the approving**

**4.3. Challenges existing in the process of implementing Guidance [Hadi] plans**

Generally, based on Table 6 can be said that the Axes of the process challenges of the implementing of the plans include two axes. In the axis of participation the sub-axis of limited participation of villagers in plants implementing and in axis rules and regulations, limited to opening the main passages of the village and no adaptation of approved plans with implemented plans for the interviewees, they are more important.

One of the major challenges in the implementation process of the Guidance [Hadi]

plans mentioned by many interviewees was the lack of adaptation of approved plans with the implemented plans and most interviewees acknowledged that in many villages the implementation of the plans was limited to the opening of the main passages of the villages.

"In some villages after 10 years of review there has been no change and in some villages only the main passages have been opened".

Another important challenge highlighted by the interviewees with various implications is the limited cooperation and participation of villagers in the plans implementation process. They said



that if there is a partnership, more is instrumental participation.

"Since people do not have an effective role in the process of preparing and approving plans, cannot expect to be involved in the implementation

process. These participations are more limited to instrumental and financial participations that have to provide 30 percent of their land to the service sector. "

**Table 6- Axes and sub-axes of the process challenges of the implementing**

Parent code	Code	Coded segments of all documents	Weight score
Participation	Limited participation of villagers in plants implementing	5	100
	Restrict villager's participation to financial participation	3	30
	Unauthorized construction by villagers	3	30
	Lack of cooperation and supervision of Rural Administrator	2	20
	Lack of cohesion and coordination among villagers in the implementation of plans	1	10
	Lack to follow the villagers and Rural Administrator	1	10
	Inadequate awareness of villagers about existing rights and laws	2	20
	People's over-dependence on government	1	10
	People's negative view to Guidance [Hadi] plans	1	10
Rules and regulations	Inconsistency of the executor of plan with the Rural Islamic Council and Rural Administrator	1	10
	No forecast executive leverage for Rural Administrator to prevent unauthorized construction	2	20
	Plans limited to opening the main passages of the village	4	40
	Inadequate appropriations credits for implementation of plans	3	30
	No mandatory rules for villagers who do not participate in the plans	1	10
	Low ability, expertise and power of attention of the executor of plan	1	10
	No adaptation of approved plans with implemented plans	4	40
	Prolongation the preparation process until implemented the plans	2	20
	Restricted use of the Housing Foundation from specialists in universities	1	10
	Not paying attention to problems existing in review plans	1	10
	Lack review of plans periodically	1	10

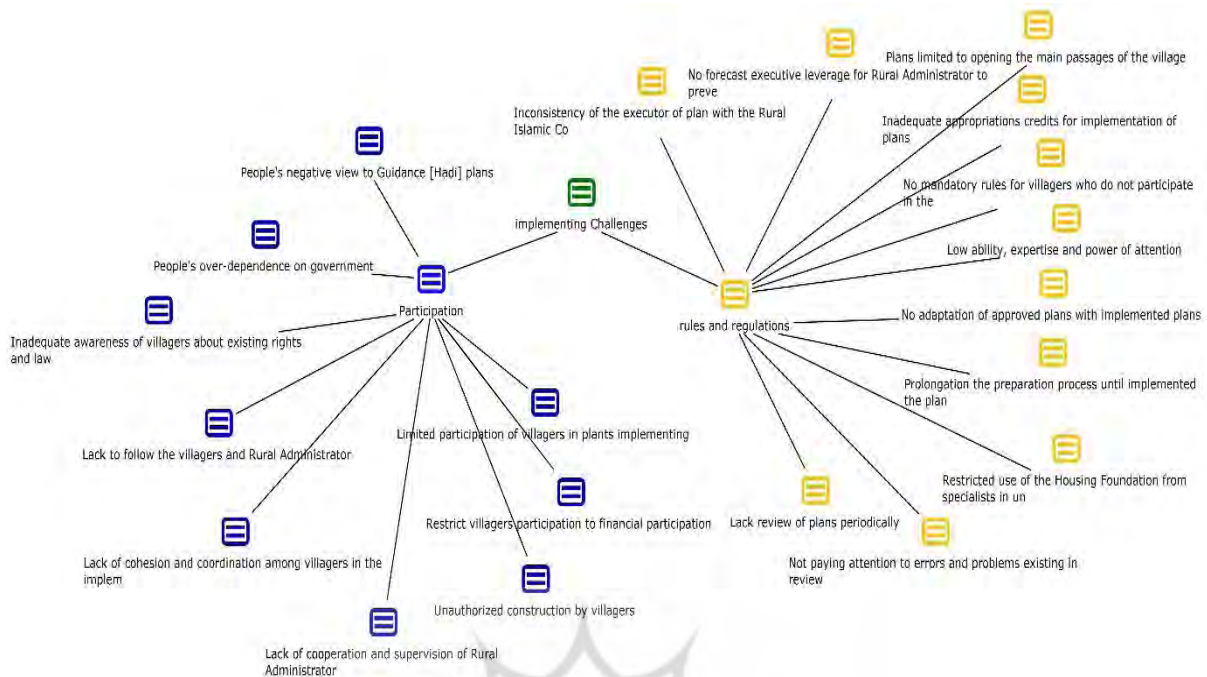
Table 7 indicates that the participation index with 52.5% is the most significant challenge in the process of implementing the Guidance [Hadi]

