



The Role of Popular Participation in the Implementation Quality of Rural Guide Plans (Case Study: Sistan Border Region)

Sadegh Asghari Lafmejani*¹- Mostafa Beykmadah²- Mahdi Masoumi Jeshni³

1. Assistant Prof. in Geography and Rural Planning, University of Zabol, Zabol, Iran.

2. MSc. in Geography and Rural Planning, University of Zabol, Zabol, Iran.

3. Ph.D. Candidate in Geography & Rural Planning, Ferdowsi University of Mashhad, Mashhad, Iran.

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Abstract

Purpose: This study intended to analyze the role and function of public participation in the quality of the implementation of guide plans in the villages of the border region of Sistan.

Design/methodology/approach: This is a descriptive and analytical research. In this regard, a broad spectrum of indicators was determined and studied within the framework of field studies (completing the household questionnaire, interviewing local experts and experts of the Housing Foundation, and filling out forms of field observations) to achieve the desired goal. The Analytic Hierarchy Process (AHP) and statistical and spatial analyses were employed to analyze the information. They were performed using Expert Choice, SPSS and ArcGIS. In statistical analyses, the regression model and Pearson correlation coefficient were employed.

Findings: Results confirmed that 53 percent of the villages under study were at a suitable or relatively suitable level with respect to the quality of executing guide plan, and the level of public participation in the implementation of guide plan was at an average level or higher in 60 percent of the villages. Results of statistical analyses also indicated that there was a significant relationship between the participation level in the villages and the quality level of the implementation of guide plan.

Research limitations/implications: Active cooperation of the authorities in five counties in Sistan region modified many of the existing limitations in carrying out this research. Nevertheless, the vast expanse of the study region and the difficulty in accessing the sample villages on the one hand and the need to complete the various questionnaires and field observation forms considered for this research on the other hand caused numerous difficulties and hardships and prolonged the implementation of the research.

Practical implications: It is necessary that the Housing Foundation study the extent of participation of rural people and the required strategies for expanding public participation and take suitable measures prior to the implementation of guide plans. For this purpose, considering the effective role village managers, members of the Islamic Council of villages and local experts play in enhancing participation of rural people in the implementation of guide plans, the existing potentials in villages must be utilized.

Originality / Value: Considering the role and function of public participation in upgrading the quality of executing guide plans, the need for preparing the suitable groundwork for maximizing public participation in the implementation of this plan is emphasized.

Keywords: Guide plan, implementation quality, public participation, village, Sistan.

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1. Introduction

1.1. Statement of the problem

In recent decades, rural development programs have seriously been considered by planners and policy makers in many developed and developing countries, as they have developed a variety of plans and have taken lots of measures to improve the living conditions of the people in rural areas (Long, Zou, Pykett, & Li, 2011; Mahon, Fahy, & Cinnéide, 2012).

In this regard, most rural development experts believe it is impossible to achieve sustainable development without popular participation; undoubtedly, popular participation will facilitate the transition period of development, and make it less costly (Azami, Yaghoobi, & Motaghed, 2015). In fact, rural development with a participatory approach has played a fundamental role in the all-round development of rural communities. This role can be realized by public participation and provision of public facilities such as drinking water, baths and schools to improve the living conditions of the villagers. However, years of experience in centralized systems, regardless of popular participation in Iran, uncovers the loss of national capital, both material and spiritual, the loss of state facilities, which eventually result in dissatisfaction of the villagers with the government and development activities. Failure of some construction projects, failure in the implementation of some of these plans and the lack of sense of responsibility among those who are responsible in this field are some of the contributing factors (Ghasemi, 2005). Meanwhile, due to the diversity of villages and their different geographical, social and economic conditions, the Rural Guide plan is one of the rural development projects that can help improve the lives of villagers and play a fundamental role in comprehensive development of the rural areas in Iran. Using its potentials and capabilities, this plan can provide for the improvement of general welfare facilities such as housing renovation, newly built roads, and improvement of the living conditions of the villagers and their participation (Borzoo et al., 2010).

In this regard, attention to the effects of popular participation on implementation quality of the Rural Guide plans in the border villages of Iran is of particular importance. As the border regions

are considered to be the most sensitive and strategic areas of the country, and due to the isolated and non-fertile nature of the border regions, especially in the desert and mountainous areas of Iran, these areas have continuously made ways for political, economic and security issues for the governments (Rezaei & Masoudi Rad, 2015). Potential disadvantages in production, unemployment, low income and lack of access to basic requirements are the main socioeconomic characteristics of these areas. These shortcomings make ground for issues such as immigration, smuggling, insurgency and insecurity. In the past, the dislocation of people from border regions and immigration of the border citizens to the big cities, due to the lack of motivation for living in these areas, have almost been increasing, whose impact on the security of the borders has been clearly visible (Asheri, Noor-mohammadi, Ghaghadari, & Rostami, 2012). Nevertheless, the protection of the national borders is one of the most important duties of the state, and the Iranian governments have adopted a number of policies for border cities citizens. These policies are mainly aimed at reducing unemployment and poverty, and address various social issues including employment creation, social justice, eliminating immigration incentives, etc. The economic issues of the people, in some way, are addressed to serve the governments' political goals, as economic well-being encourages people to stay on the border regions which makes it easier for the government to protect the border regions (Rezaei & Masoudi Rad, 2015).

Accordingly, the abundance of villages in Sistan region (808 villages), various ethnic and tribal groups, the different approaches of villagers to the development programs in general and implementation of rural guide plans in particular, on the one hand, and their proximity to border region, and the importance of these villages in their security, on the other hand, make it essential to pay close attention to the level of popular participation and its impact on implementation quality of Rural Guide plans in villages located in Sistan strategic border region.

Therefore, the present study sought to answer this fundamental question: how are the implementation quality of Rural Guide plans, the level of rural popular participation and the role of popular participation in the implementation of the

Rural Guide plans in the villages located in Sistan border region?

1.2. Review of Literature

Popular participation and the implementation quality of Rural Guide Plans have been the subject of many studies. However, the impact of popular participation on implementation quality of Rural Guide Plans in general and its performance in the border villages in particular, are emerging subjects in this field.

Ghasemi (2005) in his study on the participation rate of villagers in development projects showed that among 14 correlated independent variables, 4 variables of social cohesion, wealth, membership in public institutions of the villages and the ownership of gardens and lands have explained more than 60% of the factors contributing to participation level in rural development. Based on the results of the research conducted by Azimi, Molaei Hashjin and Alizadeh (2011), the awareness of villagers about Rural Guide Plans and their contribution to the process of preparation and implementation are among the important factors in achieving the goals of such plans. Hassannejad, Kohanals, and Ghorbani (2011) also explored the factors affecting the participation of villagers in rural development groups and concluded that the probability of membership in these groups is under the influence of the level of annual expenditures of households living in the region and their employment types. Anabestani (2013, 2014) took the individual and structural-institutional factors affecting the participation of villagers in Khaf County into account and concluded that there is a significant but weak relationship between the individual factors affecting the participation and the implementation process of Rural Guide plans. Accordingly, the individual factors affecting participation only account for 14% of the variations in the dependent variable. In addition, there is a significant and relatively strong correlation ($r=0.477$) between the structural and institutional factors affecting participation and the implementation process of Rural Guide plans, to the extent that structural-institutional factors affecting participation account for about 25 percent of variations in the dependent variable.

