Analyzing the role of providing and implementation of rural guide plans on the improvement of preparation quality in rural regions

Amin Savadi¹, Benyamin Aghabarar Joubijar Couli², Mehdi Akhavan³

¹ PhD student in Geography and rural planning, Islamic Azad University, Rasht Branch,  
² PhD student in Geography and rural planning, Islamic Azad University, Rasht Branch, Rasht, Iran  
³ MA in Political Geography - Islamic Azad University, Rasht Branch, Rasht, Iran

Received: March 19, 2015  
Accepted: May 2, 2015

ABSTRACT
Disorganized physical condition and poor quality of rural housing are among the most important factors that propose the necessity of correction and improvement of rural context. The rural guide plan is one the most essential actions that is prepared since 1367 until 1389 for more than 24899 villages and carried out in more than 9912 villages with the aim of revival of the villages in terms of physical, economical and social dimensions. Since this plan is an official document for physical development of rural areas, it can play a special role in construction of the country’s villages and the improvement of rural life. This paper examines whether the guide plan has a special role in the preparation of environmental quality in rural areas with the practical purposes and using a library method and the study of documents and based on descriptive-analytical method. To answer this question, the following hypothesis is proposed: 1- it seems that the implementation of the rural guide plans has a positive impact on providing environmental quality of rural areas. The results from this research indicates that the required information can be provided through the full understanding of the position of this plan in spatial physical correction of rural areas, the trend of implementation and the outcomes of performing this plan. The evidence shows that, besides the correction of spatial structure of villages, the implementation of the guide plan can improve public and welfare facilities, increase the level of social, cultural, environmental indicators and improve the rural life, increase participation of people and the economical development in rural settlements through increasing employments and income, the investment rates and decreasing migration rates.

KEYWORDS: the guide plan, improvement, villages, rural development, quality

1. INTRODUCTION
nowadays, the emphasis on implementing of rural development plans for the present and futures is for this reason that it is not possible that the societies systems can approach to their social and economical development plans and achieve to economical self-sufficiency without a comprehensive planning for exploitation of natural resources [1]. Nowadays, the rural guide plan is the most important tool for rural development management in Iran. These plans pay attention to the physical aspect of villages and the major practicable part of the plan or the part which has been implemented has the physical aspect itself. The rural guide plan is adapted from the patterns of the guide plan and the comprehensive urban plan which has long history in Iran [2].

2. Issue expression
The physical planning has been considered for various reasons. After transition of initial settlements and the settlements where there were some complexities, the planning became mandatory for human settlements. In general, the requirements of physical planning include:
• The psychological needs for safety and demand for motivation;
• The emotional needs for identity, the feelings for being at home and preservation of architectural integrity;
• The designing for perceptual need and easy routing;
• Physical comfort;
• The promotion of interaction and communication among residents;
• The increase of attraction in artificial environment and facilities for aesthetical experience in the feel of beauty;

Barnett [3] believes that the physical planning is the process of the designing of settlements without the designing of buildings. Madanipour (1997) states that the physical planning is interdisciplinary activity for the forming and managing of the residential environment that is interested both in the process of shaping and the spaces that provide the possibility of forming.

The constitutive elements of physical planning include:
1.- The form or skeleton: a three-dimensional concept that defines and limits the space.
2.- The space: the place of manifestation of the activities based on human beings and the place of activity occurrence.

Corresponding author: Amin Savadi, PhD student in Geography and rural planning, Islamic Azad University, Rasht Branch, amin.savadi1362@gmail.com
According to this regulation, the trend of review and approval of local, regional and national development plans and the regulation of Urban development and architecture of the country approved by the Cabinet in 78/10/12, the rural guide plan includes a plan that besides the organizing and reform of existing context, determines the extent and the place of future development and the use of the land for various functions such as residential, commercial, productive, agricultural, utilization and public and rural requirements in terms of the case in the form of regulatory approvals of organizing spaces, rural settlements or regional comprehensive plans. Given that the most important administrative guidelines in providing of the rural guide plans include access and communication network, the situation of housing, the physical development of villages, usage determination and service activities (Department of Rural Development of Housing Foundation, 138, pp 85 and 92), for this reason, the following variables were examined based on initial study on the guide plans conducted: a) the passages status; b) rural development and housing construction; c) access to services and meeting the service requirements, d) environmental health and observing the environmental issues of village; e) the tendency of rural residents to continue their lives in rural areas f) constraints of physical effects of implementing the rural guide plans.

