

RESEARCH ARTICLE

Empowering informal settlements around metropolises (Case study: District 19 of Tehran, Iran)

S. Zeynab

Master of Urban Design, Payame Noor University, Tehran, Iran

Author E-mail: Zesa1371@gmail.com

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Informal settlement is one of the unfortunate consequences of urbanization in the contemporary world, especially as a result of the accelerated industrialization and regional inequalities, which has confronted many problems, especially cities and towns in general. According to statistics presented in the United Nations Human Resettlement Program (2003), one out of every three people in the world will live in the suburbs and illegal settlements for the next 30 years. This study investigates the causes of informal settlements in district 19 of Tehran. The baseline data for the year 1395 are field survey and were conducted for better study and sampling among sample households. The validity of the test was obtained by Cronbach's alpha formula: 0.62. The research method is descriptive-analytical. The statistical population consisted of all the households in the target neighborhoods. 107 individuals were selected by cluster sampling method and questionnaires were distributed among them. SPSS software was used for data analysis. The results show that one of the main strategies for organizing and resolving many of the problems of resettled households is empowering residents and revitalizing their physical structure and promoting economic activities, employment, creating new job opportunities and increasing income. Another approach that should be taken into consideration by the authorities is the improvement of demolished housing, due to the inability of tenants to occupy it and the need to consider and adopt a method to improve housing in demolished housing.

Keywords: Urbanization; Informal settlements; Empowering; District 19 of Tehran

Introduction

The problem of informal settlements in urban areas of Third World countries is considered as one of the consequences of increasing urbanization and increasing population of cities and the lack of integrated and effective urban management system (Rafian, 2010: 12). Statistics provided by international organizations show that about one-sixth of the world's population lives in slum and marginal areas (Hadizadeh, 2011: 10). A recent report by the United Nations Human Resource Center reports that between one-third to one-fourth of the world's urban population is in absolute poverty (Mumtaz, B., 2010). In this connection, the World Commission on the Future of Cities in the 21st Century has also warned that, as the growth of super cities, urban poverty in third world countries has increased. However, much of the urbanization will be based on the informal economy and with the expansion of informal settlements and will in the future. This tendency is called unofficial urbanization (Sarraf, 5: 1381), which has resulted in illegal land, housing shortages, utilities, unemployment and other issues (Gilderbloom, I, 2011). The failure of social housing policies (1960s) and land-service schemes (1970s), as well as the increasing number of slums and illegal and occupied settlements on the fringes of cities, mark the beginning of the "empowerment approach" of the late 1980s. (Hadizadeh, 2011: 28: 28) According to this approach, confrontational and militant approaches to informal settlements and suburbs are not a good solution to the problems of informal settlements. Solving it requires public participation and the capacity building of local communities in all aspects of social, economic, cultural and human development (Piran, 2012: 9). Illegal and abnormal settlements in Iran, too, are a type of settlement within or adjacent to cities that have an unpleasant appearance and an uneven texture to the city. And they are named after suburbs, informal settlements, car settlements, unplanned, irregular, and unregulated (Perlman, J, 2012). The inhabitants of these settlements are low-income and sometimes displaced people from natural and man-made disasters such as war or rural settlements with little urbanization record. (UN-HABITAT, 2009) It is estimated that one-eighth of the country's urban population (about four and a half million people) reside in such informal settlements, and the trend will continue to increase at a rate of more than one-quarter to more than one in the next decade. It will double (Zahed Zahedani, 1387: 13). This phenomenon is observed today not only in big cities but also in medium cities in our country. Considering the process of formation and organization of District 19 of Tehran Municipality as well as its geographical location and history of physical changes, it seems that the main problem of informal settlement in this area is the need to increase the attraction of services, facilities, facilities and urban equipment. Informal settlement communities in the area seem necessary. Given the geographical location of the area (its absolute and relative position), it is located in a natural and agricultural context south of the city of Tehran and located among the four important highways that form the boundary of this area, the possibility of informal settlement expansion in the wide area of Tehran 19 area. Due to the fact that this area is a car settlement and has grown into a municipal district of Tehran during the period of 1987 to the present, it has been faced with problems and problems of urban development, so it is necessary to study the factors affecting its organization.