Based on their research on Sangestan village, Azami, Yaghoobi and Motaghd (2015) concluded that the highest participation rate of the villagers was in analyzing the problems of the transit network and supplying materials and equipment for the plans, and the least participation was in decision making, planning and cooperation with the executives.

On the other hand, Bauer and Evalina (2011), discussing the problems and challenges in achieving rural development have identified financial problems and low awareness of villagers about development projects as the main challenges of physical development in rural areas. Shijie, Liyin and Li (2012) paid attention to the role of infrastructure-physical changes in achieving balanced development in rural-urban areas and concluded that some of the most important problems in implementing infrastructure-physical reforms that reduce effectiveness of the activities include mismanagement and inadequate financial support from the villagers to carry out reform, environmental issues, damage to nature in rural areas, technical problems in implementing the projects, low participation of local people in some areas, and the low familiarity of planners with rural socio-cultural conditions. Besides, according to Valencia (2012), higher popular participation in rural development plans will improve the effects and bring about greater satisfaction of more people with development projects. Popular participation makes them more committed to implementing the projects.

2. Research Methodology

2.1 Geographical Scope of the Research

Sistan region with an area of 15,197 square kilometers is in northernmost part of Sistan and Baluchestan province between altitude of $30^{\circ} 5'$ to $31^{\circ} 28'E$, and longitude of $60^{\circ} 15'$ to $61^{\circ} 50'N$, which comprises about 8.1% of the province's area. This area is surrounded from east by Afghanistan, from south by Balouchestan, and from west and northwest by Dasht-e Loot and Nehbandan counties in South Khorasan Province (Figure 1).

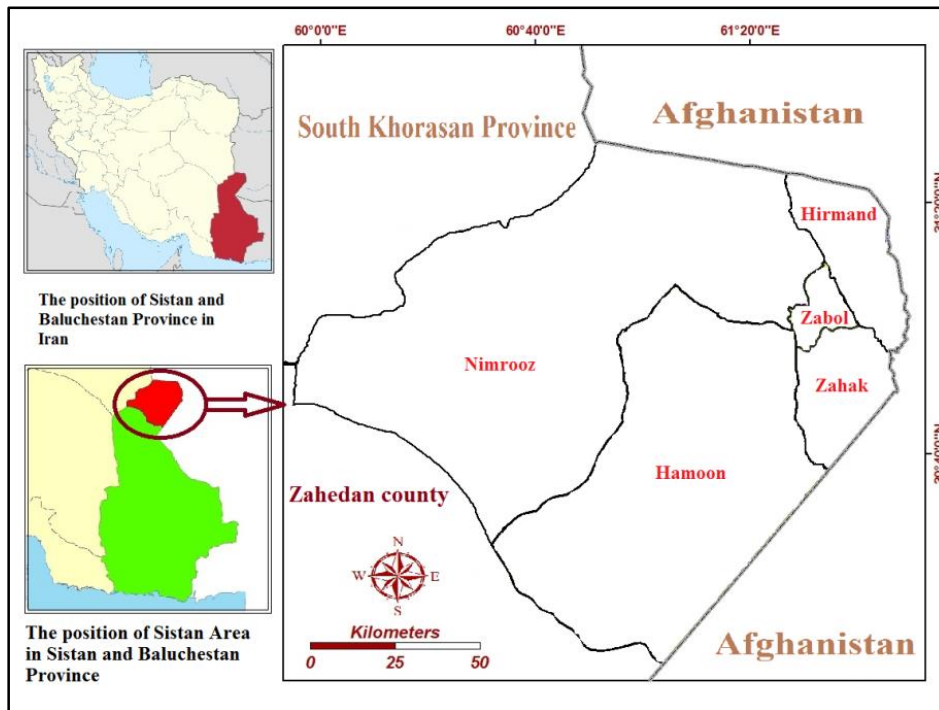


Figure 1. Location of the study area

(Source: based on the map of the Office of Administrative Divisions, the Ministry of Interior, 2016).

2.2. Method

This research was conducted in a descriptive-analytical method. Documentary and library research were used to study the theoretical framework, and field studies and questionnaires were used to investigate the role of popular participation in implementation quality of Rural Guide plans in border region of Sistan. The population of this study included all households living in 56 villages in the study area where Rural Guide plans have been completed. For this purpose, using Cochran's formula and corrective formula, 30 villages (with 10325 households) were identified as sample villages, and they were selected by random sampling method. To estimate the number of sample households in sample villages, the Cochran formula was used with the confidence level of 95% and error probability of 5%, and the sample size was 371 households. In addition, the local experts' questionnaires and field observation forms were completed by examining some indices related to sample villages.

To analyze the data, IBM SPSS Statistics 21 and ArcGIS 10.2 software packages were used. In order to determine the level of implementation quality of Rural Guide plans and the level of rural

participation in the implementation of Rural Guide Plans, based on the Analytical Hierarchy Process (AHP), different stages were adopted including the formation of the evaluation matrix and calculating the weight of relevant indices (in Expert Choice 11). The weighted composition method was also used to summarize the data. For this purpose, the level of popular participation in each village according to the participation level of households in each village and the level of implementation quality of Rural Guide plans in each village were also determined based on field observation forms. After determining the level of implementation quality of the Rural Guide plans and the level of participation in each of the villages, these villages were divided into different groups in the ArcGIS environment, and their distribution map is based on the level of implementation quality of the Rural Guide Plans and the level of public participation in putting Rural Guide Plans into practice in each village. Furthermore, the impact of popular participation in each of the components of the Rural Guide Plans was studied using regression model.

2.3. Variables and Indices

Indices are the indicators that make the process of gathering data, categorizing data and analyzing

data and drawing conclusions logical, and generally, identify the trend of activities, and conceptually provide a good framework for targeting, compiling, planning and evaluating activities. Indeed, indices as indicators that represent the general and qualitative goals and make the target more precise. Precision in targeting and orientation, prevent the loss of resources and make way for realization of the goals and policies that are envisaged (Rezvani,

2005). Accordingly, in the framework of documentary and field studies, a wide range of indices were determined in accordance with the conditions of the region and the villages of the study area (Tables 1 and 2), and they were investigated in the framework of questionnaires provided for households, local experts, experts in the Housing Foundation, and field observation forms.

