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The Study and Analysis of Government's Role in Rapid Growth of Urbanization (Case Study, Ardabil City)

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Abstract

Migratory patterns and population growth in urban areas have been taken for granted in developing countries. In such a condition cities have undergone changes in two directions. On the one hand capital flow led to urban growth and rapid change of urban functions, which is also reflected in spatial expansion of cities, and on the other hand the large mass of migrators have led to suburbanization in the fringes of cities. Urbanization has rapidly developed in Iran. The pattern of urban expansion in Iran has been of uni-urbanized and centralized kind. During last four decades Iran has experienced several booms such as oil and urbanization booms. Proportionate to changes occurred during the time when Ardabil was classified as the center of province and due to the lack of planning and management from governmental organizations, this city had gradually experienced migrators' rush from countries; and due to the lack of dwelling inside the city area, the city expanded and sprawled rapidly in space. Therefore, in this research we try to study the role of government in rapid growth of Ardabil city. Research method is descriptive-analysis and of survey kind; and data collection is done through documentary and field studies, acquiring statistics from the related governmental centers, and questionnaire and interview. The existence of suitable farmlands in the suburbs of Ardabil city and the lack control over them paved the way for speculators to sell these farmlands for migrants without having license to do so.

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Introduction

About twenty years ago more than half of the world's urban population lived in developed countries. But from 1975 on the rapid growth of population in developing country along with the process of rural to urban migration has changed this balance. Nowadays, migratory patterns and population growth in urban areas have been taken for granted in developing countries. In such a condition cities have undergone changes in two directions.

Urbanization is one of the most important phenomena of present age. Urbanization has developed very rapidly in Iran and the pattern of its urban expansion has been of uni-urbanized and centralized kind. During last four decade Iran has experienced several different booms such as oil, urbanization and population explosion booms. In such conditions urbanization has had many consequences such as unequal distribution, growth of suburbanization, the expansion of social inconveniencies and incremental social incompatibility (Karimi, 1996).

Due to some reasons such as lack of suitable infrastructure for functioning as a province, and lack of suitable urban-rural system management, we have seen a significant increase in migration from rural areas to Ardabil city; hence due to lack of facilities inside the city area for newcomers (who were seeking high income and better life condition in the city), we have witnessed the growth of areas on the fringes of Ardabil city called suburbanization. It is one of the many causes of the increase in urban sprawl, which has given an untidy and unattractive view to the city. The other reason for this rapid growth of city in Iran is the policy applied by government. After Islamic Revolution some factors like significant population increase and governmental intervention in the process of increasing country divisions (from 23 provinces in 1980 into 31 provinces in 2012), hasten urban growth (Iran Statistical Center, Cencus and housing results, 1956).

Expansion of urbanization and the increase in rural to urban migration have led to suburbanization, which pave the way for social damages and inconveniencies.

Government policies have been effective in the growth of Ardabil city. The role of government in hastening Ardabil growth can be studied from two dimensions: first, classification of Ardabil as province center led to the expansion and concentration of official organizations in this city, which employed some parts of their human forces from outside of Ardabil city. Hence, the migration of those human forces to the newly established organizations led to the establishment of different towns for the personnel of the related organizations such as official towns, Farhangian (or Teachers') town and ... as a result of which a large part of farmlands was destroyed in favor of establishing these towns. Second, living in cities, during few decades ago in particular, means enjoying from much more facilities, better income and life conditions and Ardabil is not exception; hence after classification of Ardabil as province center, people from adjacent towns and rural areas rushed into this city, which led to ecological migration. But most of these migrants were poor and jobless people from the villages around Ardabil city who forced to settle in the suburb of the city for providing cheap lands. And those conditions paved the way for speculators to sell the farmlands around the city for migrants without having license to do so; this led to the expansion of suburbanization and gave unpleasant physical view to the city, the consequences of which can be studied from two aspects. On the one hand the border between 12 adjacent villages and the city has been removed, which has increased the suburbanization. As a result the city area from 4903 hectares has increased to 6403 hectares and its population has grown from 380836 in 1994 to 418262 in 2010 (Iran Statistical Center, Cencus and housing results, 1956). The purpose of this study is existence of suitable farmlands in the suburbs of Ardabil city and the lack control over them paved the way for speculators to sell these farmlands for migrants without having license to do so.