plans. Rules and regulations axis also place in ranks second with 19% (Table 7).

**Table 7- Frequency and Axes Percentage of the process challenges of the implementing**

Challenges of the Guidance [Hadi] plans implementing Process	Segments	Percentage
Participation	21	52.5
Rules and regulations	19	47.5
Sum	40	100

Figure 3 illustrates the relationship between axes and sub-axes of the process challenges of the implementing of Guidance [Hadi] plans:



**Figure 3- Axes and sub-axes of the process challenges of the implementing**

### 5. Discussion and Conclusion

Overall, it can be said that Guidance [Hadi] plans have three general processes of preparing, approving and implementing, each of which has its own challenges. Based on the material presented by the interviewees in the preparing process of the Guidance [Hadi] plans, four key challenges were mentioned, which in the service description axis, the Limited Adaptation description of services considered in Guidance [Hadi] plans to the needs of the villagers with 100 weight had more important than other sub-axes. In this case, it should be noted that since these plans are designed to improve the situation of the villagers, it is therefore essential that the objectives and description of the services of these plans match totally with the needs of the villagers. At the axis of the participation has greater importance the reliance solely of consultants to Rural Islamic Council and Rural Administrator in participation and paying attention of Rural Administrators to your own interests by gaining 60 weights. It should be noted that in projects that are organized for the people, maximizing people's participation could have a significant impact on the success of the project's implementation and cost reduction. Research by [Anabestani and Mousavi \(2017\)](#) indicates that in many villages, public participation is limited in the process of

preparing and approving Guidance [Hadi] plans, which is in line with the results of the present study. Given the importance of participation for the success of community-based plans, it is necessary to understand the factors that may limit participation in community-based plans ([Jaafar et al., 2020](#); [Pattnaik & Lahiri-Dutt, 2020](#); [Roman & Ruiters, 2020](#)). [Qian et al. \(2020\)](#) believed that there are two potential factors that may impact participation. The factors that could affect participation in community-based plans are social ties within the rural and geographic proximity. Likewise, for the interviewees in axis of organizational and device challenges, the lack of interoperability and coordination between organizations in the process of preparing Guidance [Hadi] plans is more important with 70-weight than other sub-axes. In fact, these interactions not only accelerate the process of plans preparing but can also solve more dimensions of the problems of the villagers. Also at the features of Consultants axis, lack of sufficient expertise and scientific weakness of consultants and being alien to villagers' lives and activities is the most important sub-axis that has gained 40 weight. Lack of sufficient expertise of consultants has a serious impact on reducing the quality of the Guidance [Hadi] plans and wasting financial resources. Overall, the participation axis

with 33.7% is as the most important challenge of the Guidance [Hadi] plans in preparing process than other axes, indicating the importance of participation in these plans.

