

Empowerment of Informal Settlements with a Governance Approach (Study Area of 22 Bahman Neighborhood of Mashhad)

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Abstract

Informal settlements are part of the urban fabric, which is mainly home to rural migrants and urban poor, and since the early twentieth century, when the emergence of informal settlements received serious attention, various approaches to treating informal settlements have been on the agenda. One of the fundamental approaches to solving this urban challenge is through good urban governance. Therefore, comprehensive study and understanding of the dimensions of informal housing in order to solve various problems of the city is one of the main priorities. 22 Bahman neighborhood of Mashhad is one of these suburban settlements in the three districts of Mashhad with an area of 255 acres and about 45,000 citizens. The main goal is to evaluate and empower informal settlements to achieve a new management approach with the help of government people and the private sector to empower informal settlements, which ultimately leads to the development of local communities and reducing urban poverty. The general purpose of this study is to investigate, evaluate and empower informal settlements in the 22 Bahman neighborhood of Mashhad based on the good urban governance approach. The indicators of research in governance are efficiency and effectiveness, participation, accountability, transparency, legitimacy, justice, equality, and responsibility. The combined research method is descriptive-analytical and applied research is developmental. According to the subject under study, information collection was done in two ways: documentary and survey. The quantitative data analysis method was performed using a one-sample t-test in SPSS software. The result indicates that the 22 Bahman neighborhood of Mashhad is not in a good position in any of the aspects of governance. Finally, solutions to achieve good urban governance for better management of this neighborhood are suggested.

Keywords: Informal settlements, Governance, Empowerment, 22 Bahman neighborhood of Mashhad

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1. Introduction

Considering the spread of urbanism and the delicate issues of life in the city, the necessity of paying comprehensive attention to constructive strategies and solutions has become clear. Amongst topics such as urban natural environment, urban transport, urban safety, and planning, one of the greatly important factors which have a growing, indicative effect on the rest of the urban life factors, is urban management. Despite the people's numerous complaints, social, economic, cultural, educational, and health issues can still be seen in most cities around the world. Suitable solutions have yet to be found for some of these issues, causing them to remain unresolved, which is the result of certain priorities being unrecognized in urban management methods, prompt execution of some projects, etc. Furthermore, inappropriate policies and methods entail major problems including the inconclusiveness of many objections and the lengthening of the process of their investigation. Therefore, these issues necessitate the search for solutions in order to decrease the inconveniences of city life (Mohammad-Poor Ali Tappeh, 1392:3). Thus, overcoming urban issues, increasing the citizens' contentment, and developing an environment suitable for people, using the good urban governance approach, has become the center of attention for urban planners and managers. In this approach, urban management is put to practice through the collaboration of all of the urban agents such as the government, private and public sectors, especially the non-governmental organs, and is recognized and measured by indices such as participation, legality, clarity, accountability, etc. Urban governance is a multilateral process between the official agents of the office and the activists of the civil field as the unofficial agents, whose manifold interactions can lead to the adaptation of various interests amongst the agents (Barakpour, 1386:517). During the past few years, with the many natural, industrial, economic, and tourist attractions, Mashhad city has grown a lot as one of the main centers in the region for attracting the population. This process, affected by the growth in the population and immigrants, has caused drastic changes in the physical-spatial, economic and social structure of the city, and specifically, brought about issues in the field of urban management. One of these suburbanite settlements is the 22 Bahman neighborhood in the third district of Mashhad city. Considering the importance of this matter, this research attempts to investigate the effects of citizen participation in the 22 Bahman neighborhood of Mashhad city. This neighborhood leads to the northern farms of the city from the north; to Kalat Road (22 Bahman Boulevard) from the east, to wastelands from the west, and to 22 Bahman boulevard alleys from the south. This neighborhood has started to deteriorate through time and decreased the quality of its residents, creating issues such as lack of compliance