Materials and methods

Theoretical principles

Ebne Khaldoun believed that there is a close relationship between government and urbanization

and the destination and prosperity of many cities is tied to the power and volitions of their politicians. One of the remarkable points in his thinking about city and urbanization is physical expansion mechanism of the city through land speculation (Rahnamaei, 2007). Migration from rural to urban area is a universal phenomenon special to this century, which expands city area. The process of migration is generally from the areas with low income and employment rates and also with high population growth to the areas with high demand for man force, which leads to suburbanization in the third world countries (Chamratrithirong *et al.*, 1995).

When the city has not the capacity to employ migrants in industrial and service sectors, it would be of several consequences: unsuitable use of this capable man force (migrants); increase in unemployment and false jobs; and increase in city expansion and sprawl. Systematic recognition and understanding of government's role in the expansion of urbanization in Iran is actually putting the emphasis on the theory of government and urbanization, which is very important in defining the growth of city and urbanization in Iran (Habibi, 1996).

Questions and hypothesis

Major questions of this research: 1. To what extent does the government's direct interference contribute to the rapid urban growth and its related consequences? 2. To what extent does the classification of Ardabil as province center contribute to the increase in social and Physical damages (suburbanization) in this city? With regard to above questions, general hypothesis is: classification of Ardabil as province center and consequently the concentration of state and official organizations in this city have led to an increase in its capacity in accepting migrants and to physical expansion and growth of the city.

Descriptive-analysis

Research method is descriptive-analysis and of survey kind; and data collection is done through documentary and field studies, acquiring statistics from the related governmental centers, and questionnaire and interview.

Moreover for obtaining objective results we make use of official statistics too. For graph drawing and data analysis we have used Excel and SPSS software, respectively; for preparing the map related to suburbanized area ARG GIS software is used.

Geographical position of Ardabil city

Like most Iranian cities Ardabil city is expanded on sediments of Quaternary period. Ardabil city is located on Ardabil plain, which is mainly consist of plain sediments and young alluvial masses. North part of Ardabil city is mainly located on central volcanic plateau with high thickness of Paleocene volcanic rocks. A canalization system passes to sunken area of the city; this is continued by Gharasu and Baliqlou rivers that flow across the city (field study).

Result and discussion

The theory of government and urbanization in Iran

Systematic recognition and understanding of government's role in the expansion of urbanization in Iran is actually putting the emphasis on the theory of government and urbanization, which is very important in defining the growth of city and urbanization in Iran (Ziyaei, 2000), hence we study the role of government in the process of urbanization growth in Iran from the following perspectives:

Government costs structure

The variable of "government costs" is one of the indices that well reflect government's intervention and its position in different areas of urban life. The manner in which these costs are assigned and distributed among different sectors and regions is of eminent impact on transposition of financial resources and human force among major sectors of economic activity and as a result among rural and urban societies (Gugler, 1988). In the current period in addition to tasks related to exercising governorship, the government also takes directly the responsibility of a set of social and economic activities. These widespread activities in turn require an expanded network of governmental bureaucracy and spending enormous costs to study its current and reconstructive activities. Since, the major

parts of ministries and their related organizations have been localized in urban area, another aspect of the relationship between government and urbanization is illustrated (Ziyaei, 2000).

Government's expenditures are not spent purposeless, in addition to supplying public services they pave the way for employment and generate income for different classes of a society. Moreover, through exercising special costing policies, government can increase the demand for a given service and promote economic activity. This affects capital and man force transposition among major parts of economic activity and puts the emphasis on some special part (s) of activity. Its geographical reflection is seen in the form of transposition of capital elements, activity and consequently population inside and among rural and urban settlements and finally makes the expansion pattern of these geographical areas.

The study of spatial distribution of national reconstruction credits and understanding the differences between assigned credits per capita will identify some of the reasons for intra and inter-provincial migrations of the country with regard to direction and degree of process related to land speculation. Comparing provincial payment ratios (i.e. credits assigned to different provinces by the government) with total incomes of different provinces is an important step to prove or disapprove the claim that the government has control and influence over population centers especially in urban areas.

Governmental employment pattern

The study of national employment structure and job status of employees is one of the indicators which defines government's position in economic arenas and indicates its importance as one of the role players of geographical area and cities in particular. The high ratio of state employees to the employees of private sector indicates government's capacity in job creation and the level of people's dependency on the opportunities provided by the government. If we accept that the spatial distribution of the population is to a large extent the result of the spatial distribution of economic

activities, then the regional and geographical pattern of governmental jobs distribution throughout the country will be of different economic and population related consequences among rural and urban settlements (Pater, 2005).

