



Research Article

## Process Model of Rural Planning Based on the Experiences of Community-based Development Projects (The 2020s Projects in the Critical Centers of Sistan, Rigan and Jazmourian)

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### Abstract

**Purpose-** The implementation of participatory projects aiming socio-economic empowerment and environmental sustainability is one of the sustainable management strategies in arid rural areas across the world in the recent decades. This study was conducted to answer two questions: What have been the characteristics and achievements of participatory development and community-based projects in rural areas located within the critical centers of Sistan, Jazmourian, and Rigan? How is a process model for rural development planning consistent with the geography of aforementioned areas?

**Design/methodology/approach-** The present study is descriptive-analytical and the research process includes the analysis of the goals and final achievements of participatory plans in Rigan (RFLDL), the progress and development Plan in Ghaleh-Ganj, the Carbon Sequestration plan in Jazmourian and Lashar, the Menarid Project in Sistan, "Village without unemployed" project, SAHAB community-based projects, and ASEMAN project from Barekat Foundation in Sistan region. The required data consisted of the performance statistics of the above-mentioned projects, and the required analysis was conducted on the data.

**Finding-** Each of these projects has positive achievements in accordance with its short-term goals. Although it is quantitatively desirable, they failed to continue to operate in a regular and stable planning process in rural areas. Execution of a process model for rural development planning requires institutional transformations and the establishment of an integrated facility direction system for the economic infrastructure of rural areas (with a focus on the value chain) and a series of previous and subsequent jobs in each chain.

**Research limitations/implications-** Among the main limitations of reformation in the programs and continuous learning from past experiences are the effort of conductors in charge of implementing rural development projects to indicate the expected achievements by relying on seemingly favorable statistics with false documentation, and the weakness or lack of a public oversight system on the actual achievements of projects. Real decentralization in the country's rural planning system, the establishment of a public oversight system, and a process planning are the best strategies for sustaining local communities.

**Key words-** Community-based planning, Process planning, Sustainable rural economy, Critical centers of Sistan, Jazmourian, Rigan.

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## 1. Introduction

Participation in sustainable rural development has an important role. Experts believe that the accomplishment of sustainable and integrated development requires the participation of the people. They emphasize that presence of local institutions and organizations is necessary to prepare and support the condition for participation (Barghi, Ghanbari & Saeedi, 2013), as it is being taken seriously in the design and implementation of rural poverty reduction programs around the world. In fact, the commitment of having people participate in development programs by the institutions in charge is one of the main features of development-oriented governments (Du Toit & Pollard, 2008). The participatory management model based on mobilization of local communities is designed in such a way that people can control their ability of working together towards the improvement of their socio-economic situation and sustainable management (The Bureau of Carbon Sequestration Project, 2006). Using participatory projects with the aim of empowering residents and environmental sustainability in rural areas has been one of the management global strategies in arid and semi-arid regions in the late decades. These projects are divided in two groups: 1. projects with the association of international organizations; 2. local projects. In order to apply these policies, international institutions have selected pilot areas in different parts of the world. The reason is to actually pursue these policies through national, regional, and local institutions. Among the international projects for rural development in Iran, we can mention the Menarid project, the Carbon Sequestration Project (CSP) and the RFLDL project. Studying the various international participation-based projects, we can see that the main approach of these projects is to pay special attention to the fragile essence of natural resources due to human behavior in order to reduce poverty and improve livelihoods and social welfare as the basis for participatory development of the community. The implementation of these projects is accompanied by a lot of investment, which can have positive effects. Therefore, their evaluation is of great importance for officials, decision makers, and the public. Hence, their analysis and pathology can be effective for the scientific community and executive officials, which would result in preparing and applying more efficient programs. We can also point out to progress and

development plan for Ghaleh-Ganj as local models of rural development programs, resistance economics model, integrated watershed management plans, community-based employment projects of SAHAB, and ASEMAN” from Barekat Foundation, and the “Village without unemployed” project.

Implementing indigenous and non-indigenous rural development projects in the arid regions of Iran and their achievements has provided experiences for the academic community. Evaluating the effectiveness of such projects along with comparing the implementation process of these projects are urgent need of rural community. Due to the geographical and local-spatial aspect of rural development, rural planning experts are expected to undertake such researches. Critical desert centers such as the Sistan, Rigan and Jazmourian plains are considered to be the indicating spaces of the arid regions in the southeastern of the country. Sistan region is located in the north of Sistan and Baluchestan province. Rural areas situated on this region are facing demographic and economic instability due to some reasons such as dependence on external water resources from Afghanistan, 120-day storms, heavy clay soil, and geographical isolation from consumer markets. The area has been experiencing a variety of community-based pilot projects in recent decades. Also, the Rigan and eastern and western Jazmorian plains, spread around the Jazmorian swamp in the southeast of the country, are the bedrock of villages that face instability. This is because of the problems such as lack of rainfall, water shortage damage, rural economy instability, and sand movement. Rural areas in these critical centers, particularly in the last three decades, have faced a wide range of livelihood, social, and environmental issues. Governmental responsible agencies haven't been able to reduce or eliminate these issues. Therefore, it has been accepted to involve international, national, and especially local community in preparation and implementation of new rural development programs with a participatory approach. As a result, over the last two decades, international, national, and regional organizations have prepared and implemented participatory programs under the title of empowerment projects, community-based employment, and desertification with a participatory approach. The aim has been to preserve and revitalize environmental resources, as well as economic and social empowerment of villagers in the aforementioned geographical areas.

The current research questions are: What have been the characteristics and achievements of such projects in rural areas located within the critical centers of Sistan, Jazmourian, and Rigan? What is the process of an efficient and effective rural development program compatible with the geography of these areas?

## 2. Research Theoretical Literature

Development programs for underprivileged people are effective when it is possible to provide capacity for them. Through implementing development programs in all aspects, these people will be able to interact with government agencies. Thus, this will change the decision-making process (Appadurai, 2004). The latest view on poverty has been described it as the limitation of opportunities, which occurs due to instability and insecurity, lack of attention from those in charge, lack of investment and etc. (Mohammadi Yeganeh, Cheraghi & Yazdani 2014). In the new approaches to development, emphasis is placed on discovering and preparing appropriate capacities to improve the role of different groups of people instead of focusing solely on economic growth indicators, (Yaghoubi Farani, Vahdat & Latifi 2013). In recent decades, various programs with a community-oriented approach have been prepared for the empowerment of the villagers, rural development, and sustainable employment in Iran and other countries as well. As the title of this research suggests, in the section on the basics of research ideas, the nature and goals of the studied programs and plans are briefly discussed.

The project of progress and development for Ghaleh-Ganj, initially known as carbon sequestration (empowerment for local communities) was implemented in the area of 30152 KM in 2013 by the Alavi Foundation and the Forests, Range and Watershed Management Organization. Although after a year and half it got out of this organization's supervision. It carried on with the Alavi Foundation on behalf of the Mostazafan Foundation and was located in the villages of Ghaleh-Ganj County. The empowerment project is similar to the carbon sequestration project. The only difference is that the carbon sequestration emphasizes environmental and desertification issues, while the empowerment project emphasizes social, economic and social capital as well as participation.