Table 1 - Components and indices examined in assessing the implementation quality of Rural Guide plans
(Source: Anabestani & Akbari, 2012, Mohammadi Yeganeh, Cheraghi & Nabati 2012, Rezaei & Safa, 2013 & Research Findings, 2016)

| Components | Indices |
|----------------------|---|
| housing | Compliance with construction technical standards (Lightweight housing, area and height of each floor, leveling the building with the pavement and the main street, absorbent well at a depth of minus 3 meters, building an appropriate staircase with a height of 15 cm and a gradient of 30 degrees), the distance between the buildings and main electricity cables, construction patterns, house types, rehabilitation of residential buildings, construction density, facilitating the issuance of title deeds, price of rural houses, obtaining permission for construction, housing equipment and facilities, such as bathrooms. |
| Transit network | Construction of new roads, ease of commuting, equipping and improving existing paths, quality of the transit network, ease of access to the paths, compliance with technical specifications of the plans on the paths (proper extension, proper slope, keeping the safe distance from rural roads, quality of hard-core and pavement in rural roads), beauty of paths |
| land-use | Creating logical proportionality between population and land uses, quality of access to services, proper site selection for direction of rural development, recruitment of facilities and infrastructure services, distribution of services, proper location of services, identification and maintenance of historic and cultural values, land use changes in farms and gardens |
| Environmental health | Directing surface water on rural pavements, creating a sewage disposal system, waste disposal, determining the overall area of landfill, site selection for cemetery area and its development, access to parks and green spaces, sanitation and cleanliness in rural areas, reduction in dust pollution |

Table-2 Components and indices examined in assessing the rural participation in implementing the Rural Guide plans

(Source: Azimi, Molaei Hashjin & Alizadeh 2011, Azami, M., Yaghoobi, A. & Motaghd Research 2015 & Research Findings, 2016)

| Components | Indices |
|---------------------------------|---|
| taking part in decision- making | Participation of villagers in drafting the plan, participation of villagers in approval of the plan, participation in proper site selection for landfill, participation in proper site selection for service areas, participation in proper site selection for the cemetery, participation in proper site selection for public places, the involvement of the villagers in selecting the type of housing construction, the involvement of the villagers in selecting the size of the houses, paying attention to the demands and cultural values and indigenous knowledge of villagers on how to build the houses, selecting contractors through consultation with trustworthy locals, using the ideas and views of the rural council in implementing the plan, participation of villagers in designing the houses with regard to their needs (general plan), the participation of villagers in defining the proportion between the number of rooms and the number of people in households, participation in proper site selection for rural development, the involvement of villagers in the selection of suitable materials for construction, the level of participation in Dehyaris (rural administrators) in fulfilling the land use regulations and giving other proposals, adherence to the rules and regulations of the plan particularly in constructions |
| Physical participation | Participation in the relocation of materials, participation in the construction of roads, rural roads and pavements, providing voluntary manpower and labor (without pay), participation in the reconstruction of destroyed houses, participation of villagers in reconstruction of public buildings (schools, mosques, health centers, etc.), the level of public participation in destroying or reconstructing the houses |
| Financial participation | Financial participation in purchasing the materials, provision of financial assistance for labor costs, provision of financial assistance for village asphalt cost, financial assistance for improving the implementation of the plan, the provision of financial assistance for construction of houses, the financial participation of villagers in the construction or reconstruction of public facilities in the village, participation of relevant institutions in providing people with bank loans |

3. Theoretical Framework

In recent years, particularly since the early 1970s, the importance of collaborative approaches to

development have been growing. At national and international levels, the consensus on the importance of participation (both as a means and

as one of the goals of development) has frequently increased (Malek Mohammadi & Hosseininia, 2000). Today, participation in rural development is taken seriously, and it is assumed that high participation rate is better than lack of participation or low participation, as the failure of traditional rural development strategies has also been due to the lack of rural participation in development plans (Azkia, & Imani, 2008).

Participation in rural development means empowering rural people and using them in planning and practice (Papoli Yazdi & Ebrahimi, 2007). Maysra believed rural participation is a phenomenon that has four dimensions of self-preservation, self-understanding, decision-making power and self-control (Tavassoli, 2005). In other words, participation is the role played by people in the decision-making processes, implementation of plans, sharing of the benefits of development plans, and cooperation in evaluating the above-mentioned plans (Shabanali Fami, Ali Beygi, & Sharifzadeh, 2006). Participation may also be considered as a process of engagement in voluntary group situations and participation of local people in planning or decision making that affects their livelihoods or environment, and encourages them to achieve group goals by accepting responsibilities and helping each other (Charmchian Langerodi, & Espahbodinia, 2015). Rural Guide plans i.e., comprehensive rural development plans are approved guides for conducting construction and development operations in rural areas, while taking into account their cultural, economic and social status

(Shahbazi, 2010) in which, while organizing and modifying existing buildings, define the extent and location of future development and how land is used for various functions such as residential, commercial, agricultural, facilities, and rural general facilities, in the framework of rural settlement plans or regional comprehensive plans (Ghaffari, Mirzaie, & Karimi, 2011).

Accordingly, the implementation of Rural Guide plans as one of the most well-known development methods can create a fundamental change in villages of the border regions. In order to achieve this goals, rural participation in different stages of the guide plan's preparation and implementation will be required. Accordingly, the participation and co-operation of villagers in better identifying the rural environment and its features facilities and constraints, and most importantly, their effective and informed participation in decision-makings required at the stage of presenting the proposal are important.

However, implementation of guide plans in a village within its physical context is related directly to its rural life and may represent their useful impacts only when they are carried out in collaboration with the villagers. Therefore, villagers' participation in the implementation process of the plan is of high importance (Anabestani, 2014). If different functions of public participation in implementing the Rural Guide plans are taken into account, active participation of villagers in conducting the Rural Guide plans will have different consequences (Figure 2).

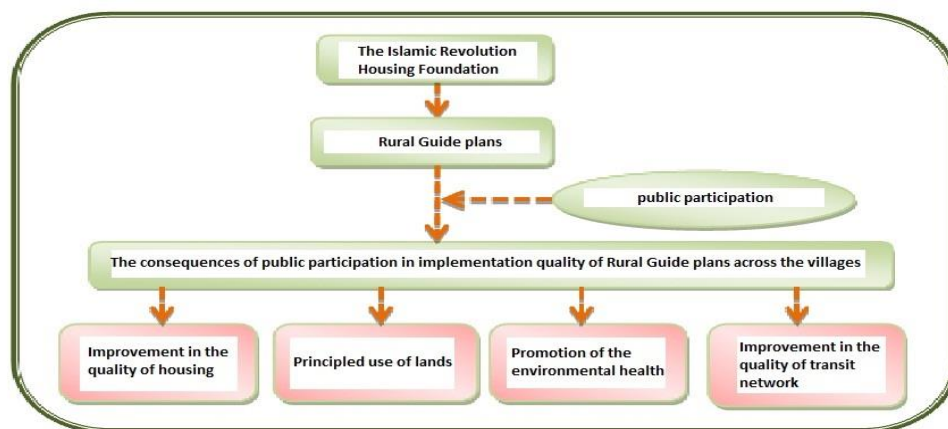


Figure 2. The consequences of public participation in implementation quality of Rural Guide plans
(Source: Research Findings, 2016)

4. Research findings

Considering the objectives of this research, in order to investigate the role of popular participation in the implementation of the Rural Guide plans and eventually in their implementation quality in the villages of the Sistan border region, prior to examining the role of popular participation, it is essential to know the implementation quality of the Rural Guide plans in housing, transit networks, land use and environmental health. Therefore, in order to

achieve this goal, first, we provided the results of the studies on indices examined in the implementation quality of the of Rural Guide plans.