The large and increasing number of state employees indicates an increase in government's interferences in different social and economic arenas, which leads to the expansion of government and indirectly indicates the gradual increase in government's incumbency. Introducing government as an employer and as an important social employment agency shows the importance of government's policymaking and reconstructive plans in architecting national areas like urban settlements.

One of the eminent characteristics of renting economy is extra growth of employment and service sectors with regard to other economic sectors especially in cities. According to the findings unlike countries with productive economy, the economic dynamicity of cities in Iran is due to service related activities than to industrial activities, in a way that in some cities service related activities can be considered as their economic base. It is noteworthy that the main part of service related employees in Iran belongs to public, social and private services, which is mainly staffed state employees (Ziyaei, 2000).

Therefore, making decision about the manner of geographical distribution of these services introduces government as one of the main players in spatial arenas, which defines the distribution pattern of activities and as a result the distribution pattern of population in rural and urban areas (Rahnamaei, 2007).

The expansion of state bureaucracy

Since there is a mutual relationship between official organizations and national divisions, proportionate to the level of expansion in the functions of government and executive organizations, the country will also increase in levels and divisions. In studying the evolution of state organizations in different historical period of the country it is observed that in line with the

expansion in organizational and official units of government, country's divisions have also been developed, and we can see the formation of newly established political-official units throughout the country. The increase in the number of state organizations means the increase in government's responsibility and on the other hand indicates the increase in bureaucracy and in number of state personnel (Habibi, 1996).

Renting urban expansion pattern

The density of retailing units in Iran is higher than any other countries, which can be regarded as one of the features of renting urban expansion pattern; this is primarily due to the fact that one of the functions of renting government is paving the way for employment, and brokering is one of the suitable bases through which many migrants and simple rural man force can be attracted; and on the other hand alongside expanded system of state bureaucracy, based on a chain of retailers another system acts as a renting distribution network. With regard to enormous amount of imported goods though oil incomes and lack of suitable duty and taxation on foreign goods some people are allowed to be employed in this way and enjoy from rents distributed by the government (Gugler, 1988).

Increase in the levels and units of national divisions

After Islamic revolution in Iran, the process of establishing new municipalities has continued to increase at steady pace, in a way that at the time intervals from 1979 to 2006, 12 residential areas have been added to urban areas in the country annually. This supports the idea that one of the mechanisms of urban expansion in Iran is to assign a higher position to a residential area in a hierarchical system of political and official division of the country. In a society with renting-based economy, urban expansion is more related to the degree of enjoyment from the state renting than productive economy. Hence, having a higher position in the hierarchy of political-official division system of the country means enjoying from more bargaining power to gain more credits assigned by the state (Javan, 1988).

With regard to new official-political system, which is established in the country from the early years of recent century, and with regard to new function of the government on distribution of oil incomes in the form of reconstructive credits and paying different consumption subsidies, people learn by experience that adjacency with rent distribution center will lead to more enjoyment. For the fulfillment of this goal they have to choose one of the following two choices: try to promote political-official position of their region in the national division system, which will lead to assignment of more credits and financial facilities to that area and consequently will lead to enjoying from higher amounts of distributed rents; or try to remove their distance with rent distribution centers (like capital city, provincial and city centers) through migration (Sarraf, 2000).

Therefore, after Islamic revolution in Iran due to remarkable increase in population, expansion of scope and diversity of government's tasks and duties, the importance of reconstructive and logistical plans and consequently the increase in ministries and official organizations, the process of national divisions has increased in pace; in a way that during this period (after victory of Islamic revolution to 2011) the number of provinces has increased from 23 to 31 provinces (Iran Statistical Center, Census and housing results, 1956).

Determinant indicators of government's role in the growth of Ardabil city

After classification of Ardabil to province center to which government's role is inevitable, studying indicators of this efficacy on the process of urban growth in Ardabil have gain special importance.

For studying and analyzing the manner and conditions in which government affected the process of urbanization and suburbanization in Ardabil city we must refer to the indicators and parameters that show this affect. Hence, in the following discussion we will introduce these indicators and parameters. These indicators are important from two aspects: first, they lead to unbalanced physical growth and the expansion

of suburbanization (physical damage) in Ardabil city; second, the growth of suburbanization has led to social damages in Ardabil city.

Development indicator of official and governmental organizations

The variable of “government’s costs” is one of the indicators, which well reflects dimensions of government’s interferences and its position in different arenas of urban life. That is, the manner of spatial and regional distribution of government’s costs has an impacting effect on transposition of financial resources and human forces among major parts of economic activities and consequently among urban and rural centers as the physical basis of fulfilling these activities (Ebrahimzade, 2007).