### ***Operational Objectives of Local Community Empowerment Project in Ghaleh-Ganj:***

- Carrying out participatory evaluation and mobilization process of local communities in villages (recognizing the social and natural environment of the village);
- Launching cooperatives and development funds of the village in order to mobilize financial capital (each fund is a social and economic organization);
- Holding monthly meetings of the village fund to collect savings and to give loans to the people in the villages;
- Managing and supervising the membership of the people covered by Abadani Fund in the member villages of the National Comprehensive Cooperative for the relevant rural District.

The implementation of empowerment projects has improved the quantitative and qualitative indicators of employment, income generation, satisfaction of the quality of life, and livelihood of the residents of the pilot villages in Ghaleh-Ganj.

The carbon sequestration project is also one of efforts to reduce greenhouse gas emissions and improve environmental sustainability in Iran. The project is the result of a collaboration between the Ministry of Agriculture Jihad and Forests, Range and Watershed Management Organization as a relevant specialized agency. In addition, the supports of the United Nations Development Program (UNDP) and the financial support of Global Environment Facility (GEF) made it possible to provide a model, as a bottom-up approach, for participatory restoration of degraded pastures and to play a role in carbon sequestration in the atmosphere. Considering the relation between the destruction of natural resources and poverty, this project creates a better life, and develops non-water-and-soil related job opportunities (Bahadori, 2015). The most important strategies and techniques used in this project are: Capacity building for local communities, empowerment for men and women economically and culturally, formation and development of small microcredit funds by the people and handing over its management to themselves, use of new energy, and participation of local communities in managing and reviving natural resources. It was through holding educational classes and printing of educational and promotional publications and pamphlets. The International Carbon Sequestration Project Document was exchanged in 2003 with the agreement of the Islamic Republic of Iran and the United Nations Development Program and the financial support of the Environmental Facility. In 2005, the executive operation began in Hosseinabad Ghinab area of Sarbisheh County in Southern

Khorasan Province (Haderbadi & Pouyafar, 2006). However, it was implemented in the western and eastern Jazmorian region, in the form of “Tamim” plan between 2013 and 2014. The objectives of this project included increasing the land use efficiency in arid areas, desert greening by rehabilitating degraded pastures, and achieving a method for participatory resource management at the local level. The people’s participation in land development would result in improving the economic and social situation of local communities and reducing poverty and improving Human Development Index (Bureau of Carbon Sequestration Project, 2005). In summary, the objectives of the project are as follows:

Local aim: Improving the human development index (empowerment and improving socio-economic conditions);

National aim: rehabilitating degraded pastures in arid and semi-arid regions with participation of people;

Global aim: Presenting an economic model for carbon sequestration and reduction of greenhouse gases (Haderbadi & Pouyafar, 2006). According to this model, it is argued that delegating regional responsibility for planning to the levels of local communities will result in empowering communities. They are supposed to be accountable for their livelihoods, which in turn will lead to better resource management and sustainable productivity (Nouri, 2001).

Rehabilitation and Restoration of Degraded Forests Project with special emphasis on saline and sensitive to wind erosion (RFLDL project in Rigan) is a common action among Forests, Range and Watershed Management Organization of the country, Global Environment Facility, and FAO. The main objectives and actions of this project are capacity building and group institutionalization among local stakeholders in the four areas. One of the main actions to mobilize the local community is establishing micro-development (Kargar, Noosh Afarin, Yousefi, Habili & Sardari, 2015). In such a way, in the first phase, the RFLDL project focused on mobilizing, empowering, and involving local communities in the sustainable restoration and management of natural resources. In the second phase, the main focus of the project activities was on capacity building for experts and members of rural committees, increasing inter-organizational cooperation, promoting and launching alternative and sustainable livelihoods, and creating appropriate strategies for data collection, monitoring and reporting in order to document and disseminate the knowledge. The third phase, which is village level

planning (VLP), these are considered: creating alternative and sustainable jobs by considering the potential of each region, strengthening rural savings funds and launching a cooperative company for sustainable development of target villages. In the fourth phase, in addition to continuing the previous actions, the completion of rural development projects and strengthening of savings funds and cooperatives for the sustainable development of the target villages are considered (Darini, 2017). The main focus of the project is on improving the capacity in local and provincial institutions, preparing drafts for rural and watershed development projects, promoting and cultivating alternative crops, organizing empowerment activities especially training in technical and vocational skills, and creating as well as supporting alternative and sustainable livelihoods. All of these are supposed to improve the livelihood and environmental conditions of local communities, strength coordination and develop cooperation with the project managers to create unity in doing common actions and basic project studies (Ghorbani, Bouzarjomehri, Evazpour & Mansouri, 2017). Briefly, the goals of the Reagan RFLDL project include: Control of wind erosion, restoration of destroyed pastures for the people and with the people, reduction of desertification and effects of drought, improvement of social and economic conditions, participation and working group, participation and empowerment of local communities, deprivation in the region to reduce poverty and reduce migration of villagers particularly the youth (Bahadori, 2017).

The rural Job Creation and Empowerment projects of Barakat Foundation have also been implemented under various headings since 2018: 1. SAHAB project, which stands for Barakat Employment Support Investment, is one of the members of the employment development model in underprivileged and rural areas, whose main mission is to create jobs and support their sustainability over time. To this end, SAHAB project seeks to fulfill its mission with supporting employment in rural and underprivileged areas, in the form of economic empowerment. Executives and facilitators make this possible through technical and educational support and providing micro-credits as well as full supervision over the establishment and sustainability of employment. 2. ASEMAN project, which stands for People's Investment Regulations and Human Resources Employment, is one of the plans that regulates the relationship between the main variables affecting

poverty in the city and promises to improve the living standards on a large scale.

So far, few studies have been conducted on the international and domestic programs for rural empowerment and participatory development in Iran, the results of which are as follows:

Rezaei (2008) and Hassannejad et al. (2011) indicated that the women of Hosseinabad village have gone through a kind of empowerment process using a credit microfinance fund and access to financial services (creating savings and receiving loans) and non-financial funds (education, participation, decision making, responsibility and management). Also, appropriate and effective incentive policies are to empower local communities with the aim of sustainable development, which is more acceptable to members of society. This can be identified and easily used in long-term planning to implement development projects.

Fawaidi, Chahar Sooghi Amin & Alipour (2011), Falsolaiman & Hajipour (2011), Hassannejad, Kohansal & Ghorbani (2011), Falsolaiman & Chakoshi (2011), Saberifar, Falsolaiman & Gheisari (2012), and Nejadi, Abbasi & Choobchian (2016) showed that the rate of goals was favorable and satisfactory. Also, the condition has led to changes in economic, social, and environmental indicators in the region. The variables "the rate of applying communication means", "the rate of Satisfaction with the fund," and "frequency of training sessions held in relation with the fund" have the largest role in changes of the dependent variable of "Success of Rural Development Funds".

Seyed Alipour, Paidar & Sadeqi (2015), Bazrafshan and Paidar (2017), Bahadori (2017), Darini (2017), and Taheri, Farzi & Fathi (2016), showed that the achievement of participatory development projects in socio-economic and environmental objectives is to some extent appropriate. However, at the same time, there are shortcomings in terms of implementation methods and continuity of activities. The effects of Ghaleh-Ganj empowerment project are more in the socio-economic status. On the other hand, the effects of the Carbon Sequestration Plan (CSP) are more environmental. The application of CSP in the Jazmorian region has been able to help improve the rate of recreating environmental culture.