between physical spaces and the socio-economic conditions of life; inefficiency and insufficiency of access routes; shortage of urban services and facilities; unpleasant body and ground of the routes, etc. Therefore, this analysis and a comprehensive understanding of the aspects of informal residence is of fundamental priority in order to solve the various issues of the city, and the main objective is to achieve empowerment of the informal settlement communities with a new management approach and by the aid of the people, the government, and the private sector; this will ultimately result in the development of local communities and reduction of urban poverty. Hence, the government-public sector cannot reach this end independently, and effective participation of the people is also required. This participation calls for the empowerment of the residents of these settlements. The general objective of this research is to analyze, assess and empower the informal settlements of the 22 Bahman neighborhood of Mashhad based on the good urban governance approach. The main question revolving around the matter is: is it possible to solve the issues of this area of the city, based on the good urban governance system and by using its factors and indices?

2. Literature Review and Theoretical Foundations

Nowadays, one of the main destabilizing urban challenges for the country is a type of urbanism accompanied by acute problems called informal settlements or suburbanization. The term *informal settlements* are used for areas in which rural immigrants and underprivileged citizens of the urban society reside or neighborhoods that have been constructed, usually without a permit, and without the official, legal plans for urban development, whether inside or outside the legal limits of the city. Informal settlements or suburbanization has been defined as one of the clear demonstrations for urban poverty and is formed inside or around the cities (especially metropolitans) in a spontaneous shape, without construction permits and official urban engineering plans, with the low-income class and low quantity and quality of life; it is the phenomenon known as suburbanization, informal settlement, spontaneous and poor settlements, and slums (Sadeghi and Dorian, 1391:148). Achieving urban sustained development requires the organization and empowerment of the residents of these poor urban fabrics. According to experts, the best way for initiating the process of development in such communities is organization and physical improvement accompanied by social, economic, and cultural empowerment. The important point is that the basic, fundamental factor for the organization and empowerment of these fabrics is the creation of cohesive management on regional and local levels. This will not only predict the manner of the immigrants' motion and

control the factors effective on them, but will also greatly help the organization and empowerment of disordered fabrics in cities by creating a vast, comprehensive point of view. Empowerment, above all else, must include economic, social, and cultural aspects for the residents of these neighborhoods. Such measures will transform the low-income class into responsible, participatory citizens, whilst empowering them to engage economically in the process of progress. Meanwhile, the role of non-governmental organizations, in their true definition, should not be underestimated. The community known as informal residents are people who have difficulty providing the primary needs of their lives. Informal residents do not feel much contentment with their city and neighborhood and have a low sense of belonging as citizens; there is little to no participation among them. Due to lack of a sustained income and dependence on the income brought in by construction tolls and or selling properties and goods, municipalities regard urban areas through an economic aspect. On the other hand, municipalities do not consider themselves legally obligated to organize such fabrics and informal settlements (Pourmusavi et al., 1389:38). During recent decades, poor neighborhoods and informal settlements have gradually and spontaneously appeared and spread in the periphery of the cities of the country, outside of the official urban development plans (Shi'eh et al., 1390:39). These spontaneous neighborhoods or suburbs have been rightfully named informal residents and their main function is to provide the property and construction pattern relative to the financial capacity of low-income, mostly immigrant groups. Such settlements, which are unsightly, offer insufficient services, and have underprivileged residents with insecure jobs, are environments prepared to take in social disorders and reproduce poverty, and have to face high risks against natural catastrophes (Vesali Azar et al., 1396:9). The spread and the progressive process of informal settlements in the country caused the formulation and enactment of an act that distinguishes the framework and method of the harmonized activity of the government-public sector and citizen participation for resolving the informal settlement issues (Zamanian et al., 1396:57). Informal settlements are a part of urban fabric mostly containing rural immigrants and the impoverished of the city, and have been formed spontaneously without permits and outside of the official, legal urban development plans, whether in or out of legal limits of the city. They often lack ownership documents and have an extreme shortage concerning physical traits and urban services and infrastructures (Ghaderi, 1397:21). Intervention in such fabrics will be of the organization and empowerment types. The common discipline in all types of intervention will be the participation of the citizens (Mohammadi, 1393:9). Brian McLaughlin is the first theoretician to propose the concept of good governance in 1973. In his opinion, "urban governance" should be more accountable to

