Challenges of the Informal Settlements in
Developing Countries' Cities: A Case Study of Iran

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Abstract: The increase of population rate in the last two centuries, and especially the urban population's rate, may contribute to the concentration of the population around the growth poles. A large portion of the population resides in the outer area of the cities, which may cause the creation of informal settlements in suburban areas. The informal settlements are common phenomena found in developing countries. As a developing country, Iranian cities are some of the biggest cities in the Middle-East to have been developed unequally because of the growth of informal settlements. Iran has rapidly met these challenges since the 1960s. Thus, the present study attempts to emerge the different reasons for the creation of informal settlements in Iranian cities and to reveal failure reasons of Iranian government efforts to mitigate, manage and improve the informal settlements. In order to achieve this objective, the paper as an explanation research employed evaluation method using available secondary data. At last, the findings of this paper indicated that there are two major inefficiencies in failure of the government efforts, including lack of adequate national policy in low-cost housing and growth in the less development regions, and inefficiencies in the management of rural and urban areas.

Key words: Immigration · Informal Settlements · Developing Countries · Urban Development · Urban Management

INTRODUCTION

For human history before the eighteenth century, population growth averaged remained zero over long periods. The world urban population growth has been rapid since 1950 [1]. The United Nations report revealed that the world urban population will rise by 4 billion till 2030, whereas 90% of this population birth will be in developing or undeveloped countries [2]. According to the UN forecast, more than a third of world's population and nearly eighty percent (78%) of the urban population will reside in slums areas of developing and undeveloped countries by 2030 [3]. This situation will verify mostly because of the fact that there are more urban facilities, infrastructures and sources of wealth in the cities. Therefore, the aforementioned conditions have pushed development and growth around cities and towns.

In contrast, both developing and undeveloped countries are experiencing different conditions. In the light of this consideration, informal settlements were constituted by residing people on the outskirts of major cities. Informal settlements are described with various expressions such as squatter settlements, shanty towns and slums. These definitions refer to those places which have an economical relationship with the surrounding city environments, while having major differences in terms of social and physical aspects. Generally, major elements of informal settlements are indicated by different characters such as poverty, high density population, crime, poor housing, and unplanned control [4].

Different reasons were indicated for migration and formation of informal settlements around the outskirts of major cities in the world, but Iranian cities have experienced different conditions. Iran as a developing country with the rapid urbanisation has met particular informal settlements among developing countries since 1960s. Meanwhile, one eighth of the urban population live in the Iranian informal settlements that more than 40% of such informal settlements population reside in the surrounding of Iranian major cities such as Tehran,

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Mashhad, Isfahan, Tabriz, and Shiraz. Informal settlements and its social and physical consequences are considered as one of the main urban planning issues. Therefore, the present study focuses on the informal settlement around of major cities in Iran. Furthermore, it describes differences of the informal settlements between Iran and other developing countries. Finally, it seeks to find inefficiency's reasons of the government functions to control and improve the informal settlements.

MATERIAL AND METHODS

In order to answer the research objective, this study employs an evaluation method using inferential statistics. The type of research fits the requirements of explanation in the current social research. Evidence suggested that determining whether the research under revision succeeds or fails, is the most important aspect in such evaluating studies [5]. The present study employed the experimental research design as a type of evaluation research. This methodological review is written based on available secondary data of the Iranian government reports. This paper is written based on various data, obtained from the findings of major international organizations such as United Nations Population Division (UNPF), United Nation Habitat (UNDP), international research institutes, and Economic Commission for Europe region. Furthermore, land administration policies in developing counties are reviewed because of the creation of basic viewpoints regarding urbanization and management of urban development in developing countries. Official statistics reports and published international databases provide information for the authors to reveal the focused topic. In addition to secondary sources of data, informal settlements were recognized as common issues in developing countries and most market economics countries which stretched from Southeast Asia to Africa and Latin America by review of some available published papers in international journals.

First, the concept of informal settlements is described through highlighting of both physical and social characters. The paper focuses on Iran as a country which has experienced informal settlements since the mid-1950s. In the next section, In order to illustrate the emerging of informal settlement in the study area, they are classified into different categories. This is followed by presenting effective factors on informal settlements growth as urbanization consequences. A review of the literature is employed throughout the paper. Lastly the conclusion includes important findings and recommendations to deal with issues at hand.