Ghorbani, Awadpour & Sirmi Rad (2018) indicated that the achievements of the project in increasing the level of trust, participation, and social capital were desirable and as a result it provided the social context

required for realization of the desired sustainable rural development.

Mahni (2018) in his research concluded that progress and development plan for Ghaleh-Ganj can be used as a model in other underprivileged areas of the country. In every project, doing things related to empowering people, entrepreneurship and achievement of a resilient economy can be done with the participation of the people and reliance on them.

The international background of the research subject can also be examined. Pakistan has two important rural empowerment programs. One was the Aga Khan Foundation, which was established worldwide in 1967, and started in 1982 the empowerment of local people through active local participation and the creation of microcredit funds. In this project, people pay money and with a sense of responsibility, they have been able to lend 100,000 loans to each other annually. The second program is the National Rural Support Program (NRSP), which provides poverty alleviation by mobilizing local communities. In this plan, the people were able to form local organizations by themselves and today this program covers two-thirds of Pakistan. In another study, a comprehensive rural development program in Pakistan and its results were examined. It was concluded that the most important basic requirement for the implementation of this program is the existence of an organization. To this end, in order to implement it in the region, called Dadzai, the police station supervision area (one of the country divisions of Pakistan) was identified suitable for the management of this program. They were used as a base for the center of services. After this, better conditions were provided for the implementation of various programs in the fields of health, youth, and rural women (Khan, 1981).

The Public Participation Program (1982-1986) was implemented in the Pujehun district of Sierra Leone. The aim of the program was to help form small and homogeneous groups of men and women to develop their community. To achieve this goal, emphasis was on informing group members about possible economic and social opportunities (FAO, 1994). Another project has been carried out by the World Food Organization in Thailand as part of a "program to improve the situation of small farmers". The program aimed to help small farmers, small fishermen, tenants and rural workers to rely more on themselves through the development of the system in the form of associations and small groups covered by existing organizations. Other goals of the program included creating a high management capacity to

redirect services to farmers' participation in rural development. Evaluation shows that the program has been successful in creating rural groups, training employees, and increasing the ability of employers to vitalize rural participation, but has failed to cover all rural groups (FAO, 2006).

Bangladesh is perhaps the most successful example of a rural empowerment program. In 2006, Muhammad Yunus became the first Muslim to receive the Nobel Peace Prize for his contribution to the development of public participation. Grameen Bank was first established in 1976 in the village of Jubra, starting with rural women and was recognized in 1983. Muhammad Yunus believes that he has merely succeeded with doing the opposite whatever the other banks have done (Haderbadi, 2008). In Japan, Dr. Hiramatsu in 1979, as the governor of Oita in Japan, started the project of "One Village One Project" (ovop), with the goal of reviving advantageous jobs in each village, with the help of people's savings, government assistance, went along with training and creating local markets (Darini, 2017).

Palmar et al. (2009) evaluated the balance between the carbon sequestration project and the income of Mozambican farmers related to land use and showed that there is a balance between increasing farmers' incomes to reduce poverty in line with carbon sequestration. Carbon depletion potentially reduces poverty and it is an incentive of rural development and this project is likely to be used as a model for similar projects in Mozambique, and it is possible to be employed in other countries.

Summarizing the research background showed that international and domestic studies focused on studying the implementation mechanism or the results of a particular development plan. However, the present study aims to compare the process and results of various rural community development projects that were implemented in underprivileged and desert areas in the southeast of the country.

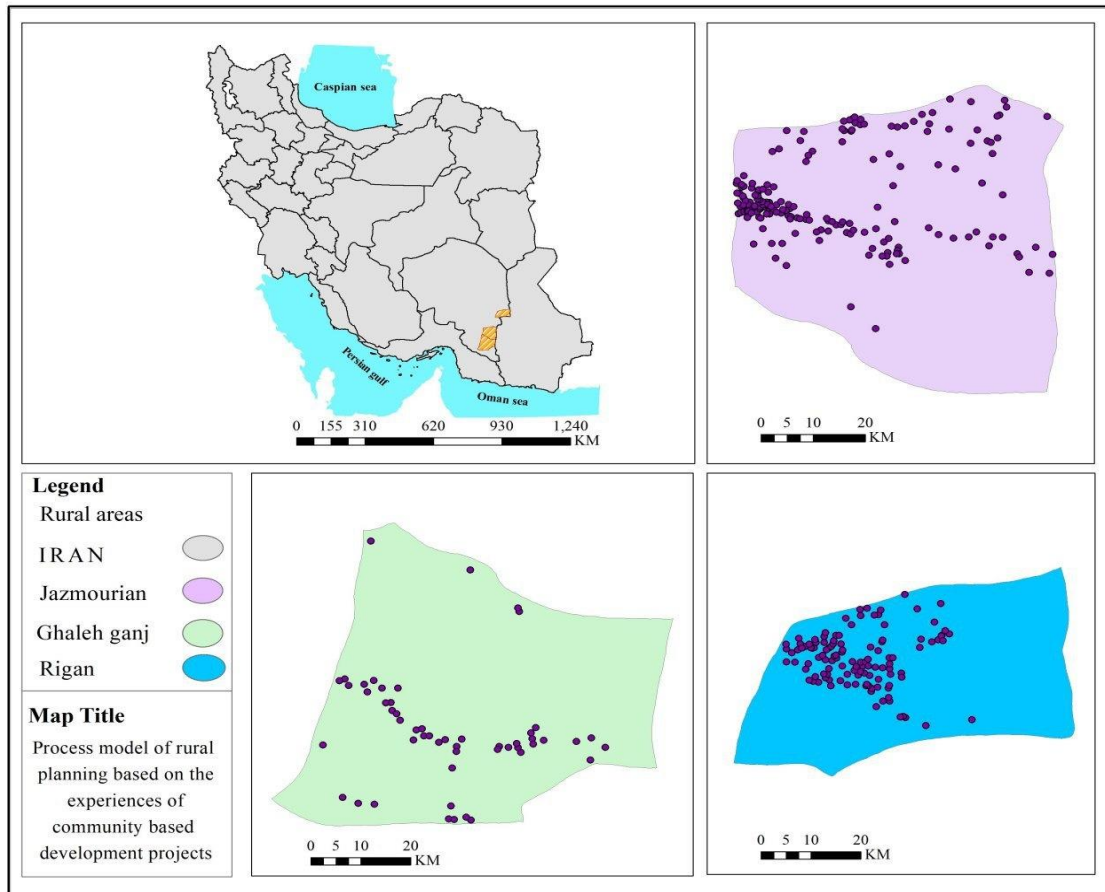
### 3. Research Methodology

#### 3.1 Geographical Scope of the Research

Given that community-based rural development projects have been applied in different geographical areas, the present study is conducted in three nearby and similar areas, including critical center of Rigan in

the southeast of Kerman Province, center of Jazmourian in the common area between Kerman and Sistan and Baluchestan provinces and Sistan region in the north of Sistan and Baluchestan Province. Natural Resources Rehabilitation and Empowerment of Villagers projects on the critical center of Jazmourian include progress and development plan for Ghaleh-Ganj over Western Jazmourian, the project of Jazmourian CSP across Roodbar County in Kerman-Western Jazmourian, the project of Nikshahr-Lashar CSP over Eastern Jazmourian. The RFLDL project over the Rigan Critical Center, and the Menarid Project, the "Village without unemployed" project, community-based projects of SAHAB, and "ASEMAN" from Barakat Foundation correspond to the Sistan and Rigan critical center.

