



Investigating the Obstacles to the Implementation of Iran's Rural Development Policies

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Abstract:

Background and Purpose: Rural development programs are part of the development programs of each country that policymakers formulate intending to transform the socio-economic structure of rural society. The economic development gap in rural areas reflects the lines of differentiation and conflict; The type and method of planning, with the priorities of government-oriented, regardless of the realities of rural society and its people and the real economic position of villages in the macro (national) planning process in terms of sustainability. In this study, the purpose of reviewing rural development programs before and after the revolution and reviewing the quantitative and qualitative goals of the fourth and fifth post-revolutionary development programs; finally, identifying obstacles to the implementation of rural development policies in these two programs and providing solutions. The present study is applied in terms of purpose and according to the nature of the data, it is a description that by comprehensive library reviews and evaluation of the results of previous studies, barriers to the implementation of public policy in rural development were identified and extracted. Then, by examining the extent to which the predicted goals, both quantitative and qualitative, have been achieved in the second and fifth development plans and the consequences resulting from the implementation of these programs in various social, economic, and cultural fields of the country's villages; Obstacles and reasons for not achieving these goals were analyzed in three areas: barriers related to the nature of policies, structural barriers, and barriers related to implementers and users. Based on the results of the study, partisanship in the formulation of rural development and island policies to act when implemented by implementers; Due to the primacy of organizational interests over the realization of program goals, centralized bureaucratic structure, selection of inappropriate tools, and dis-

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regard for land management in the development of rural development policies; Are the most important obstacles to the implementation of rural development in development programs in general and in the fourth and fifth programs in particular. Conclusion: The research findings showed that by identifying the obstacles to the implementation of the rural development program; By considering these damages in the development of future plans, the implementation of these plans can be accelerated and help to improve and promote rural development.

Keywords: Policy Implementation Barriers, Rural Development Policies, Fourth and Fifth Development Plan

Introduction

Rural development programs are part of every country's development plans; which policymakers formulate intending to transform the socio-economic structure of rural society. Existence of more than several decades of experience of ideas, methodology, and management in planning and development as well as rural development; Existence of 60,000 villages with a population of 22 million people and the formation of a new rural structure and function according to the changes caused by science and economic and social developments in the world and in Iran; Rural problems and issues still exist in ecological, economic and social dimensions. Among these are economic problems and issues, such as lack of job opportunities, uneconomical production activities, lack of incentives and resources to invest, and low productivity and income levels in a few decades; Shows the intensification of the trend of vulnerability and injury of the village and the villagers and consequently the vulnerability of the national economy.

In other words, the economic development gap in rural areas reflects the lines of differentiation; the type and method of planning, with the priorities of government-oriented, regardless of the realities of rural society and its people and the real economic

position of villages in the process of national macro-planning in terms of sustainability. And the result is the backwardness of rural community development from the national development process based on the new paradigm. On the other hand, the implementation of rural development policies has not had favorable consequences in the field of rural development during a five-year development plan; this means the inability of the socio-economic development model and meeting the basic needs used in the period after the Islamic Revolution to achieve rural development. And this is the failure of rural development policies.

Therefore, the most important goals of rural development policies, ie reducing rural migration and urban marginalization, reducing unemployment, improving the living standards of villagers and farmers; The development of infrastructure in the agricultural sector indicates problems in one of the stages of formulating or implementing rural development policies. Considering the significant percentage of the rural population and the basic role of villagers in providing agricultural products on the one hand; And the detrimental economic and social effects of the indiscriminate migration of villagers to cities on the other hand; And failure to achieve the

projected goals of four decades of rural development policy; It is necessary to identify the disadvantages and obstacles to the implementation of these policies and to establish an efficient model in their implementation.

Question statement: Obstacles to the implementation of rural development policies

Policy-making is a cycle that has steps, this cycle of identifying and receiving the issue of the beginning and formation, design, and implementation of the policy. Evaluation, modification, change, and termination of the policy are also in this cycle. (Danesh Fard, 2009: p. 29) The policy is also a hypothesis that includes the initial conditions (legislation and funding) and the predicted results; and implementation is an important stage of the three stages of formulating, implementing, and evaluating public policies in which the goal of policymakers is reflected. Implementation is therefore an interactive process between setting goals and taking action to achieve them. Policy implementation in the general sense means the implementation of the law, which occurs immediately after the approval and legal aspect of the policy; In it, performers and organizations try to achieve the desired result of a proposed program or policy by combining different procedures and techniques (Gholipour, 2008: p. 194).

There are many reasons why policies are difficult to implement; Factors that limit performance can be the nature of the problem, environmental conditions, and implementing organizations. If the policymaker is unaware of the multiplicity of the issue, the size of the target group, and its heterogeneity, the policymaker has a technical problem in implementation; Or that environmental conditions such as political, economic, social conditions and the emergence of new technology can make implementation difficult. Finally, the law enforcement agency or law enforcement

agency may or may not be able to enforce the law properly due to a lack of resources, inappropriate tools, (Howlett, 1955: p. 145). So for governments to be able to implement their policies, they turn them into short-term goals through programs and determine the way to achieve them. (Danesh Fard, 2009: p. 219)

In most countries, general rural development policies include the following: Increase production and productivity; Provide equal access to rural facilities; Improving the quality of rural life through the provision of basic infrastructure and social services; Enabling poor rural people to participate in controlling their environment and using local resources and participating in all decisions that affect their lives; Strengthening rural institutions and institutions so that they can play an effective role in sustainable development. (Rezvani, 2002: p. 223)

The failure of rural development programs, by intensifying the pace of migration from poor villages to densely populated urban areas, has in effect emptied many villages of productive and creative populations; and this may endanger the country's food security in the future. The combination of these conditions indicates that the design, implementation, and monitoring of rural development programs should be fundamentally reconsidered.

In reviewing the theoretical background of this study, it was observed that domestic researchers in several areas of barriers to policy implementation in general and barriers to implementation of rural development policies in Iran raised several factors; which are mentioned separately in Tables 1 and 2. Then, by combining the results of research in both fields, we achieve a conceptual research model; finally, by examining the extent to which the quantitative and qualitative indicators envisaged in the fourth and fifth

development plans for rural development are realized, the most important obstacles to the implementation of rural development policies are identified.

