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Research Paper: Analysis and recognition of factors disturbing the effectiveness of the rural master plan (Based on the meta-combined method)

Afsaneh Majidi[1], Farhad Azizpour[2*]

1. PhD student, Department of Human Geography, Faculty of Geographical Sciences, Kharazmi University, Tehran, Iran.
2. Associate Professor, Department of Human Geography, Faculty of Geographical Sciences, Kharazmi University, Tehran, Iran.

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ABSTRACT

Purpose: One of the development projects in the late 90's, concurrent with the victory of the Islamic Revolution in Iran is the rural master plan. These projects aim to achieve rural development as the most important official and legal document of rural development. However, they are in a similar situation to the urban master plan. In addition to creating a platform for physical development, these projects face challenges in the rural development such as growing demand for land-use change, rising land prices and the growth of the stock market and decrease the social trust of villagers. This study attempts to review and analyze the factors touching the adverse effects of these projects.

Methods: This article is performed using the qualitative content analysis method by selecting fifty-six papers in a non-probabilistic and purposeful sampling from one hundred articles published in applied studies and research in the rural master plan in four valid citation databases according to the meta-combined analysis method.

Results: This study shows that the poor effectiveness of the rural master plan is affected by several factors that act in a dialectical action. These factors, however, each have their effects; however, their interaction with other factors doubles their effectiveness. This is a point that is less considered by the country's planning system. These include factors such as dominance and persistence of physical and sectoral attitude, the uncertainty of the village's situation in the planning system, the adequate allocation of credit resources in preparation and implementation, poor management of project implementation, the dominant urban view in project preparation, weak participation of villagers and implementation of rural master plan scientific weakness of project providers, lack of attention to the natural-ecological environment in planning and design, less attention to economics in planning and design and poor adaptation of the project to the needs of stakeholders

Discussion: Based on the meta-combined analysis of this study, the factors influencing inefficiency are often exogenous. In other words, as an intervening factor, the planning system has adopted a procedure for preparing and implementing rural master plan in which the internal capacities of the village on the one hand and the rapid developments and new demands of the villagers, on the other hand, have been neglected.

*** Corresponding Author:**
Farhad Azizpour, PhD
Address: *Department of Human Geography, Faculty of Geographical Sciences, Kharazmi University, Tehran, Iran.*
Tel: *+98 (912) 5135385*
E-mail: *azizpour@khu.ac.ir*

1. Introduction

In the years after the revolution, various plans were implemented to develop the country's rural areas, mainly emphasizing the elimination of the deprivation approach. Rural development remained an essential part of the government's strategy for fundamental change. To this end, the government put a policy of transformation in the management and structure of the traditional agricultural organization and the creation of new (revolutionary) institutions based on the goals and ideals of justice and the balanced distribution of Facilities on the agenda. The establishment of institutions such as the Housing Foundation of the Islamic Revolution and "Jihad Sazandegi" resulted from these changes.

Despite the strong motivations in these institutions to reduce the deprivation of the villages, lack of a codified strategy, lack of coordinated programs, non-compliance of rural activities with each other, parallel work of executive bodies and especially weakness in theoretical orientation in line with rural development. The development of the villages was not carried out correctly.

One of the measures taken by the government based on the role of public institutions, especially the Housing Foundation of the Islamic Revolution, in the planning system is the preparation and implementation of a rural master plan (as a document for rural development). This plan has been prepared and implemented since 1989 in the villages with more than 20 households to lay the groundwork for development in ecological, socio-cultural and economic dimensions by organizing the land-use system.

Preparation and implementation of several projects revealed that in a short time (2 to 3 years) with the completion of special projects, especially in road networks and the need to comply with the rules in construction, different spatial objectivity has been given to rural areas. In this regard, some researchers believe; the rural master plan has weaknesses. However, its nature has created dramatic changes in rural communities, especially in environmental and physical aspects. These changes include reducing the damages caused by natural disasters, sanitary disposal of household waste, and the management of surface water and sewage. Moreover, easing the physical access, balanced and planned expansion of the village texture, optimal distribution of land uses and proper land management, improving the condition and aggregation centres are among these changes. Further effects are encouraging villagers to implement rural master plans such as improving bypasses, constructing sidewalks, mosques, clinics, etc. and the prosperity of construction in the villages (Azizpour & Hosseini Hasel, 2008).

Thus, the effectiveness of the rural master plan has always been one of the most critical issues among experts (including policymakers, academics, planners) and even villagers., In their view of nostalgia, some consider it the primary factor disrupting the social-spatial order of the village. In contrast, those modernist views believe it is lifesaving for the village and others with a [ost-modernism view claim that the rural master plan requires fundamental reforms to achieve a good village.

The dominant view of the experts is that, in the framework of the rural master plan, the material dimension of the rural area, which has a physical manifestation, is more important, and the socio-economic dimension, with a semantic nature, has been marginalized. Therefore, the rural master plan has created new challenges for the country's villages, including the destruction of fertile agricultural lands, increasing demand for land use change, inconsistency of physical interventions with indigenous knowledge of villagers, per capita non-compliance of proposed uses with the economic activity of some rural settlements, destruction of some levels in the rural spatial organization such as neighborhood unit, adverse change of physical texture due to environmental conditions, etc., increase in land prices and the growth of the land market, the occurrence of social disorders in some villages, the interference of land dealers, has caused the fragmentation of lands.