the processes of change in the city, have more relevant measures for urban issues and their alternations, be more responsive and responsible towards the community, act better as an important part of the social learning system and ultimately, play a significant role in foreseeing, discovering and welcoming the future (Hekmat-Nia, 1396:145). Good urban governance follows objectives such as 1) provision of sustained development, 2) social justice, 3) participatory management, with emphasis on civil society, democracy, native and local values, and belief in common sense. The topmost objective of good governance is to improve the quality of life and upgrade the level of the citizens' contentment (Sharbatian, 1397:113). Overall, good urban governance can be defined as the method and process of managing urban affairs with the participation and the constructive interaction of the three government, private and civil sectors in order to achieve a healthy, high-quality city and sustained urban development. Furthermore, the concern of good urban governance is not only efficient management but also the political aspects related to democracy, human rights, and civil participation in the decision-making process (Hekmat-Nia, 1396:146). As a result of different theories, good governance must have seven qualities: 1) accountability, 2) clarity, 3) participation, 4) fairness and inclusion, 5) collectivism, 6) productivity and efficiency, 7) following the law. This governance ensures that corruption is decreased to a minimum, the minorities' comments are heeded to, and the voices of the most vulnerable communities of the society are heard in decision making. In addition, good urban governance responds to the current and future needs of the society (Taghavi, 1388:52). In fact, governance has been formed because of mistrusting the government; so, the governmental management which had been considered a strong tool for resolving social issues in the past has faced an identity crisis. Many theories have been proposed as an alternative to traditional governmental management to solve this crisis, and public governance is the most accepted one in this age (Sadri, 1396:25). Empowerment is a method for upgrading the conditions of the local community through expanding and utilizing the existing capacities. In fact, empowerment is a plan to solve an issue from the inside, based on the development of local communities, in a way that would form local, inward development paradigms suitable for generalizing into other communities as well. In this paradigm, local capacities prosper to meet the needs of the community, and participation is considered a key point for making use of the public might (Pourmusavi et al., 1398:37). One of the important, fundamental items in local community development planning is understanding the needs and capabilities which justify the necessity of action on a local level, or, in other words, are the capacities of the local community that determine the when and the where of executing the local economic development strategy. The capacity of the local

community consists of its capability in recognizing and expanding human abilities, financial opportunities, relations in social empowerment, and ecological resources in order to improve the stability of the society (Iran-doost, 1387:47). In empowering the poor, although political and managerial empowerment and participatory capacity building are especially important, the main foundation is formed by economic empowerment which is built upon the improvement of work and income conditions for people who occupy jobs in the unofficial sector. In fact, in this field, breaking the chain of poverty, employing social and human resources, and building capacity in its formation and expansion are associated with improving economic conditions. In empowering low-income communities, financial growth is a must, but a growth which is internal, including and profiting, quite fairly too, for the community. Indeed, in this approach, the objective is not to change the process of development, but rather to alter the process which leads to development (Sarraf, 1381:10). Empowerment planning and literature in Iran are novel and less precedented and have entered the organization phase of Iran's informal neighborhoods since 1380. Firstly, guiding research was done in Zahedan, Bandar Abbas, and Kermanshah and then, with some alterations, these researches were utilized in other provincial capitals and metropolitans. The main, primary framework of these researches are inspired by the experiences of many eastern Asian and south-eastern countries, Africa and Latin America during the crisis and facing poverty and urban disarray, which has been reorganized, using novel urban planning theories by International Agencies and The World Bank since the '80s. Empowerment plans include social (social upgrade), economic (financial empowerment), and physical aspects (participation for the improvement of the physical environment). The approach to achieve these objectives is a social organization and public participation for policy-making, decision-making and selecting various solutions, forming internal management, provision of a setting for policy execution, and transforming these demands into social, public, economic, managerial, physical institutionalization, infrastructural and environmental projects (Tadbir Shahr Danesh, 1385:37). Experience has also shown that the eviction and demolition approach is not a solution; it only relocates the issue to the outskirts of the city where land is easily available and supervision tools are absent. These experiences demonstrate that eviction which deprives the poor of financial and social capital will never reduce poverty (Ghanbari, 1393:76). The world, nowadays, has come to the conclusion that the major issue of urban management, is not a shortage in financial resources or modern technologies and or skilled human resources, but, first and foremost, the method of managing these agents (Bezi, 1396:52). Good urban management has a solid, meaningful connection with the empowerment approach. With a glance at the principles and content of