Table 1:
Summarizing the views of domestic researchers on the obstacles and factors of policy implementation in Iran

Researcher	Year	Field of study and description of views
Alwani	1992	General policy problems and bottlenecks: 1- Reluctance to foresight and tendency to early results. 2- Partiality and one-dimensionality in decision-making. 3- Information inadequacies in decision making. 4- Tendency to simplify and go for simple solutions. 5- Applying personal opinion in decision-making and relying too much on individual experiences. 6- Lack of willingness to implement policies on a trial basis and lack of feedback from the general policy-making process. 7- Reluctance to make decisions. 8- Flexibility of decisions. 9- Formal and superficial policies. 10- Lack of public awareness of the people and their sense of rolelessness in policymaking.
Alwani and Sharifzadeh	1997	Issues and problems in implementing public policies: 1- Organizational management issues. 2- Foreign aid and loans issues. 3- Distortion of Weber's bureaucracy model.
Rajab Beigi	1999	Barriers and obstacles to the implementation of policies: A: Factors resulting from the policy: vague and unrealistic targeting, incorrect policy theory, lack of experimental implementation and feedback, simplification in receiving the problem, lack of public agreement on the policy. B: Environmental factors: Unexpected events, lack of time and resources, lack of public support, technology incompatibility, policy conflict with social norms and values. C: Structural factors: Lack of relative independence in executive bodies, unclear duties and responsibilities of executive departments, communications, lack of performance appraisal system.
Rezqi Rostami	2000	The reason for the failure of governments to implement policies: Getting caught up in the cycle of traditional bureaucracy and authoritarian management that stems from the old notion of separating "administration" from "politics."
Aarabi and Rezqi Rostami	2005	Factors affecting the non-implementation of the country's industrial policies: Obstacles related to the nature of the policy: Obstacles related to targeting and determining the policy, legal obstacles. Obstacles for implementers and policy users: Obstacles related to the behavioral characteristics of implementers, Obstacles related to the expertise and skills of implementers, Obstacles related to policy users. Obstacles to the implementing organization: Obstacles to the bureaucracy, barriers to resources and tools.
Ashtarian	2006	Pathology of the public policy process in Iran: Lack of public policy studies in Iran. Ignoring the study of policy implementation. Lack of a clear theoretical framework in policy-making, planning, and implementation. Lack of technical definition of policy. Lack of explicit policy guidelines. Lack of priority in values. Lack of bureaucracy from the pers-

		pective of knowledge management. Lack of a professional public arena to discuss policy implementation.
Goli Pour	2008	Factors affecting the implementation of policies: 1. Internal factors (nature of issues). 2- External and environmental factors (background).
Alwani	2008	Choosing the right tool is the most important factor in the success of policy implementation. Selection of market-oriented tools in complex and diverse contexts where policy audiences have different orientations. Choice of legal tools if the circumstances and tendencies of the audience are not very complex and diverse.
Ashtarian et al	2014	Factors affecting the implementation of policies: 1. Commitment of policymakers. 2. Technical knowledge of the performers. 3- Access to new technology. 4- Changing the political situation, such as changing the government without changing policies. 5- Economic and political resources of the target groups. 6- The political will of the government to implement or not to implement the policy. The above factors have been mentioned as the most important influential factors in the implementation of Iran's development program policies.
Abbasi et al	2016	1. Policies are closer to implementation when they have public support, and public support is achieved if officials are accountable to the people and the people are involved in decision-making. 2. The less political the atmosphere of controversy and conflict and the calmer the policy-making environment, the more logical, realistic, and articulate the policy, the closer it is to full implementation. 3. They also mentioned that the implementation of the policy requires an appropriate administrative structure 4- They believe that administrative changes should be directed in a direction that provides a suitable structure for the implementation of policies. Clarify duties and responsibilities, provide simplicity and ease in implementing policies; Employ talented and capable people to implement the policy.

Table 2:

Summarizes the opinions of domestic researchers in the implementation of rural development policies

Researcher	Year	Field of study and description of views
Rezvani	2000	Two major disadvantages of rural development programs: 1- Lack of comprehensiveness of rural development goals and programs due to the dominance of the sectoral planning system in the country. 2. Lack of coordination and complete non-compliance between goals, policies, and executive plans.
Rezvani	2001	Items such as: 1- Lack of planning and preparation of a five-year development plan at the local level. 2. Lack of a logical relationship between national, regional, and local levels, planning, and top-down decision-making in this area. 3- The rule of partial planning in the structure of the rural planning system. 4- Lack of participation of people and non-governmental organizations in rural

		planning. 5- Also, the lack of integrated management in the development planning of rural areas has been expressed as the most important feature and shortcomings of the development planning of the country.
Alaei et al	2011	The disadvantages of implementing development programs are as follows: 1. Development programs are often carried out by governments and through top-down strategies. 2. In rural development programs, indigenous knowledge and people's participation are not given importance to be allowed to comment on issues that concern them; To encourage them to participate in activities and to be considered as local leaders and stakeholders and their satisfaction in any project.
Badri	2011	Challenges of rural management in cases such as: 1- Lack of explanation of theoretical foundations. 2- Lack of rural unit management. 3- Lack of stable financial resources. 4- Low participation of local people. 5- Status of manpower training. 6- Expresses lack of access to equipment, tools, and facilities.
Mahdavi and Karimi	2012	While considering the traditional structure of management practices inefficient due to changing conditions and time requirements and the new rural management structure; They are mentioned for several reasons, including 1- Lack of comprehensiveness, 2- Non-indigenousness, 3- Extensive government intervention. And suggest their proposed pattern with such features; Leadership. Organizational planning and having criteria such as holism. Collectivism, partnership, and sustainable financial resources to solve socio-economic and environmental problems of rural areas.
Azkiya and Dibaji Forushani	2016	In a critique of rural development programs after the revolution, the following harms are raised: 1- Formulation of programs from top to bottom (centralism) and guidance from outside the participatory model of policies. 2. Lack of sufficient budget credits. 3- Compiling programs based on the damages of previous programs and not responding to any institution or body if it is not implemented.