Some scholars believe that the rural master plan paved the way for mechanical order, such as the preventing illegal construction, controlling land grabbing, defining the requirements for public uses and services, and ordering physical expansion in the village. It has had negative consequences for the village and the villagers. Disruption of space organization, weakening the cohesion of physical texture, creating elements incompatible with the rural environment, weakening diversity in elements of physical texture, weakening the visual landscape, weakening cultural identity, strengthening urbanism, poor attention to the participation of villagers etc. are among these issues" (Azizpour, 2013).

This condition (adverse effectiveness) is affected by several factors. In this regard, experts have developed different views based on their research: some influenced by the prevailing idea of the design and description of its services, some by the type of problem-solving and planning method and others by the management system

and how to prepare a plan (Azkia and Dibaji, 2016; Rezvani, 2011; Azizpour, 2013; Hosseini Hasil, 2002; Ejlali, 2013; Taleshi, 2015).

Of course, the essential point is to provide an integrated view of the factors influencing the adverse effects of the rural master plan. Most of the research has been done on the rural master plan, its effectiveness and the factors and forces affecting it. Academic researchers and executive experts have done some of the research*. In this study, by deepening and using the meta-combined method, the researchers tried to answer the main question: what factors influence the ineffectiveness of rural master plans, and how do they create a difference?

2. Literature Review

This research has been done on the adverse effects of rural master plans in Iran. No qualitative research has been done in this field so far. The study leads to understanding the views of researchers involved in the preparation and implementation of the rural master plan and the causes of inefficiencies in its performance and obtaining significant results. The most important data about preparing and implementing such plans can be achieved correctly. Therefore, all available resources in rural development planning that refer to the effects of the implementation of physical projects have been reviewed in the present study.

In the present study, the foundations of thought have been proposed solely to express the thought developments that have taken place in the field of planning. These normative approaches are primarily concerned with improving planning practice.

3. Methodology

This research has been done within the framework of the interpretive paradigm and based on qualitative methodology. The researchers have used a qualitative meta-combination method according to the research purpose. A meta-combination is a qualitative study examining information and findings extracted from qualitative and quantitative studies related to the subject. It provides researchers with a systematic approach to discovering topics through qualitative and quantitative research. It also deals with new and fundamental metaphors (Nobel and Haier, 1988). However, based on this definition, this method aims to analyze the content of qualitative studies conducted concerning a particular issue. However, in the present study, in addition to qualitative studies, the limited number of qualitative studies performed on the one hand and the emphasis of the research group on the use of quantitative study results have also been used.

There are several ways to perform a qualitative meta-combination method. In this study, based on the framework presented by Sandlowski and Barroso (2006), the modified process is used as follows.

Step 1: Set up research questions;

Step 2: Systematic review of texts;

At this stage, the research group systematically searched for articles published in good domestic articles to determine valid, credible and relevant documents from 1988 to 2019. In this study, 100 articles were identified from four databases: “Noor Specialized Journals Database”, “Comprehensive Humanities Portal”, “Civilica Database”, and “Migrants Database”.

Step 3: Search and Review Related Articles;

According to the target population (100 articles), using stratified sampling, the first articles are classified into three categories: scientific and research, scientific and promotional, and scientific and specialized papers; then, using a targeted sampling, 56 articles have been selected. In the final refinement and selection of articles, the criterion of the direct relationship of articles with the studied issue (consequences and factors affecting the occurrence of outcomes) was emphasized. Therefore, articles with non-specialized or general content are not considered.

Step 4: Extract article information (open coding (extracting evidence));

The unit of record in this research is the components of the article’s content (especially the results) that are classified in the coding process as the central axis. At this stage, the pieces of evidence were extracted by open coding and 82 themes were extracted from the papers.

Step 5: Combining Qualitative Findings (Axial and Selective Coding);

In this step, phrases and sentences (evidence) that were similar merged to form semantic units (or concepts). The semantic units obtained from the previous phase were categorized and constructed as the main categories in the central coding stage. These categories are 14 units.

Step 6: Provide a conceptual framework;

After discovering the relationships between the main categories (influential and neutral categories), a conceptual framework is presented.

Step 7: Validation of the findings.

Guba and Lincoln's method was used to validate the findings. In this method, four criteria of reliability, transferability, reliability and verification are emphasized. In addition to the supervisors and consultants, the documents were provided to two experts who were aware of the qualitative research and the subject under study to question the framework provided.