Research Hypothesis

It seems that urban and rural migrations is one of the reasons for the formation and expansion of informal housing in the area. It seems that reinforcing social capital can play an important role in empowering informal housing in district 19 of Tehran. Planning to organize and empower people with participation seems to be the best solution to the problem of informal housing in the

19th district of Tehran. The present study is an applied type whose results can be applied to executables. The statistical population of the study consisted of all the displaced households of Esmail Abad and Dolatkah neighborhoods (area 3 in District 19 of Tehran) 17 informal settlements in the workhouses around the brick kilns are located there. Based on the census of 2016, this population is equal to 15010 persons. 307 people were selected using simple random sampling. In this study, two methods of library and field research were used for data collection. The validity of his research questionnaire is as follows:

To assess the reliability of the questionnaire, SPSS software and 30 sample population (households residing in informal settlements) were used. The results of the test are presented in Table 1.

Table 1. Questionnaire reliability using Alpha-Cronbach’s method in SPSS software.

Reliability Statistics	
Cronbach's Alpha	N of Items
0.722	30

The Cronbach's alpha coefficient is 0.722. This indicates that the questionnaire has a relatively good reliability and can be used. Location in the city. The city of Tehran currently has 22 municipal districts located in the 19th district south of Tehran. District 19, from north, east and west is next to district of 17,16 and 18, respectively. The axis of Zamzam and Ayatollah Sa'idi constitute the common border between district 19 and the neighboring northern and western districts. On the east side of Bahman Yar Street and the northern part of Tondguyan Highway is the intersection between district 19 and district 16. District 19 is bounded on the south by Azadegan Highway and south of Tehran city (Figure 1).



Figure 1. Districts of Tehran.

According to the municipal service tasks, five metropolitan areas have been designated for district 19 of Tehran, two of which are outside the city's legal boundary and in privacy Figure 1. These areas are:

Area 1: Includes Khani Abad area

Area 2: Contains two areas of Shariati and Abdulabad

Area 3: Includes two Nemat Abad and Dowlatah areas

Area 4: Located in the South of the area

Area 5: Located in the south of the area

The scope of the West Nematabad urban landscape plan includes part of the residential area of Tehran's Nineteenth District, whose formation and evolution are influenced by how the area grows and the attractive uses of its population. In this regard, in this section, first, the evolution of district 19 and its influencing factors is examined and then the formation of the range is specifically discussed.

Results and Findings

Time of the settlement in the location

Most of the respondents (43.3%) mentioned their residence time between 10-20 years. Also, residence time between 30-40 years was the lowest with 6%. Table 2 shows the length of time the respondents resided.

Table 2. time duration of settlement of respondents.

Settlement time duration	Per cent
Less than 10 years	14.7
Between 10 to 20 years	43.3
Between 20 to 30 years	36
Between 30 to 40 years	6
Total	100

Inferential Findings

Test of the first hypothesis

Urban and rural migration seems to be one of the reasons for the formation and expansion of informal housing in the area. In order to evaluate and reject or reject the first hypothesis of the present study, a questionnaire was completed in the scope of the study in order to evaluate the percentage of immigrants entering the area. Previous place of residence of households in the area and the cause of migration to the area were also questions that were asked in this study to determine the source of immigration and the percentage of primary residents. The field survey of 347 households in the study area showed that 84% of the residents were from the immigrants who entered the study area and the rest constituted the second generation. The next component that has been questioned in assessing rural-urban migration as an important factor in the formation and expansion of informal settlements in the study area was the former residence of the migrants entering the area. This is because it can be seen that a few percent of the immigrants and consequently the formation of such settlements have been marginalized by the political economy and regional imbalances and a few percent by the urban ill economy. As shown in the table below, most residents of the study area have migrated from the village to this area.

Table 3. Previous residence of the household.

Previous residence	Number	Per cent
Tehran	24	12
In district 19	20	10
Other cities	86	43
Villages	70	35
-	200	100

The results of Table 3 show that 10.3% of informal settlements in the study area came from within the city, 60.7% from the surrounding villages and 29% from other cities. The high percentage of immigrants from surrounding towns and villages to the extent necessary to pay attention to planning at the national level makes the area more visible.

Table 4. Cause of migration from the city.

