

A Review of Housing Management Policies in Iran with The Approach of Social Situation Analysis

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ARTICLE INFO

Keywords:

*Housing, Low
Income Housing,
Housing,
Housing Policies*

ABSTRACT

Housing has been one of the most pressing issues for many strata, especially the low-income households, in recent decades. In many cases today, not having a home does not mean being homeless, it means not owning a housing unit and having housing as a safe investment and a point of security for the household, especially in old age and retirement. The main purpose of this study is to investigate the housing policies of low income groups in Iran. The type of research is applied in terms of purpose and descriptive-analytical in nature. A library-based approach based on government documents, articles, magazines, press and statistics was used to collect the required information. Therefore, firstly, the overall definition of housing, housing indices and housing standards in the countries of the world was discussed, and then the housing policies of low income groups in Iran were evaluated. Housing has been one of the most pressing issues for many people in recent decades, especially low-income households in Iran. In recent years, governments have adopted various policies to meet the legal and customary expectations of low-income housing. The most important policies include clean housing policy, co-operative housing policy, rental housing policy (conditional rental), and housing and social housing.

Introduction

Today, urbanization is one of the most important aspects of global change (Liu & et al, 2007:59), in the last half century, it has provided the foundations for extensive urban growth and development (Qadeer, 2004:1). Considering the ever-increasing growth of urbanization in the current world and the prediction that more than 66% of the world's population will live in cities by 2050, (United Nations, 2014:2), urban housing is considered one of the most basic needs of human society and is always a major part of household expenses. It encompasses a city (Fedai Jezi, 2016: 1.)

The housing crisis in Iran emerged at the same time as agrarian reforms and the growth of dependent capitalism and the migration of villagers to the cities. The second crisis occurred when the price of oil increased and the centralization policy was implemented, the excessive growth of cities arose due to weak laws and policies towards the private sector. After the revolution, the housing crisis in the country intensified due to the application of misplaced policies (Karimpour, 2008: 2). In recent years, the price of housing and land, especially in large cities, has increased excessively, this increase in price, especially in Iran as a developing country, due to the rapid growth of population and urbanization (Pourmohammadi, 2014: 7), the development of large cities continuously, horizontal growth and disorderly cities (Research Center of the Islamic Council, 1387) Internal migrations, lack of sufficient financial resources, problems related to land supply, its high cost and scarcity, and most importantly, the lack of correct policy, policy making, and planning have become an acute and critical problem (Pourmohammadi , 1394: 7) which especially puts low-income groups in a tight spot (Hataminejad et al., 1385: 140)

Housing and shelter is one of the most essential human needs. In our country, in principles 31 and 43 of the Constitution of the Islamic Republic of Iran, "Having suitable housing is the right of every Iranian individual and family". (Fattahi, 1389: 1). In addition to the physical place, the residence also includes the entire residential environment, which includes all the necessary services and facilities needed for the well-being of the family and the employment, education and health plans of the people. In fact, the general definition and concept of housing is not a residential unit, but includes the entire residential environment. In other words, a residence is something more than a mere physical shelter and includes all the services and public facilities necessary for human well-being, and the user should have a relatively long and secure right of possession (Pour Mohammadi, 2019: 30). In the second Human Housing Summit (1996) held in Istanbul, proper housing is defined as follows: "Proper shelter does not only mean having a roof over each person's head; Proper shelter means proper comfort, proper space, physical access and proper security, property security, structural stability and durability, proper lighting, ventilation and heating system, proper basic infrastructure such as water supply, health and education, waste disposal, proper quality of life. Environment, suitable health factors, suitable and accessible place in terms of work and basic facilities, all of which should be provided according to people's ability (ibid.: 4)Providing housing in the last few decades has been one of the most important problems of various strata, especially low-income households in the country. Today, in many cases, not having a home does not mean being homeless, but it means not owning a residential unit, and having a home is considered as a safe investment and a point of creating security for the family, especially during old age and retirement (Najafi, 1385: 42). A well-functioning housing market doesn't just affect shelter concerns. At a fundamental level, a country's housing sector can improve public health, stimulate economic growth, and have important social outcomes. A good housing sector can provide proper