Concept of the Informal Settlement: Before a brief explanation outlining the informal settlements' issues in Iranian cities, it seems necessary to provide a general introduction to the definition of informal settlement. In this section, the study attempts to define and introduce the characters of informal settlements and the people who live there. As a common idea"Informal settlements are often characterized as illegal residential formations lacking basic infrastructure, security of tenure, adequate housing, etc." [6, p. 1]. In other words, informal settlements are described as residential formation where housing has been constructed without the required legal permit for use of the land or outside any urban development plan. In general, residents of informal settlements lack the legal rights to the land and the house where they live and become vulnerable to eviction. In addition, because of their improvised nature, units often lack basic facilities such as running water and sanitation, which creates further challenges to public authorities. In the light of the above definition, many kinds of settlements can be considered as informal settlements. Tsenkova [6] classified informal settlements to five categories which are as follows:

- Upgraded squatter settlements
- Illegal subdivisions
- Settlements for vulnerable groups of refugees and internally-displaced persons
- Substandard inner-city housing, and
- Squatter settlements

Most of these settlements experience different issues due to the lack of urban facilities and infrastructures. In addition, informal settlements are inscribed by different characteristics. In other words, they have special characteristics in the physical, social, and legal aspects. The following sections will attempt to describe them.

Physical Characteristics: An informal settlement has to face different kinds of limitations and shortages as it generally represents an area which has been created and developed without any plans and control. Although various reasons can be individuated in regards to this, one of the most important may be traced back to the lack or limitation of urban services or urban infrastructures in these areas [7]. A review of these settlements indicates that most of them faced problems with water supply, disposal of waste water, electric power networks, health support, public transport and public area existence, such as the lack of parks and open space [8].

Although the conditions of informal settlements are different according to different countries, evidence demonstrates that the facilities and the quality of life are extremely different between these areas and the nearby cities. Furthermore, these areas are used and inhabited by people which are poor or of low economic capabilities.

Accordingly, they have shelter in buildings which are built irregularly, are defective and without quality and defensive support against storms, floods, and earthquake. In fact, they build these buildings as basic shelters which are not regulated by any plan or policy. Hence, the buildings as fundamental elements in forming the settlements' tissue have caused to bewilder it. Due to the unplanned development of these areas, the existing roads are determined according to the historical usage and cross-road is constructed casually. Therefore, roads, buildings, and nodes as elements of the physical environment in each urban tissue could not represent an appropriate physical identity in such areas.

Social Characteristics: As mentioned earlier, informal settlements are created by people without adequate housing into the cities. A large portion of them emigrated from other regions to the outskirts of major cities. They are unskilled laborers seeking suitable work, whereas they are employed in low-level work in different sectors. Due to the lack of facilities, children education is unorganized and inefficient. Usually children spend their time out of their houses, and subsequently face social problems which threaten them. Piran [9] believed that residents of the informal settlements are the result of the crash between two different social-cultural systems. So, they belong to both systems and are not competently dependent. Accordingly, Perlman [10] described the social characteristics of people residing in informal settlements. According to his research, the social characteristics of people in the informal settlement emerged as follows:

- They are concerned about their future more than other persons in their region;
- They correctly recognize city conditions;
- They are realistic and attempt to provide better education conditions for their children;
- They make an effort to improve their environmental conditions;
- They are sensitive to political issues, especially those influencing their lives;
- They are very diligent in economic affairs [10].

Generally, informal settlements are considered by their residents as places to improve life conditions. Different views regarding these areas and the people who inhabit them have been theorized. Although there are various views regarding informal settlements' affairs, the general idea agrees on the consideration that informal settlements are particular areas surrounding cities with their own physical characteristics; therefore also the people who live there have specific social characteristics.