Table 1. Normative theories in the field of planning

The paradigm	period of influence	intellectual foundations
Sectoral Planning	1960-1920	Rationalism; Top-down and centralist decision-making; Emphasis on the role of local officials (council and village) in attracting financial assistance and providing manpower from the villagers; Adjusting the current and future changes of a certain economic and social sector within the framework of national development strategy and predetermined goals.
Physical Planning	1960-1920	Rationalism; Physical view of the environment; Planning through physical change and correction; Top-down and centralist decision-making; Definition of land use along with detailed tables and maps.
Rational- comprehensive Planning	1960-1920	Rationalism; Quantification; inflexible; Core expertise; Technical-instrumental approach; Certainty and totalitarianism; Comprehensive physical development; People as a source of information; Provide matching development rules and regulations; Selective ideology, coherent and determined from above; Top-down and centralist decision-making; Definition of land use along with detailed tables and maps.
Advocacy planning	1970-1960	Community-based; Civil society participation; Diverse ideologies with competitive views and public will; The role of the planner as a lawyer in the communities; Adherence and effort of the planner to achieve the goals of the group.
Systematic planning	1980-1960	rationalism; Core expertise; A systemic view of the world; Comprehensive physical development; Scientific and technical management of systems; Generalization of the system environment, avoidance of one-dimensional thinking and one-sidedness; Top-down and centralist decision-making; Preparation and implementation of various development plans in different scales and different topics.
Collaborative planning	1960	Continuity; Generalization; Community-based; pluralism; Democratic communicative rationality; Interaction and civil society participation. Communication planning 1980 Lack of core expertise; Bottom-up decision-making; Communication between people and planners; Diverse ideologies with competitive views and public will; The role of the planner as a negotiator and mediator between different stakeholder groups; Emphasis on democratic and popular planning with the participation of other people and groups.
Communication planning	1980	Lack of core expertise; Bottom-up decision-making; Communication between people and planners; Diverse ideologies with competitive views and public will; The planner's role as a negotiator and mediator between different stakeholder groups; Emphasis on democratic and popular planning with the participation of other people and groups.
Strategic Planning	1980	Strategic Attitudes and Decision Making; flexible; Democracy and participation; Emphasis on indigenous and local values; Integration of physical goals of projects with economic and social goals; Macro and micro levelling; Separation of local plans from national approval authorities; Separation of planning into two levels of strategic and executive plan; Planning process based on valid knowledge and real possibilities.
Interactive Planning	1980	Continuity; General view; Endogenous development; Being democratic; Civil society interaction and participation; Designing a desirable future and discovering ways to achieve it versus the paradigm of anticipation and readiness.
Multilevel planning	1980	Involving people in problem-solving; Include all spatial planning processes regardless of the level of planning territory.
Decentralized local planning	1980	people's participation; Lack of core expertise; Bottom-up decision-making; Coordination in cross-sectoral and multi-sectoral planning; Territorial (inter-sectoral) territorial (horizontal and vertical) and organizational integration.
Land use planning	1980	Rationalism; Physical view of the environment; Comprehensive physical development; Top-down and centralist decision-making; Spatial organization of activities and functions based on the wants and needs of society.
Step-by-Step Planning	1980	Step-by-Step Decision Making; Resorting to rational and gradual measures; Decision-making based on assessing the ultimate benefits of a limited number of options; Determine plans and policies in the short term according to changes and circumstances.

Sources: (Rezvani, 2014: 167 and 123; Matiei Langroudi & Yari, 2010: 48; Asadi & et al., 2016: 65; Talib, 1995: 4; Ejlali and et al., 2012: 243, 249, 205, 217; Azizpour, 2012: 84-83; Sadeghi Zarqari, 2013: 32; Imani & et al., 2017: 64; Rokanuddin Eftekhari & et al., 2016: 71; Asayesh, 2014: 178-177; Rezvani, 2011: 48; Motevasseli & et al., 2016 : 79; Hajinejad & et al., 2014: 83). Quoted from Azizpour and et al.