access to housing among all demographic groups. Since the purchase of housing takes several times the annual income of households, only a limited number of people can buy a house with their current income. Normally, the facilities granted to households increase the financial strength of households, and since the purchase of housing takes several times the annual income of households, only a limited number of people can buy a house with their current income. Normally, the facilities granted to households increase the financial strength of households, and since the purchase of housing requires significant credits, the amount of the facility or its interest rate is considered as one of the variables affecting the demand (Pourmohammadi). et al., 2013: 34). In view of the above and the important role of governments in preparing and providing, it is necessary to examine the policies and policies of providing housing, which we will discuss in the present research.

2 . Research objectives

One of the important features of any scientific research is the clear and transparent expression of the research objectives, because the lack of clarity of the research objective will always make the reader doubt and illusion, so the purpose of scientific research is to discover the facts and establish a connection between them and It is the explanation of conditions and events that leads to logical generalizations so that, if possible, events can be predicted based on it. Therefore, the ultimate goal of a researcher is to obtain general information, in other words, general scientific spaces that have a universal nature.

Therefore, the main goal of the current research is to investigate the housing policies of low-income groups in Iran.

3. Research method

The type of research is applied in terms of purpose and descriptive-analytical in terms of nature. In order to collect the required information, a library method based on government documents, articles, magazines, press and statistics was used. Therefore, firstly, the general definition of housing, housing indicators and housing standards in the countries of the world were discussed, and then the housing policies of low-income groups in Iran were evaluated.

4 . Definitions and concepts

Ideal housing: It is a housing that is physically compatible with modern standards and is located in a place that enables easy access to work, shopping and recreation, and finally there is security in the way housing is occupied (Javadi, 1375: 326)

In the housing economics bulletin, housing is defined as follows: it is a space consisting of at least one room, one kitchen, one toilet that makes up all or part of it and has a private entrance to the street, alley, etc., or common stairway or corridor. (Asadi, 1387: 18).