Number of state employees and its increase indicate the increase in the scope of government’s interferences in different social and economic arenas, and expansion of government’s body and indirectly indicate the gradual increase in government’s incumbency. Introducing government as an employer and as an important social employment agency shows the importance of government’s policymaking and reconstructive plans in architecting national areas like urban settlements.

The developments in state organizations in cities is generally done through the promotion of urban hierarchy, therefore proportionate to this functional shift, the number of newly established organizations and offices and also the number of human forces employed in this offices has increased; as a result of this situation the process of physical growth of the city and its population growth has changed remarkably.

It is noteworthy that the changes in the number of man force is happened not only in the offices but also happened in different employment sectors too, which will be discussed later in different parts of this paper. Hence, for understanding economic structure of the city we must consider production factors of different economic parts. And in the study of such factors the main emphasis is on the recognition of economic activities of the city and its man force.

The first development after the classification of Ardabil as province center was the establishment of new official and political organizations, the formation of which needed man force that were attracted from the inside and outside of the city through summon and other methods. Hence, the construction of different offices and dwelling-houses for these man forces were needed. In physical dimension the first sign of this change is the establishment of Official Town, which is followed by the occupation of agricultural lands in west part of Ardabil; the first phase of this town was established for official unit, and the second and third phases of this town were constructed for the settlement of employees of different offices and organizations; and with regard to irregular recent migrations the border between this town and adjacent villages is vanishing (Table 1).

Table 1. The number of offices and organizations of Ardabil city from 1986 to 2006.

Year	1986-1996	1996-2006	Growth percent
Number of offices and organizations	59	109	84
Employee number	4026	9283	130

Source: Statistical calendar of Ardabil province 1986-2006.

Development indicator of man force in Ardabil city

The study of national employment structure and job status of employees is one of the indicators, which defines government’s position in economic arenas and indicates its importance as one of the role players of geographical area and cities in particular.

The high ratio of state employees to the employees of private sectors indicates government’s capacity in job creation and the level of people’s dependency on the opportunities provided by the government. If we accept that the spatial distribution of the population is to a large extent the result of the spatial distribution of economic activities, then the regional and geographical pattern of governmental jobs distribution throughout the country will be of different economic and

population related consequences among rural and urban settlements (Makenali, 1993).

Developments of major occupational groups of Ardabil city before and after its classification as a province (1996-2006) indicate that the number of employees of Ardabil city in 1996 was 60318 people, which had increased to 79794 people in 2006. Hence, during this decade about 19476 employees were added to number of employed people (Social statistics of Ardabil province, 2009).

From 79794 employees of Ardabil city 5.73 percent, 34.05 percent and 60.23 percent were employed in 3 sectors of agriculture, mine and industry (including mine, industry, construction and facilities) and official services, respectively (Social demography of Ardabil province, 2006). This shift in the composition of major occupational groups of the city, i.e., separation from agriculture-based economy and moving towards services is the result of classifying this city as province center, which has led to renting economy and over-growth of service sector and its employees in comparison to other economic sectors. It is noteworthy that the major parts of employees in service sector

throughout the country are active in general, social and private services and state employees form the majority of these groups; the process is the same in Ardabil city too (Social statistics of Ardabil province, 2009).

During this decade (1996-2006) the relative ratios of occupational groups of state employees, managers and official employees of Ardabil city have been increased. With the employment of 30750 people in service affairs and relative ratio of 26/61 percent increase, this sector gains the first place in employment ranking; science and technical employees with the number of 12753 and relative ratio of 7/99 percent gains the second place in this ranking. But farmers with 3854 people and relative ratio of 4/83 percent and workers of production sector with 26430 employees and relative ratio of 33/12 percent have decreased in number during last decade (Table 2). This shows the separation of city from agriculture-based economy and movement towards service-based and renting economy; this process has led to the consumption of farming lands for construction purposes and expansion of suburbanization (Social statistics of Ardabil province, 2009).

Table 2. Employees of Ardabil city during a 10 years period (1996-2006) and their comparison.