By reviewing the literature on the subject of research and summarizing the opinions of domestic and foreign researchers in the field of policy implementation and according to

the views of managers and experts, various variables have been collected; finally, the conceptual model of the research is presented in Figure 1.

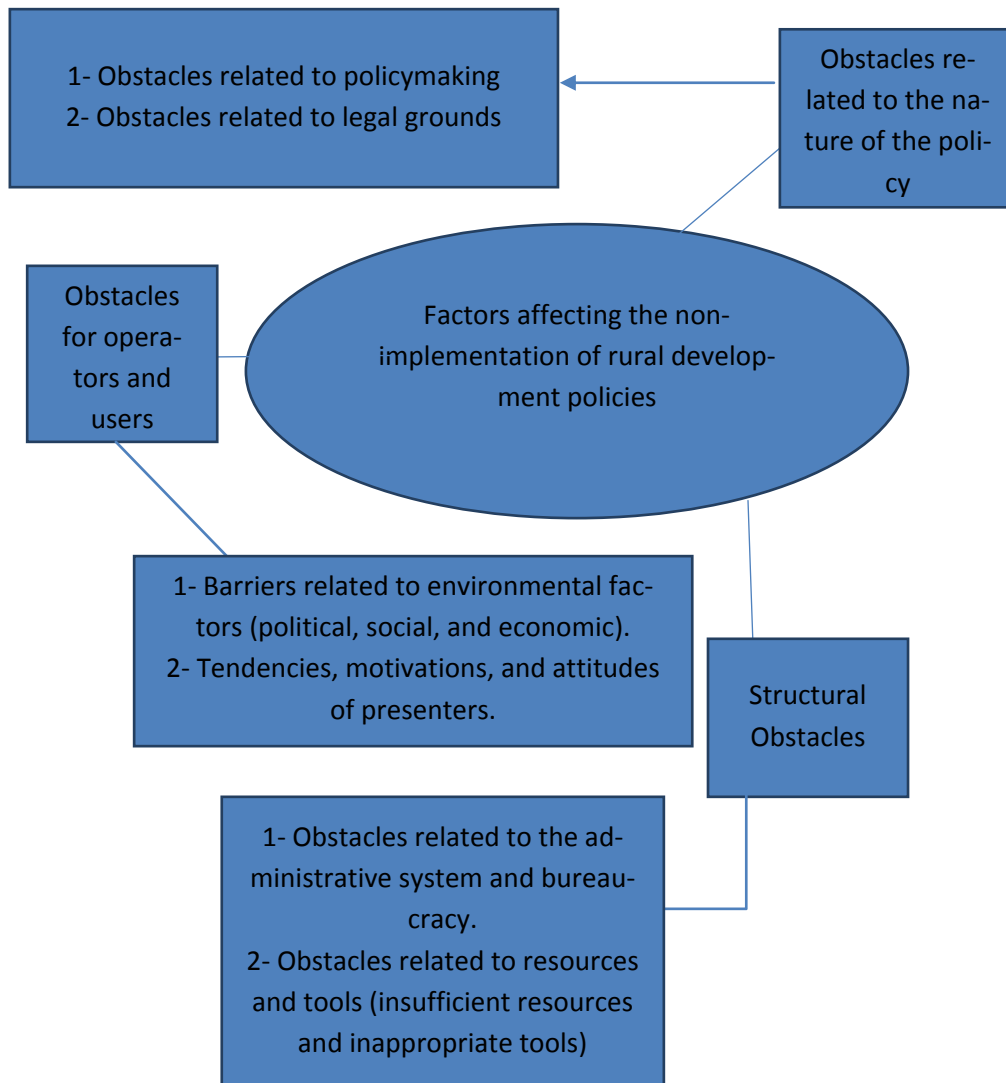


Figure (1): Conceptual model of research

1. The trend of rural development programs in Iran

Rural development is a multidimensional process and its subject is to improve the quality of life of the poor and vulnerable in the rural community. Improving the quality of social life of villagers in Iran has long been considered; So that in the first constitutional parliament, we had three measures to abolish the ritual of thiol, to adjust the tax of the

peasantry and the forced version of the peasantry, which were not ineffective in improving the quality of social life. It is stated that the first step towards reforming the social affairs and development of the villages as well as improving the situation of the rural inhabitants was taken in 1837 with the approval of the Civil Law; And the Ministry of Interior, by establishing an office called the Department of Civil Engineering and Re-

forms, undertook the implementation of the rural development program under the said law; This law was implemented until 1941 (Ramezani, 1971: p. 12). The law faced financial constraints, limited government presence in rural areas, and a lack of proper planning and practical solutions.

Iran's rural development programs began at the same time as the first development program in 1948 and continue to this day; Iran's rural development has experienced 5 programs before the revolution and 6 programs after the revolution but has not yet been able to achieve an intellectual maturity in the field of planning and implementation. According to the studies of development programs before and after the victory of the Islamic Revolution of Iran, the country's rural development programs have placed more emphasis on development processes and infrastructure; And if we do not call them one-dimensional programs, but we can refer to them as programs with a predominant aspect of development-infrastructure.

From the end of the 1940s onwards, when development programs were introduced, issues related to rural development and its programs were also in the form of six development programs; Of course, its sixth program, in practice, remained silent due to the Islamic Revolution of Iran and the special circumstances of the country at that time. In general, during the first development plan (1948-1954) we see the approval of bills to improve and enhance the lives of residents of rural areas and the agricultural sector of the country. The situation was different in the Second Development Plan (1955-1962). During the years of the implementation of the first development plan in the country, we witnessed a great historical change such as the nationalization of the oil industry in 1330 and the

national government took over the affairs of the country.