Cause of migration from the city	Per cent
Expensive land	22
Cheap land on the fringes	61.2
Nearness to work	10.5
Other causes	6.3
Total	100

The results of Table 4 show that the cost of land in the city and its cheapness is in the range of the major factor of residents' relocation to the area so that it can be said that these low income residents have no choice but to deal with the rugged urban economy to land a permanent anchor behind the city walls.

Table 5. Cause of migration from surrounding areas.

Cause of migration	Percent
Poverty	56.6
Facilities in town	28.3
Cultural and social issues of the village	1.5
Finding the Right Job	13.6
Total	100

The results of Table 5 show that rural poverty with 56.6%, urban facilities with 28.3%, cultural and social problems of the village with 1.5 and finding suitable job with 13.6% respectively are the main causes of migration. However, rural poverty and the utilization of urban facilities had the highest motivation to move to the city, respectively. Immigration to these areas is fully explained by the theory of absorption and disposal, so it is imperative that at the provincial and national level, the city and the village be put in place simultaneously. The results of the survey on the three components of the percentage of immigrants entering the area, the source of migration to the area and the reason of the migration to the study area showed that rural-urban migration played an important role in the formation and expansion of informal settlements. The first hypothesis of the research is based on existing statistics. In explaining the cause of the formation of informal settlements, it can be said that this phenomenon has been the result of national and regional disparate policies and has been expanding as the center is distanced from surrounding and it is necessary for decision makers, national and regional policy makers.

Test of the second hypothesis

It seems that strengthening social capital can play an important role in empowering informal housing in district 19 of Tehran. How many people are around you to check out the social network for stories that you can relate to? To what extent are there people around you who understand you? To what extent are there people around you who comfort you? To what extent are there people around you that you can consult? were selected to investigate the social network. According to the outputs of the tables below, it can be said that in the two Dowlatkxah and Esmail Abad, the hypothesis H_0 in favor of H_1 is rejected. That is, in these two ranges, social networking rates are above average. The highest level of social trust (18.70) is in the Esmail Abad area and the lowest (15.93) is in the area of government.

Social interaction

To what extent do you care about visiting relatives in order to explore social interaction? To what extent do you attend religious ceremonies and ceremonies in the area? Is the development of area affairs dependent on interaction? Are you in touch with the institutions in the area? Are used. According to the output of the Table 6 below, it can be said that in the two Dowlatkhah and Esmailabad, the assumption H_0 in favor of H_1 is rejected. That is, in these two ranges, social networking rates are above average. The highest level of social trust (18.60) is in the Esmailabad area and the lowest (18.12) is in the area of government.

Table 6. Cause of migration from surrounding areas.

Investigated areas	T value	Calculated mean	Mean difference	Sig
Dowlatkhah	4.7	17.10	2.10	0.00
Esmail Abad	4.45	18.70	3.70	0.02

Social participation

To what extent do you attend community-wide meetings to explore social participation? To what extent do you consult with residents in the area? To what extent do you participate in community-based development activities? To what extent do you invite boundaries to do boundary affairs? are used. According to the output of the tables below, it can be said that in the two Dowlatkhah and Esmail Abad, the assumption H_0 in favor of H_1 is rejected. This means that in these two areas the rate of social participation is above average. The highest level of social trust (19.27) belongs Dowlatkhah and the lowest (18.78) is to the Esmail Abad area. There is a sense of empathy and neighborliness among neighbors to explore neighborhood links. During the day we communicate with our neighbors. We consult with our neighbors to do some work. In the event of a dispute between neighbors, the code is resolved in an arbitrary manner. According to the output of the Table 7 below, it can be said that in the two domains of government and Ismail Abad, the assumption H_0 in favor of H_1 is rejected. That is, in these two ranges, the rate of neighborhood bonding is more than average. The highest rate of neighborliness (19.19) is in the Esmail Abad area and the lowest (18.52) is in Dowlatkhaharea.

Table 7. Causes of migration from surrounding areas.

Investigated areas	T value	Calculated mean	Mean difference	Sig
Dowlatkhah	6.65	18.12	3.12	0.05
Esmail Abad	4.65	18.60	2.46	0.12

The amount of social trust

To assess the level of social trust, trust items have been selected based on the recommendations of city officials, trust in partners in the workplace, trust in government officials, trust. According to the output of the t-tables, it can be said that in the two domains of government and Ismail Abad, the hypothesis H_1 in favor of H_0 is rejected. That is, in these two ranges, the rate of neighborhood grafting has not reached an average. The highest level of social trust (17.30) was for Dowlatkhah and the lowest (16.30) was for Esmailabad areas.