Major occupational groups	Employees of Ardabil city in 1996		Employees of Ardabil city in 2006		Employee difference in 1996 and 2006	
	M&F total	Relative ratio	M & F total	Relative ratio	Absolute Fig.	Relative ratio
Science and technical employees	6621	10,98	10916	3/68	4/295	2/70
Top managers and employees	344	%75	1837	2/30	1/493	1/73
Office employees	1437	2/38	3362	4/21	1/925	1/83
Trade affair employees	7185	11/92	13125	16/45	5/940	4/53
Service employees	2955	4/92	14263	18/89	11/308	12/99
Farmers and ranchers	6071	10/6	3854	4/82	-2/217	-5/24
Production workers	37032	44/86	26413	33/12	-602	-11/69
Employees of unknown jobs	873	14/38	6007	7/53	-2668	-6/85
Total	60318	100	79794	100	19/479	100

Source: House and population, 1996 -2006
 Moreover, the growing number of state employees and their need to provide dwelling have led to land conveyances and establishment of official towns and residential areas for the employees in Ardabil city; the eminent example of which is the establishment of 1st phase of Karshenasan Town for official section and the expansion of 2nd and 3rd phases of this town as the

residential areas for those who employed in this official town, and this leads to the expansion of city towards adjacent villages in the west (field study).

Population (indicator)

Features related to population and its composition (population setup, measure, gender of age groups,

household dimension) indicate the developments of urban geographical area during the time, hence, population as an indicator of government's effects on urban growth of Ardabil is one of the major indicators. Demography, does not consider the history of population developments in a city separate from social-political developments in different historical periods. Ardabil city is not an exception in this regard and after its classification as the province center it has been faced with different population-related developments (Table 3).

We can classify the effective factors on population growth of Ardabil city into two groups:

The first factor is related to fertility and death, which shows normal population growth; and the second group, shows the process of migration to Ardabil city from 1993 on, which has led to rapid population growth and irregular city expansion in recent years.

Table 3. Growth of population in Ardabil city in different years

Year	1966-1976	1976-1986	1986-1996	1996-2006
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Table 4. Population and it's density in Ardabil province and Ardabil city.

City	Population				Density in 1976	Density in 2006
	1976	1986	1996	2006		
The whole province	451535	526581	588799	715597	45/8	59/6
Ardabil city	281973	3311022	340386	418262	54/9	67/5

Source: Statistical calendar 1956-2006

Migration (as an indicator)

The density of retailing units in Iran is higher than other countries of the world, and this can be regarded as one of the characteristics of renting urban expansion;

from among the functions of a renting government is to pave the way for employment and brokerage is one of the common ways of attracting a large number of migrants and simple rural man force who are of least proficiency.

Physical growth of the city does not indicate urban expansion plan, but indicates migration from adjacent rural areas to the city, irregular constructions and

Growth rate	5.7	2.43	1/90	1/95
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Source: statistical calendar 1956-2006

In the absence of migration process, population increases with fertility and decreases as a result of death. The algebraic sum of fertility and death in a given period shows the increase of decrease of a population in that period. Hence in recent centuries fertility rate was higher than death rate, Ardabil population had normally increased during this period.

Population density is the relationship between population and city area, and if we calculate population total to area, then we can obtain the density of person/per (area) unit.

$$\text{Population density} = \frac{\text{Urban population}}{\text{City area (in kilometer)}}$$

According to above formula 52 people lived in per square kilometers of city area in 1996, but this density had increased to 67.5 people per square kilometers of the city area in 2006 (Table 4).

incorporation of several villages (like Jajin, Molla-Youssef, Mollabashi and several other villages) into the city area, which has naturally led to unorga-nized physical form of the city.

According to census in 2006 during 10 years ago (1996-2006) about 120200 people migrated to Ardabil city, 34982 people of them were from rural areas and 85218 people were from cities around. While during the years from 1986 to 1996 the number of migrants to Ardabil city was about 46165. By comparing these two statistics (i.e., before and after its classification as

province center) we can see and obvious growth in the number of migrants to Ardabil city (Social statistics of Ardabil province, 1996-2006) (Social statistics of Ardabil province, 2009).

Table 5. Number of migrants to Ardabil city from 1986 to 2006 (before and after its classification as province center).

Year	1986-1996	1996-2006	Growth percent
Number of migrants	46165	120200	160

Source: Statistical calendar of Ardabil province, 1986-2006)

By origin 33 percent of migrants to Ardabil city have been from urban area and 67 percent from rural area, which shows high degree of migration from rural areas to the city. Due to its geographical position, Ardabil city is of different migrant tribes that include a large number of migrants to this city. Hence, if we do not provide their source of livelihood we will see the process of suburbanization around the cities.