This historical development, along with the political developments after the coup d'état of August 28, 1943, increased the need to pay attention to the socio-political dimensions of society. The government, with political motives, tended to be more active in the villages and paid attention to the development of government institutions in these areas. Therefore, the agricultural and rural dimensions of the second program are more visible. In the second program, regarding rural development, the main activity focused on rural development using human resources and based on the self-help of the villagers; the result was the establishment of 48 development areas, the training of nearly a thousand reeves and the implementation of development projects in four thousand villages. (Mohaghegh, 1989: p. 10)

During the Third Development Plan (1967-1963), rural communities underwent a kind of social, economic, and political transformation in the form of land reform; Reforms that, in the first place, far from judging the results positively or negatively, brought about wide-ranging changes in rural society and, in a way, changed the social and economic structure of the villages. On the one hand, the implementation of land reform during this program, which led to the migration of millions of villagers to cities and intensified the growth of the private sector; On the other hand, in addition to providing cheap labor for economic activities in the cities, (including industry, construction, and services of the production and consumption market), it also placed the villages under growing capitalist domination. Thus, rural markets, which were previously more closed and self-sufficient, were less dominated by the market; They opened up to manufactured and

imported goods that were produced, imported, and supplied by private industrial and commercial capital. (Razzaqi, 1997: p.176)

In the Fourth Development Plan (1968-1972), water and rural development issues were discussed independently of the agricultural sector in the national planning system; thus, in the Fourth Development Plan, rural development as a sector found its place in sector planning and policies. (Rokn al-din Eftekhari, 1993: p. 61) In the Fourth Development Plan, the implementation of the land reform policy continued. On the one hand, the government's entry into the rural community, which had begun at the beginning of the land reform policy, took on a stabilized state; Contrary to previous plans, rural and agricultural development depended only on government action, and the government, as a replacement for the former lord in the countryside, sought to assume the lord's duties in the villages.

Fifth Development Plan (1973-1977); this program moved in the direction of the fourth program in which industrialization was predominant. In this program, the sector of rural development and renovation was discussed

separately from the agricultural sector. The funds allocated to this sector by the government were 11 billion Rials. Of course, during the Fifth Development Plan, there was a large migration of villagers to the cities, which seemed to be one of the attractions of the prosperity and expansion of the building and services sector in urban centers. These migrations, which in some cases were seasonal, ultimately had a profound effect on the socio-economic structures of rural society. In the fifth development plan, the creation of rural development areas was considered as the main policy of rural development, where each development area included a set of villages in a specific area. (Zahedi, Mazandarani, 1998: p. 87)

In general, in the proposed development programs, due to following the growth pattern and emphasizing the rapid industrialization of the country, the agricultural and rural sector, although it covered more than half of the country's population, was marginal. The data in the table below, which shows the credit share of the agriculture and rural development sector of the total development credits of each program, indicates this.

Table 3:
The share of the agricultural sector in the country's development credits (spent) in development programs (million Rials)

Program	Total construction credits	Agricultural sector share (percentage)	Share of rural development (percentage)	Percentage of the rural population
First	21000	25	-	75
Second	70000	1.31	55.1	70
Third	23000	1.23	14.2	64
Fourth	568000	58.8	77.1	60
Fifth	3118570	2.6	2.1	57
total	3986570	-	07.2	-

Development programs implemented before the revolution were designed and implemented from above by an organization or group that considered itself in charge of

planning. Even in some cases, designers and planners were of foreign origin that did not have local and indigenous studies for planning. (Taleb, 1994: p. 10) It seems that those

involved in the planning system dealt with rural development more from a mechanical and technical point of view than from a social point of view; and ignored the fact that technological advances are an important element in increasing production, but this effect will be realized only if there is a certain social context. Based on these development plans, they had a one-level character for rural development; in other words, although the programs were implemented spatially at three levels: national, regional, and urban; they were designed only at the national level and did not conform to the ecological features, cultural, social and economic construction and physical texture of all the villages. And planning for rural development was one-level. (Rokanuddin Eftekhari, 1993: p. 62)

The inclusion of the issue of rural development in the agricultural sector also had the same problem; especially in the first, second, and third development plans, rural growth and development in the country's development plans were considered equivalent to the growth of the agricultural sector. Allocation of a budget less than the budget and credits of other sectors to the agricultural sector on the one hand and spending the largest part of it for the urban community, on the other hand, had caused the backwardness of the rural community (Taleb, 1994: p. 97)

With the adoption of the industrial strategy, the share of the agricultural sector from the first to the fifth program, decreased from about 35% to about 7.5%. Ahmad Ashraf refers to the role of rural organizations in rural development; That the experiences of rural development in Iran show the fact that the mere desire of national leaders and the allocation of some manpower and financial resources from above is not enough for rural development; Rather, fundamental changes in the political and economic fields through

mobilization, politicization, and participation of villagers to move towards self-reliant and integrated rural development should be considered as necessary preconditions in the process of rural development of Iran (Ashraf, 1977: p. 178).

The first development plan (1983-1987) in Iran after the revolution, entitled the socio-economic and cultural development plan of the Islamic Republic of Iran, was approved by the then cabinet and submitted to the Islamic Consultative Assembly; but the plan was not approved by parliament for reasons such as the country's involvement in the imposed war and the country's special situation. Finally, it was revised as the first five-year economic, social, and cultural development plan for the years (1989-1993) presented by the government to the parliament, approved, and then implemented. Of course, like the first three programs before the revolution, rural development does not have an independent chapter and rural development programs in the form of national goals, regional development, agriculture, and land management have been considered (Rokan al-din Eftekhari, 1993: p. 62)

The first development plan failed in terms of content due to the lack of an independent chapter or section of rural development and the dispersion of rural development goals and policies in different parts of planning; and in terms of achieving the goals and policies of the sector was relatively successful. (Shakoori, 2012: p. 179) In the second program of rural development (1994-1998) for the first time after the Islamic Revolution, it was included as an independent topic in the program documents; In, the emphasis on the development of industry in rural spaces, the study and design of the optimal spatial structure and the hierarchical equipping of rural centers were the most important policies of

rural development (Budget and Planning Organization, 1999: p. 285) The goals of rural development in the second program were: integrated development of spaces with potential for growth and rural development; Organizing the population of small and scattered rural areas in population centers with development facilities; Improving the physical structure of rural settlements; Diversification of production activities; Creating the necessary conditions to hand over the affairs of the villages to the management and public institutions; And improving technical skills and increasing the productivity of villagers. (Budget and Planning Organization, 1993: p. 64)