The Informal Settlement in Iran: As noted earlier, informal settlement as a phenomenon verifies in the majority of developing and underdeveloped countries because of different reasons such as deficient social and economical structures, rapid growth of the poor population and immigration from rural areas into urban regions [11]. Iran, as a developing country, has faced a rapid urbanization growth in the last 40 years. Urban populations grew from 31.4 percent in 1956 to 68.6 percent in 2006 [12]. Therefore, it can be concluded that from 70 million Iranian populations, more than 48 million persons live in urban areas. For instance, Tehran as capital of Iran faced uncontrolled growth because of the different illegal settlements in these years which were included through political forces. Although the rate of urbanization growth has changed considerably during these years, it has kept going (refer to Table 1). On the other hand, it is estimated that a quarter of the urban population will live in informal settlements in the next decade [7].

This May Have Happened Because of the Following Reasons:

- Lack of strategic planning in urban and regional plans;
- Management contradictions in the urban development system;
- Inappropriate policies based on Family Planning during a part of this period;
- Major investments in some cities and unbalanced regional development;
- Disproportionate distribution of national income in different regions;
- Inappropriate policies in urban land management and urban development plans.

Generally, the Iranian informal settlements have exclusive characters in terms of social and physical aspects among other developing countries. In terms of the social aspects, the most low-income people in Iran who

Table 1: Population distribution in Iranian urban /rural areas from 1956 to 2006

Years	Total Population	%	Urban Population	%	Rural Population	%
1956	18,954,704	100	5,953,563	31.4	13,001,141	68.6
1966	25,788,722	100	9,794,246	38.0	15,994,476	62.0
1976	33,708,744	100	15,854,680	47.0	17,854,064	53.0
1986	49,445,010	100	26,844,561	54.3	22,600,449	45.7
1996	60,055,488	100	36,818,000	61.3	23,237,488	38.7
2006	70,391,065	100	48,259,964	68.6	22,131,101	31.5

Source: [12, 15-19].

considered as major residents of informal settlements are richer than poor people in such countries [13]. In the light of the physical aspects, houses specifications in Iran do not have similarity with the other countries. Simply put, a large portion of the Iranian informal settlement houses are constructed by regular materials using in formal settlement houses. Another obvious difference in this regard refers to the differences of the construction procedures, where they are constructed spontaneously in the most developing countries and gradually in the Iranian context [14]. Consequently, lack of government or municipality supervision led the residents develop and extend their houses after a few months. As noted earlier, informal settlements are appeared based on different aspects which most of them are common and some of them are exclusive. Most important exclusive ones are explained in turn.

Industrial Development: Unbalanced urban and regional development resulted from the issues [20-23]. Generally, different policies have influenced the change of urbanization patterns in Iran during the last four decades. One of them refers to the establishment of industries and factories in the neighborhoods of the cities' outskirts. Actually, industrial development has begun when government implemented the first national development plan in 1948, but it was kept doing with establishment of industrial poles in the second national development plan (1955-1962) surrounding major cities such as Tehran, Mashhad, Isfahan, Tabriz, and Shiraz [24]. According to this policy, most of the heavy industries and factories have been built around the major cities. The implementation of this policy has caused changed relationships between urban and rural areas. According to the first general population and housing census which was conducted by General Department of Public in 1956, 41.6 percent of urban populations resided into five major Iranian cities such as Tehran, Mashhad, Isfahan, Tabriz, and Shiraz. Among these cities, Tehran as the most major city of Iran experienced most urban population growth
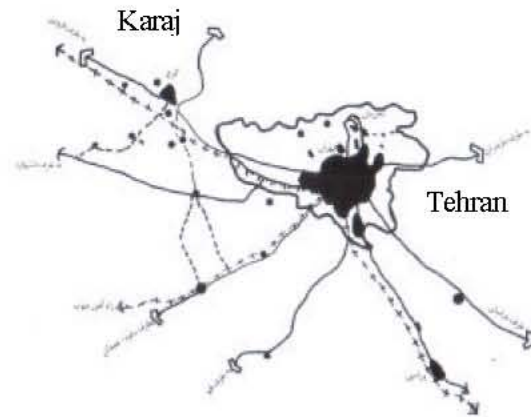

Map 1: Situation of Tehran and industries regions in 1966 Source: [7]

rate (25.4%). In fact, this rate was the highest urban population growth rate until now in Iran and then Tehran boundaries has been developed widely. According to Map 1, densed "tissue" was formed surrounding Tehran central core in 1966 and new industries established outside of such tissue and close to major roads.