Table 2. Selective coding of challenges of rural master plans

code	Main Axis	Extracted Themes	F
A	dominance and persistence of physical-sectoral attitude	Lack of holistic vision; Lacks a systematic spatial approach; Differences of opinions among sectors and implementation of different approaches It affects only the dimension of physical needs; The material dimension of the rural space, which has a physical manifestation, is more important; Lack of communication between project service description sections; Methodology, emphasis on quantitative methods, techniques and tools (Techno centrism); The dominance of a positive approach; Design inflexibility.	36
B	uncertainty of the village situation position in the planning system	Lack of precise and reliable sources; Lack of transparency of principles, concepts, dimensions and indicators of rural development planning; Lack of adherence to a specific strategy in the formulation and design of rural development programs; Lack of a documented set of rural development strategies based on a long-term perspective; Uncertainty of the position of the village and physical development in the planning system; The need to review the drafting of laws; Inconsistency in laws and rural organizations of the country.	7
C	poor allocation of sufficient credit resources in preparation and implementation	Lack of budget and limited credit resources; Not allocating sufficient funds for the full implementation of projects; Weak attention to financial issues and managerial characteristics.	4
D	poor management of project implementation	Weakness in the implementation phase of the proposed projects; Prolongation of improvement operations; Selecting the inappropriate season to implement the plan; Inconsistency between project actors during implementation; Absence of proper local management; Lack of comprehensiveness and integration of measures in the context of integrated physical-spatial management; Wrong project management orientation to improve the shape and texture of village appearance, such as asphalt.	15
E	urban attitude mastery in project preparation	Lack of ideological foundations and weakness of methodological fields; Borrowing from urban elements and using them in village design; Introduction of written urban elements and laws to rural areas.	3
F	weak active participation of villagers in preparation and implementation of rural master plan	Poor knowledge of executives and planners of the village; Lack of information of villagers to prepare a master plan; Lack of awareness and knowledge of families about the nature of the goals and implementation of the plan; Weak attention to people's points of view; Weak participation of villagers and local institutions in the project preparation process; Restricting public participation in financial aid; Weak participation in the process of preparing and implementing the plan; Lack of sufficient public participation; The instrumental view of government agents on a village and putting forth the interests of the system	20
G	scientific weakness of project providers	Lack of knowledge and familiarity of the project producers with the social, economic, cultural and physical situation of the villages; Weakness of the feasibility of the proposed uses; Lack of response of the project to the current requirements and needs of rural settlements; Lack of capable research and executive group; Lack of vertical connection between the master plan and the upstream plans.	7
H	lack of attention to the natural-ecological environment in planning and design	Lack of attention and prioritization of environmental studies and related issues; Not predicting the effects of project implementation on the rural environment; Failure in the field of sanitary disposal of domestic wastewater; Lack of attention to environmental issues and lack of attention to environmental hazards; Spatial homogenization, regardless of the obvious natural variations; Lack or deficiency of environmental studies when preparing plans; Lack of attention to the environmental index of the village, including the sanctuary, garbage disposal, green space and collection of Surface water; Lack of emphasis on the ecosystem approach in preparing the plan and requiring the specific features of the design basis in different villages studied; Failure to implement the rural master plan in terms of improving the condition of side roads, directing running water in villages and lack of water intake capability of roads; Not using the opinions and experiences of consultants and experts specialized and familiar with environmental issues in the process of preparing and implementing a rural pilot project; misconduct of detailed studies with emphasis on the environmental dimensions of villages before implementing the rural master plan to identify the characteristics of the village roughness system and determine the direction of physical development of the village and the type of land use following it.	22

Table 2. Selective coding of challenges of rural master plans

code	Main Axis	Extracted Themes	F
I	poor attention to economics in planning and design	Weak role of the plan in providing facilities; Poor performance of pilot projects in economic dimensions; Lack of attention of the pilot project to the poor sections of the village; Lack of connection between the implementation of the pilot project and economic changes in the lives of villagers; Less attention to economic issues such as job creation and increasing people's income; Lack of attention to infrastructure and rural welfare issues; Lack of attention to social and economic indicators.	20
J	poor adaptation of the project to the needs of stakeholders	The significant gap between study findings and implementation of rural projects; Failure to identify the needs of the villagers by preparing a master plan; The incompatibility of the proposed uses with the physical needs.	11

References: Ejlali., 2013;Omidi Shahabad et al., 2019; Borzoo et al., 2010; Poortaheri & Naghavi., 2011; Poortaheri, et al., 2012; Taghi Lou et al.,2009; Cheraghi et al., 2012; Hafez Reza Zadeh & Anvari., 2009; Darvishi et al.,2013; Rabie Far et al., 2015; Rezaei & Safa., 2010; Rezaei & Shokati Amghani., 2013; Razavian & Mohammadzadeh., 2009; Roknuddin Eftekhari., 2011; Sartipipour., 2003; Sharipour., 1993; Shah Bakhti & Mirza Ali., 2013; Shakur& Shamsal-Dini., 2014; Shamsi & Riahi., 2013; Sadeghi & Riahi., 2014; Shamai et al., 2014; Azizpour & Mohsenzadeh., 2009; Azizpour et al., 2011; Azizpour., 2016; Azizpour et al., 2019; Azimi et al., 2012; Alinaghipour & Pourramazan., 2014; Anabestani., 2009; Anabestani & Akbari., 2012; Anabestani & Hajipour., 2013; Anabestani et al., 2012; Anabestani et al., 2014; Anabestani et al., 2016; Ghaffari., 2015; Ghasemi., 2014; Motvaseli et al., 2016; Mohammadi et al., 2012; Moradi et al., 2009; Deputy of Rural Development., 1992; Mousavi Ghahdarijani., 2004; Molawi Hashjin et al.,2016; Waresi& Saberi., 2009; Yasuri., 2006; Rokneddin Eftekhari et al., 2018.

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4. Findings

According to the findings of this study, the interpretation of the factors influencing the adverse effects of the rural master plan is as follows:

• Dominance and persistence of physical and sectoral attitude

The village has subsystems that intervene; each of them affects the other subsystem. The experts of the rural master plan (in the employer system), although in the course of changing the description of services, have tried to obtain an integrated view of village development. But in practice, the primary orientation of the plan is on its physical dimension. This issue can be traced to the plan services' definition, goals, and description. In this regard, some researchers, especially Saidi (2012), believe that:

A change is happening in the village's physical structure, such as the network of roads and the sudden unplanned alterations of residential and utility units. However, such a change, which can help improve the general condition of the village, leads to unwanted functional changes. As a factor of production, rural lands, especially at the edge of the road, lose their nature and become commodities. Many factors and living spaces are removed from economic activity by changing the housing pattern. Finally, the scarce resources of the village, water and land, are used for construction and the quasi-urban biological pattern. On the other hand, the uses change in the absence of appropriate legal and regulatory structures. After a while, the village becomes a service town or town, away from its productive nature.