3. A review of the research literature
3.1. Theoretical foundation of research
3.1.1. The guide plan
The rural guide plan includes providing the bed of revitalization and guiding of the village in terms of social, economical, physical [5]. The rural guide plan is among the projects prepared and implemented along with providing the field of rural regions development. The base of such a plan was performed by the minister of housing and urban development titled as “life-giving” in one of the rural regions of Shahre Kord in 1362 and in the following years, especially since 1987, was followed by Housing Foundation of Islamic Revolution by seriousness. Revitalization and guiding of village is among the physical, economical, social and cultural dimensions and one of the targeted objectives of the mentioned plans.

3.1.2- the steps of the guide plan providing
The first step: the preparation of base plan and the current status of a village;
The second step: the basic studies and identifying the situation;
The third step: the analysis and concluding from investigations and formulating perspectives;
Forth step: determination of proposals and providing the guide plan;
A) In the first chapter of the administrative guidelines, providing and adoption of the rural guide plans are as follows:
- Providing the opportunity of development of rural areas given the cultural, economical and social conditions;
- Providing equitable facilities through providing the social, productive and welfare facilities;
- Providing the facilities required for improvement of rural housing and public and welfare services;
- Providing a regular communicative network and rational organizing of organizing the service distribution system;
- Providing the context of improvement of rural economy through manufacturing facilities, employment and enhancing the income of villagers;
- Guiding the physical condition of rural areas;
b- The general objectives of rural construction projects are as follows:
- Increasing the efficiency of the villagers’ work;
- Improving the livelihood and villagers’ welfare;
- Attracting investments in the villages;
- Completing and reforming of rural production-consumption cycle;
- Preventing the irregular migration of villagers to cities;

3.1.4. The references of review and approval of the rural guide plans
Before the proclamation of the Cabinet of Ministers dated 79/11/16, the trend of review and approval of the guide plans was that after controlling and verifying the studies by Housing Foundation of Islamic Revolution, the plan was proposed in the technical committee of the rural guide plans. The committee was composed of representatives of Management and Planning Organization, Agricultural Jihad Organization, Housing and Urban Development Organization, Governor General’s Technical Office, The Iranian Department of Environment, Rural WWC, the province’s Housing Foundation of Islamic Revolution, the Head of Islamic Council of villages and the respective Sheriffdom (if necessary) and was held in the province’s Housing Foundation. Furthermore, the experts of technical unit of Foundation visited the village to match the studies and consultant plans with the facts of the place before the meeting of Technical Committee for the plan and at the present, the mentioned trend will follow before the meeting of the Expert Group of Development Committee. Following the amendment of provisions contained in the minutes of the Technical Committee by consultant with the purpose of ratification, the final plan was proposed in the approval council consisting of the directors and heads of departments and relevant organization and after adoption, was announced to perform. It is worth noting that now, following the notification above-mentioned action of the Cabinet of Ministers, the previous approval council was replaced by the work group of civil engineering and its infrastructure with the secretary of Planning and Management Organization and the presidency of the deputy of Governor general (Housing Foundation of Islamic Revolution).
3-2- research background

Azimi and Jamshidian (2005) in their study titled “the investigation of physical effects on implementing of the guide plans in rural settlements in west of Guilan” indicate that the implementation of the rural guide plans has relatively improved the people’s lives and increased their hope to live in the village. In this plan; while the implementation of the rural guide plans has been successful in terms of services, it has not been very successful in terms of observance of environmental issues and public participation in the process of providing the plan. Anabestani has presented an article titled “the impacts of implementing the guide plans on rural settlements in the villages of west of Khorasan Razavi”. The findings suggest that the implementation of the plans causes the people continue their lives in villages and the plan was successful in terms of services while it has not achieved to success in terms of environmental issues and attracting the people participation and because of existing problems in the process of providing and implementation of these plans, people and those involved in it are calling for a revision of this process. Ahmadi (2010) has presented an article titled “the investigation of physical effects on optimal development of rural settlements”. This study has tried to investigate the constitutive factors of the rural physical plans and recognizing them and has achieved to some strategies for physical development of villages and measured the quality of the places of settlements of a village in terms of the quality of renovation and maintenance and repair and therefore presented some strategies for a suitable and sustainable development of villages. Mousavi Qahdarijani concluded in an article titled “the assessment of social effects of the rural improvement plans in Isfahan” that improvement has no role in meeting and supplying of facilities and services in villages and the villages have these facilities and services before improvement and the participation of villagers is weak in various dimensions of the plan implementing; this participation is weaker in the dimensions of decision-making and financial; while 70.8 percent of respondents expressed that they oppose to the course of performing the improvement plan, 86/9 percent have expressed a high level of satisfaction with improvement.