According to Map 2 and Map 3, Tehran has grown around the major transportation network where industries were established. Hence, different resident settlements have birthed and risen as far as major roads especially in South, West, and South East roads during 1976-1996, but similar settlements were not created in north of Tehran due to the existence of the Alborz mountains which continue to Karaj. At last, the government legitimizes informal settlements based on the social forces, for instance, rapid growth resident settlements surrounding Tehran led the government to approve the establishment of new province from a part of Tehran province having a capital of Karaj. In other words, such settlements and their requirements were neglected and are considered after an informal growth.

Meanwhile, the censuses indicated that although urban populations have increased, but urban population growth rate have reduced since 1956 in Iran
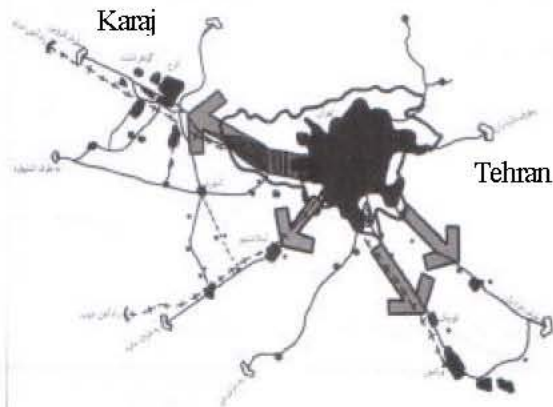
Map 2 (Left side): Development of Tehran directions around of major transportations network in 1976 Source: [7]
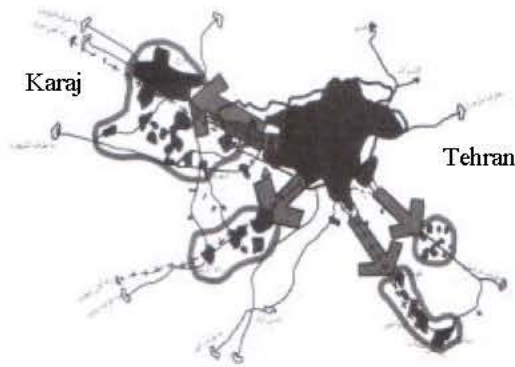
Map 3 (Right side): Establishment and growth of the informal residential settlements among of industries regions and Tehran old residential tissues in 1996 Source: [7]

(refer to Table 1) [12, 15-19]. Therefore, one possible explanation is that rural populations preferred to immigrate to cities and consequently, informal settlements issues developed in the Iranian middle-size cities. However, in this respect some of the major effects are described as follows:

- To improve cities position with respect to villages in the regions;
- To establish more independency of urban areas from different productions in rural areas;
- To disconnect the historic relationship between urban and rural areas; and
- To promote capitalist system in the market system [23].

Generally, most of the rapid urban population growth occurred due to the industrial development as mentioned above. A review of the general population and housing census reveals that until the present time, most of the population migration into cities happened after implementation of industrial development policy (refer to Table 1).

Land Reform: However, land reform was another policy which had major effects on the rural and urban areas in the social structure of Iran. Based on the third national development plan (1963-1967), Iranian government commenced for implementation land reform from 1962 to 1971. Land reform implementation causes various socioeconomic transformations in Iranian society [25]. Furthermore, this policy contributed to change socio-economical structure in rural areas [26]. Before the implementation of this policy, each rural area had one or two major land holders employing poor people to work on their agricultural properties in rural areas of the country. After the implementation of this policy, the major land holders were dispossessed of their agricultural lands by regulations of land reforms. Land reforms caused the destruction of social relationships in the rural settings. Due to the land reform, the poor people obtained suitable land for agriculture, but they did not employ independently adequate facilities for cultivation work in rural areas. So, they ultimately sold or released their lands and moved to the cities looking for better jobs. Therefore, the land reform could not achieve its goals, destroying the social and commercial structures present in rural areas. On the other hand, Iranian cities were not able to employ the poor migrants in their industries or factory areas. It is indeed clear that they needed shelter or housing, but they were unable to find it in legal ways because of their inadequate income levels. Consequently, informal settlements appeared uncontrolled and unplanned and then, shelters and houses were built without building regulations and urban development policies [27]. For instance, Isfahan as a major city had experienced informal settlements after land reform. According to Table 2, populations of informal settlements were compared with urban population in Isfahan within 40 years.