these two topics, it can be understood that they share a close, conjoined cause-effect relationship. Empowerment principles are achieved in the light of good urban management. In other words, it may not always be true to say that optimal management can bring about the achievement of empowerment principles, but it can be claimed that this achievement is dependent on a valid, strong background which is known as good urban management (Arabshahi, 1393:76). One of the main objectives of the governance approach is to transform the residents of various urban areas from passive citizens into active, responsible ones. In this point of view, citizens are no longer lifeless objects, but active agents. The government should not only listen to its citizens but also actively involve them in all steps of policy-making. The philosophy behind this is that, by providing such rivalry, the citizens are expected to become responsible in their lives and do what is necessary for improvement (Tehran Municipality Researches, 1393). Inappropriate governance conditions, local needs are heeded to and the voices of the weakest, poorest people are heard. Therefore, there is always hope for minimizing poverty (Afghanistan Ministry of Urban Development and Land, 1399:27). In good governance, the connection between the three areas of government, civil society, and the private sector is of significance. If such a situation happens, good governance takes place to achieve development. In this situation, the government determines the legal framework and the range of political action, the private sector produces wealth and creates jobs and the civil society facilitates the mutual relationship between the community and politics through public mobilization for participating in economic, social, and political activities (Mohammadi, 1397:2). Without a doubt, the most important element of settlements is the human communities and the main objective of their construction is to meet the needs of social life (Salehi, 1388:462). If urbanism, urban growth and development, and its method and quality are not heeded to, the process of these changes will not benefit the urban environment and its citizens. Informal settlements are also a part of the great urban system and any sort of mobility and function of this part will affect the totality of the city and its environment. Considering the involvement of many countries, especially developing countries, with this urban phenomenon, plenty of research has been carried out around this subject and informal settlements organization and empowerment policies and strategies; some research has been done by intellectuals, researchers, and responsible organizations and foundations in Iran as well.

In a research titled *Designing the paradigm of factors effective on the citizens' trust in urban management*, Taleghani et al. (1389) analyzed the variables which influence the citizens' trust. Firstly, they examined 112 variables related to trust which had received attention from 68 researchers in previous research, and later on, using Delphi and factor analysis method, they

presented a new model in this area which includes four indices of the reliant traits, the trustee traits, the environmental characteristics and the topics of the citizens' trust in urban management.

In an article titled *Participatory democracy and urban planning governance in Portugal*, Gomez (2009) has stated that nowadays, "public participation" is a general subject for managing the land planning system. Later on, it strives to demonstrate the degree of democracy which is currently and rather faultily being applied in land use with inflexible governance and a progressive, prescribed (passive) urban democracy, and by reviewing the traits of participatory democracy (urban governance) in Portugal on a local scale, the presence or absence of these traits are examined, and the process which causes true, stable changes for the formation of democracy in the future is shown.