Testing the third hypothesis

Empowerment planning and organizing using public participation seems to be the best solution to the problem of informal housing in the area. In this regard, four approaches are included in the questionnaire and asked by urban management and experts as follows: Public participation includes (creating a district mayor, establishing a land bank and housing with the help of residents to prevent unauthorized construction, forming local NGOs, involving residents in the process of planning and urban management plans from preparation to monitoring and evaluation), Improvement and empowerment with a public sector intervention approach, Cleaning and relocation of informal settlements, and Ignoring and disregarding informal settlements. The Friedman test was used to test the third research hypothesis. The purpose of this test has been to identify and provide the best option among the informal settlement problems. The results obtained using Friedman test for ranking problem solving methods of informal settlements are presented in Table 8. Among the approaches related to the research topic, the Public Participation Approach with 4.25 has the highest average rating and shows that the urban management and experts have a tendency towards a participatory approach and approaches such as deletion, ignorance, etc. It has now lost its place among national and local decision makers. After the participatory approach, the empowerment approach with 4.03 is in the second place of decision-making for solving such problems.

Table 8. Friedman Test Results for Ranking Problems of Informal Settlement Problems by Urban Managers and Residents Experts (Author 2014).

Ranks	Sig*	df	Chi-Square	Number	Mean of the rank	Approaches
1					4.25	Public participation
2					4.03	Improvement and empowerment with a public sector intervention approach
3	0.001	4	23.156	107	3.93	Cleaning and relocation of informal settlements
4					3.82	Ignoring informal settlements

As Table 8 shows the results of the Friedman test, the significance level of the test is 0.001. Since data analysis is performed at 95% confidence level ($\alpha=0.05$), it can be said that the H_0 hypothesis of the research claiming that there is no significant difference

between the methods of solving informal settlements and the H_1 hypothesis that claims to substantially differentiate between methods.

Discussion

It seems that urban and rural migration is one of the reasons for the formation and expansion of informal settlements in the study area. The results of surveys on the three components of the percentage of immigrants entering the area, the origin of the inhabitants in the area, the reason for the migration of the inhabitants to the area showed that the rural-urban migration played an important role in the formation and expansion of informal settlements. The first hypothesis of the research is based on existing statistics. In explaining the reason for the formation of informal settlements, it can be said that this phenomenon has been the result of national and regional disparate policies and has been expanding every day as the center moves away from the periphery. And it is necessary for decision makers, national and regional policymakers to prevent this from happening with a territorial balance. Indicators such as social network, social interaction, social participation, neighborhood links and social trust were used to assess social capital in the area. T-test was used to examine social capital in the area Dowlatkah and Esmail-Abad. Examining the existing indicators indicated that the social capital status was in a good range and only the social trust index was significantly below the significance level. Planning for organization and empowerment using public participation seems to be the best solution to the problem of informal housing in the area.

Investigating the relationship between these two variables showed that high or low rate of participation of residents had a positive effect on the organization and empowerment of informal settlements in the area. In other words, if residents of informal settlements participate in the organization and empowerment of such areas or participate in programs such as the formation of organizations and NGOs, the process of organizing and improving the status of these settlements will be accelerated. Considering the theoretical literature on empowerment that focuses on the issues of social participation and the use of the internal capacities of local communities, and considering all that has been said about the characteristics of the area and its inhabitants, the implementation of empowerment strategies that focus on community participation Residents in their neighborhoods and potential capacities rely on the one hand and the desire for appropriate social participation and capacities in the area, on the other hand, can improve the quality of life in informal housing in the area.

Issues and Problems and Features from the Experts' Viewpoint

The problems extracted from the questionnaires and field visits were collected and evaluated by Delphi technique in order to correctly identify the problems and their weight and importance in the study area. Delphi is a way to take advantage of the collective views of informed and engaged experts in determining the rating of agents. In this way, factors such as problems or facilities are first extracted from the study area and provided to at least 5 experts to rate each factor according to their knowledge. These points are collected and their mean is obtained. The mean score is given along with the initial score given by each expert to correct his or her primary score with respect to the mean; the scores are re-calculated and their mean is again calculated. Finally, after several times, the mean scores obtained that are very similar and close together become the criterion for determining the final score of the agent (Ahlqvist, 2003: 23). Accordingly, the problems and problems in the study area were given to a number of knowledgeable experts of the municipality and after the above mentioned steps, the weight and importance of the problems and facilities in the desired neighborhood in different physical, economic, Social and ... achieved. Table 9 shows the problems and possibilities available in the study area based on the Delphi technique.