Iran-Iraq War: Although many years elapsed from the implementation of land reform, the informal settlements have been growing continuously. After the Islamic revolution in 1979 and the 1980-1988 Iraq-Iran war, the Western part of Iran was attacked by the Iraqi military.

Table 2: Population distribution in urban /informal settlements areas at Isfahan from 1939 to 1993

Year	Effective event	Isfahan population	Population of informal settlements	Growth rate (percent)
1939	--------	100000	65	-
1957	Land Reform	256000	62275	5.5%
1979	Industrialization	661510	249100	3.4%
1993	War	1273650	362400	2.2%

Source: [28]

One of the consequences of this war may be individuated with the movement of billions of people from the Western part to the Eastern and Central parts of Iran. In this case, Tehran and Shiraz were experienced as great migration destinations [27]. Government supported them to live in major cities due to the specific conditions of war. The conflict finished in 1988, but some of the people did not go back to their hometowns. The government attempted to turn them back by offering appropriate facilities, but a large part of the people preferred to continue living around major cities and conduct their lives within informal settlements [27].

However, Iranian informal settlements can be classified in terms of construction materials as follows:

Shed: This type of informal houses composed of low-rise and high-density buildings which are made in the most informal settlement houses in Tehran, Mashhad, Tabriz, Hamadan and Kerman. Such houses are built by impermanent materials such as tin, timber, stone and mud.

Lodge: In this category, straw, mat, rush are considered as main materials. The lodges are observed in informal settlements of warm areas such as Khuzestan and Sistan & Baluchistan provinces.

Hovel: It is a type of shelters in informal settlements which is known as broken-down dwelling. Basically, it can be considered as a kind of shanty, and located inside of caves, pits and boughs.

Tent: These kinds of houses are considered as basic shelters and built by fabric materials such as cotton, canvas and nylon. Such shelters are seen in informal settlements at Bandar Abbas, south east and south west of Tehran.

Groin: Groin is another type of unstable shelters, included houses with stony, muddy and adobe walls, and the houses are roofed by mat and leaves [29].

Residential Unit: Most of the informal settlement shelters improved to residential unit after years when government recognizes residents' legitimacy. In the light of the increasing urban land price, this kind of houses constructed surrounding Iranian major cities such as Tehran, Isfahan and Shiraz. In this case, houses are built by regular materials in terms of the regions specifications such as concrete, brick, block-joist and steel. This kind of the informal settlement houses is not observed in other developing countries.

As described above, there are different refuges which are built by short-lived materials. Most of the shelters materials are similar among the Iranian informal settlements and other developing countries. It is believed that expecting the last category, other type shelters are wobbly and insecure. Although, the social aspects of the Iranian informal settlements have high similarity with the other developing countries, but the residential unit houses (as a physical aspect) are only used in the Iranian informal settlements which consist of higher safety. In terms of social aspects, informal settlements are recognized by some characteristics of the society namely, poverty, unemployment, low living standards, and non social-norms at developing countries.

Effective Factors in the Growth of Iranian Informal Settlements: Various events have caused the migration of a huge mass of population to the cities. Consequently, social relationships were changed between rural and urban areas. This resulted in the formation of a high density population in the cities [30]. Nevertheless, urban authorities could not be able to provide employment opportunities for many people in productive manufacturing and heavy industries development due to the inadequate production's infrastructure in the cities. Hence, they are mostly employed in service jobs and low-work. Consequently, oil revenues played a major role in the country more than in the past. The previous empirical studies reviewed the Iranian informal settlements, indicating various reasons in order to establishment such phenomenon [7, 13, 14, 20, 23, 25-29].

The present study employs previous findings in order to achieve most effective factors in the failure government policies to control informal settlement growth in the country. Hence, reasons of the establishment informal settlements and government functions are evaluated through different aspects. Thus, fundamental bases are classified in the three major parts. In light of these considerations, informal settlements in Iran have grown due to the following factors.