For this purpose, eight indices were used to evaluate the performance of Rural Guide plans in housing. Among the indices, the indices of rehabilitation of residential buildings with a mean of 3.90, and facilitating the issuance of title deeds with a mean of 3.80 had the greatest impact (Table 3).

Table 3. Frequency, weighted mean and standard deviation of significant indices of housing in the villages of the study area

(Source: Research Findings, 2016)

| Indices | Percent | | | | | Mean | Coefficient of variations |
|---|----------|------|----------|------|-----------|------|---------------------------|
| | Very low | Low | Moderate | High | Very high | | |
| Construction patterns | 37.7 | 18.2 | 29.9 | 9.1 | 2.6 | 2.18 | 0.51 |
| House types | 27.2 | 29.4 | 31.9 | 8.5 | 3 | 2.31 | 0.32 |
| Rehabilitation of residential buildings | 3.9 | 0 | 27.3 | 36.4 | 29.9 | 3.90 | 0.23 |
| Compliance with construction technical standards | 17.4 | 16.2 | 26.1 | 24.9 | 15.4 | 3.05 | 0.43 |
| Facilitating the issuance of title deeds | 2.6 | 3.9 | 28.6 | 37.7 | 24.7 | 3.80 | 0.32 |
| Price of rural houses | 6.3 | 11.3 | 31 | 41.8 | 9.6 | 3.37 | 0.30 |
| Obtaining permission for construction | 5.2 | 5.2 | 23.4 | 41.6 | 22.1 | 3.72 | 0.45 |
| Housing equipment and facilities, such as bathrooms | 0 | 3.9 | 32.5 | 53.2 | 7.8 | 3.66 | 0.24 |

Another important measure in the implementation of Rural Guide plans is the expansion and construction of roads in rural areas. As the results show, the most important effects of Rural Guide plans on the transit network of the rural areas in Sistan were equipping and improving the existing roads and, eventually, facilitating the commuting of the villagers (Table 4). Due to the increased use of cars and agricultural vehicles, and the necessity

of their commuting, equipping and improving roads have been one of the priorities of the plan. Nevertheless, the weaknesses of the implemented Rural Guide plans have also been noticeable in fulfilling the technical requirements for the construction of roads. In addition, developmental measures are mainly limited to the reconstruction of main roads.

Table 4. Frequency, weighted mean and standard deviation of significant indices of transit networks in the villages of the study area

(Source: Research Findings, 2016)

| Indices | Percent | | | | | mean | coefficient of variations |
|--|----------|------|----------|------|-----------|------|---------------------------|
| | very low | Low | moderate | high | very high | | |
| Construction of new roads | 0 | 2.6 | 22.1 | 59.7 | 7.8 | 3.78 | 0.25 |
| Ease of commuting | 4.1 | 5.3 | 9.9 | 32.5 | 48.1 | 4.15 | 0.14 |
| Equipping and improving existing paths | 0 | 16.7 | 9.3 | 33.3 | 40.7 | 4 | 0.22 |
| Quality of the transit network | 0 | 7.8 | 45.5 | 40.3 | 3.9 | 3.41 | 0.39 |
| Changes in hierarchy of the paths | 1.3 | 10.4 | 59.7 | 20.8 | 3.9 | 3.16 | 0.53 |
| Ease of access to the paths | 12.4 | 27.7 | 41.3 | 15.3 | 3.3 | 2.69 | 0.49 |
| Compliance with technical specifications of the plans on the paths | 38.5 | 25.2 | 26.5 | 8.5 | 1.3 | 2.09 | 0.66 |
| Beauty of paths | 0 | 1.3 | 24.7 | 59.7 | 7.8 | 3.79 | 0.19 |

The study of significant indices related to land use in the villages of Sistan showed that the indices of improved access to services with a mean of 4 and the appropriate fit between population and land use with a mean of 3.95 had

the highest impact. In fact, the results showed that in the implementation of Rural Guide plans, the proper site selection for services in the villages of the study area has roughly been taken into account (Table 5).

Table 5. Frequency, weighted mean and standard deviation of significant indices of land use in the villages of the study area

(Source: Research Findings, 2016)

| Indices | Percent | | | | | mean | coefficient of variations |
|---|----------|------|----------|------|-----------|------|---------------------------|
| | very low | Low | moderate | high | very high | | |
| Creating logical proportionality between population and land uses | 0 | 1.3 | 20.8 | 51.9 | 19.5 | 3.95 | 0.24 |
| Quality of access to services | 1.3 | 18.2 | 36.4 | 27.3 | 14.3 | 3.60 | 0.34 |
| Proper site selection for direction of rural development | 0 | 2.6 | 22.1 | 61 | 9.1 | 3.80 | 0.36 |
| Recruitment of facilities and infrastructure services | 0 | 3.5 | 24.4 | 52.3 | 4.7 | 3.68 | 0.25 |
| Distribution of services | 0 | 0 | 22.1 | 51.9 | 22.1 | 4 | 0.29 |
| Proper location of services | 12.4 | 27.7 | 41.3 | 15.3 | 3.3 | 2.69 | 0.72 |
| Identification and maintenance of historic and cultural values | 53 | 26.9 | 15 | 3.4 | 1.3 | 1.81 | 1.06 |
| Protection of farms and gardens | 0 | 22.1 | 33.7 | 29.1 | 1 | 3.10 | 0.25 |

One of the other variables for assessing Rural Guide plans is the survey of rural environmental health conditions. The results showed that the greatest impact of Rural Guide plans in the health sector of Sistan village is related to the reduction of air pollution. Due to 120-day Sistan Wind in the region and its effect on an increase in air dust, the effect of Rural Guide plans on decreasing air pollution has been remarkable. In fact, with the implementation of Rural Guide plans and paving rural roads, the pollution coming from the dusty rural paths has significantly decreased (as there used to be a high rate of dust pollution even with a mild breeze) (Table 6).