The Third Development Plan (2000-2004) was developed with the continuation of the economic adjustment policy and with emphasis on structural reform in macro policies; So that we can point to the prominence of the institutionalism approach in guiding it. Among the general policies announced in the Third Development Plan, the following can be mentioned: Efforts to maintain the purchasing power of low-income groups; Providing employment opportunities and encouraging investment and entrepreneurship in the agricultural and conversion industries and medium and small workshops; Attention to the development of villages and special attention to the livelihood of villagers; Ensuring food security and self-sufficiency in basic goods by increasing domestic production, especially agriculture; Expand and deepen the spirit of cooperation and public participation; Land management based on the principles of efficiency and economic efficiency and removal of restrictions, especially in rural areas of the country. (Shakoori, 2012: p. 186)

In summary, the performance of the third program has been successful in terms of emphasizing structural reforms, eliminating dup-

lication of work, decentralization of planning and indicators such as GDP growth, per capita income growth, and reducing the average inflation rate; Indicators that the improvement in their figures has also affected the lives of rural communities. However, the weaknesses of this program should not be overlooked, especially in the field of rural development. Equating rural development with rural development; Lack of a comprehensive view of rural issues; Neglect of the capability, style, and quality of life of the villagers; Socio-cultural harms in rural communities and excessive emphasis on the economic view in the program are among the most important weaknesses of this program. (Management and Planning Organization, 2005: p. 1758)

In general, the study of the place of rural development in the programs shows that before the revolution, according to the prevailing view of modernism and the desire for industrial development, on the one hand, the agricultural and rural sectors were considered traditional; and, according to Katouzian, it was a source of shame and a sign of backwardness. On the other hand, the government was not dependent on surplus agricultural products. In practice, the result was that the government did not show much interest in developing the agricultural sector. In the post-revolutionary period, too, the rentier character of the government, given the role that oil played in national revenues, along with its other characteristics, did not diminish after the revolution; rather, this dependence was exacerbated by the weakness of other sectors of the economy and seemed to have relatively similar consequences, at least in the agricultural sector. The table below shows the continuation of this trend and the lack of attention to the agricultural sector after the revolution.

Table 4:
The share of the agricultural sector in government development credits in development programs (billion Rials)

Program	Agricultural development credits	The share of the agricultural sector in the total government credit
The first program	8.224	8.8
The second program	5.867	6.4
The third program	6.2924	7.6
The fourth program	7.3311	4.2

(Source: Agha Nasiri, 2012)

In explaining the table, it should be said that during the years of the first development plan and after the imposed war, the focus of the agricultural sector was mentioned in the goals of the plan, but it was not implemented. During this period, although the elimination of the policy of stabilizing the prices of agricultural products was expected to increase investment in this sector, in practice this did not happen. In the second development plan, as can be seen in the table, the ratio of government-allocated development credits to the agricultural sector to the total development credits decreased compared to the first program, and its average reached 4.6. During the third program, the agricultural sector grew better than in the previous period, which was

due to the expansion of the country's non-oil exports. During this period, government support policies for the agricultural sector continued to support domestic farmers, in the form of guaranteed purchase of agricultural products and the provision of production facilities. The share of construction credits in the agricultural sector of the total construction credits in this period decreased significantly and its average reached 2.4, while the average during the third program was 6.7. (Agha Nasiri, 2012: p. 67)

Fourth and fifth development programs in rural development

In the fourth plan of socio-economic development, due to the rule of sectoral planning, rural development in the form of the agricultural sector has been addressed, which is also very inadequate. While the agricultural sector and planning for its development is only a part of rural development. In the third chapter of the National Document for the Development of Agriculture and Natural Resources, the fourth plane, which is in fact dedicated to examining the current situation of agriculture and natural resources, examines the current situation of rural development in less than two pages. But this study only mentions some aspects of rural Construction (not rural development); while it is necessary to study a wide range of aspects of rural development to take steps towards rural development.

Table 5:
Quantitative and qualitative objectives of the Fourth Rural Development Plan

Long-term quality goals	Five-year quality goals	Quantitative goals
1. Security and economic stability 2. Development of human resources and so-	1: Capacity building to accelerate the economic and social growth and development of villages with emphasis on the agricultural sector. 2. Diversification of rural economic	1. Preparation of 200 plans for sustainable economic and social development of the agricultural sectors in 200 sectors, so that 25% of the country's sectors will be realized during the program

<p>cial capital</p> <p>3. Sustainable operation and proper access to basic resources and production infrastructure</p>	<p>activities with emphasis on agriculture.</p> <p>3. The growth and development of the rural economy through the optimal use of existing and potential resources and the creation of new job opportunities and the promotion of rural incomes.</p> <p>4. Socio-economic development of villages with emphasis on the development of social infrastructure, local institutions, and public participation in the decision-making process and development of local affairs.</p> <p>5. Development of infrastructure required for the agricultural sector in rural areas.</p> <p>6. Improving the situation of rural development management at national, regional, and local levels.</p> <p>7. Development of rural local financial services network to create employment, improving productivity and competitiveness, especially in the agricultural sector.</p> <p>8. Creating the necessary platform for the coordination of executive bodies in the implementation of rural and agricultural development programs.</p>	<p>and 100% of it in the twenty-year horizon.</p> <p>2. Preparation of studies and strategic structural planning for sustainable economic and social development of villages in 16 provinces of the country.</p> <p>3. Reviewing and compiling the criteria of service standards and infrastructures required for agricultural development and prioritizing the equipping of rural centers on the mentioned infrastructures in 30 provinces of the country.</p> <p>4. Facilitate the implementation of 180 sustainable economic and social development projects in the agricultural sector in 180 sectors to cover 20% of the agricultural sectors during the program.</p> <p>5. Education and information to facilitate the implementation of 180 sustainable economic and social development projects in the agricultural sector at the local level through the Deputy for Extension and Exploitation System and the Education and Research Organization.</p> <p>6. Creating 35,000 jobs through Gharz al-Hasanah Fund for Rural Employment Development to cover 5% insurance of rural unemployed people with emphasis on the agricultural sector during the program.</p> <p>7. Help establish 110 funds to support sustainable rural development through investment in the agricultural sector in 110 villages of the country.</p> <p>8. Carrying out comprehensive studies on the development of rural economic development in the required fields.</p>
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In terms of quantitative and qualitative indicators, the fourth plan is considered: in the field of rural development, it has a fundamental content and structural problem; So that in the bill, the stereotypical view of physical, civil, civil, and service to rural development still prevails and rural development is considered as the urbanization of