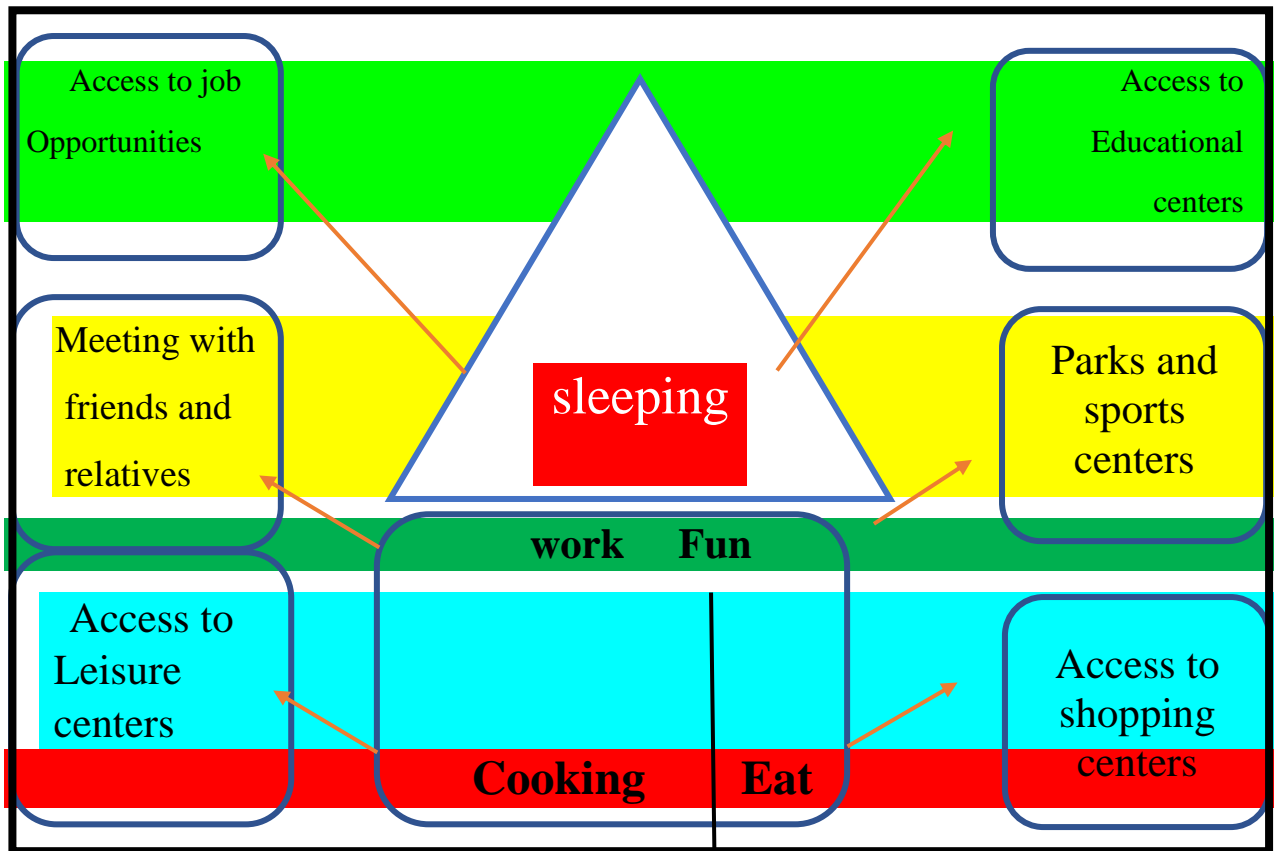


Figure 1. Components of modern housing (Pourmohammadi, 2015: 4)

Housing is considered as one of the important pillars of social welfare policies and suitable housing is a prerequisite for achieving social justice (Qalibaf, 2016: 38). Inappropriate housing becomes a space trap. Housing trap is produced in two ways, one is internal quality and the other is external quality. The external quality means the geographical location of the housing, and the internal quality means a housing with inappropriate construction materials and equipment and insufficient substructure level, which causes a spatial trap (Athari, 2014: 5-6).

Housing desirability standards and indicators:

The housing sector is one of the important components of measuring the level of development and underdevelopment of societies and the level of well-being of residents in most countries. Among them, housing indicators play a special role. With the help of these indicators, it is possible to know the effective procedures in housing matters (Ziari et al., 2014: 40).