Table 9. Problems and problems and opportunities obtained in different areas in the study.

Area	Problems and issues	Facilities
Land use	Lack of educational use	
	Lack of sports use	
	Lack of the park and recreation area	
	Lack of medical use	-----
	Lack of cultural use	
	Inadequate distribution of the few public services available at the neighborhood level	
	High population density	Possibility of providing some of the services of the marginalized residents
Social-economic	High unemployment of residents, especially youth	Through the use of publicly owned residential facilities and services
	Households are high	
	Low financial ability of residents due to employment status and income	Abundant labor force to create new economic activities
	Low participation of women in economic activities	
	Low social security	
	Lack of community organizations and formal local communities at the neighborhood level	nearness to Nemat Abad and Yaft-abad furniture market
House/residence	Low participation of people due to the financial status and low income of the majority of residents	
	The existence of social crime, particularly in the field of drug addiction and trafficking	The existence of workshops and furniture production and its role in the employment of residents
	Much older than most of the	Prevention of single-family and

	<p>buildings Residual Micro-propagation Increasing the number of households in residential units Low rate of regeneration in residential tissue Build housing without any blueprints and architectural blueprints and engineering principles Construction by non-technical people and mainly households Using inexpensive and inexpensive materials Construction without infrastructure Without documentation, a large proportion of housing units are the most important obstacle to housing renovation. High residential density per hectare Irregularities in empty spaces adjacent parts of access networks High vulnerability of residential units to earthquake hazards due to construction method and type of building materials used Severe inconsistency in the size of residential components and their inappropriate combination with each other and the network of passages due to the organic formation of residential tissues Neighborhood physical disruption of the city complex and incompatibility with neighboring urban contexts weakness and perceptual aspects of space due to weakness and deficiency of mental image elements Lack of coherence and continuity of the city's bones throughout the neighborhood Deficiency, inadequacy and inadequate distribution of public space or local and regional performance Lack of proper alignment of wall spaces of major and important neighborhoods Existence of unsafe spaces inside and around the tissue The inefficiency of the surface water and wastewater collection network and its role in creating an inappropriate mental image of the neighborhood Locate an important part of the zone within and within the wetlands Close to major faults (Rey) Lack of proper sewage network Severe weakness of surface water collection system</p>	<p>single-floor housing as one of the potential for renewal and increasing density in residential textures</p> <p>indigenous population sustainability and continuity of population and settlement process in residential context</p>
Natural and environmental	<p>The existence of insecticides, especially mosquitoes and flies, due to the release of domestic wastewater in the alleyways and the atmospheres of the passage and the accumulation of waste in the open and abandoned spaces</p>	<p>The existence of natural canals and remedies used for the disposal of sewage and surface water</p>
Transportation	<p>Existence and abundance of passageways due to organic formation of residential tissues</p>	<p>-----</p>

Management and participations	<p>Lack of hierarchy in existing communication networks</p> <p>Severe weakness of the bus system, especially in terms of the number of lines, the location of the stations and the severe exhaustion of the fleet.</p> <p>Non-implementation or partiality of proposed comprehensive access networks approved by detailed plans</p> <p>Severe weakness of East-West communication at neighborhood level</p> <p>No separation of cavalry and sidewalks in main and local passages</p> <p>Failure to recognize the suburbs by urban management and related executive agencies and to provide residents with few and inefficient services and facilities</p> <p>Multiple decision-making centers and the existence of uncertainties due to the involvement of different agencies and agencies in neighborhood development and development</p> <p>Lack of attention to urban management and executive bodies to the specific physical, economic and social conditions of the neighborhood, especially when calculating and obtaining the costs of providing urban services and facilities</p> <p>People's cynicism about city managers and executive agencies, especially the municipality and the governorate, because of their repeated promises to improve the neighborhood</p> <p>Low participation of people due to very low financial capacity of the majority of residents</p> <p>Lack of nongovernmental organizations (N.G.O) and local communities (C.B.O) at neighborhood level (lack of organized public participation)</p>	<p>-----</p> <p>existence of a national document on informal settlement empowerment and organization and formation of empowerment staff in the governorate as a predictor of the changes in attitudes of public and public sectors towards the informal settlement phenomenon</p> <p>formation of development and development and empowerment company as the official in charge of informal accommodation</p> <p>Highly prepared people to participate in public services and the construction and renovation of roads</p>
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Source: Results of field visits, questionnaire.