rural areas (lack of proper understanding of rural development). In addition, even though several years have passed since the enactment of the law requiring the government to appoint a trustee for policy-making, planning, and monitoring of balanced rural development; Within three months by the Islamic Consultative Assembly and the emphasis on

creating a cross-sectoral structure for the coordinated management of rural and nomadic development, the budget law of 2010 and 2011 still has a partial view on the development and rural management of the country. Programs related to rural Construction and services are scattered among different chapters and ministries and they do not have any budget line for the formation of the mentioned cross-sectoral structure. (Lack of a special trustee to implement rural development policies)

According to studies, the credits of the strategic plan of rural management projects have faced negative growth in the budgets of 2010 and 2011. They acknowledge and acknowledge that the funds allocated and allocated are a long way from the funds needed to achieve the goals of the program (insufficient resources). Another factor is the existence of multiple licensing decision centers. (Deputy of Strategic Planning and Supervision, 2011: p. 276)

Looking at the quantitative goals of rural development in the fourth plan, it can be seen that the quantitative goals set were far from the theoretical foundations and literature of rural development; and even if all these goals were achieved, rural development would not take shape. In general, it can be said that the above-mentioned items, which are considered as quantitative goals under the rural development sector in the Fourth Plan; It is more related to rural plans and studies than rural development (lack of proper understanding of rural development). Because plans and studies cannot be the goal of planning; rather, they are the tools by which part of the planning goal, which is rural development, is achieved. Another point to consider in this regard is that some of the above, which have been proposed as quantitative goals of rural development; It is not clear whether they are

developing or not. For example, (Objectives 4 and 5)

In general, the Fourth Socio-Economic Development Plan has not been in line with sustainable development and integrated rural development; and in fact, it is very different from real development. And has the following drawbacks:

1: The view of the Fourth Plan on rural development is a partial view, while rural development issues require a holistic and geographical perspective. Meaning, it is necessary to consider the various dimensions of rural development (economic, social, ecological, physical-spatial, and political) systematically and systematically.

2: Determining strategies, policies, goals, and strategies for rural development is not possible by ministries and sector organizations. For example, the Ministry of Agriculture, which is currently one of the organizations responsible for preparing rural programs, cannot ask the Ministry of Industry to follow an integrated development strategy to achieve its goals.

3: One of the most important shortcomings of the Fourth Plan is its lack of problem-solving. This means that the axis of movement of this program has not been based on identifying the bottlenecks and needs of rural society and has focused more on abstract and non-objective issues. (Obstacles related to the nature of the policy)

4: Since rural development has a wide range of dimensions, so it requires the participation of various governmental and non-governmental institutions and agencies in decisions related to rural development. However, the decision in this regard in the fourth plan is the responsibility of the Ministry of Jihad Agriculture, which is also in the form of the agricultural sector.

5: The fourth program is practically a centralized program (from top to bottom) in which not enough attention has been paid to the demands and needs of rural people.

6: In the fourth plan, no plan is considered for the optimal use of rural lands and the arrangement of rural spaces, while rural development is achieved through these issues.

The Fifth Development Plan was written with a two-year delay (88-90) in a situation where the country's planning organization had collapsed and its structural structure had been destroyed. At the same time, it seems that the government was not determined to implement the program. Article 5 of the Fifth Plan states that the government intends to

introduce a new model called Iranian-Islamic development and that the time required to prepare it to be two years; In other words, the fifth plan is the plan of Iranian Islamic development, but in the next two years, its intellectual model is to be developed. (Lack of a clear theoretical framework in policy making) The general policies of the Fifth Plan emphasize that Iran's economic growth should be at least 8%; this is while Iran's economic growth in 2008 was half a percent. In the Fifth Development Plan, rural development policies are detailed in Article 194 of the law; And like other previous programs, some of the rural policies have been included in other sections.

Table 6:
Rural Development Policies in the Fifth Development Plan

Row	Policy
1	Upgrading rural development indicators and providing new services and preparing a rural services prioritization program according to regional and local conditions.
2	Supporting the expansion of industrial agriculture and rural industries with the priority of developing small and medium-sized industrial-agricultural clusters and chains, most of which have their inputs and factors of production in rural geography; As well as handicrafts and tourism services and the creation and development of local markets with the priority of rural centers with the ability to develop.
3	Determining the management model in settlements without Islamic councils.
4	Develop incentive policies for reverse migration "from city to village" and relative stabilization of the rural population by the end of the first year of the program.
5	Improvement, renovation, reconstruction, and safety of the physical structure of the rural environment and housing based on the model of Islamic-Iranian architecture with the participation of the people, government, and public institutions.
6	Continuous technical and vocational training of villagers to empower them to provide and use new services and participate in industrial activities and improve the quality of products.
7	Organizing and establishing entrepreneurial activities and job creation of small and medium production and services in rural areas by providing financial and credit incentives.
8	Organizing villages in the form of rural complexes to provide better and more effective services, construction, repair and maintenance, and security of rural roads.
9	Improving the indicators of nomadic development through housing and organizing households.
10	Financial support through the provision of facilities, managed funds, subsidies, profits, and commissions to develop the employment of rural and nomadic households; With the priority of local and indigenous methods as well as strengthening integrated land management through participation with legal organizations to prevent land fragmentation and management accu-

	mulation of micro-agricultural lands.
11	Generalization and expansion of rural insurance and its 100% coverage by strengthening the social insurance fund for villagers and nomads.
12	Preparation of rural guide plans and determination of rural areas throughout the country with the proposal of technical experts; Under the supervision of the Housing Foundation and the approval of the district administration of each district and with the information of the villagers and the heads of the Islamic Council of the villages; And its approval in a committee consisting of the head of the Housing Foundation of the Islamic Revolution of the province as the chairman; Governor of the city, Bakhshdar of the Bakhsh, representative of the Housing and Urban Development Organization of the province, head of the Housing Foundation of the Islamic Revolution of the city, representative of the Agricultural Organization of the province, representative of the Deputy Governor for Civil Affairs; And the head of the Islamic Council of the village as an observer.