This orientation can be considered influenced by the ruling view in the policy-making system and especially the country's planning. In other words, the dominance of sectarianism at the macro level has paved the way for the orientation of development projects, including the rural pilot project at the local level. In this regard, Azizpour and Hosseini Hasel (2008) believe:

"Nearly six decades of experience in planning (especially rural communities) has proven that technology-oriented and centralized planning with a positivist methodology failed to bring about fundamental changes (especially in the economic dimension) in the villages. Further, it has provided the ground for a one-dimensional and sectoral approach so that the development indicators in the country's villages are not at the desired level yet. According to rural development planning experts in the country, it is necessary to change the thinking of intervention in rural communities to achieve development indicators and consider the model of sustainable local development based on participatory planning rather than cost-effective executive projects. "The huge financial and time constraints will bring the most efficiency."

Uncertainty of the position of the village in the planning system

Lack of transparency in the principles, concepts, dimensions and indicators of rural development planning and non-compliance with a specific strategy in the formulation and design of rural development plans has caused rural development plans to face a lack of documentation of rural development strategy. The need to review the drafting of regulations and inconsistencies in the rules and rural organizations indicate a kind of uncertainty about the situation of the village and physical development in the planning system. This situation has caused a series of measures (including the rural pilot project) that should be the basis for rural development to face severe obstacles to effectiveness. In this context, The research of Azizpour and Hosseini shows that:

"Laws and problems have arisen at different times and under the influence of different political, social and economic conditions. Therefore, they do not have enough capacity to meet the needs and current conditions of the country. Among the most important cases, we can point to the inadequacy and inconsistency of the institutions responsible for rural development in implementing a rural master plan. Concerning the rural master plan, the lack of obligation to implement projects and projects due to the lack of a proper legal framework is quite noticeable. Accordingly, organizations and institutions involved in rural development, without coordination and attention to the reports of the rural master plan, implement various projects in a scattered manner, which leads to problems and causes the loss of national capital. In this regard, the vacuum of the coordinating and controlling system between rural development organizations is also evident. »

Weakness in allocating sufficient credit resources in preparation and implementation

lack of knowledge on credit constraints and deficiency in providing financial resources for the full implementation of the project has hurt the effectiveness of the rural master plan. In the planning mechanism for financing, the government provides resources in a way that leads to the improvement and widening of the village's main roads. In practice, other projects cause a proposal to be affected by this limitation (along with other factors). To execute the incomplete plan., Azizpour and Hosseini Hasel (2010) believe:

"Although in the preparation and implementation of the pilot project, financial assistance to the villagers is one of the effective indicators in selecting villages and accelerating the implementation of projects, due to the deprivation of a significant part of the included villages, the public assistance is minimized in many villages. Irrespective of the limited resources and the number of allocated credits, the distribution of payments also adds to the current implementation issues. Lack of credit resources sometimes leads to the part-time implementation of projects and raises new issues for the villagers. »

In this regard, Matiei Langroudi et al. (2010) have acknowledged:

Some uses, such as locating landfills and designing sewage and surface water networks, and paying attention to solving the village's biggest problem, its implementation requires changes in various socio-economic and even cultural dimensions of the village due to the implementation. "They practically do not gain much credit."

poor management of project implementation

Project execution management is a process that includes the definition of the plan to its implementation to the specified time horizon. In addition to the two steps mentioned, this process includes mapping the village, selecting and concluding a contract with the consultant, preparing the plan by the consultant, reviewing and approving, selecting and concluding an agreement with the contractor, and execution and monitoring execution. This process is done according to the role of different actors in the framework of the mechanism. Although this mechanism has provided the basis for implementing the plan, it has adverse effects. Weak interaction between crucial factors influencing project performance is one of the apparent challenges in project implementation management. The weakness of this interaction has caused the accomplishment guarantee of the proposed projects to be minimized. In this regard, Matiei Langroudi and Yari (2010) have stated that:

"Lack of executive guarantees for the proposed projects ... location of applications such as neighbourhood and public green spaces of the village, despite the need of the people of the old neighbourhoods for such spaces, because they do not have specific executors and executive credits to do these things. "And they remain mostly as unused lands and permanent barren lands, and practically become centres for the accumulation of fertilizers, fuel, fodder, etc., in the neighbourhoods, creating a beautiful landscape for the village."

The weakness of joint efforts between the executive bodies is important for understanding the role of local

management (Dehyari and the Islamic Council of Villages). Local managers are one of the main actors in project implementation management who usually do not have an influential role due to issues. One of the most critical issues is the level of competence of local managers, which is still at a low level despite the training courses held. In this regard, Muzaffar et al. (2008) believe:

"Weakness of villagers in terms of monitoring rural constructions, especially r unfamiliarity with map reading techniques and regulations related to rehabilitation, weakness of the mechanism of monitoring rural constructions in terms of observing the principles of rehabilitation, weakness in coordination a the lack of continuous communication between the technical supervisors and the director of the village, require the need to establish an engineering system office in rural centres or villages."