According to age distribution 66.1 percent of migrants had been at active age of 15 to 64 and the rest had been at the ages below 15 and above 65. According to gender for every 100 migrant women who reside in the city there had been 49.9 men during the years from 1996 to 2006 (4).

Due to migrants rush to Ardabil city, hectares of farmlands were destroyed for construction purposes. As a result of this the border between Ardabil city and the villages around is vanishing and gradually more and more farmlands, especially in the north and northwest of the city, are destroyed in the favor of suburbanization.

According to primary estimations about 64000 people are settled in the suburb of Ardabil city, most of them are migrants (65 percent are migrants from villages and towns around Ardabil) (Darvishi, 2012).

The migrants from rural areas are from special tribes with their own especial attributes and mentalities that

most of the times lead to family controversies and group disputes; and trough their tribal power they can expand some abnormalities in the city.

Sometimes when people migrate from rural area to the city they suffer from depression. Migrant juveniles compare their level of living with their peers who are of higher and better living condition and they try to heighten their level, which may lead to some social damages. Addiction, behavioral disorders, and robbery are among these social damages.

Rural migration has led to social and economic damages in Ardabil city and beside prevalence of false jobs like pedlary, cigarette-selling and establishing kiosks in different areas of the city they may cause some problems by selling non-standard and illegal things.

City expansion without any codified and expertise planning will result in many concerns and difficulties. Whatever the city becomes bigger the more welfare and social problems it will suffer from. Some factors such as lack of hygiene, epidemic diseases, poverty and unemployment, environmental crisis, air pollution, social challenges etc., which are seen in suburbanized part of Ardabil, threaten citizens' health.

With regard to the capabilities of agriculture sector in Ardabil province and its direct effect on value added, one of the best ways to prevent the migration from rural areas to the city is to promote this sector.

For preventing the process of migration from rural areas to Ardabil city it is necessary to organize the economic condition of peasants and migrant tribes.

Physical growth and housing developments of the city (as an indicator)

Studying qualitative and quantitative indicators of housing not only is a descriptive tool for current situation but also is a suitable tool for evaluating standards in the process of house developments (16). With regard to social and economic status, different

income groups live in different areas of Ardabil city; for example the suburban regions such as Salmanabad, Mirashraf, Rasoulabad are of low quality houses, which belong to low income groups and some regions such as Hafez, Azadi, and Karshenasan are of high quality buildings, which belong to high income groups (Field study).

Table 6. Different kinds of constructed houses in Ardabil city from 1996 to 2006.

Different kinds of house	From 1996 to 2006	
	Unit number	Area (in square meter)
Cooperative housing	6542	638493
Mass construction	1238	691472
Mehr housing	552	26696
Total	8332	135661

Source: Ardabil urbanization and housing organization 2011

Urban population structure of Ardabil city, with regard to irregular migration to province center (Ardabil) and high rate of population growth has led to some housing problems both quantitatively and qualitatively (Rahnemai *et al*, 2012).

With regard to city growth and expansion and also population growth, especially after classification of Ardabil as province, new constructions have emerged in this city in the form of mass-building and complex building to address the need for housing. During past 10 years, different cooperative mass-building projects and public and private renting mass-building and also some preparation plans have been executed in Ardabil.

According to public census, the process of population development in Ardabil city shows a continuous increase in the population of this city. In a way that in 2006, the population growth of this city had been 2.9 annually, hence as a result of irregular population growth providing house has been difficult, which has led to irregular expansion of the city, occupation of suitable farmlands in favor of constructions in the

southwest and suburban areas especially in the west and southwest of Ardabil.

Therefore, after classification of Ardabil as one of Iranian provinces it gains economic, social and political importance; we can study social development of Ardabil city from two dimensions. First, the process of migration to this city is continuing and city is expanding from different sides.

The second dimension is related to formation and expansion of different towns in the city area, which in turn can be studied from two different dimensions. First dimension relates to fashionable district of the city, which are mainly formed through the social development in old texture of the city.

Hence, organic and semi-organic texture of the city gradually lose its population in favor of population in new and modern texture of the city and this turns into a continuous process. As a result of this migration from old texture of the city a new urban texture (including Rezvan and Hafez towns and margins of Baliqlou River) has formed in the city. Second dimension relates to towns with average income residents. Their populations are not migrants from old textures of the city but from villages and cities around Ardabil city.