Examining the results of the implementation of the fifth program in the rural area, it can be seen that the implementation of this program has been associated with conse-

quences in three areas: economic, socio-cultural, and health. Which are shown in Tables 5 and 6.

Table 7:

Important economic consequences of the implementation of rural development policies in the Fifth Development Plan

Row	Effects and results	Evidence / Details
1	Reducing the share of the agricultural sector in employment.	During the years of implementation of the Fifth Plan, the share of employment in the agricultural sector has decreased with a gentle slope and in 2014 has reached less than 50%.
2	Decreasing the attractiveness of agricultural activities as a productive activity, and consequently the income from agricultural activities.	From 2003 to 2013, the share of the agricultural sector in providing household incomes in the village gradually decreased from 33% in 2004 to 17% in 2013.
3	Increasing the number of overdue bank receivables from farmers and villagers.	For example, the statistics of Keshavarzi Bank show that the amount of overdue receivables of this bank from farmers has increased from 32.8 thousand billion Rials in 2003 to 34.7 thousand billion Rials in 2013.
4	Creating market margins and reducing the manufacturer's share of the final product price.	The study of the producer's share of the final price of agricultural and livestock products from 2003 to 2013 shows that this share is less than 50% in agricultural products and about 41% in livestock products such as milk.
5	Increasing economic inequalities between rural and urban communities.	The study of urban and rural incomes from 2001 to 2015 shows that the share of income of each urban person is 80% more than that of any rural person. During the same period, each rural household had an income of about 120 million Rials and a cost of about 121 million Rials.
6	A slight reduction in	In the years of implementing the policies of the Fifth Plan,

unemployment.	the unemployment rate has risen from 8.9 in 2010 to 8.1 in 2014, which has not been very successful due to the productive nature of the rural community and migration to cities.
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Table 8:***Important socio-cultural consequences of the implementation of rural development policies in the Fifth Plan***

Row	Effects and results	Evidence / Details
1	Decreased population growth rate (negative rate).	According to official statistics, the population rate has decreased from 2011 to 2016 and the growth rate has increased from / 63 in 2011 to / 68 in 2016.
2	Reduce the family dimension.	The household dimension has increased from 3.7 in 2011 to 3.4 in 2016. (While from 1957 to 1991, the rural household was always increasing.)
3	Continue the process of migration from the village and reduce the share of rural migration as a destination.	Statistics show that from 1996 to 2006 about 2 million and 300 thousand people and from 2006 to 2016 630 thousand people have migrated to the city. Although the appearance of statistics indicates a decrease in migration and reverse migration, in fact, the migration of urban dwellers to the satellite towns of suburban areas due to air pollution and weather conditions and reverse migration has not occurred.
4	Increasing the average age and aging of the rural population.	The average age has increased from 23.2 in 2006 to 30.1 in 2016.
5	Reduce marriages and increase divorce rates.	According to statistics, the number of marriages has increased from 243.335 in 2006 to 122.681 in 2016 (doubling).
6	Increase literacy rates.	Literacy rate growth has increased from 75.1% in 2006 to 78.5% in 2016, but it is still 12.3% away from the urban literacy rate.

Source: Shoar-e Sal news site: <http://shoaresal.ir/fa/news/118578>

Examining rural development policies during the fourth and fifth five-year development plans, such as: providing more employment opportunities by creating appropriate incentives and supporting and encouraging investors; Entrepreneurship and development of employment-generating activities to reduce unemployment; Improving income levels and alleviating poverty; Socio-economic development of villages with emphasis on the development of social infrastructure and local institutions; Development of agricultural infrastructure; Improving the situation of rural management at national and

local levels; Creating 35,000 jobs through the Gharz al-Hasna Fund for Rural Employment Development to cover 5% of the rural unemployed; And an increase in food self-sufficiency is observed. Due to a lack of proper implementation, they do not have the desired results and consequences. For example, in the fourth program, the food self-sufficiency coefficient has been reduced from 75% in the base year (2004) to 55% in the last year of the program (2009); which indicates an increase in food imports. (For example, according to the plan, 70% self-sufficiency was predicted for oilseeds, while

in 2008, about \$ 2 billion worth of oilseeds and crude oil was imported into the country.) Or, according to the fourth plan, the implementation of water and soil infrastructure operations and agricultural development was to be invested in 2 million hectares of agricultural lands with supplied water; however, at the end of the program, only 28% of the projected goals were achieved.

Also, in the field of reducing the unemployment rate during the years of implementation of the development program, it can be seen that from 2002 to 2014, we had only an 8.8% reduction in the unemployment rate (from 8.9 in 2002 to 8.1 in 2014); Due to the productive nature of the rural sector, not much success has been achieved. From 2003 to 2014, the share of the agricultural sector in providing rural household income has gradually decreased from 33% in 2004 to 17% in 2014, which indicates the failure of agricultural infrastructure development policies. (<http://shoaresal.ir/fa/news/118578>)

Also, according to the latest census of the population of Iran in 2016, about 25.9% of the population of the country, which is equivalent to 20730625 people, live in rural areas, which compared to 1390 equal to 772 thousand 383 people. This is while the ratio of the rural population of the country according to the 2006 census was about 22227771 people, this means 31.5% of the total population; Therefore, it is observed that during a decade, our rural population has decreased by 4.6% (1497146 people). (Statistics Center of Iran, 2016, Population and Housing Census); which indicates the ineffectiveness of rural development policies in controlling rural migration.

Conclusion:

According to the studies conducted in this research and based on the conceptual model

and summarizing the opinions of domestic researchers; Obstacles to the implementation of policies in general and obstacles to the implementation of rural development policies, in particular, were considered in two areas. Obstacles to the implementation of rural development policies in three areas; Obstacles to the nature of policies; Structural barriers; Barriers to operators and users can be analyzed. According to the research results, the following are the most important obstacles to the implementation of rural development in development programs in general and in the fourth and fifth programs in particular. Ambiguity in goals; Partisanship in the formulation of rural and island development policies.