In this regard, expert discussions between government agencies at the national level are further due. Another key point that affects the plan's effectiveness is the definition of project execution. What has been accepted as a criterion in the country's planning system is implementing a series of ten projects implemented by the Housing Foundation (Housing Foundation of the Islamic Revolution, 2015). Of course, in this regard, the implementation of criteria, especially construction criteria, is also included in the plan's implementation. Accordingly, the important issue is the implementation in this framework has a one-dimensional (physical) nature with emphasis on some physical projects. Therefore, it can be stated here that one cannot expect positive effects in various dimensions from the incomplete implementation of the plan.

In addition to the points mentioned, some studies emphasize that project implementation management has weaknesses in the following areas, affecting the project's positive effectiveness.

- Weakness in the implementation phase of the proposed projects;

- Prolongation of improvement operations;

- Selecting the inappropriate chapter to implement the plan;

- Inconsistency between project actors during implementation.

In this regard, the results of previous research show that failure to identify the needs of villagers in the preparation and implementation of the project, prolongation of implementation, failure to control migration due to incomplete project, low satisfaction of villagers with the performance of the project (Vosoughi, 1988: 25) the state of the program of development of villages (Flvvr and Eötvös, 2008), supervision and implementation of the essential factors in the failure to adapt the suggested land master plan the needs of rural residents. Thus, To better implement the rural master plan, it is imperative to consider the above limitations and problems and eliminate them.

urban attitude mastery in project preparation

The dominance of the modernization perspective and the pivotal role that the city plays in this led to the influence of urban literature on policymakers and development planners to examine other life model issues. , Therefore, they chose an urban solution for the villages when the idea of preparing a Rural accessibility plan to facilitate traffic in the village was taken into consideration, and the planning system, within the framework of the program documents, chose a framework for it that was influenced by the prevailing view of urban plans. Concerning this,, Azizpour (2013) believes:

"Research in the literature on the rural master plan shows that none of the sources specifically discusses the theoretical approach of the rural master plan. However, based on the definition, objectives and structure of service description, especially with an emphasis on the three components including cognition, analysis and design, it can be concluded that the rural master plan is modelled on the comprehensive urban plan, influenced by a comprehensive (rational) planning approach. Is."

Borrowing from urban elements and using them in village design and introducing written urban features and laws in rural areas are among the problems that rural plans face from a conceptual point of view. The entry of written urban elements and rules into rural life, while they have not been appropriately responsive even in the urban environment, destroys the organic laws governing the village and negatively affects the environment and the human community of the village. In this regard, Zarei (2009) emphasizes:

"Unfortunately, many urban elements have entered the rural area in recent years without passing through a specific reference that has the role of purifying and refining them. This practice has caused severe structural contradictions with the texture of the village. These include the construction of wide boulevards with wide middle islands, the design and construction of squares with high

radii for complex transportation, and the separation of lands in a checkerboard pattern without attention to the spatial structure and shape of the texture. "Such borrowings from the city have ordered more the destruction of the village image than its renovation."

Further, Pars Vista consultant (2001) emphasizes:

"Another issue is approved urban per capita in rural areas. In terms of functional urban planning, determining urban per capita is a means to increase the efficiency of the city and spatial organization of various activities and prevent chaos and disorganization in the functional system of the city. "In this regard, urban per capita does not work towards citizens' qualitative and long-term goals, namely achieving prosperity, comfort and social welfare, social justice, and a sense of satisfaction."

Weak active participation of villagers in the preparation and implementation of the rural master plan

In the new view of development planning, the participation of the local community in the planning process is of great importance. The lived experience of the local community has given them the ability to predict the reaction of the environment to any action. An issue is that people outside the community (village) do not have this ability. With this feature, the local community better understands their needs. In other words, the local community has a demand-driven view. Rahmani Fazli et al. (2017), in their article, believe:

"The truth is that the villagers are the best aware of their affairs and needs. It is impossible to prepare and implement a rural master plan or any other development plan without considering their role (as the main beneficiaries of this plan). It was successful. At the same time, the villagers' participation in preparing and planning a guide is limited only to the implementation of plans for self-help payment"."

The institution in charge of preparing the plan in its governing position has tried to involve the local community in preparing, designing, and implementing it. But the critical point here is the institution's understanding of the concept of participation. Participation in this view has been limited to cooperation in data collection (preparing the plan) and cooperating in improving and widening the passages (in the form of retreats). In this regard, Anabestani and Herati (2014) have stated:

"Unfortunately, the participation of people in preparing the master plan does not have legal status. This important issue has not been given due attention in compiling the description of services; Therefore, consultants do this at their discretion. "For this reason, the technical point of view overcomes the villagers' values, opinions, and demands."

This issue not only has been affected by the view of the trustee institution but the villagers' understanding of the master plan and the concept of participation. Due to socio-economic structures such as literacy level, villagers are often unfamiliar with the master plan and the idea of participation, which is higher than the concepts of cooperation and coordination. Therefore, they reduce their understanding to the level of knowledge of the custodial institution, consultants and contractors (instrumental view of participation). In this regard, Sharmi (2009) statistics and intimacy believe that

"The lack of awareness and knowledge about the pilot project and its goals has been stated as the main reason for the people's low participation in the implementation of the project."