From economic point of view these towns as it is known from their names (Official Town, Karshenasan (=Experts), Telecommunication Town, Keshavarzi (=Agriculture) Town) are for state employees, which are formed by average income people. (Darvishi, 2012).

The raising price of land and house in 1990s, which was mainly due to classification of Ardabil as a province, had led to major investments in this section.

Hence, the added values, which was injected from national section to official section of the city and to different activities specially agriculture activities were spend for construction purposes. As a result we see the formation of some urban districts in this decade, which are mainly formed by relatively well to do migrants from rural areas; accordingly we can say that Sabalan

town is formed on the basis of such characteristics (field study).

Qualitative and quantitative developments in housing conditions

With regard to housing and population census in 1996 the number of residential units in Ardabil city was 5484 units, and in 2006 this number increased to 5941 units. And the number of households from 11637 in 1996 increased to 67184 in 2006.

Therefore, with considering one household for each residential unit, Ardabil city lacks 4287 residential units at the present (Darvishi, 2012).

Studying quantitative and qualitative criteria of housing as a descriptive tool not only describes current conditions of housing from different dimensions, but also it is considered as a suitable tool for measuring the criterion in the process of housing development. Surveying quantitative criteria of housing in Ardabil city, with considering locational conditions, is one of the major characteristics of housing. People with different needs demand different houses and with regard to economic and social conditions the functional spaces of housing can take different dimensions; people in different economic classes live in different areas of the city.

For example the suburban regions such as Salmanabad, Mirashraf, and Rasoulabad are of low quality houses, which belong to low income groups and some regions such as Hafez, Azadi, and Karshenasan are of high quality buildings, which belong to high income groups.

Housing problem is mainly seen in low income groups and despite continuous endeavoring by

Table 6. Changes in area and population of Ardabil city from 1986 to 2006.

Year	City area (in hectare)	Changes (in percent)	Population (person)	Changes (in percent)	Gross density (person/hectare)
1986	2403	-	281973	-	1365
1996	3830	59	340386	20	1375
2006	6403	67	418362	22	1385

Source: Statistical calendar of Ardabil province 1986-2006

The gross density of the city has decreased from 117.5 people per hectare in 1986 to 62.9 people per hectare

government to decrease these differences and social deprivation among different classes and to establish social justice these groups still form a large majority.

Therefore, due to unequal distribution of resources, accessing to house is a vital issue for these groups, which leads to abnormal urban phenomenon called suburbanization; since one third of Ardabil population live in suburb and margins of the city and housing is not of suitable condition in these areas, housing is of outmost importance in the expansion processes. Providing a suitable housing plan is effective in the fulfillment of social justice and in decreasing the rate of unemployment and social problems (Darvishi, 2012).

Physical growth and the expansion of city area

Along with official and political developments in 1993 in Ardabil city, the functional developments had led to some changes in physical dimension of the city.

The process of physical development in Ardabil city has had an incoherent growth during the recent three decades. During the time from 1986 to 2006, Ardabil population has risen from 218197 to 418262 people and its area has increased from 3000 hectares to 6403 hectares during this period. On the basis of this the city area and population has increased 67 percent and 22 percent, respectively.

This shows the rapid urban growth as a result of irregular migration to Ardabil city (Rahnemai *et al*, 2012).

in 2006. This decrease is mainly related to the increase in city area and occupation of farmlands (Iran Statistical Center, Census and housing results, 1956).

One of the mechanisms of urban expansion in Iran is to assign a higher position to a residential area in a hierarchical system of political and official division of the country. In a society with renting-based economy, urban expansion is more related to the degree of enjoyment from the state renting than productive economy. Hence, having a higher position in the hierarchy of political-official division system of the country means enjoying from more bargaining power to gain more credits assigned by the state (Darvishi, 2012).

The set of these roles and responsibilities and the tool for their fulfillment are defined by the government. Since the place of fulfilling these functions is limited to urban areas, therefore most of current and reconstructive credits of government, which form the economic basis of the cities, are spent for these areas. In this urban expansion pattern we can see three kinds of developments: political, functional and physical, which means the presence of political representatives (like governor-general, governor, and demarche) in residential areas and this increases the power of political bargaining to attract more current and reconstructive credits for the said areas. These developments have led to the concentration of official and service-based organizations in Ardabil city as well as to an opportunity in which this process have led to ecological migration from adjacent towns and villages to this newly established center (i.e. Ardabil). Engagement of urban authorities in reconstructive and official tasks resulted from these developments and the lack of government's control over urban planning and over migration to the city and over organizing and directing the migrants in the city have pave the way for profiteers and speculators to take advantage of this situation and sell the farmlands adjacent to Ardabil city for a lower price; and this lead to more and rapid urban expansion in this area.