Table 6. Frequency, weighted mean and standard deviation of significant indices of rural environmental health in the villages of the study area

(Source: Research Findings, 2016)

| Indices | Percent | | | | | mean | coefficient of variations |
|--|----------|------|----------|------|-----------|------|---------------------------|
| | very low | Low | moderate | high | very high | | |
| Directing surface water on rural pavements | 26.6 | 42.6 | 29.5 | 1.2 | 0 | 2.05 | 0.38 |
| Creating a sewage disposal system | 65.5 | 22.1 | 11.9 | 0 | 0 | 1.60 | 0.10 |
| Waste disposal | 5.7 | 7 | 35.7 | 24.6 | 27 | 3.60 | 0.31 |
| Determining the overall area of landfill | 3.7 | 3.3 | 24.7 | 34.6 | 33.7 | 3.91 | 0.26 |
| Access to parks and green spaces | 27.2 | 29.4 | 31.9 | 8.5 | 3 | 2.31 | 0.80 |
| Sanitation and cleanliness in rural areas | 9 | 7 | 16.8 | 30.7 | 36.5 | 3.79 | 0.28 |
| Reduction in dust pollution | 2.9 | 2.1 | 22.6 | 38.7 | 33.7 | 3.98 | 0.23 |

The level of popular participation in various dimensions of the Rural Guide plans in each of the villages (based on the analysis of data obtained from questionnaires related to heads of households, local experts and Housing Foundation experts) uncovers a significant difference. Villages differ significantly in terms of the level of public participation in each dimension of implementing the Rural Guide plans (land use, housing, transit network and environmental health) (Table 7).

Table 7: Levels of public participation in different dimensions of implementing the Rural Guide plans in the villages of the study area

(Source: Research Findings, 2016)

| Name | Environmental health | Transit network | housing | land-use | Name | Environmental health | Transit network | housing | land-use |
|---------------|----------------------|-----------------|---------|----------|---------------------|----------------------|-----------------|---------|----------|
| Milak | 0.031 | 0.063 | 0.134 | 0.013 | Se Ghaleh | 0.039 | 0.059 | 0.097 | 0.006 |
| Emamieh | 0.035 | 0.062 | 0.121 | 0.012 | Timorabad | 0.068 | 0.042 | 0.129 | 0.021 |
| Malek hidari | 0.018 | 0.079 | 0.130 | 0.007 | Firouzehai | 0.044 | 0.064 | 0.136 | 0.007 |
| Mirjafar khan | 0.069 | 0.041 | 0.128 | 0.020 | Gamshad | 0.071 | 0.050 | 0.104 | 0.020 |
| Sanjerani | 0.043 | 0.063 | 0.137 | 0.006 | Khaje ahmad | 0.068 | 0.065 | 0.122 | 0.020 |
| Khamar | 0.032 | 0.056 | 0.110 | 0.020 | Ghaem abad | 0.051 | 0.067 | 0.101 | 0.014 |
| Tambokae | 0.032 | 0.064 | 0.135 | 0.014 | Ali akbar | 0.151 | 0.0735 | 0.126 | 0.029 |
| Kahak | 0.070 | 0.075 | 0.147 | 0.020 | khamak | 0.043 | 0.076 | 0.136 | 0.020 |
| Jalehai | 0.063 | 0.051 | 0.107 | 0.013 | Karbasak | 0.099 | 0.072 | 0.144 | 0.007 |
| kolokhi | 0.039 | 0.059 | 0.097 | 0.006 | Ghaleno | 0.026 | 0.058 | 0.099 | 0.014 |
| Safidabeh | 0.026 | 0.058 | 0.098 | 0.013 | Mohammad shah karam | 0.108 | 0.069 | 0.108 | 0.027 |
| Shib goreh | 0.026 | 0.062 | 0.119 | 0.006 | Eslamabad | 0.044 | 0.062 | 0.128 | 0.020 |
| Fath abad | 0.066 | 0.064 | 0.124 | 0.007 | Shendel | 0.097 | 0.071 | 0.143 | 0.006 |
| Ghorghori | 0.077 | 0.059 | 0.116 | 0.027 | Golkhani | 0.045 | 0.063 | 0.129 | 0.021 |
| Amimezam | 0.065 | 0.063 | 0.123 | 0.005 | Gori | 0.035 | 0.066 | 0.112 | 0.020 |

The general outcomes of popular participation in different dimensions of the Rural Guide plans in the villages confirm that the level of popular participation in 33% of the villages is higher than the average level, in 27% of the villages, it is moderate and in the other villages, it is lower than the average level. Also, distribution of the villages in terms of public participation in implementation of rural guide plans indicates that the villages with high and very high participation are located mostly on the borders of Sistan. Given the findings of the study, certain factors have significantly affected the high public participation in border villages for better implementation of guide plans. These factors include revenues from border trade as well as the status of border villages as an area of especial interest to the executive bodies of the country.

The level of popular participation in the studied villages indicates that high level of participation

and allocation of a part of the financial sources of Dehyaris to the implementation of the plan in some of the villages have had a significant impact on improving the implementation quality of the plan. In fact, the inhabitants of these villages are mostly from a tribe with strong family or tribal ties which encourage them to fully cooperate with the officials of the Housing Foundation in the implementation of the plan. As the households in these villages actively participated in the implementation of the plan in their villages, they divided the task, and began a full-fledged cooperation with the Housing Foundation prior to the implementation of the plan. In this group of villages, each of the alleys and paths were divided between particular households and the provision of labor force for each of them has been handled by a number of households of the same alleys. In addition, villagers were actively involved in paying the expenses of the plans (Figure 3).

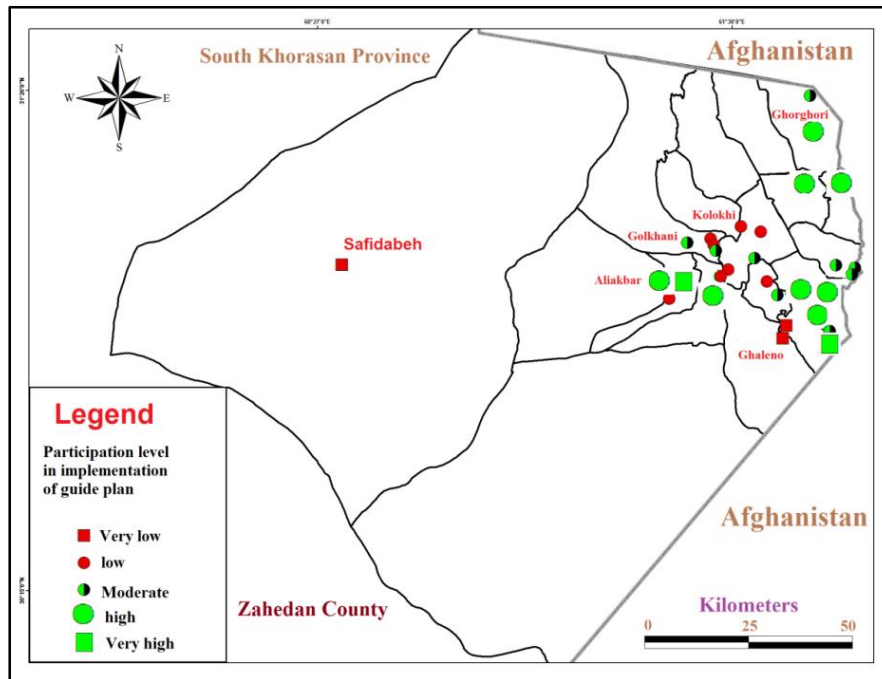


Figure 3. The distribution of the villages by the level of rural participation in the implementation of the Rural Guide plans

(Source: Research Findings, 2016)

In addition to active participation of the people, the relevant executive bodies have paid close attention to implementation of Rural Guide plans in the border villages. In this regard, the government's new policies for promoting the Districts of Miyankangi and Shahraki Narooe of Zabul to Hirmand and Zahak border towns have made it necessary to establish an independent Housing Foundation for these cities. Moreover, the independent governorates of these cities have directly been supervising the Rural Guide plans which has had a significant impact on improving the utility of these projects.