Acting during implementation by implementers due to the priority of organizational interests over the realization of program goals; Centralized bureaucratic structure; selecting inappropriate tools and not considering land logistics in the formulation of rural development policies and the lack of a special trustee in the implementation of rural development policies. Regarding the impact of the nature of the policies formulated on the non-realization of the goals of post-revolutionary development programs; Post-revolutionary programs, like pre-revolutionary development programs, are economic programs with a political orientation; until a development plan, in other words, policymakers do not have a proper understanding of rural development and the developed policies have no clear goals. Top-down policy-making (centralism) is also another disadvantage of rural development policies; which has caused them problems in the implementation phase.

It was also observed that the nature of bureaucracy after the revolution, although accompanied by institutional and organizational

changes, continued and due to centralism in the country's planning system and especially the partial planning, led to the expansion of bureaucracy and its inefficiency; In such a way that the rural part of the country found different trustees. If in the past, only the Ministry of Agriculture and Rural Development was in charge of the rural sector; After the revolution, various institutions and organs such as Jihad of Construction, Ministry of Interior, Welfare Organization, Cooperative Organization, Foundation for the Oppressed, Imam Khomeini Relief Committee, Martyr Foundation, and Basij bases are involved in rural affairs; Which not only there is no necessary coordination between their duties and activities, but they have different ways of acting as well as different social and political positions at the village level. More importantly, as in the past, instead of leading, educating, and promoting; They continue to emphasize the role of interventionist, facilitator, and agent rather than an observer. The result is an increase in people's dependence on the government and a decrease in the spirit of self-reliance and participation in them. (Azkia, 2013: p. 109)

Regarding the role of environmental factors (implementers and users) in the failure to successfully implement the policies of development programs; It was observed that the policies for rural development had a one-level character. In other words, although the programs were spatially implemented at three levels: national, regional, and urban; they were designed only at the national level and did not conform to the ecological features, cultural, social, and economic construction and physical texture of all the villages; and planning for rural development was one-sided. (Rokn al-din Eftekhari, 1993: p. 62)

Regarding the role of implementers in the non-implementation of rural development

policies, it can be said: In general, the country's development programs should be along with each other and complement previous actions; while development plans are not written based on the results of previous plans and its problems. In addition, the performance and pathology of past programs are reviewed by the design and implementation team itself. In other words, the design, implementation, and monitoring are done by a group; therefore, the decrees and laws that have not been implemented are not well followed, and this process has caused the current situation of our country's development program. This means that every five years, several new laws with beautiful and worldly concepts are passed and codified in these programs, without sufficient funding or based on the pathology of previous programs. The reason for this trend is that there is no need to respond in this regard; therefore, in each period, some comprehensive, complete, and idealistic laws are passed with worldly concepts without any fear of their implementation; It is as if passing all these laws does not impose any heavy obligations on the government.

The main differences in the cultural, social, climatic, and ecological structure of different villages of the country, in other words, land management are not included in the development of programs; As a result, choosing a policy for different environments with different goals in the implementation environment is faced with a major problem. Sectarianism in formulating rural and island development policies, acting by its trustees in different sectors; the priority of the organizational interests of the implementers over the objectives of the developed policies. Lack of a special trustee and disregard for the participation of rural people in policymaking; Prioritization of political goals over develop-

ment goals when implementing policies, especially by elected representatives in the parliament (policymakers) and priority of obtaining cross-cutting satisfaction over sustainable development; Caused the policies to face problems in the implementation phase and the intended goals were not achieved; Or that they are incompletely realized.

The barriers identified in the conclusions and opinions resulting from previous research are in some cases similar to the results of this research. (Rezvani, 2001) Lack of planning and preparation of a five-year development plan at the local level; Lack of logical relationship between national, regional, and local levels; Top-down planning and decision-making governance; The rule of partial planning in the structure of the rural planning system; Lack of participation of people and non-governmental organizations in rural planning; Also, the lack of integrated management in rural development planning is the most important features and shortcomings of the country's development planning. (Mostafa Azkia and Shokoo Dibaji Foroushani, 2016) Developing top-down programs (centralism) and outsourcing the participatory model of policies; Lack of sufficient budget credits; The development of programs based on the harms of previous programs and the non-accountability of any institution or body if not implemented are the most important obstacles to the implementation of rural development policies. (Rezvani, 2000)

Lack of comprehensiveness of rural development goals and programs due to the dominance of the sectoral planning system in the country and lack of coordination and complete non-compliance between the goals; Policies and executive programs together point to the most important obstacles to implementing development program policies. (Seyed Ali Badri, 2011) He mentions ob-

stacles to the implementation of rural development policies in cases such as lack of explanation of theoretical foundations, lack of management of rural units, lack of sustainable financial resources, and low participation of local people. (Mohammad Sadegh Aliaei et al., 2011) The implementation of development programs by governments and through top-down strategies and the lack of importance of rural development programs to indigenous knowledge and people's participation is the most important obstacles to the implementation of rural development policies.

Therefore, to successfully implement rural development policies, policymakers have refrained from formulating unrealistic and ambitious policies; and formulate policies based on the facts, environmental conditions, resources, and tools available in the country and for a long time. State their policy objectives and hierarchy as clearly as possible; Rely on explicitly or implicitly the preparation of policies based on a valid causal theory and refrain from formulating spatial policies without theoretical support. Develop clear rules for the proper implementation of policies by organizations that have the necessary executive guarantees. Assign the task of implementation to organizations that have sufficient experience and commitment and are accepted in the village community. Consider the opinion of the implementers in formulating the policy so that the adopted policies are more compatible with the environmental realities and technical constraints. Policymakers should develop rural development policies based on the capacities and potentials of each region; and refrain from preparing a single version for the entire rural community and consider the role of rural people in the policy-making phase; and provide the ground for public participation in the implementation of policies. Finally, to properly implement rural

development policies, the management organization in each province should develop a rural development document based on their upstream documents and local capacities.

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