To examine the challenges associated with the approval process, the interviewees identified four main challenges that in people's opinions and priorities axis, limited attention to people's opinions and priorities at approving technical committee meetings has been introduced as the most important with weight of 70. Since the main beneficiaries of these plans are the villagers, therefore, the most attention to the public opinion should be a priority for the Guidance [Hadi] plans approvers. Gómez-Quintero et al. (2019), Piwowar (2020) concluded that the opinions of the villagers can make the rural projects more successful. Also in the participation axis, the unenforceable presence without the right of a voter Rural Islamic Council and Rural Administrator in meetings has been identified as the most important challenge on this axis, with 50 weights. In fact, Rural Administrator is the sole representative of the villagers in the Guidance [Hadi] plans approving meetings. The villagers who are the main beneficiaries of these plans, therefore not having the right to vote isn't fair and reasonable. In the axis organizational challenges, the lack of coordination and interaction between organizations in the approving process with the weight of 100 has been the most important challenge in this field. This lack of interaction and coordination was also identified as one of the important challenges of the preparing process, which actually demonstrates the importance of this interaction. Munoler & Ouellet (2017), Živojinović et al. (2019), Sánchez (2019) mentioned that understanding the role of rural planning is especially complicated in unstable institutional environments, e.g. in developing countries and countries in transition. The most important challenge in the axis of features of Rural Administrator is the insufficient expertise, which has a weight of 40. Insufficient expertise of Rural Administrator leads to can't defend legally from the interests of the people. This factor not only affects the dissatisfaction of the people but can also reduce the participation of the villagers because the people's interests are not considered. Overall, organizational and device challenges with 60.27 percent were identified by

interviewees as the most important challenge in the process of approving Guidance [Hadi] plans.

In challenges existing in the process of implementing Guidance [Hadi] plans, 2 main axes are also addressed by the interviewees, which include participation and the rules. In the partnership axis, the limited participation of villagers in the implementation of plans with weight of 100 was more important than other sub-axes. Since the villagers have minimal participation in the two processes of plans preparing and approving, it is therefore foreseeable to have a limited participation in the process of implementing. The research conducted by Anabestani et al. (2018) and Savari et al. (2018) on the participation of villagers in the implementing of Guidance [Hadi] plans is in line with the results of the research. Also in axis rules and regulations, the two sub-axes limited to opening the main passages of the village and no adaptation of approved plans with implemented plans are more important than other sub-axes with weight of 40. These two challenges can be said to be the result of challenges existing in previous processes. Qu et al. (2020), Jia et al. (2020) stated that a useful rules and regulations can be available for the functional orientation of rural areas, development plans, implementation of rural management policies and transformation. Furthermore, Yang et al. (2020) illustrated that comprehensive rules and regulations can improve rural production and living environment, and while activate the idle land resource in rural and coordinate the rural and urban development. Limited to opening the main passages of the village and no adaptation of approved plans with implemented plans can at least be the result of the limited participation of villagers and the inadequate expertise of the consultants in the plan preparing process. In the research conducted by Anabestani and Akbari (2012), they have reached the conclusion that the greatest impact of the Guidance [Hadi] plans was on the reopening and renovation of the rural passage network, which is in line with the results of this study. Overall, participation axis with 52.5% is considered as the most important challenge in the process of implementing the Guidance [Hadi] plans.

It can be said that the Guidance [Hadi] plan is one of the most important local planning that was specifically designed for the development and growth of villages in Iran after the victory of the

Islamic Revolution. The background of the preparing and implementing of Guidance [Hadi] Plans indicates that the process of preparing, approving and implementing these plans is not without challenges. Therefore, in the present study, we attempted to analyze the challenges of the process of preparing, approving and implementing Guidance [Hadi] Plans. Therefore, we interviewed 25 people who had a background in designing these plans. The results showed that there are many challenges in the processes of preparing, approving and implementing these plans. In the process of preparing, four general challenges include description of services, participation, organizational and devices challenges and features of consultants. In the approval process, people's opinions and priorities, participation, features of Rural Administrator and organizational and devices challenges have been identified as key challenges. In the process of implementing, two challenges of participation and the rules and regulations are mentioned by the interviewees. Overall, if the challenges of the process of preparing and approving these plans are eliminate, they can achieve to their goals and be successful in implementing, which in turn will address the challenges of the implementing process. Therefore, it is necessary for the planners and policymakers involved in these plans to consider the following in order to achieve the desired results:

- Serious attention to the concept of sustainable development in the plans.
- Creating a coherent system of thought in the field of rural development and the plans.
- Getting help from Rural Planning Specialists in universities.
- Pay attention to the problems in the previous implemented plans.
- Attempting to maximize the participation of villagers in all the process of the plans
- Pay attention to the lifestyle and livelihood of the villagers and Implementation of plans in accordance with the environmental and livelihoods conditions of the villagers.