Housing: Residential land use occupied the largest area in cities, and thus it plays key role in the formation of city. Its role influences both physical and social aspects in the city transitions. Housing issue is, indeed, taken into consideration as one of the common problems at several developing countries such as Southeast Asia, Middle East and Africa.

Most governments attempt to provide public housing by direct action for different social levels especially low-income people in cities. In this case, the present study employed different experiences of Egypt and Thailand. Iran and two aforementioned countries are considered as developing countries in different regions. Iran as a country in the Middle East, Egypt as an African Country, and Thailand as a Southeast country have gone in similar way to have moderate growth through economic development, rapid urbanization, and industrialization in last decades. Meanwhile, Egypt like other African governments considered public housing policy after the independence [31]. Indeed, these efforts are unsuccessful because urban governances have met two major challenges in the most African countries. First, in response to the rapid population growth, they met a high demand for urban land and infrastructure, and the second one refers to lack of appropriate financial and administrative resources [32]. In another experience, Thailand government implemented housing planning for low-income people, but the residents prefer to sublet their apartments to others people with high income level [33]. Therefore, low-income housing or public housing planning has failed in most of developing countries due to different issues such as financial resources, inefficiencies administrative policies, and finally the peoples' culture was not acceptable among cities residents. Hence, government interventions did not success and housing demand brought deep issues in cities. People swarm to areas within or out of cities boundaries and then, informal housing birthed.

On the other hand, Iranian government implemented different policies for prevention of housing issues such as rental house and house price in the mid-1960s, but social conflicts cause government suspended these policies [27]. In order to increase urban land price and shortage of housing, unofficial market or black market created housing and urban land. Building regulations, land use rules, regulations of land division and building density were neglected. Then, house price was reduced in the unofficial market due to the lack of official permissions. This was in line with the development of informal settlements and the population, mostly constituted by immigrants, preferred to reside in these areas. Zebardast [34] believed that the growth of informal settlements in Iran occurred because of different factors such as the inadequacy of the housing sector in the major cities. This does not only happen in Iran, whereas several other countries with capitalism economy system have faced informal settlement challenges as a substantial component of housing sector [6].

Social Connections: The lack of urban land inside of the city boundaries is one of the main reasons to change agricultural land use to residential land use. In other words, agriculture land was changed into residential land illegally by the landlords and then, properties were sold to immigrants in order to build the houses [7, 23]. Generally, the construction of houses on these lands has caused the birth of informal settlements. As a first step, the residents of these areas provide their needs of urban services such as electric power, running water and health services from unofficial ways. After a short time, they insist that the urban management should provide urban services for them. Because of common shortages and issues, a kind of physical connection is created by the residents in the informal settlements. Physical adjacency has caused the increased development of social and neighborhood linkages between residents in the informal settlements. This linkage is a strong instrument for the residents seeking a new identity for themselves based on the new inhabited areas. They have emigrated from other regions to the city outskirts, and consequently they faced some problems because of their geographic origin. They require the new identity to become a city resident. This problem is common among most of the people who migrate to informal settlements. Through social linkages and the need to achieve a new identity, they attempt to create urban elements within the informal settlements.

In fact, giving an identity to informal settlements increased the number of people who migrated into these settlements. According to the aforementioned elements, the informal settlements will be developed more if urban management approved the establishment of urban services, urban elements and urban infrastructures for them.

A large body of studies posited that residents of informal settlements force on urban management in the provision of urban infrastructures and facilities [35-38]. Informal settlements in the most developing countries can be seen which have developed by people forces surrounding major cities such as Isfahan (Iran), Cairo (capital city of Egypt), and Kuala Lumpur (capital city of Malaysia) [39, 40]. In these cases, people forces Emerged through some social correlations such as religious and ethnic affiliation. Usually, Residents of this area attempt to provide urban structures by social connection without government interventions. Meanwhile the informal community has become more visible to demand their rights to the city. Taken as a whole, it seems that social pressures to provide urban facilities in informal settlements are considered as common issues in developing countries or countries with rapid urbanization.