With regard to new official-political system, which is established in Iran during the recent years and also, and with regard to new function of the government to distribute oil incomes in the form of reconstructive credits and paying different consumption subsidies, people learn by experience that adjacency with rent distribution center will lead to more enjoyment. For the fulfillment of this goal they have to choose one of the following two choices: try to remove their distance with rent distribution centers (like capital city, provincial and city centers) through migration; or try to promote political-official position of their region in the national division system, which will lead to assignment of more credits and financial facilities to that area and consequently will lead to enjoying from higher amounts of distributed rents. Therefore, it can be seen that how state costs have led to closeness of the distance between urban and rural area, which pursue migration from rural to urban areas. Therefore, due to closeness to this distribution center urban population and society enjoy from higher amounts of distributed rents, a fact that encourage migration from rural to urban areas. This leads to rapid and irregular growth of the city in which government's role is inevitable. The spatial fulfillment of these choices is seen in the form of population growth of city, which has led to physical growth of the cities and Ardabil is not an exception in this regard. This supports the idea that one of the mechanisms of urban expansion in Iran is to assign a higher position to a residential area in a hierarchical system of political and official division of the country. In a society with renting-based economy, urban expansion is more related to the degree of enjoyment from the state renting than productive economy. Hence, having a higher position in the hierarchy of political-official division system of the country means enjoying from more bargaining power to gain more credits assigned by the state. The created changes in urban hierarchy and divisions have led to the establishment of more official organizations in the city, hence, economically a remarkable part of service-related tasks with high percent of state employees are concentrated in the cities; and this functional change has led to the increase in the number of newly-

established offices and organizations and the high number of employees in this organizations have led to major physical development.

As discussed indicators such as population, migration, increase in the number of official organizations, and increase in the number of state employees, which indicate government's role in the developments of Ardabil city that has led to irregular expansion of the city area and the border between 12 adjacent villages and the city has been removed. The consequence of parameters like population growth, the expansion of city area, increase in the number of state organizations, selling lands by government's interference, and the increasing process of rural to city migration have led to suburbanization; this study indicates that about 120,000 people of Ardabil population live in suburbs of Ardabil city; the majority of this population are migrants and 65 percent of them are migrants from rural areas. Different statistical indicators are studied in this research all of which indicate that after classification of Ardabil as a province, official and political base of government was established in the city and concurrent with this change population took an increasing growth, which had intensified by irregular migration to the province center.

The first impact of migration was started by the concentration official organizations and the increase of migrant employees in this section; hence in physical dimension the first sign of this change is the establishment of Official Town, which is followed by the occupation of farmlands in west part of Ardabil; the first phase of this town was established for official unit, and the second and third phases of which were constructed for the settlement of employees of different offices and organizations; and with regard to irregular recent migrations the border between this town and adjacent villages is vanishing.

Ebne Khaldoun believed that there is a close relationship between government and urbanization and the destination and prosperity of many cities is tied to the power and volitions of their politicians. One

of the remarkable points in his thinking about city and urbanization is physical expansion mechanism of the city through land speculation (Chamratrithrong *et al.*, 1995).

In his PhD dissertation about the role of government in urbanization through the guidance of Rahnamayi, Ziyaei has tried to identify the role and position of government in expansion of city and urbanization and refer to the effective factors in this process; he conclude that in the process of city expansion in Iran the role of government is undeniable (Ziyaei, 2000).

Conclusion

Impact of migration was started after classification of Ardabil as province center, people from adjacent towns and rural areas rushed into this city, which led to ecological migration. But most of these migrants were poor and jobless people from the villages around Ardabil city who forced to settle in the suburb of the city for providing cheap lands. Scientific conclusion of this research indicates that due to some reasons such as lack of suitable infrastructure for functioning as a province, and lack of suitable urban-rural system management, we have seen a significant increase in migration from rural areas to Ardabil city; hence due to lack of facilities inside the city area for newcomers (who were seeking high income and better life condition in the city), we have witnessed the growth of areas on the fringes of Ardabil city called suburbanization. It is one of the many causes of the increase in urban sprawl, which has given an untidy and unattractive view to the city. Moreover, the existence of suitable farmlands in the suburbs of Ardabil city and the lack control over them paved the way for speculators to sell these farmlands for migrants without having license to do so.

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