Jazmourian critical center is divided into western and eastern parts. The site of the "carbon sequestration" project, which was implemented in the first half of the 2020s, is located in Western Jazmourian with an area of 56574 hectares. The rural population of the project area is 15077 people in the form of 21 villages and 3358 households. Also, the site of progress and development plan for Ghaleh-Ganj in Western Jazmourian with an area of 1044000 corresponds to Qala-e-Ganj city, which was implemented in 200 villages in the first half of the 2020s. The site of Rigan project RFLDL is 300,000 hectares, which was implemented in 12 villages in the form of 6778 households in the first half of the 2020s in Rigan County. The carbon sequestration project for Lashar, which corresponds to the eastern Jazmourian in Sistan and Baluchestan province, has been implemented in Nikshahr (northern and southern districts of Lashar) in more than 50,000 hectares in 35 villages. The "village without unemployed" project, in Sistan and Baluchestan province is being implemented in three villages of Shahrak Mir (Sistan), Azamkhani Klink (Iranshahr-Jazmourian), and Manzel Ab in Zahedan city in the second half of 2020s. SAHAB and ASEMAN projects from Barakat Foundation are being implemented in Sistan cities except Zahak and in Baluchestan cities except for Qasr Ghand, Konarak and Chabahar in the second half of the 2020s, and its first and second phases of villages were completed in 2016 and 2017.



**Figure 1. Map of the study are**

(Source: Authors, 2017)

### 3.2. Methodology

This study is considered as descriptive-analytical and data collection was performed through library (organizational data and documentation of project achievements). The required data has been obtained by referring to the meetings of the project initiative committee, in addition to the final and official report on the performance of the mentioned projects and also, the interview with the chairman of “Omid” Entrepreneurship Fund at the office of rural affairs in Provincial Government. Furthermore, the participation of authors in the studied projects as advisor’s executors of the projects or their membership in the Employment and Investment Working Group of the Provincial Government has contributed to the data collection. In the next step; The collected data was summarized and analyzed. The process model of rural development planning for rural areas of the studied critical centers was finally

presented according to the comparative analyses performed on the executed projects in the 2020s.

### 4. Research Findings

In fact, the research findings answer these questions: What have been the characteristics and achievements of participatory development and community-based projects in rural areas located within the critical centers of Sistan, Jazmourian, and Rigan? After analyzing these plans and projects, they can be divided into two groups and common features of each group can be listed as follows:

The first group - community-based development projects with the participation of international organizations such as RFLDL project in Rigan, carbon sequestration (CSP) in Jazmourian and Lashar-Nikshahr, and the Menarid project in Sistan. Containing features such as:

1. Allocation of funds from the resources of international organizations for instance FAO

- (FAO), UNDP, and (GEF) along with the domestic financial resources of the Forest Organization and the National Development Fund;
2. Participatory planning of the projects (with the participation of experts and representatives of international organizations, government experts, and socio-economic facilitators and representatives of the people and local stakeholders);
  3. Playing the role of global and national-regional officials in financial and technical support along with socio-economic facilitators and local stakeholders and their representatives;
  4. Mid-term plans (5 years) and implementation in 5 annual phases;
  5. Hierarchical management system of projects, National Office of Projects in Tehran, Regional Office in Natural Resources Organization and local organizations (development groups and cooperatives in the villages of the executive site);
  6. Multidimensional essence and comprehensive approach to development (attention to the promotion of human and livelihood indicators along with the restoration and protection of natural resources) using a community-oriented approach;
  7. The emphasis of the projects on supporting and facilitating as the foundation for the development of local communities along with infrastructural, supportive and job creation actions with a focus on alternative and non-water-related activities.

The second group - community-based empowerment and job creation projects using the participation of governmental and non-governmental organizations with local community (local projects such as empowerment project in Ghaleh-Ganj or progress and development plan for Ghaleh-Ganj, community-based job creation projects of SAHAB and ASEMAN by Barekat Foundation in Sistan and "Village without unemployed" project in Sistan and Baluchestan Province, Containing features such as:

1. Allocation of credit from domestic financial resources (from the financial resources of Barakat Foundation, Mostazafan Foundation and National Development Fund);
2. Participatory planning of the projects (with the participation of experts and executives of the

- projects appointed by the organizations in charge of the project, specialized consultants, socio-economic executors and facilitators and representatives of the people and local stakeholders);
3. Playing the role of national-regional officials in financial and technical support along with socio-economic facilitators and local stakeholders and their representatives;
4. Being short-term and medium-term plans (mostly 2 years to 5 years). SAHAB project was initially supposed to be four years old, but after a while, it was reduced to two years. Empowering Project for Ghaleh-Ganj is five years long and "Village without unemployed" project is defined for four years long;
5. Hierarchical management system of projects (National Office of Projects in Tehran, Regional or Provincial Office in Tehran's Provincial Government and local organizations (development groups and cooperatives in the villages of the executive site). Management of projects in a step-by-step manner (National Office of Projects in Tehran, Regional or Provincial Management by the Governorate or the Executive Headquarters of Imam's Directive and in local level by local organizations (development groups in the target villages);
6. Socio-economic nature and more focus on the economic aspect (focus on the issue of job creation) with a community-oriented approach;
7. Emphasis of the projects on supporting and facilitating as the foundation for the development of local communities along with infrastructural, support and job creation activities with a focus on profitable economic activities and with an emphasis on micro-businesses and value chains.



**Table 1. Implemented participatory projects in order to achieve sustainable rural development in the critical centers of Sistan, Rigan and Jazmourian**  
(Source: Research finding, 2019)