3. Materials and Methods

In this research, a combination of descriptive-analytic methods is used to achieve the desired objectives. The research is applied-developmental. Drawing on the reviewed subject, data collection was done by documents and surveys. In the documental phase, historical, descriptive, and analytical methods were used based on the data presented in documents and library records and reference to science-research centers, universities, administrative centers and organizations, statistics, and maps. The most common method for attaining primary data or statistics is to obtain it directly from urban residents and managers for which surveys and the observation method were used. The information yielded from survey questions was analyzed by SPSS software after being collected, in order to achieve the objectives of this research. Seven indices of accountability, responsibility, legality, participation, clarity, informativity, justice and equality, and efficiency and effectiveness have been selected and analyzed to measure the domain of the research from the aspect of good urban governance indices. The analysis of the obtained data was done quantitatively and by a single-sample T-test. Considering the use of surveys in research steps, the Cochran formula has been utilized for determining the sample volume which is 381. GIS was employed for the production of the maps.

Single-sample T-test

The test is used when the mean of a sample must be compared with a standard or an expected number. In this test, it is supposed that a sample volume or n and a mean or m have been selected from the statistical population and it will be assessed whether this sample can be

considered random or not. Firstly, a mean can be presumed for the population. Then, a T-test will prove the accuracy or inaccuracy of this presumption. This test can also be used to compare a sample mean with a constant or a claimed value. This test consists of the following steps:

1. Calculation of T for the collected data;
2. Calculation of the degrees of freedom through ;
3. Determination of safety or meaningfulness levels;
4. Reference to t tables in various sources and extraction of t table;
5. Comparison of the calculated t and t value of the table;
6. Decision on the rejection or confirmation of the null hypothesis.

Testing the mean of a population-based on T distribution is a parameter test in which it is assessed just how higher or lower the mean is, compared to a constant value. Considering that one variable is present, this test is used for the examination of descriptive hypotheses and, depending on the research subject, can be employed for the analysis of the presence or absence of a variable, as well.

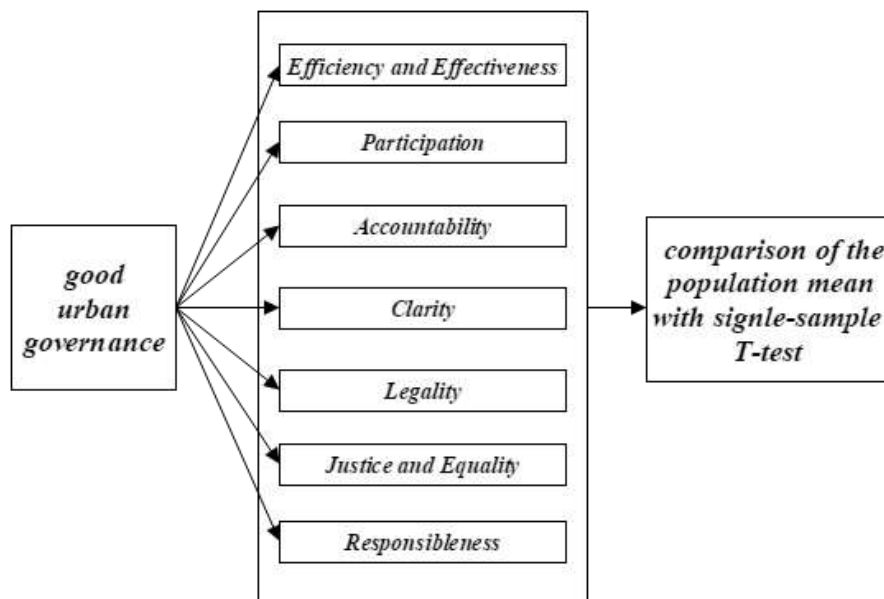


Fig. 1. Conceptual model of the research.

4. Study Area

22 Bahman neighborhood in Mashhad is one of these suburbanite settlements, located in the third district of this city; it consists of two towns: Mal Abad and Azadegan. With an area of 255 acres and a population of 45000 residents, and due to the absence of appropriate urban services, unfavorable conditions, and low quality of life, it is considered one of the substantial urban management challenges. Given the significance of this city, both on national and regional levels, and the importance of desirable,

proper governance, as well as the specific issues distressing Mashhad as a national city, resolving its problems requires the presence of a strong, cohesive managemental structure, accompanied by the harmony and cooperation of all stakeholders.