The status of indices and implementation quality of Rural Guide plans in the villages confirmed that 23% of them were in good conditions in terms of implementation quality, 40% of them were in a relatively suitable condition and the remaining villages were in an unsuitable

condition. Evaluation of the implementation quality of the Rural Guide plans in the villages with the proper status (Shendel, Shahkarm, Ali Akbar and Gori) indicated that in these villages, the technical criteria required for construction of houses and transit network (strengthening houses against earthquake, proper slope of the sidewalks for the disposal of surface water, proper width of the rural sidewalks, the quality of hard-core and asphalt pavement of the rural paths) and proper site selection for the service buildings were in an acceptable level.

Distribution of villages with regard to implementation quality of Rural Guide plans suggests that villages with poor performance in implementation of the plans be dispersed mainly in central and western parts of the study area (Figure 4).

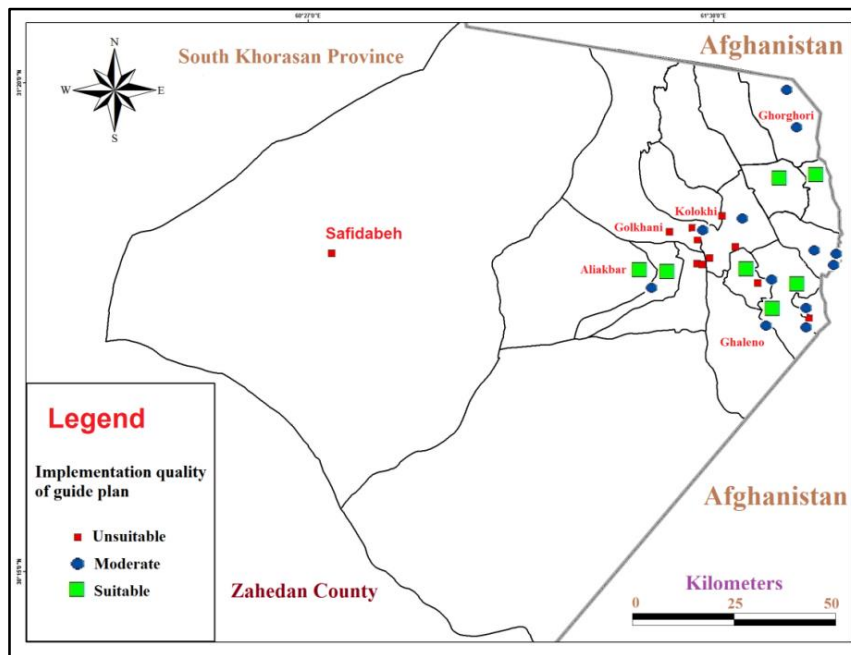


Figure 4. Distribution of the villages by level of implementation quality of Rural Guide plans
(Source: Research Findings, 2016)

Among the villages with a poor implementation quality of the Rural Guide plans, the influence of the location and the lack of sympathy and assistance among the residents of Sefidabeh village was significant. The village, located in the mountainous areas of western Sistan, due to its geographical location and the distance of more than 90 kilometers from Zabol County, and in addition to the difficulties of commuting for experts and the problems caused by the displacement of the materials from the city, which challenged the implementation of the project because of the lack of rural participation and cooperation in the implementation of the Rural Guide plans, not only the labor force was provided from the city, even the water used to implement the plan was also supplied by tankers of the Housing Foundation, and the residents of this village did not participate in the plan at all. These factors have caused the project to be left unaccomplished after 22 years from the start, and no action has been taken by the Housing Foundation to resolve the existing problems. However, in the northern villages of the study area, proximity to dried-up bed of Hamoon Lagoon has been effective in reducing the implementation quality of the Rural Guide plans.

In fact, 120-day Wind and the erosion of Hamoon bed and the liquefied sand have made this group of villages face a massive volume of sand accumulated in sidewalks which has caused health problems. This has been due to the failure to consider the physical structure of the villages in the direction of liquefied sand, which has caused damage to agricultural land, infrastructure and rural housing.

Given that numerical values calculated through the Analytical Hierarchy Process (AHP) and the weighted composition method for the level of popular participation in conducting the Rural Guide plans in each of the villages and the level of implementation quality of the Rural Guide plans in these villages, is normal based on the results of Shapiro-Wilk test, as the requirements for performing a parametric statistical test are met. Therefore, Pearson correlation coefficient was used to examine the relationship between the participation rate in villages and the implementation quality of the Rural Guide plans. According to Pearson correlation coefficient ($r=0.529$) and error level of less than 5%, there is a significant relationship with a confidence level of 95% between these two variables (Table 8).

Table 8. The result of the Pearson correlation test between the participation level in the villages and the implementation quality of the Rural Guide plans

(Source: Research Findings, 2016)

| | Values |
|---------------------|---------|
| Pearson correlation | 0.529 |
| Sig. (2-tailed) | 0.027** |
| N | 30 |

** . Correlation is significant at the 0.01 level (2-tailed)

In addition, a regression model was used to investigate the impact of each component of the rural Guide plan on popular participation in the villages of the study area. The results of the regression significance test confirmed that it is possible to predict the changes in the various components of the rural Guide plans based on the level of popular participation, and since the P.value was less than 0.001, this prediction will be

reliable with the confidence level of 99% (Table 9).

Besides, based on the standardized regression coefficient, the impacts of housing components, transit network and environmental health on public participation are respectively the greatest ones; however, the effect of public participation on land use wasn't significant (Table 10).

Table 9 - Significance of the regression analysis

(Source: Research Findings, 2016)

| Model | Sum of Squares | df | Mean Square | f | sig |
|------------|----------------|----|-------------|--------|-------|
| Regression | 0.128 | 4 | 0.032 | 14.455 | 0.000 |
| Residual | 0.055 | 25 | 0.002 | | |
| Total | 0.184 | 29 | | | |

Table 10: The effects of public participation on various components of rural Guide plans in the villages of the study area

(Source: Research Findings, 2016)

| Model | Unstandardized Coefficients | | Standardized Coefficients | T | Sig |
|----------------------|-----------------------------|-----------|---------------------------|-------|-------|
| | B | Std.Error | Beta | | |
| Constant | 0.053 | 0.088 | | 0.609 | 0.548 |
| Environmental health | 3.239 | 1.387 | 0.289 | 2.336 | 0.028 |
| Transit network | 1.861 | 0.644 | 0.351 | 2.890 | 0.008 |
| Land-use | 0.248 | 1.126 | 0.027 | 0.221 | 0.827 |
| Housing | 1.438 | 0.347 | 0.529 | 4.144 | 0.000 |

5. Discussion and Conclusions

In the past decades, a key step was taken in the spatial organization of rural environments of Iran by implementing Rural Guide plans. In fact, Rural Guide plans have been noted as a tool for organizing the physical structure of the villages as they provide the necessary grounds for the development, growth and rural development. For

this purpose, this research was conducted with the aim of investigating the effects of rural participation on implementation quality of Rural Guide plans in villages located in border region of Sistan. To this end, the implementation quality of Rural Guide plans and the level of rural participation in their implementation were evaluated using a wide range of indices.