The name of the project	Execution area and site	period	Executive mechanism	Budget amount	Ultimate goal (long-term)	Short-and-medium-term goals	Special socio-economic achievement	Environment al achievement
International Rehabilitation of Forest Landscapes and Degraded Land Project of with special emphasis on wind erosion and saline soils (RFLDL)	Desert area between Rigan and Fahraj counties in Kerman province (Rigan site)	5 years	Participatory Program (Forests, Range and Watershed Management Organization (RFWO), Global Environment Facility (GEF) and the Food and Agriculture Organization (FAO)	Approved: 96 thousand dollars from GEF with 59% allocation - 361 million Tomans from Iranian government with 86% allocation	Achieving environmental and socio-economic sustainability of the villages in the area by emphasizing the promotion of public awareness, building trust, improving interpersonal and organizational cooperation and capacity building at local, provincial and national levels.	<ul style="list-style-type: none"> <li>- Mobilization of the residents and organization</li> <li>- Institutionalization and establishment of a comprehensive rural development cooperative</li> <li>- Mobilization of microfinance resources</li> </ul> Restoration of biodiversity, increase the capacity of lands and degraded forest landscapes, and in conclusion sustainable livelihoods, food security and confronting desertification	<ul style="list-style-type: none"> <li>- Formation of Development Groups (Social Organization) Fund (Economic Organization)</li> </ul> Savings, loans and micro job creation, implementation of tree planting and medical herbal projects, income generation of residents from applying natural resource projects	Preparation and implementation plan for integrated and participatory land and forest management (SLFM)
Menarid Project (Organizational Strengthening and Integration for Integrated Natural Resource Management)	Sistan Plain - Hamoon Wetland Area (Hamoon County Site with an area of 20,000 hectares, including one city and 20 villages)	5 years	Participation of the Global Environment Facility (GEF), UNDP and National Forests, Range and Watershed Management Organization	6 million dollars from GEF And 14 million dollars Iran' s contribution (with less than 50 percent allocation)	Eliminate existing legal barriers to integrated resource management, improve public understanding, empower stakeholders, and develop local communities.	<ul style="list-style-type: none"> <li>- Mobilization of the residents and organization</li> <li>- Institutionalization and establishment of a comprehensive rural development cooperative</li> <li>- Mobilizing microfinance and global support, creating sustainable livelihoods, food security and confronting desertification</li> </ul>	<ul style="list-style-type: none"> <li>- Formation of development group, fund and cooperative</li> <li>- Micro-savings, micro-loans and home and workshop-based job creation</li> </ul>	Execution of Tamarix tree planting projects in Hamoon wetland basin, water resources management by creating Geodecamond ponds and drip irrigation



The name of the project	Execution area and site	period	Executive mechanism	Budget amount	Ultimate goal (long-term)	Short-and-medium-term goals	Special socio-economic achievement	Environmental achievement
Project of Barakat Employment Support Investment (SAHAB)	S&B Province except for Qasr-e-Qand, Konarak, Chababhar and Zahak Kerman Province Fahnooj and Rigan county	2 years	Barekat Foundation Institution	Five thousand job opportunities per year (each job creates employment facilities of 10 to 40 million Tomans)	- People's comprehensive participation, -Sustainable rural economy, - make way for Rural Sustainable Development -Reverse migration and demarcation	-Facilitating and supporting socio-economic development - Mobilizing job creation facilities to needy enterprises (spatial, technical and credit competence) -Creating sustainable livelihoods and continuing jobs	- Creating a chain of economic activities such as integrated sewing, textile design and leech breeding plan. supporting coverage for jobs	Reducing the basic consumption of resources in the result of alternative and non-water-and-soil-related jobs
Carbon Sequestration Project (CSP)	Western Jazmourian (south of Kerman) and eastern (Lashar Nikshahr - south of S&B province)	5 years	Participation of UNDP and Forests, Range and Watershed Management Organization	Two billion tomans for Western Jazmourian project (20% of the first year by UNDP) and in the following years only national credits), and Lashar project one billion tomans	Carbon Sequestration and reduction of greenhouse gases - Restoration of degraded pastures - improving Human Development Index	- Mobilization of the residents and organization -institutionalization and establishment of a comprehensive rural development cooperative Organize microcredit Restoration of biodiversity, increase the capacity of lands and degraded forest landscapes, and in conclusion sustainable livelihoods, food security and confronting desertification	- Formation of Development Groups (Social Organization) Fund (Economic Organization) - Micro savings, micro loans and small and medium job creation, tree planting and watershed management projects and rangeland management	Seedling production, biological wall implementation, watershed management and rangeland sowing projects
progress and development plan for Ghaleh-Ganj Villagers empowerment project	Ghaleh-Ganj County (Ghaleh-Ganj City and 5 cooperatives in 5 Rural Districts with 3600 members)	5 years	Mostazafan Foundation of the Islamic Revolution (Alavi Foundation) and (Forest Organization - and then the University of Tehran)	Tens of billions Tomans Budget in various spheres of infrastructure, social and job creation	Social and economic empowerment of the local community, promoting human capital and accomplishment of sustainable livelihood with an emphasis on the value chain of products and micro-businesses	- Mobilization of the residents and organization - institutionalization and establishment of a comprehensive rural development cooperative - Mobilizing microfinance and non-governmental support, creating sustainable livelihoods, food security and confronting desertification	Establishment and continuation of 5 comprehensive national cooperatives, value chain of Murcia dairy goat, ecotourism Construction of juice factory, paste and oil (value chain sesame and tomato), and greenhouses	Planting by development groups, use of biologic and non-biological wall against sand movement

The name of the project	Execution area and site	period	Executive mechanism	Budget amount	Ultimate goal (long-term)	Short-and-medium-term goals	Special socio-economic achievement	Environmental achievement
Project of Barekat Foundation Job Creation Public Investment (ASEMA)	Zabol County, Hamoon and Nimrooz in Sistan Region	4 years	Barekat Foundation Institution	Gratuitous support from development funds, a thousand jobs opportunities per year (each job creates employment facilities of 10 to 40 million Tomans)	<ul style="list-style-type: none"> <li>- People's comprehensive participatio,</li> <li>- Organizing local communitie,</li> <li>- Make Rural Sustainable Development Possible</li> <li>-Reverse migration and demarcation</li> </ul>	<ul style="list-style-type: none"> <li>- Socio-economic facilitation and creation of local organizations</li> <li>- Establishment of employment development funds</li> <li>Mobilization of microfinance resources and directing job creation facilities to qualified businesses</li> <li>- sustainable livelihoods and continuing jobs</li> </ul>	<ul style="list-style-type: none"> <li>- Establishment and continuation of development funds, creating a chain of economic activities such as the fattening calf project,</li> </ul>	Reducing the basic consumption of resources in the result of alternative and non-water-and-soil-related jobs
"Village without unemployed" project, 3 Manzel-ab in Zahedan, Kelink Azam Khani in Iranshahr, and Mir Hamoon town		4 years	Omid Entrepreneurship Fund	10 million (micro business) up to 250 million Tomans (scorpion breeding plan in Mir town)	Full employment in the target villages	<ul style="list-style-type: none"> <li>- Establishment of local funds and financial recharge of funds</li> <li>- Establishmnet of new jobs</li> </ul>	Support for cooperative of handicrafts in Manzel-ab and scorpion breeding in Mir Hamoon town	-

In short, according to the findings, the researchers' assessment of projects is as follows:

- The criterion of "monetary injection" is the setback for the success of rural development project. In some cases, like the Rigan RFLDL and Sistan Menarid project, people didn't continue them due to their dependence on GEF and UNDP financial supports or the national and provincial budgets. So they shut down the projects after five years. Jazmourian and Lashar's carbon sequestration projects haven't been depending on the international and national financial supports (except for small amounts in the first year of the project). They have merely depended on local microcredit credits or the income of rural development groups from the implementation of participatory projects with affiliated agencies, and are now actively cooperating.
- Project management mechanism is another determining factor in the success of the projects.

For example, one of the management weaknesses of Menarid project is the hierarchical management system of the project (National Office of Projects in Tehran, regional or provincial management by the Provincial Government and then the sub-departments), which ultimately failed to achieve organizational coordination, while in Nikshahr and Lashar sequestration projects, as well as Barakat Foundation's Sahab project, the bottom-up approach of the Execution of Imam Khomeini's Order and the management of the project at the local level by local organizations (development groups in the target villages) hasn't caused any problems for the projects.