4. Methods and assumption of research

The research carried out is practical in terms of purpose and descriptive-analytical in terms of method. To perform the study, the traditional ways of data collecting such as field and documentary methods have been applied. The main hypothesis of research is as follows: it seems that carrying out the guide plans has created the positive effects.

5. The variables studied

Given that the most important physical administrative guidelines in the preparation of rural guide plans include access and communication network, the status of housing, physical development of rural areas, the determination of the use and services activities (the deputy rural construction of Housing Foundation), the following variables are investigated based on the initial studies on the guide plans performed.

a) The passages status;
b) The rural development and housing construction
c) Access to services and meeting service needs
d) The environment healthy and observance of rural environmental issues
e) The tendency of to continue their lives in the villages
f) Obstacles and constrains of physical effects on the rural guide plans

6. RESULTS

6.1. the strategies of rural development

All strategies proposed in the literature of rural development have their special theoretical and intellectual origin. Identifying these origins, theoretical and intellectual fields help to the better understanding of relevant strategies. At the first glance, we see two types of general intellectual tradition in rural communities: one tradition and interpretation which considers the rural community as a homogenous community and another one which considers the rural community as a heterogeneous community. The first impression is more traditional and older and somehow all classical sociologists who have statically look to non urban communities pay attention to it. Even Marx, who has more attention to the dynamics of communities, ignores this dynamics in rural communities. Static impression of rural communities reinforces this idea that some external forces and from the modern part of society should undertake the change and development on villages; as a result, the rural communities should be the recipient of change elements. A look leads to the extension of renovation strategies and designing of strategies and the plans of endogenous development and from top to bottom plans. Parsons, after reviewing the classic sociologists’ thoughts, gives a list of pattern variables in the framework of structural-functional theory that includes the dual grouping of human societies. One group is emotional, sporadic, and oriented to certain principle and considers general objectives. The other group is emotionally insensitive, focused, and has material perspective and individual purposes. Rural communities belong to the first group and urban communities to second group [8].

6.2. The view of correction and improvement

The view originated from the evolutionary schools of development divides the communities into traditional and new community and believes that the communities are similar in one stage. In 1960, the World Bank has defined the objective of improvement method as follows; “the gradual development of agricultural and livestock methods in order to increase productivity without changing the legal and social systems”. This approach allows the existing social institutions and the feudalism to continue. In this method, the development through promoting the new agricultural activities begins in the
hope that the farmers be encouraged to use a variety of tools and new methods of production. It makes the farmers to compel to increase their production which, in turn, requires the development of marketing organizations [8]. In most countries, the methods of improvement have been expanded after achieving to the political independence. To implement the improvement vision, two strategies is mainly considered including technocratic and reform strategies.

6.3. technocratic strategy
Most developing countries implement the technocratic strategy for rural development. The main economical objective of this strategy is to increase agricultural production that happens by encouraging farmers to adopt the advanced technology (like Philippine) or by territorial integrity (like Brazil) [8]. Technical or technocratic idea is a phenomenon imported from the new industrial civilization. In technocratic view, the main objective is to increase the production and to achieve this goal in large-scale, the technical equipment and advanced technology capital are used. This strategy is based on capitalism ideology. In increasing of production, territorial integrity is used in addition to its technical aspect that can be considered as a tool for application of technical means.

6.4. The reform strategy
This view, like the technocratic view, doesn’t believe in the main structural changes in rural communities and attempts to resolve the issues of rural communities through changing the farmer’s access to agricultural inputs. The ideology associated with this type of rural development is almost nationalist or popular ideologies. The main body of ownership is based on family ownership [8].

6.5. transformation view
This view refers to the fundamental transformation in production method and the pattern of ownership in rural communities and believes that the method of correction and improvement has not been able to create the fundamental changes in this communities and its witness is gradual and slow increase of agricultural productivity. Distribution of income, self-reliance and social justice are among the main objectives of this view [8]. The ideology behind the radical strategy is socialism. The third World countries use two plans to implement the transformation view: a) the settlement plan; b) the land reform plan.