Table 9 shows the complete overcoming of problems over facilities. The main problems are in the socio-economic, housing and management and partnership areas. Areas where many problems are a sign of informal settlements in any country. However, what appears to be significant are the potential management and partnership opportunities and capabilities that are one of the needs of empowerment strategies in organizing informal housing.

Large-scale suggestions in the study area

- Since the solution to the problem of informal housing has to be sought in the form of 'developmental' attitudes by the government and 'participatory empowerment and improvement', using the participatory potential and participation of displaced households, On the one hand, factors affecting development must be addressed, and on the other hand, the exclusion of informally resettled areas. And to achieve relative sustainability conditions, by providing residents with the opportunity to optimize their living conditions at home and to enhance their sense of responsibility, a favorable environment for work, housing, and social connections should be created.
- To realize the empowerment and support needed to improve the environmental conditions of informal settlements in an inclusive and sustainable way, the proposed strategy is: Strengthening and facilitating the management of informal settlements by empowering these communities and seeking participation. As such, the strategy relies heavily on the existing abilities and training of these informal communities, and the role of the public and public sector is solely to support and direct the self-help and orientation of the extent and manner of their participation to meet the individual and collective needs of residents.

- Policies, practices and strategies related to strategy guiding and facilitating empowerment through resident participation.
- Predict the expansion of informal housing and the provision of affordable housing with related services for low-income groups.
- Unlike most physical projects, empowerment proposals should have socio-economic, cultural, and welfare implications. Therefore, instead of proposing individual projects, a set of projects that influence each other and provide a cycle of economic, social, service and welfare promotion are preferred.
- Implement decentralization policies and counteract the overwhelming disruption of cities by investing in disadvantaged areas and creating regional balances to achieve social justice in the country in order to distribute the credits efficiently and to use them proportionally to the talents of the various regions and increase national participation.

Suggestions at the micro level within the study area

- Organizing employment, creating and expanding the real employment culture of residents of informal settlements in the region.
- Planning and organizing the economy of the district 19 so that it can be used to its potential and draw people's attention from informal and low-income jobs to formal income-generating jobs, and into the informal sector, also entering the formal market and promoting the local economy and National help.
- Construction of affordable housing complexes and transfer to resettled households in informal settlements in area 3, district 19 for lease.
- To educate and raise the awareness of the people, especially the families resettled in informal settlements, through mass media and through educational classes.
- Construction of primary, secondary and high schools to raise the level of literacy and awareness of residents in informal settlements.
- Creating a health home in the foci to provide health services, vaccination and family planning.
- Pay attention to the literacy and education of girls, because boys can go elsewhere if they are not in school, but girls cannot go elsewhere even if they want to, because this is contrary to traditional beliefs and financial opportunities.
- Paying attention to improving the living conditions of resettled families and encouraging them to participate in all stages of a participatory empowerment and improvement plan.
- Take steps to improve the sewage and sanitation systems.
- It is necessary to pay attention to the role of government in all stages of study, program development, decision making and program implementation.

Conclusion

This phenomenon is observed today not only in big cities but also in medium cities in our country. Considering the process of formation and organization of District 19 of Tehran Municipality as well as its geographical location and history of physical changes, it seems that the main problem of informal settlement in this area is the need to increase the attraction of services, facilities, facilities and urban equipment. Informal settlement communities in the area seem necessary. Given the geographical location of the area (its absolute and relative position), it is located in a natural and agricultural context south of the city of Tehran and located among the four important highways that form the boundary of this area, the possibility of informal settlement expansion in the wide area of Tehran 19 area. Due to the fact that this area is a car settlement and has grown into a municipal district of Tehran during the period of 1987 to the present, it has been faced with problems and problems of urban development, so it is necessary to study the factors affecting its organization.

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