Map 1. The location of the case sample is in Mashhad city, district 3 (by the authors).

5. Discussion and Findings

Before the test, the normality of data distribution must be examined. For this, kurtosis and skewness were employed. The results show that all indices are located in a range between -2 to 2. Ergo, the data are normal.

	Skewness		Kurtosis	
	Statistic	Std. Error	Statistic	Std. Error
2.1	.937	.125	1.242	.249
2.2	.243	.125	.462	.249
2.3	.442	.125	.546	.249
2.4	.168	.125	.666	.249
2.5	.477	.125	.428	.249
2.6	.747	.125	.724	.249
2.7	-.515	.125	.551	.249
2.8	.407	.125	-.790	.249
2.9	-.050	.125	.315	.249
2.10	.682	.125	.722	.249
2.11	.247	.125	.085	.249
2.12	.383	.125	.298	.249
2.13	.568	.125	.316	.249
2.14	.322	.125	-.583	.249
2.15	-.273	.125	-.214	.249
2.16	.608	.125	.662	.249
2.17	.500	.125	.591	.249
2.18	.569	.125	.620	.249
2.19	.421	.125	.332	.249
2.20	.611	.125	.929	.249
2.21	.534	.125	.497	.249
2.22	.512	.125	.722	.249
2.23	.283	.125	.056	.249
2.24	.629	.125	.849	.249
2.25	.241	.125	.105	.249
2.26	.184	.125	-.591	.249
2.27	.511	.125	.554	.249
2.28	.589	.125	.692	.249
2.29	.516	.125	.513	.249
2.30	-.097	.125	-.900	.249
2.31	.401	.125	.471	.249

Table 1.

1. Efficiency and Effectiveness index

The following indices and T-tests have been utilized to measure this index:

- 1) Formulation of mechanisms for collective supervision on local service-providing organizations and the manner of carrying out urban plans.
- 2) Coordination of the agenda of council meetings with local social needs.
- 3) Successfulness of third district municipality in construction projects.
- 4) Successfulness of third district municipality in a garbage disposal, cleaning the city and urban services.
- 5) Successfulness of third district municipality in the construction of parks and green spaces, as well as their maintenance.
- 6) Successfulness of third district municipality in the construction of routes and improving the condition of the streets.

One-Sample Test

	Test Value = 3					
	t	df	Sig. (2- tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Question 1	-20.196	380	.000	-.913	-1.00	-.82
Question 2	-8.379	380	.000	-.328	-.41	-.25
Question 3	-11.177	380	.000	-.444	-.52	-.37
Question 4	-5.517	380	.000	-.215	-.29	-.14
Question 5	-8.154	380	.000	-.357	-.44	-.27
Question 6	-14.736	380	.000	-.619	-.70	-.54
Efficiency and Effectiveness index	-14.339	380	.000	-.47944	-.5452	-.4137

Table 2. The results of the single-sample T-test related to efficiency and effectiveness.

As observed in the above table, the P-value for all indices and generally, for the efficiency and effectiveness index, is below 0.05. Hence, the null hypothesis claiming the mean to be 3 is rejected. To determine whether the population means is higher or lower than 3, the mean difference must be examined, and given that, therefore it can be concluded that the municipality members' and urban officials' function regarding the efficiency and effectiveness index has not been adequate.

2. Participation index

The following indices have been used to measure this index:

- 7) Presence of social trust between the people and the social council of 22 Bahman neighborhood.

- 8) Presence of identity and sense of belonging in the residents of 22 Bahman neighborhood.
- 9) Existence of required mechanisms for people's participation in programs, etc.
- 10) Informing the citizens, the government, and the private sector of the formulation and enactment process of urban plans.
- 11) Third district municipality's tendency to participate with the citizens, the government, and the private sector in measures influencing the city.