6.6. The settlement plan
The settlement plans have two features: the geographical dynamics of population and control and planning that is a board in its responsibility. For various reasons including for humanitarian, political, economical, population growth, soil erosion and the lack of land and water, the influx of rural educated individuals to urban areas and better usage of the lands under cultivation, the regrouping of population is inevitable in better use of agricultural resources. These plans are a form of forced migration due to providing the least agricultural and welfare facilities instead to be organized plans [8].

6.7. The land reform
Another strategy which has a major impact on socio-economic restructuring in the rural areas is land reform. This policy requires the direct intervention of government to provide major changes in tenure and land ownership [8].

6.8. The position of the guide plan in organizing and superior plan
One of the most important criteria in the process of providing the guide plan is basic studies and realizing of current situation. In this criterion, the investigation and study of the superior guide plan is necessary for the study and presenting of the guide plan.

Figure 1 shows the position of the rural improvement and the guide plans in organizing the plan of Housing Foundation of Islamic Revolution.

![Diagram](image-url)
6.9. The needs of provided conductor plan
Rezvani (1387) defined the need for providing the guide plans:

1) Unorganized physical condition and poor quality of rural housing;
2) The correction and improvement of physical context in the rural areas;
3) The lack of proper system to guide the surface water, and also for sewage and waste disposal;
4) The need for extension of the infrastructure network and welfare services in villages;
5) The promotion of motor vehicles in the villages;
6) Maintaining the agricultural land usage to sustain production;
7) Improving and retrofitting and rural housing;
8) Creating a balance between the rural and urban areas;

6.10. The steps of the guide plan providing
The studies of the guide plan include 3 stages. In the first stage, the current situation of a village, its environment in terms of some issues such as climate, vegetation, geology, natural disasters, population, economic activities, social and cultural relations, and housing status, services and roads networks should be studied. In the second stage, the problems and shortcomings of the village in terms of service, infrastructure issues and roads and housing should be determined and the future requirements of the population lived in villages are met. Finally in the third stage, the suggestions required for resolving the problems, shortcomings and meeting of future needs should be proposed in the form of applicable projects.

6.11. The challenges of providing and implementing of the guide plans
Given the multifaceted and superior nature of the rural guide plan (technical, physical, economical and social), it is facing with the major challenges in the process of study, designing, investigation, approval, implementation and operation. Below, some of these challenges are mentioned:

1) The nature and content of the plan in terms of accuracy of statistics and information, compliance with scientific and technical principles, observance of rules, regulations and applicable feasibility and acceptance of people are among the most important challenges of this plan;
2) Environmental consequences from implementation of the plan;
3) People participation in the all stages has been and is always the main challenges on the ground;
4) Instability of income and short-life of interests of these plans are the most common losses of the development plans including the guide plan;

7. Conclusion
The implementation of the guide plans has been able to encourage the villagers to continue their lives in the rural areas. The manifestation of this tendency can be observed in the hope of villagers, the improvement of the passages status, the ease of traffic, more housing construction, and increase in service facilities, improving the access to public services and relative improve of environmental hygiene that in fact, are among the most important effects of implementing the rural guide plans in the study area. The proper implementation of the guide plan not only can help to reduce the difference in the enjoyment of services between villages and cities, but also the populated villages can become a place to attract a part of the population overflowed to the cities, especially large cities, including retired people given that the life condition has become more difficult for them particularly in the large cities. One of the effects of implementing of the guide plans is the increase in construction, reconstruction or renovation of housing units in the rural areas. During the opening or widening of rural roads, a significant number of buildings will be demolished due to they have located in the course of road projects. Due to the support of the executive organization (The Housing Foundation), the low-interest loan will be awarded to all households whose houses are in the project. Because of this, after implementing of the plan, the buildings on the both sides of the paved roads will be built with new and durable materials. This causes the renovation and better construction of housing in the other parts of villages. While many of our current cities have many problems, and many of these problems are the result of unplanned development in the past, the proper implementation of the rural guide plan can help to reduce many of future problems. Since some rural areas enjoyed from the guide plan will become the urban points, the rural guide plans can be the basis of planning for new urban areas in the coming years.

REFERENCES
1. Asayesh, Hussein, the principles and methods for planning in rural areas, spread the message of light (2006).
2. Ahmadi, M, History conductor plans and rural development, housing and Revolution magazine (2006), Nos. 73 and 74, p. 3.
6. Azimi and Jamshidian [2005]. The investigation of physical effects on implementing of the guide plans in rural settlements in west of Guilan.