The following can be suggested for future research:

- To conduct a qualitative study on the way planners of Guidance [Hadi] plans think about rural participation
- Comparison of other rural plans with Guidance [Hadi] plans in the field of successful in implementation
- To investigate and analyzing the views of main planners and designers Guidance [Hadi] plans on rural and their impact on plans outputs.

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## چالش های برنامه ریزی کالبدی در روستاهای ایران با تاکید بر طرح های هادی روستایی

علی اکبر عنابستانی\*<sup>۱</sup> - زهرا سلیمانی<sup>۲</sup> - پوریا عطائی

۱- استاد گروه جغرافیای انسانی و آمایش، دانشگاه شهید بهشتی، تهران، ایران.

۲- دانشجوی دکتری جغرافیا و برنامه ریزی روستایی، دانشگاه فردوسی مشهد، مشهد، ایران.

۳- دکترای ترویج و آموزش کشاورزی، دانشگاه تربیت مدرس، تهران، ایران.

### چکیده مبسوط

#### ۱. مقدمه

همه این پژوهش ها فقط بر چالش های یکی از فرایندهای طرح هادی متمرکز شده اند که اکثریت آنها بر فرایند اجرا و چالش های موجود در آنها پرداخته اند. اما ما در پژوهش حاضر سعی کردیم بر هر سه فرایند تهیه، تصویب و اجرای طرح های مذکور و چالش های موجود در این فرایندها را مورد توجه قرار دهیم.

#### ۳. روش تحقیق

در این پژوهش به منظور بررسی چالش های موجود در طرح های هادی روستایی، از روش مصاحبه با مشاوران و کارشناسانی که در این طرح ها حضور داشتند، استفاده کردیم. به منظور شناسایی این مشاوران و کارشناسان از روش نمونه گیری گلوله برفی استفاده شده است. در این روش مصاحبه شوندهگان از طریق شبکه های اجتماعی یا توسط اشخاص افراد بالقوه یا موثر در پژوهش شناسایی می شوند. این فرایند زمانی به پایان می رسد که جمع آوری اطلاعات به نقطه اشباع برسد و اطلاعات و مطالب جدیدی در فرایند مصاحبه جمع آوری نشود. در این پژوهش نقطه اشباع ۲۵ نفر بود. در نهایت براساس نتایج حاصل از مصاحبه ها، چالش های موجود در هر یک از بخش های تهیه، تصویب و اجرای طرح های هادی استخراج شد. از نرم افزار MAXQDA به منظور تجزیه و تحلیل اطلاعات مورد استفاده قرار گرفت.

#### ۴. یافته های تحقیق

نتایج پژوهش نشان می دهد که در فرایند تهیه طرح های هادی چالش های شرح خدمات (۲۹/۷۳٪)، مشارکت (۳۳/۷۸٪)، چالش های سازمانی و دستگاه ها (۲۹/۷۳٪) و ویژگی های مشاوران (۶/۷۶٪)، در فرایند تصویب نیز نظرات و اولویت های مردم (۱۹/۱۸٪)، مشارکت (۸/۲۲٪)، ویژگی های دهیار (۱۲/۳۳٪) و چالش های

هدف از اجرای طرح های هادی در روستاهای کشور، ساماندهی کالبدی روستاها و نظم دهی به کلیه فعالیت هایی است که در سطح روستاها صورت می پذیرد، فراهم کردن بستر تجدید حیات و هدایت روستا با در نظر گرفتن جنبه های کالبدی و اقتصادی و تلاشی برای ماندگاری جمعیت روستایی و کاهش مهاجرت های روستایی و تنوع بخشی از نظر توسعه یافتگی به فضای روستاها طراحی و انجام گرفته است. اما یافته های محققان نشان می دهد که این طرح در بسیاری از روستاها با وجود هزینه های مادی و معنوی زیادی که به کار رفته است در بسیاری از موارد نتوانسته است به پایداری روستایی کمک نموده و روند مهاجرتی همچنان ادامه دارد. لذا در پژوهش حاضر سعی ما بر این است تا بررسی نماییم که با وجود هزینه های زیادی که برای اجرای طرح هادی در روستاهای ایران انجام گرفته مهمترین دلایل موفقیت محدود این طرح چیست؟