Creation of economic chains and the formation of pragmatic cooperatives based on the real capacities of the region are desirable to be ultimate goals of community-based development projects; for instance, the calf fattening project in the form of Barakat Foundation's SAHAB project.

## 5. Discussion and Conclusion

According to the presented research findings for answering to the first question, it can be said that the characteristics and achievements of rural community-based development projects in critical centers of Sistan, Jazmourian and Rigan are different and in the most projects, the achievements are relevant to short-term goals and partially to medium-term goals, but they are not relevant to claimed long-term goals. The results of previous researchs about the achievements (e.g., Rezaei 2009; Hassannejad et al., 2011; Fal Soleiman & Hojipour 2011; Saberifar et al., 2012; Fal Suleiman et al., 2012; Bazrafshan & Paydar 2017; Ghorbani et al., 2018; Taheri et al., 2018) are acceptable only about achievements of short-term goals in the projects. The projects had not continued after their implantation period except for a few. From among the results of Darini (2018) are more in line with the results of the present study and it has been paid attention to the long-term goals and the effectiveness of the projects in the medium and long-term. Therefore, progress and development plan for Ghaleh-Ganj, SAHAB and ASEMAM from Barakat Foundation can be considered effective in terms of the influence and sustainability of rural development groups as well as the sustainability of rural employment activities that have been created in each project. The best process has been passed by progress and development plan for Ghaleh-Ganj. The project first and more importantly created the infrastructure (factories and complexes related to the value chain of tomatoes, citrus, goat's milk, and sesame as the dominant products of the region), which are the main part of the chain value, and then pursued other social and economic activities in connection with them. In contrast, Sistan's Menarid projects, Rigan's RFLDL project, and Lashar's carbon sequestration have not had long-term and lasting results. The termination of top-down management led to the group breakdown and closure of the activities. They couldn't continue their activities because they have not created the necessary infrastructure, which could have been a reason to continue the project. While the establishment of milk, paste and sesame factories in Ghaleh-Ganj has caused a variety of activities in the front and back of the chain, and in the meantime, created added value. The past and present service occupations have experienced the stability in the activities. "Village without unemployed" project is in a different situation. That is, the type of job creation projects in this plan is different. Thus, the

achievements of the project are not qualitatively significant due to the emphasis on micro and service occupations, and the weakness of the innovation and continuity of jobs especially in the village of Klink Azamkhani. While in the village of Shahrak Mir the situation of the projects is favorable. For example, the new scorpion breeding project has been successful. The weakness of "Village without unemployed" project is also evident in terms of social achievements. Because the social organization has not been created, the local microcredits have not been mobilized, the local people are incapable of providing bank bails, and in the new projects the poor have not been prioritized.

Therefore, to answer to the second research question, "what is the process of an efficient and effective rural development program compatible with the geography of these areas?", from the experiences of implemented rural development projects and to conclude based on the achieved results it can be reckoned that to achieve sustainable rural development in underprivileged areas in the country it is required to create a stable and regular planning process. In other words, if we divide planning into two main types of process-based and project-based, process planning is an essential need for the sustainability of rural development in disadvantaged areas, because the domination of the project-based approach in rural development in Iran has led to the formation of inappropriate planning procedures with the following setbacks:

1. In the project-oriented approach, the objectives are short-term;
2. Resources are used to achieve functional quantity to the possible extent of project managers and executors' responsibilities;
3. Analyses are mainly cost-benefit and qualitative evaluation has no placed along with the impact assessment and continuity of activities and results;
4. Activities and actions lose their relevance and each project is allocated to a separated section and its scope includes only a part of an activity, not as a system and a chain. For instance, some departments teach people but their technical certifications do not result in job and production. Banks provide employment facilities, but still diversion from the activity, bankruptcy and the closure of the project increase. Organizations are not coordinated in giving permissions to local activists. Other inconsistent and separated actions of each institution eventually lead to diversion in development actions for local people;
7. The project-

based approach is prone to organizational incoherence and sectoral bias.

Therefore, the process planning requires basically two things:

1. Practical deployment of process planning with a focus on organizational cohesion, and consistency of in charge institutions in preparation of integrated programs for the local community development in a single and specific process;
2. Supplying a value chain for products. Because, for example, more than 35 government agencies and 27 non-governmental organizations are currently implementing their own programs to develop local communities in Sistan and deprivation alleviation projects have their own programs but in practice are observing not effective practices and results, and the continued activities are not influential. People are satisfied as long as they are directly under the support coverage, and their activities are under the trustees' supervision of the relevant program, but as soon as the project ends, the manifests and results of that project also vanish. While in Ghaleh-Ganj, due to the establishment of factories and the completion of the value chain of four regional dominant products and the Murcia dairy goat project, the continuation and stability of all previous and subsequent activities related to that factory and product could be seen. Of course, the Barakat Foundation's fattening calf project has also been able to accomplish a process such as Ghaleh-Ganj; Coherence provided by relevant organizations (government agencies such as Ministry of Agriculture Jihad, Veterinary Organization,

Insurance, Industry and Mining, Governorate, District Administrative, Rural municipality and Non-Governmental Institutions such as Barakat Foundation and even scientific institutions such as Social and Veterinary Advisors from Zabol and Zahedan Universities) and chains of activities including breeding calves, supply animals feed and medicine, insurance services, expertise counseling services, construction and spraying of stables, fattening and meat production, slaughterhouses (as intermediate and important links in the chain), packaging and marketing and supply. Therefore, to achieve sustainable development by active governmental and non-governmental organizations in charge for the development in deprived local communities, they must provide integrated programs for the value chain of products. It is in this context that the implementation of infrastructure and physical programs also makes sense and becomes effective. For example, a village that is in a fattening calf chain project needs suitable facilities (proper road, Internet and appropriate telephone services for training employees and marketing, livestock maintenance structures, slaughterhouses, and suitable housing for villagers, livestock and human drinking water network, etc.). Otherwise, if we provide all the physical programs and structures in a village, but the product and economic activities are not included in the planning, we will experience the waste of national resources and program actions, and as a result, the evacuation and instability of local communities.