Based on the results of the study, the implementation of Rural Guide plans in the villages of the study area in construction of new roads, ease of access to paths and rising price for rural houses prompted significant changes. In fact, these results were in accordance with the studies of Fozouni Ardakani & Haiati (2011), Gemini, Ahmadi, and Ahmadi (2012) and Pourtaheri, Eftekhari, and Abbasi (2012). Moreover, the effects of the Rural Guide plans on various environmental health indices, such as reduced dust pollution, cleanness of the villages, waste disposal, and determining the overall location for sanitary waste disposal indicated that Rural Guide plans had a satisfactory performance in the area of environmental health, which is consistent with the results of Azimi, Molaei Hashjin, and Asheghi (2012). Nevertheless, the results of this research contradicted those obtained by Ebrahimi, Amini, and Mikaeil (2014) on improving the sewage discharge system, directing surface water, which is due to different geographic conditions of the Sistan region. As most of the villages in the study area are in plain areas with very gentle slopes or without slopes, there is a serious problem in implementing a system for managing surface water and sewage discharge. This uncovers the weakness of the Rural Guide plans regarding this issue. The weaknesses cannot be attributed to the level of rural participation in implementing the Rural Guide plans.

Given the results of this study in assessing the quality of the Rural Guide plans and the effect of 120-day Winds in the Sistan region, and the probability of soil erosion and motion of sand in the villages, it is suggested that in implementing the Rural Guide plans, one should predict the long-term physical-spatial structure of the villages based on the direction of the dominant winds. As neglecting the technical issues in this area and eventually increasing problems caused by sandy soils will lead to the loss in implementation quality of the Rural Guide plans. Such issues are due to the lack of attention to the technical principles in design and implementation of the

plan and has nothing to do with the level of public participation.

However, given the very long history of popular participation in the villages of Sistan (in various fields, such as popular participation of Hashar villagers in silt removal from water channels), and Pearson correlation test results on the role of popular participation in improving the quality of Rural Guide plans, it is suggested that prior to implementation of the Rural Guide plans in these villages, the Housing Foundation should investigate the status of public participation in these villages and take the necessary measures to increase the rural participation in the implementation of the Rural Guide plans. According to research findings, given the very effective role of the elderly, Dehyaris (rural administrators) and members of the rural Islamic councils in encouraging the villagers to participate in implementation of the plans, their role in the implementation, monitoring and management process should be strengthened. This not only would encourage villagers to actively participate in the plan, it will also prevent any kind of embezzlement or any other similar offenses. In other words, this type of management, in various aspects, not only will lighten the burden of the Islamic Revolution Housing Foundation as the main authority responsible to prepare, approve and implement the Rural Guide plans, but also can increase the success rate of the plan to a large extent thanks to the very influential role of the villagers, and eventually it will increase the residents' satisfaction with the results of the plan and increase their incentives to stay in the villages.

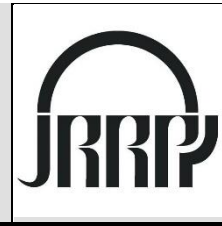
Acknowledgments: We are very grateful to the honorable directors of the Housing Foundation, and families living in sample villages in the counties of Zabol, Zahak, Hirmand, Nimroz, and Hamoun for their sincere cooperation with the authors of the study. The current paper is extracted from the master thesis of the second author in the Department of Geography, Faculty of Letters & Humanities, University of Zabol, Zabol, Iran.

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واکاو نقش مشارکت‌های مردمی در کیفیت اجرای طرح‌های هادی روستایی (مطالعه موردی: منطقه مرزی سیستان)

صادق اصغری لقمجانی*^۱ - مصطفی بیک مداح^۲ - مهدی معصومی جشنی^۳

۱- استادیار جغرافیا و برنامه‌ریزی روستایی، دانشگاه زابل، زابل، ایران.

۲- کارشناسی ارشد جغرافیا و برنامه‌ریزی روستایی، دانشگاه زابل، زابل، ایران.

۳- دانشجوی دکتری جغرافیا و برنامه‌ریزی روستایی، دانشگاه فردوسی مشهد، مشهد، ایران.

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چکیده مبسوط

۱. مقدمه

طرح‌های هادی روستاها از جمله طرح‌های عمران روستایی است که می‌تواند نقش بنیادی و زیربنایی در توسعه همه جانبه مناطق روستایی کشور داشته باشد و بر اساس پتانسیل‌ها و قابلیت‌های خود، زمینه‌ساز بهبود تسهیلات عمومی و رفاهی و ارتقاء کیفیت زندگی روستاییان گردد. با توجه به اهمیت طرح‌های هادی روستایی و اثرات چندگانه آنها در ابعاد مختلف زندگی روستاییان، تحقیقات متعددی پیرامون بررسی و ارزیابی اثرات اجرای طرح‌های هادی بر زندگی روستاییان صورت گرفته است. در صورتی که با توجه به پیشینه تحقیق، در ارتباط با نقش مشارکت روستاییان در کیفیت اجرای طرح‌های هادی روستایی پژوهش قابل توجهی صورت نگرفته است. با این دیدگاه، پژوهش حاضر با هدف بررسی کیفیت اجرای طرح‌های هادی، سطح مشارکت روستاییان در اجرای طرح‌های هادی و نهایتاً تحلیل نقش و کارکرد مشارکت‌های مردمی در کیفیت اجرای این طرح‌ها در روستاهای منطقه مرزی سیستان انجام گردیده است.

۲. مبانی نظری

با توجه به تنوع روستاها و شرایط متفاوت جغرافیایی و اجتماعی و اقتصادی آنها، میزان موفقیت اجرای طرح‌های هادی در بین روستاها متفاوت می‌باشد و از جمله اقدامات مهمی که در این زمینه می‌تواند به تقویت و پایداری آثار اینگونه طرح‌ها کمک شایانی کند، سنجش سطح کیفیت اجرای آنهاست. در واقع انجام این کار، منجر به آگاهی از

دیدگاه‌ها و عقاید کارشناسان، شناسایی نقاط ضعف و قوت طرح‌ها و برنامه‌های توسعه‌ای خواهد شد.