#### ۲. مبانی نظری تحقیق

برنامه ریزی کالبدی یک طراحی است که در آن از برنامه کاربری زمین به عنوان چارچوبی برای پیشنهاد زیرساخت های کالبدی مطلوب برای یک سکونتگاه یا منطقه استفاده می شود که این زیرساخت ها شامل زیرساخت های خدمات عمومی، حمل و نقل، فعالیت های اقتصادی، تفریحی و حفاظت از محیط زیست می شود. در بیشتر کشورهای در حال توسعه، نقش دولت محلی در توسعه کالبدی روستاها نادیده گرفته شده است، که همین امر منجر به حذف مردم محلی از برنامه ریزی زیرساخت ها و برنامه ریزی کالبدی شده است. به طور کلی می توان گفت که در زمینه طرح های هادی روستایی پژوهش های متعددی انجام شده است. اما باید اشاره کرد که

\* نویسنده مسئول:

دکتر علی اکبر عنابستانی

آدرس: گروه جغرافیای انسانی و آمایش سرزمین، دانشکده علوم زمین، دانشگاه شهید بهشتی، تهران، ایران.

پست الکترونیکی: Email: a\_anabestani@sbu.ac.ir



پژوهش نشان می‌دهد که چالش‌های متعددی در فرایندهای تهیه، تصویب و اجرای این طرح‌ها وجود دارد. در فرایند تهیه ۴ چالش کلی شامل شرح خدمات، مشارکت، چالش‌های سازمانی و دستگاه‌ها و ویژگی‌های مشاوران می‌باشد. در فرایند تصویب نیز نظرات و اولویت‌های مردم، مشارکت، ویژگی‌های دهیار و چالش‌های سازمانی و دستگاه‌ها به عنوان چالش‌های اساسی مطرح شده‌اند و همچنین در فرایند اجرا به ۲ چالش مشارکت و ضوابط و مقررات توسط مصاحبه‌شوندگان اشاره شده است.

**کلیدواژه‌ها:** برنامه‌ریزی کالبدی، طرح هادی روستایی، سکونتگاه روستایی، ایران.

### تشکر و قدردانی

پژوهش حاضر حامی مالی نداشته و حاصل فعالیت علمی نویسندگان است.

سازمانی و دستگاه‌ها (۶۰/۲۷٪) و همچنین در فرایند اجرا چالش مشارکت (۵۲/۵٪) و ضوابط و مقررات (۴۷/۵٪) به عنوان چالش‌های اساسی محسوب می‌شوند.

### ۵. بحث و نتیجه‌گیری

طرح هادی یکی از مهمترین برنامه‌ریزی‌های محلی است که بعد از پیروزی انقلاب اسلامی به طور خاص برای توسعه و رشد روستاهای ایران طراحی شده است. در تعریف طرح مذکور آمده است که به دنبال تجدید حیات و هدایت روستا به لحاظ ابعاد اقتصادی، اجتماعی و فیزیکی روستا می‌باشد. به طور کلی تهیه و اجرای طرح‌های هادی روستایی نزدیک چهار دهه سابقه دارد. سابقه تهیه و اجرای طرح‌های هادی بیانگر این می‌باشد که فرایند تهیه، تصویب و اجرای این طرح‌ها بدون چالش و مساله نمی‌باشد. لذا در پژوهش حاضر تلاش کردیم که چالش‌های موجود در فرایند تهیه، تصویب و اجرای طرح‌های هادی را مورد تحلیل و بررسی قرار دهیم. از این رو با ۲۵ نفر که سابقه فعالیت در تهیه این طرح‌ها دارند، به مصاحبه پرداختیم. نتایج



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