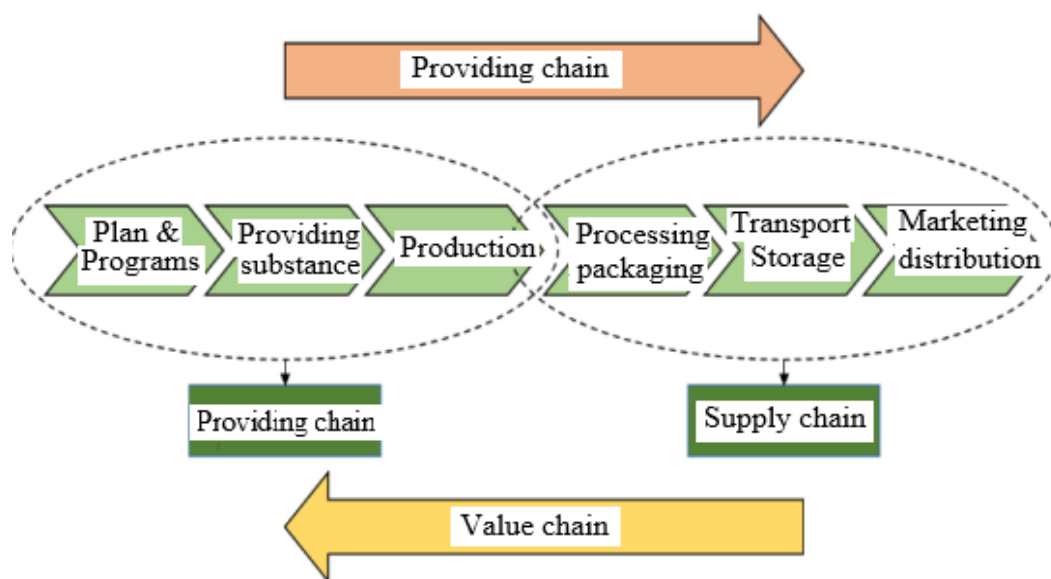


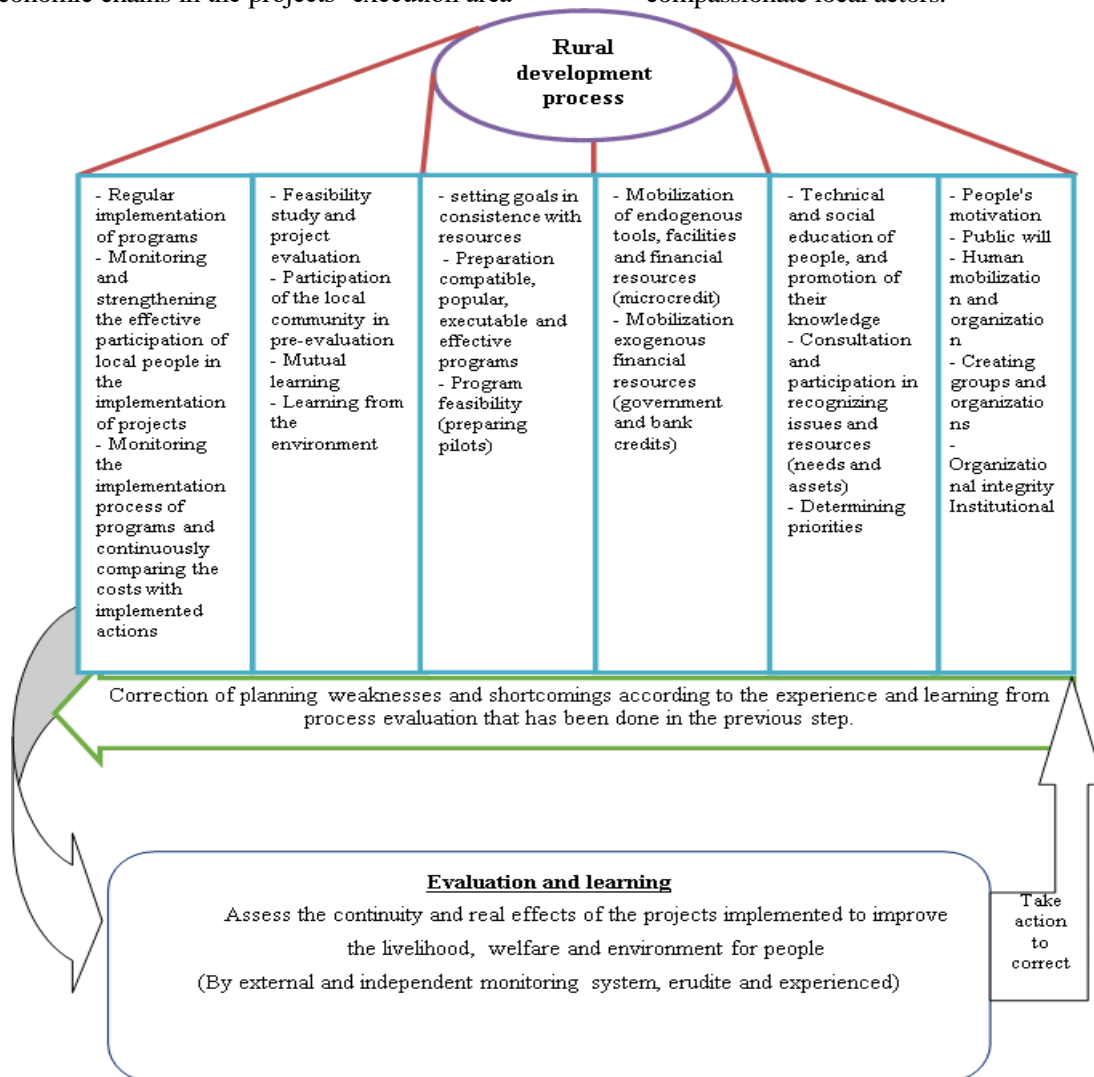
Figure 2. Product value chain as one of the main aspects in process planning  
(Source: Research finding, 2019)

**Practical solutions and a process model for participatory development plans:**

1. Preparing executive plans and projects based on the actuality of local communities in each area;
2. Feasibility research of executive projects by experts and with the practical participation of local actors;
3. Doing a pilot plan of upcoming projects and to review of executive plans and projects based on the lessons learned (if needed)
4. Implementing plans and projects within the specified area along with regular monitoring of achievements and control of events;
5. Fulfilling financial needs of the executive projects with a combination of exogenous and endogenous resources and organizing local microcredit;
6. Emphasis on the preparation and implementation of economic chains in the projects' execution area

and avoidance of scattered work in implementing employment projects;

7. Formation of pragmatic cooperatives (comprehensive and specialized in each of economic and environmental fields) and partnership with private sector supporters in supplying the value chain of regional products
8. Organizational integration and serious avoidance of sectoral bias diminishing hierarchical management system and prioritizing local cooperatives and development groups;
9. Turning the officials and public sector employees' point of view into a facilitator to solve the problems of the rural community and use all the facilitation capacities, especially the trustees, councils and educated people and the compassionate local actors.



**Figure 3. Process model of rural development in places located in the critical centers of southeastern Iran**  
(Source: Research finding, 2019)

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## الگوی فرآیندی برنامه‌ریزی روستایی بر مبنای تجربیات طرح‌های توسعه اجتماع محور (طرح‌های دهه ۱۳۹۰ در کانون‌های بحرانی سیستان، ریگان و جازموریان)

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### چکیده مبسوط

#### ۱. مقدمه

مشارکت در توسعه پایدار روستایی از جایگاه خاصی برخوردار است و صاحب‌نظران تحقق توسعه پایدار و یکپارچه را مستلزم مشارکت مردم می‌دانند و حضور نهادها و سازمان‌های محلی را برای به کارگیری راهبردها و سیاست‌هایی که زمینه مشارکت را فراهم و تقویت نماید ضروری می‌دانند. اجرای طرح‌های مشارکتی با هدف توانمندسازی اقتصادی- اجتماعی و پایداری محیطی یکی از راهکارهای مدیریت پایدار نواحی روستایی مناطق خشک جهان در دهه‌های اخیر به شمار می‌آید. این پژوهش با هدف پاسخ به دو سوال انجام شده است: ویژگی‌ها و دستاوردهای اجرایی طرح‌های مشارکتی برنامه‌ریزی توسعه روستایی و برنامه‌ریزی اجتماع‌محور اشتغالزا در نواحی روستایی واقع در محدوده کانون‌های بحرانی سیستان، جازموریان و ریگان چه بوده است؟ و یک مدل فرآیندی برنامه‌ریزی توسعه روستایی سازگار با جغرافیای مناطق مذکور چگونه است؟