One-Sample Test

	Test Value = 3					
	t	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Question 7	-1.655	380	.099	-.068	-.15	.01
Question 8	-1.095	380	.274	-.058	-.16	.05
Question 9	-7.979	380	.000	-.333	-.42	-.25
Question 10	-13.577	380	.000	-.583	-.67	-.50
Question 11	-9.608	380	.000	-.412	-.50	-.33
Participation index	-9.613	380	.000	-.29081	-.3503	-.2313

Table 3. The results of the single-sample T-test related to the participation index.

As presented in table 3, the indices of social trust between the people and the council and people's identity and sense of belonging to the neighborhood have a P-value larger than 0.05. Ergo, the null hypothesis which values the mean to be 3, is confirmed. To find out whether the population means is higher or lower than 3, the mean difference must be examined, and since the value for social trust index was -0.68 and for identity and sense of belonging index, -0.58, therefore it can be drawn that these two indices have also been inadequate in people's participation. Considering that the P-value of questions 9, 10, and 11 were below 0.05, then the null hypothesis claiming they mean to equal 3 is not accepted. In general, given the P-value and the value of mean difference, the participation index does not have a proper condition in the 22 Bahman neighborhood.

3. Accountability index

This index is based on accountability or, in other words, how the officials and decision-makers justify their decisions to the citizens. Therefore, certain mechanisms are necessary for the officials' accountability to people. Six indices have been used to measure this index:

- 12) Creating an organized link between the Islamic Council of 22 Bahman neighborhood and the citizens.
- 13) Reaching a favorable conclusion in referring to the municipality of district 3.

- 14) Easy access to the chief managers of district 3.
 15) Contentment with the appropriate attitude of the workers and managers of district 3 municipalities.

One-Sample Test

	Test Value = 3					
	t	df	Sig . (2- tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Question 12	-13.598	380	.000	-.554	-.63	-.47
Question 13	-9.035	380	.000	-.420	-.51	-.33
Question 14	-5.297	380	.000	-.218	-.30	-.14
Question 15	-3.028	380	.003	-.139	-.23	-.05
Accountability index	-10.765	380	.000	-.33268	-.3934	-.2719

Table 4. The results of the single-sample T-test related to accountability.

As shown in the above table, the P-value is less than 0.05. Therefore, the null hypothesis, predicting the mean value to equal 3, is rejected. Given that, this index has inadequate desirability, as well. In general, the accountability index has a P-value of zero. Hence, the null hypothesis is rejected. The mean difference also shows the urban officials' inadequacy regarding accountability.

4. Clarity index

This index depends on the free circulation of information and easy access to it, clarity of measures, and the citizens' constant knowledge of existing processes. The following indices have been used to measure this index:

- 16) Informing people of the duties and rights of district 3 municipality and local managers.
 17) Holding meetings with people.
 18) Official publication of contracts, auctions, budgets, and accounts.
 19) Clarity of third district municipality's actions and semiannual publication of them for the public.
 20) Clarity of the process of formulation and enactment of plans.
 21) Clarity of rules and laws of district 3 municipalities.

One-Sample Test

	Test Value = 3					
	t	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Question 16	-14.176	380	.000	-.567	-.65	-.49
Question 17	-13.521	380	.000	-.572	-.66	-.49
Question 18	-13.232	380	.000	-.556	-.64	-.47
Question 19	-14.635	380	.000	-.622	-.71	-.54
Question 20	-13.918	380	.000	-.562	-.64	-.48
Question 21	-12.801	380	.000	-.591	-.68	-.50
Clarity index	-17.109	380	.000	-.57830	-.6448	-.5118

Table 5. The results of the single-sample T-test related to clarity.

All indices and generally, the clarity index have a P-value of zero which is smaller than 0.05; therefore, the null hypothesis, claiming the mean value to be 3, is rejected.

5. Legality index

22) Battling administrative corruption in district 3 municipalities.

23) Informing the citizens of their duties and rights.

24) Supervision and consistency of the precise execution of protocols and programs.

25) Comprehensive and explicit municipality laws and inclusion of various groups of the society.