Urban and Regional Planning: As mentioned earlier, Iranian cities experienced comprehensive urban development planning in the last four decades. As a consequence, cities growth faced different problems revealing the plans inefficiencies [41, 42]. In this subject, an assessment of urban development plans in Iranian cities was done in 1993. In the light of the assessment, 15 percent areas of sample cities (796 square hectares) were grown outside of city boundaries. So, it can be assumed that these areas were developed without urban authorities' controls because urban development plans did not cover such areas [43].

Therefore, urban planning is one of the elements which determine the scope and scale of informal settlements in Iran. In fact, urban low-income population is not considered by the current urban planning system, especially in urban development plans and housing planning [23, 27, 41]. This lack of attention has pushed the birth of an unofficial housing market and subsequently the creation of informal settlements has intensified in the cities' peripheries [44]. To this respect, Shokouhi [45] believed that the urban planning approach deficiency is one of the strongest reasons for the formation of informal settlements in developing countries. He further explained that urban development plans such as master plans or detailed plans attempt to set up different regulations and criteria which disagree with the social and economic aspects of life [45]. In addition, he stated that the lack of appropriate connections between urban development plans and regional development plans have caused unbalanced urban and rural areas to develop [45]. Accordingly with Shokouhi's discussion, Zebardast [34] believed that the growth of informal settlements in Iran occurred due to different factors such as the lack of appropriate policies regarding urban development in major cities. A study conducted by Kamrava [27] indicated that a lack of attention to different aspect of cities' growth can encourage the formation of informal settlements.

Finally, regional planning and urban planning may be able to develop different urban and rural areas in regions based on the abilities and functions. Based on this consideration, various places can develop appropriate settlements for people in other cities. Generally, the population move to settlements which have better job opportunities, infrastructures, facilities and services because of the fact they are looking to have better conditions and to enhance their quality of life. Hence, it is not possible to change people's demand for better life. It is clear that a balanced development and equitable distribution of facilities is the most basic measure to prevent the development of informal settlements.

CONCLUSION

As expressed earlier, millions of poor people attempt to achieve a better quality of life by migrating into cities in developing countries. Major cities are always the first choice for most of the poor people due to the fact that major cities may provide low-work opportunities better than other cities. Simply, the immigrants require appropriate shelters which are compatible with their budget options. Hence, the black market has developed in the housing sector. This situation, generally speaking, occurs in all of the developing countries, but Iran as a developing country has been experiencing different policies and events which have effected the formation and growth of the informal settlements. Although land reform, industrializing, and the war are known as the primary reasons for the formation of informal settlements, but different elements have contributed to push the growth of informal settlements in Iranian cities. Lack of adequate

national policy in different sectors such as low-cost housing, improvement of rural and small cities infrastructures, and growth in the less development regions have caused population move from rural areas and small cities into the bigger cities or major cities to exploit the urban services and facilities. In order to reduce the problems, Government only approved the changes of city boundaries and confirmed their legitimacy of land occupation in each times which are instead remained as main concerns.

Lastly, inefficiencies in urban management advance the informal settlements phenomenon. Different institutions and organizations influenced the city affairs such as the physical development process, financial investment, and quality of life. Unfortunately, these institutions do not have connections with each other. These low level coordinations are shown among different institutions. It needs to be noted that urban development plans as official documents in the development process of the cities have major inefficiencies. Basically, urban development plans have foundational inability in preparation, approval, and implementation processes. In this case, emerging issues are as follows:

- Inefficiencies in the method of forecasting population;
- Lack of real requirements of population;
- Lack of urbanization policies;
- Lack of policies in distributions of population;
- Lack of national plans or regional plans in respect with master plans;
- Unbalanced development of cities;
- Lack of authority for management of rural areas;
- Lack of organizational chart for administrative affairs of rural areas.

Therefore, growth of informal settlements refers to the result of two major elements: (1) lack of adequate national policy in different sectors such as low cost housing, improvement of rural and small cities infrastructures, and growth in the less development regions; and (2) inefficiencies in the management of rural and urban areas. To solve or mitigate the growth of the informal settlements' problems, people must consider this as a main factor. The government must attempt to provide different actions through various aspects. But it can also be considered that collective actions should be applied in three parts simultaneously which are as follows:

- Improvement of infrastructures, services and administrative affairs in rural areas;
- Development of cities based on the regional planning; and
- Support to promote physical identity, urban services and public participant in the current informal settlements.

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