Indeed, some researchers have suggested that local community involvement in the rural pilot project is entirely marginalized. The results of Rezvani (2001), Azimi and Jamshidian (2005), Kordvani and Niko (2006), (Comfort and Healing, 2003), Papoli Yazdi and Ebrahimi (2007) and Bayat (2014) emphasize this point. According to Valencia et al . (2010) and Anabestani (2013), participation is undoubtedly a key factor in the success of the rural development process. Still, the concentration of power in government and executive institutions leads to public participation. "In preparing, implementing and maintaining these plans, face challenges."

Scientific weakness of plan providers

The scientific weakness of the consultants (in the field of planning methodology) has caused a lack of accurate knowledge of the natural-ecological, socio-cultural, economic, and physical-spatial environment of the village. This weakness is observed in the cognition and analysis and planning stages. Muzaffar and et al ., 2008) believe in this regard:

"The preparation of the master plan should be the result of studies by experts in related scientific fields. Unfortunately, this is not often the case at the moment. "The consultant develops plans based on available information and superficial observations (often personal and non-specialist)."

Weaknesses in methodology have caused the laws governing the formation and transformation of the village not to be understood appropriately, leading to suggestions that did not solve the problem and caused new problems. The design of high-width passages and the improvement of their quality have provided the ground for facilitating traffic. However, with the increase in the speed of vehicles, the level of safety for the villagers has decreased. Muzaffar and et al . (2008) believe:

"It seems that the most important areas and factors for such issues during the implementation of projects, including preliminary field studies and poor interaction of consultants with local institutions such as the village council and especially villagers, in identifying areas of natural hazards. Lack of expertise in the field of natural hazards is a major challenge. "Consultant's conservatism is due to avoid raising the issue in the specialized committees for the plan's approval. It may delay the plan's approval and, consequently, delay in receiving the fee. As a result, it reduces the quality of the plans."

Saif al-Dini (2010) also believes:

"The inattention of consultants preparing rural master plans to the need for the participation of experts with specialities related to rural planning and their one-dimensional movement has reduced rural development programs in terms of content and expertise."

Lack of attention to the natural - ecological environment in planning and design

The rural master project takes an approach based on the focus of physical changes in rural development (Papli Yazdi and Amir Ebrahimi, 2008) to implement dozens of executive projects, all of which seek to transform the physical structure of the villages, and, consequently, was rural development. Although all these projects are based on physical aspects, this change and transformation in the physical structure of the villages, has affected other dimensions of the rural environment, including the natural environment of villages. In this regard, Saidi (1375) said: Has written:

"As the natural environment is affected by the implementation of dozens of executive projects; Conversely, it also affects it. The human relationship with the natural environment in the village is different from the city. The livelihood of the villagers is deeply connected to the environment. "In addition, the formation of artificial environments in rural areas, both in residential units and in the context, is influenced by their natural environment."

Also, in this regard, Muzaffar et al. (2008) believe:

"The effects of proposed projects on the rural environment are often unforeseen during design and neglected after implementation. However, the success of projects is very much related to their environmental effects. "

This confirms the undeniable sensitivity of the role of the rural natural environment in the rural master plan. The poor effectiveness of the rural pilot project in surface water management, sanctuary location, green space and landfill is affected by inadequate knowledge of the laws of the natural ecological environment. In this regard, Anabestani et al. (2013) believe:

"The implementation of the pilot project in the villages of Shosani, Zamani and Babamidan faced with several environmental problems. . However, many of these problems are rooted in the incompleteness of the description of services of rural master plan in the environmental dimension and the lack of serious attention to the environmental dimension of the implemented projects."

Inadequate attention to economics in planning and design

The implementation of the rural master plan has not provided the ground for economic changes in the dimensions of the lives of the villagers. It has only led to a limited increase in service jobs in the villages. Physical orientation has determined the location of activities. But it has not been able to provide the conditions for activities to take shape in their true economic sense (which, of course, are compatible with the environment). Dorost et al. 92013) believe:

«Orientation of incompletely implemented projects to improve the appearance and texture of the village, such as the asphalt of the main village road and paving, less attention to economic issues and other village issues such as job creation, increasing rural incomes and migration. In many cases, this is due to the lack of proper understanding of these projects, the lack of experience of villagers in the early years of the project, lack of budget, etc. In general, the level of awareness of rural families about the project and the nature of the plan have been neglected.»

The Housing Foundation of the Islamic Revolution in its evaluation of the Master project (2003), has stated that:

"Lack of attention to the socio-economic realities of the village, lack of awareness and familiarity of the project developers with the social, economic, cultural and physical situation is a factor that has affected the effectiveness of the project."

Weak adaptation of the project to the needs of stakeholders

The dominance of the supply-oriented view on the preparation of the master plan has caused the village's needs to be determined, not based on the villagers' demand, but from the viewpoint of the design experts (consultants) and the approval authorities. However, experts claim that they identify the villagers' needs through questionnaires and structured interviews. In the end, service standards are based on the size of the population and their identification, which determines the needs of the village and the villagers. In this regard, Anabestani and Herati (2014) stated that:

"Since people are not present in the process of preparing and approving these plans, their issues, problems and demands are not included in the plan, so in the present study, with an average of 2.75, the level of satisfaction with the plan "Rural conductors are low in the studied villages."