One-Sample Test

	Test Value = 3					
	t	df	Sig (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Question 22	-13.936	380	.000	-.580	-.66	-.50
Question 23	-13.563	380	.000	-.580	-.66	-.50
Question 24	-16.811	380	.000	-.703	-.79	-.62
Question 25	-13.919	380	.000	-.588	-.67	-.50
Legality index	-17.709	380	.000	-.61286	-.6809	-.5448

Table 6. The results of the one-sample T-test related to legality.

All indices and generally, the legality index has the P-value of zero which is less than 0.05; therefore, the null hypothesis, based on the mean being equal to 3, is rejected.

6. Justice and Equality

- 26) The uniform function of district 3 municipalities in all parts of the neighborhood, regarding providing urban services.
- 27) Prioritizing public interests above the interests of a specific group.
- 28) Third district municipality's attempts at reverencing and delivering the citizens' rights and eliminating segregation.

One-Sample Test

	Test Value = 3					
	t	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Question 26	.457	380	.648	.024	-.08	.13
Question 27	-14.096	380	.000	-.591	-.67	-.51
Question 28	-13.636	380	.000	-.609	-.70	-.52
Justice index	-12.074	380	.000	-.39195	-.4558	-.3281

Table 7. The results of the one-sample T-test related to justice and equality.

Regarding question 26, which focuses on the uniform function of district 3 municipalities in all parts of the neighborhood for providing urban services, the P-value is larger than 0.05. Hence, the null hypothesis that claims the mean to have the value of 3, is confirmed. To answer the question of whether the population means is higher or lower than 3, the mean difference must be examined, and since, it can be concluded that the municipality's function in relation to the reviewed index has been adequate. Although, generally, considering Sig value and mean difference, this index also lacks adequate function.

7. Responsibleness index

- 29) Feeling responsible towards the citizens by the municipality or district 3.
- 30) Feeling responsible towards its own actions in the city by the municipality or district 3.
- 31) Feeling responsible towards the government and private sector by the municipality or district 3.

One-Sample Test

	Test Value = 3					
	t	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Question 29	-13.693	380	.000	-.575	-.66	-.49
Question 30	-1.883	380	.060	-.094	-.19	.00
Question 31	-13.693	380	.000	-.575	-.66	-.49
Responsibleness index	-11.863	380	.000	-.41470	-.4834	-.3460

Table 8. The results of the single-sample T-test related to responsibleness.

Concerning question 30, the P-value is larger than 0.05, therefore, confirming the null hypothesis which claims the mean to be equal to 3. To answer whether the population means is higher or lower than 3, the mean difference must be reviewed, and given that, it can be drawn that it is not adequate, regarding the responsibleness index. In total, considering the values for Sig and mean difference, this index also lacks adequate function.

6. Conclusion and Recommendations

This research has been carried out with the objective to evaluate and empower the informal settlements of 22 Bahman neighborhood of Mashhad, using a good urban governance approach. Seven governance factors have been highlighted in the research, including efficiency and effectiveness, participation, accountability, clarity, legality, justice and equality, and responsibility. The results show that the 22 Bahman neighborhood of Mashhad does not have an appropriate condition, regarding any of the indices. According to people's opinions, the uniform function of a third district municipality in all parts of the neighborhood, regarding urban services, is the only index with an appropriate condition.

Below, are some suggestions for achieving good urban governance in the 22 Bahman neighborhood:

1. Forming a municipality specified to informal settlement areas by applying the participatory management strategy in working with local communities;
2. Changing the methods of engineering consultants (in the role of facilitator-mediator) in relations with local communities;

3. Municipalities and Islamic Councils must gain more delegation of authority in planning and development of urban management;
4. Heed and emphasis on following the principles of citizenship (duties and rights) through preparing the cultural setting;
5. Furthermore, preparations must be made to elevate the level of clarity and informativity, lawfulness, efficiency, and effectiveness of city councils.

In this research, indices of good urban governance were analyzed. Given the role and significance of people's participation in achieving this objective, it is recommended that more extensive research would be carried out concerning the participation aspect of governance.

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