از طرف دیگر، اجرای طرح‌های هادی روستا در بافت فیزیکی آن به طور مستقیم با زندگی روستاییان ارتباط دارد و زمانی می‌تواند اثرات مفید خود را نمایان کنند که انجام این گونه طرح‌ها با همکاری و مشارکت روستاییان همراه باشد. بنابراین همراهی اهالی روستا و مشارکت آنها در فرآیند اجرای طرح از اهمیت بالایی برخوردار است.

۳. روش تحقیق

این تحقیق به روش توصیفی-تحلیلی انجام شده است. جامعه آماری این تحقیق شامل کلیه خانوارهای ساکن در ۵۶ روستای واقع در منطقه سیستان است که اجرای طرح هادی در آنها اتمام یافته است. برای تعیین حجم نمونه خانوار، ابتدا با توجه به تعداد روستاها و استفاده از فرمول کوکران و فرمول اصلاحی، ۳۰ روستا به عنوان روستای نمونه تعیین گردید. سپس با توجه به تعداد خانوارهای ساکن در روستاها و استفاده از فرمول کوکران، تعداد ۳۷۱ سرپرست خانوار به عنوان حجم نمونه خانوار تعیین گردید. برای تحقق اهداف مورد نظر، ضمن مطالعات اسنادی، طیف گسترده‌ای از شاخص‌ها در ابعاد مسکن، شبکه معابر و کاربری اراضی تعیین و در چارچوب مطالعات میدانی (تکمیل پرسشنامه‌های خانوار، خبرگان محلی، کارشناسان بنیاد مسکن و فرم‌های مشاهدات میدانی) مورد بررسی قرار گرفت. تجزیه و تحلیل اطلاعات، از طریق مدل تحلیل سلسله مراتبی (AHP) و تحلیل‌های آماری و فضایی نیز با استفاده از نرم‌افزارهای Expert

۵. نتیجه گیری

بر اساس نتایج تحقیق، بهترین الگوی مدیریتی که می‌تواند طرح را در رسیدن به اهداف تعیین شده یاری کند، مدیریتی مشارکتی (دولتی - مردمی) می‌باشد. این نوع مدیریت علاوه بر این که در ابعاد مختلف از بار وظایف سنگین بنیاد مسکن انقلاب اسلامی به عنوان متولی اصلی تهیه، تصویب و اجرای طرح هادی می‌کاهد، به واسطه نقش بسیار تاثیرگذار روستاییان می‌تواند میزان موفقیت طرح را تا حدود زیادی ارتقاء دهد که نهایتاً افزایش رضایتمندی ساکنین از نتایج طرح را در پی خواهد داشت. با توجه به تأثیر مشارکت در کیفیت اجرای طرح‌های هادی پیشنهاد می‌گردد که قبل از اجرای طرح هادی در این روستاها، وضعیت مشارکت روستاییان و راهکارهای لازم جهت توسعه مشارکت مردمی در اجرای طرح هادی، توسط بنیاد مسکن بررسی و اقدامات متناسب انجام گردد. همچنین با توجه به نقش موثر دهیاری‌ها و شورای اسلامی روستاها بر تقویت مشارکت روستاییان در اجرای طرح‌های هادی، پیشنهاد می‌گردد که نقش دهیاران و شورای اسلامی روستاها در اجرا و نظارت طرح‌های هادی تقویت گردد. این امر علاوه بر اینکه موجب خواهد شد که روستاییان بر مشارکت فعال تشویق گردند، از هرگونه اختلاس و تخلفات مشابه دیگر پیشگیری خواهد نمود.

کلمات کلیدی: طرح هادی، کیفیت اجرا، مشارکت مردمی، روستا، سیستان.

تشکر و قدرانی

از مدیران محترم بنیاد مسکن و خانوارهای ساکن در روستاهای نمونه در شهرستان‌های زابل، زهک، هیرمند، نیمروز و هامون به دلیل همکاری صمیمانه‌شان با مجریان این تحقیق، صمیمانه قدرانی می‌گردد. پژوهش حاضر برگرفته از پایان‌نامه کارشناسی‌ارشد مصطفی بیک‌مداح، گروه جغرافیا، دانشکده ادبیات و علوم انسانی، دانشگاه زابل است.

Choice، SPSS و ArcGIS صورت گرفته است. در تحلیل‌های آماری، از آزمون‌های تحلیل واریانس یک‌طرفه و آزمون همبستگی پیرسون استفاده شده است.

۴. یافته های تحقیق

نتایج حاصل از پژوهش حاکی از آن است که ۲۳ درصد از روستاهای مورد مطالعه از نظر کیفیت اجرای طرح هادی در سطح مناسب و ۴۰ درصد از آنها در سطح نسبتاً مناسب می‌باشند. نتایج دیگر تحقیق نشان دهنده آن است که بیشترین تاثیرگذاری طرح‌های هادی در بعد مسکن و بازگشایی یا نوسازی شبکه معابر روستایی بوده است. نتیجه بررسی سطح مشارکت مردمی در روستاهای مورد مطالعه مؤید آن است که سطح مشارکت در ۳۳ درصد از روستاها بیشتر از سطح متوسط، در ۲۷ درصد از روستاها در سطح متوسط و در سایر روستاها نیز پایین‌تر از سطح متوسط می‌باشد. همچنین برای بررسی رابطه بین میزان مشارکت در روستاها و سطح کیفیت اجرای طرح‌های هادی در آنها، از آزمون همبستگی پیرسون استفاده گردیده است که با عنایت به مقدار ضریب همبستگی پیرسون (۰/۵۲۹) و سطح خطای کمتر از ۵ درصد، ارتباط معنادار با سطح اعتماد ۹۵ درصد بین این دو متغیر برقرار می‌باشد.

چگونگی پراکنش روستاها از نظر سطح مشارکت مردمی در اجرای طرح‌های هادی روستایی گویای آن است که روستاهای دارای سطح مشارکت زیاد تا خیلی زیاد عمدتاً در نوار مرزی سیستان واقع شده‌اند. با توجه به یافته‌های پژوهش، در بروز چنین مشارکت قوی در روستاهای مرزی برای اجرای طرح‌های هادی عواملی نظیر درآمدهای حاصل از مبادلات مرزی و توجه خاص دستگاه‌های اجرایی به روستاهای مرزی در اجرای هر چه بهتر طرح‌های هادی نقش بسزایی داشته است. بعلاوه ساکنان روستاهای مرزی بخشی از درآمدهای حاصل از مبادلات مرزی خود را برای اجرای پروژه‌های عمرانی صرف نموده‌اند تا علاوه بر اینکه در اجرای طرح هادی مشارکت فعال داشته باشند، برای ایجاد محیط بهتر و بهبود کیفیت زندگی‌شان کوشا باشند.

ارجاع: اصغری لقمجانی، ص.، بیک‌مداح، م. و معصومی‌جشنی، م. (۱۳۹۶). واکاوی نقش مشارکت‌های مردمی در کیفیت اجرای طرح‌های هادی روستایی (مطالعه موردی: منطقه مرزی سیستان). *مجله پژوهش و برنامه‌ریزی روستایی*، ۶(۴)، ۱۴۳-۱۲۷.

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