The quantitative methodology governing the plan has led plan experts to evaluate the villagers' demands only from the perspective of the new village management. Although the new management represents the villagers, it does not have the necessary awareness of the needs of all stakeholders. Along with the pivotal expert, this issue has caused the project to have low effectiveness in meeting the villagers' needs. In this regard, Saberifar (2011) believes:

"According to the villagers, no rules are observed regarding the executive priority, width, etc. of the passages, and it completely depends on the opinion of the executor. Executors and managers of the project ignore their request for change of use, and the roads, especially the side roads, are incomplete. 49% of people believe that environmental issues, especially waste disposal and wastewater collection in these areas after the project. The conductors are worse. "The vast majority of villagers (83%) believe that the budget allocated to the project is insufficient and low."

The poor effectiveness of the rural conductor project is influenced by several factors, including the external environment of the villages and others in its internal environment. In the meantime, the role of external factors is more important. Among these factors, some are more important. Because they have a higher impact. The dominance of the sectoral-physical attitude and the dominance of the urban perspective in the preparation of the plan are the factors that have formed a mechanism by influencing other factors that the master plan cannot provide what the villages need (Figure 1).

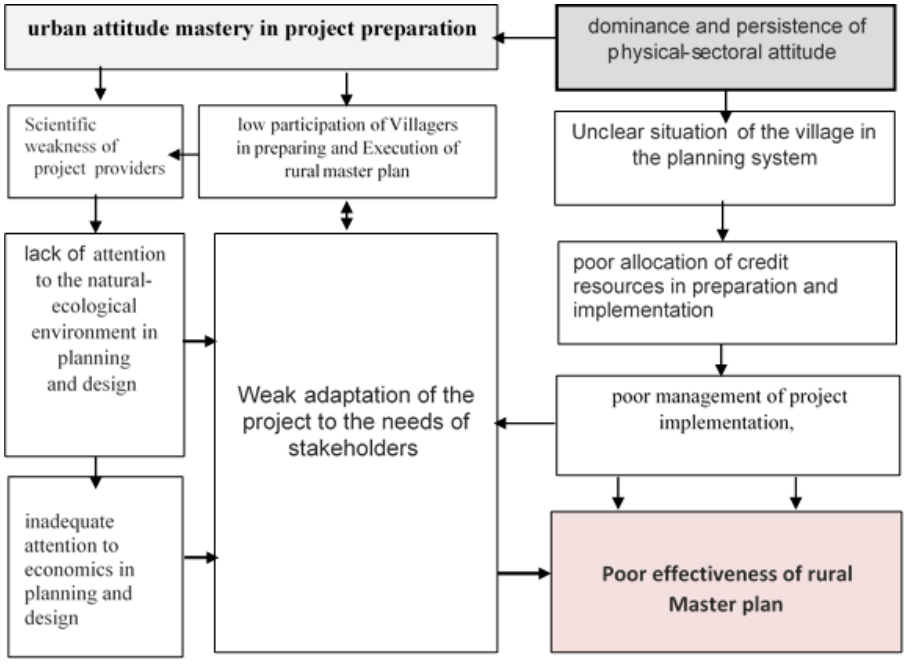

Figure 1. Conceptual model of poor effectiveness of the master plan in rural development

5. Discussion

An examination of 56 scientific articles with different titles on a specific topic (in the field of the rural pilot project) showed that the poor effectiveness of the project (pilot) based on the attitude of the experts and specialists is focused on one or two factors. However, this study's results show that the conductor design's poor effectiveness is not affected by one factor but by several factors that act in a dialectical action. These factors, however, each have their own effects. But their interaction with other factors doubles their impact. This is a point which is less considered by the country's planning system. These factors include dominance and continuity of physical-partial attitude, the unclear situation of the village in the planning system, poor allocation of credit resources in preparation and implementation, weak management of project implementation, mastery of urban attitude in project preparation, weak active participation of villagers in preparation And implementation of the pilot project, scientific weakness of the project providers, lack of attention to the natural-ecological environment in planning and design, poor attention to economics in planning and design and poor adaptation of the project to the needs of stakeholders. On the other hand, this study showed that these factors are often exogenous. In other words, as an intervening factor, the planning system has adopted a procedure for preparing and implementing a master plan in which little attention is paid to the internal capacities of the village and the rapid developments and new demands of the villagers on the other.

This lack of attention is influenced by how the government views village planning at this scale which is the most crucial point in research. After over six decades of preparation and implementation of rural development plans, its content is still based on the Gaddysian model (cognition, analysis and design). The model, which is influenced by the assumptions of functionalist theory, emphasizes on principles that are not currently compatible with the changing conditions and transformation of rural areas. Therefore, the most critical change for improving the rural master plan is changing the type of attitude towards the village and its planning based on the meta-narrative perspective mainly according to the specific requirements and considerations of the country.

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Conflict of Interest

The authors declared no conflicts of interest.

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