#### ۲. روش تحقیق

نوع پژوهش؛ توصیفی- تحلیلی بوده و روش گردآوری داده‌ها روش کتابخانه‌ای (داده‌های سازمانی و مستندات دستاوردهای طرح‌ها) بوده است. بدین صورت که داده‌های موردنیاز از طریق مراجعه به صورت جلسات کمیته راهبری طرح‌ها، گزارش‌های نهایی و رسمی عملکرد طرح‌های فوق و مصاحبه با ریاست محترم صندوق کارآفرینی امید استان در محل دفتر امور روستایی استانداری کسب شده است. همچنین فعالیت نویسندگان به عنوان مشاور و مجری طرح‌های مورد مطالعه و یا عضویت آنها در کارگروه اشتغال و سرمایه‌گذاری

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استانداری، و نهادهای حمایتی در کسب داده‌ها کمک نموده است. در گام بعد؛ مطالب گردآوری شده جمع بندی و تحلیل شد و در نهایت برحسب تحلیل‌های تطبیقی صورت گرفته روی طرح‌های اجرا شده در دهه ۱۳۹۰؛ الگوی فرآیندی برنامه‌ریزی توسعه روستایی برای نواحی روستایی در کانون‌های بحرانی مورد مطالعه ارائه شد.

#### ۳. یافته‌های تحقیق

هر کدام از این طرح‌ها؛ دستاوردهای مثبت خاص خود را متناسب با اهداف کوتاه مدت آن برنامه داشته و به لحاظ کمی مطلوب است اما عمدتاً نتوانسته‌اند استمرار فعالیت در یک فرآیند منظم و باثبات برنامه‌ریزی را در نواحی روستایی محقق کنند. به لحاظ تاثیربخشی و پایداری فعالیت گروه‌های توسعه روستایی و همچنین پایداری فعالیت‌های اشتغال روستایی که در هر طرح ایجاد شده است می‌توان طرح پیشرفت و آبادانی قلعه گنج، و طرح‌های سحاب و آسمان بنیاد برکت و تا حدی طرح ترسیب کربن جازموریان غربی را کارآمد دانست. بهترین فرآیند را طرح پیشرفت و آبادانی قلعه گنج طی نموده است و مهمتر اینکه ابتدا زیرساخت‌ها (کارخانه‌جات و مجتمع‌های مرتبط با زنجیره ارزش گوجه، مرکبات، شیر بز، و کنجد به عنوان محصولات غالب منطقه) که حلقه اصلی زنجیره ارزش هستند را ایجاد نموده و سپس سایر فعالیت‌های اجتماعی و اقتصادی را در ارتباط با این‌ها دنبال نموده است. بالعکس طرح‌های منارید سیستان، پروژه RFLDL ریگان، و ترسیب کربن لاشار دستاوردهای بلندمدت و ماندگاری نداشته و به محض رها شدن مدیریت بالادستی با فروپاشی گروه‌ها و صندوق‌ها و تعطیلی فعالیت‌ها مواجه بوده‌اند و در تداوم فعالیت‌ها ناتوان هستند زیرا زیرساخت و زیربنای لازم را که بهانه‌ای برای تداوم فعالیت‌ها باشد ایجاد نکرده‌اند در حالیکه استقرار

ارتباط خود را از دست می‌دهند و هر پروژه به بخش مجزایی اختصاص یافته و گستره آن تنها شامل بخشی از یک فعالیت می‌شود نه هر فعالیت به صورت یک سیستم و زنجیره. ۵- ارزیابی‌ها از نوع ارزیابی سریع بوده و ارزیابی ادواری با هدف پیامدسنجی و پایداری فعالیت‌ها انجام نمی‌شود، ۶- در رویکرد پروژه‌های هدف واقعی طی کردن مراحل طرح در حد انجام یک وظیفه انجام می‌شود و هدف واقعی مردم نیستند. ۷- در رویکرد پروژه‌ای؛ زمینه عدم انسجام سازمانی و بخشی‌نگری فراهم می‌شود.

تلاش هوشمندانه متولیان اجرای طرح‌های توسعه روستایی برای ارائه دستاوردهای مورد انتظار با تکیه بر آمار و مستندات ظاهرپسند، و ضعف یا فقدان سیستم نظارت مردمی بر دستاوردهای واقعی طرح‌ها به عنوان محدودیت اصلی اصلاح برنامه‌ها و یادگیری مستمر از تجربیات گذشته می‌باشد. تمرکززدایی واقعی در نظام برنامه‌ریزی روستایی کشور، برقراری سیستم نظارت مردمی و نهادینه کردن برنامه‌ریزی فرآیندی بهترین راهبرد پایداری اجتماعات محلی می‌باشد.

**کلیدواژه‌ها:** برنامه‌ریزی اجتماع‌محور، برنامه‌ریزی فرآیندی، اقتصاد پایدار روستایی، کانون‌های بحرانی سیستان، جازموریان و ریگان.

#### تشکر و قدردانی

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

کارخانه شیر، رب و کنجد در قلعه‌گنج باعث شده است انواعی از فعالیت‌ها در حلقه‌های پیشین و پسین زنجیره چنین محصولاتی ایجاد شوند و در در سایه ارزش افزوده ایجاد شده و مشاغل خدماتی پیشین و پسین شاهد ثبات و استقرار فعالیت‌ها باشیم. همچنین طرح روستای بدون بیکار وضعیت متفاوتی دارد. نوع پروژه‌های اشتغالزایی در این طرح متفاوت است؛ بگونه‌ای که تاکید طرح بر مشاغل خرد و خدماتی خصوصا در روستای کلینک اعظم‌خانی و ضعف جنبه نوآوری و استمرار مشاغل سبب شده دستاوردهای طرح به لحاظ کیفی چشمگیر نباشد در حالیکه در روستای شهرک میر وضعیت طرح‌ها مطلوب است و به عنوان نمونه طرح پرورش عقرب نو و در عین حال موفق بوده است. ضعف طرح روستای بدون بیکار از نظر دستاوردهای اجتماعی نیز مشهود می‌باشد زیرا تشکل اجتماعی ایجاد نشده، اعتبارات خرد محلی بسیج نشده، مردم محلی در تامین وثیقه ناتوان هستند و در طرح‌های نو اولویت طرح‌ها فقرا نبوده اند.

#### ۴. بحث و نتیجه‌گیری

در حال حاضر غلبه رویکرد پروژه‌محور در توسعه روستایی ایران منجر به شکل‌گیری روال نامناسب برنامه‌ریزی با آفت‌های زیر شده است:

۱- در رویکرد پروژه‌محور؛ اهداف کوتاه‌مدت هستند، ۲- منابع در راستای رسیدن به ارقام عملکردی در حد پاسخگویی متولیان و مجریان پروژه‌ها به کار گرفته می‌شود، ۳- تحلیل‌ها عمدتاً از نوع تحلیل هزینه-فایده است و ارزشیابی کیفی همراه با تأثیرسنجی و استمرار فعالیت‌ها و نتایج آن جایگاهی ندارد. ۴- فعالیت‌ها و اقدامات

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