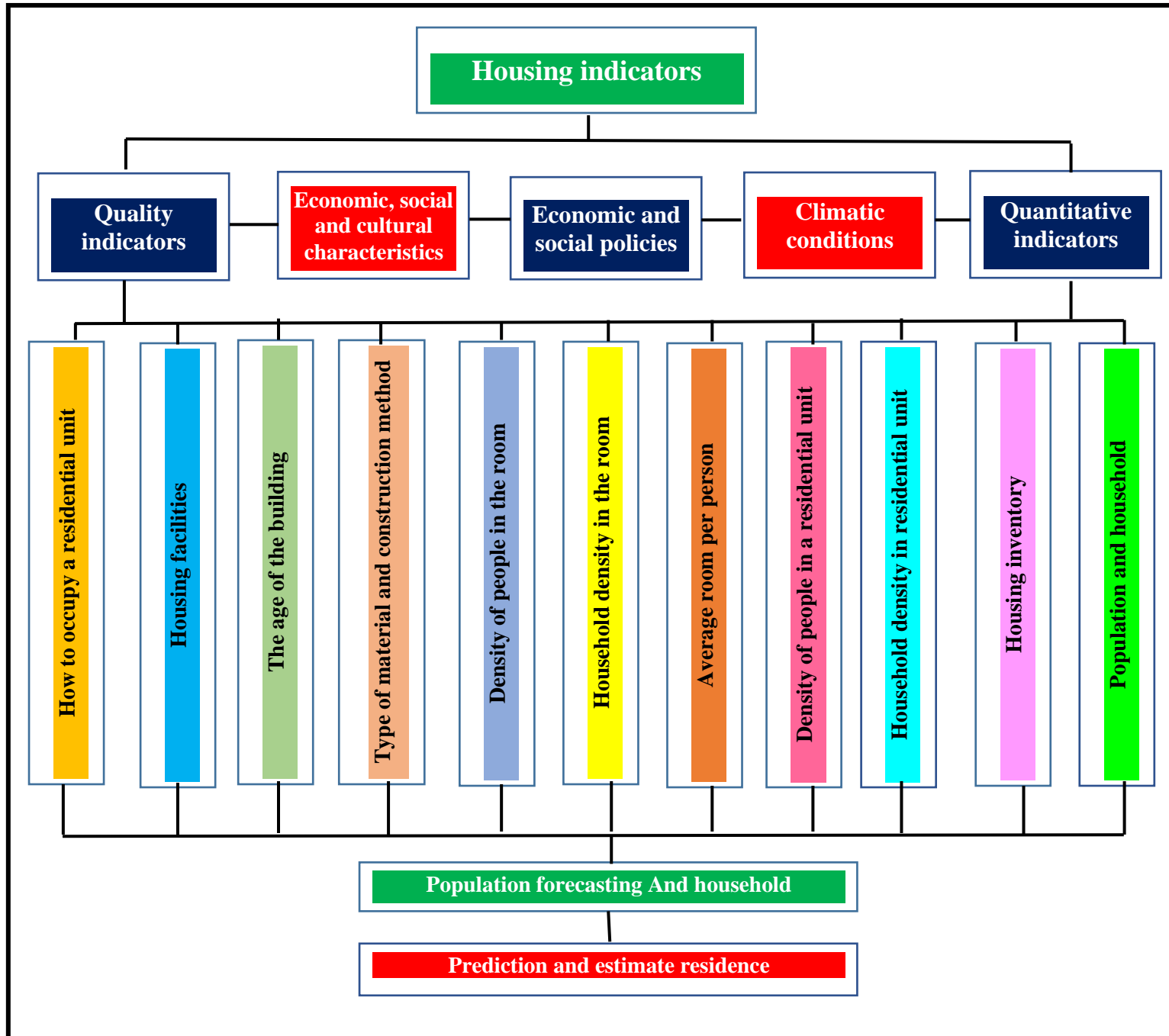


Figure 2. Conceptual model of quantitative and qualitative indicators of housing (Ziari et al., 2014: 41)

These indicators are actually tools for measuring and assessing the housing situation and its development process, as well as evaluating the success rate and realization of housing policies. For this reason, in addition to evaluating the situation; Plans are also used in formulating quantitative goals (Sartipipour, 2014: 45). In general, housing indicators are the most key and important tools in housing planning (Meshkini and Zangisheyi, 2015: 3)

The objectives of investigating housing indicators can be categorized in the following cases:

- 1 . Providing the necessary framework for housing policy and planning and monitoring it;

2. Recognizing and explaining the relationships governing different dimensions of housing and evaluating the results of different policies;
- 3 . Establishing correct relationships between different dimensions of housing, which can be in the direction of formulating policies;
- 4 . Providing suitable analytical tools for policymakers and planners with complete knowledge of developments and transformations (Azizi, 2014: 26)

Table 1. Housing standards in different countries (Fattahi, 1389: 59)

Name of the country	some standards of residential units
Japan	defines two standard levels, minimum and average, regarding the number of spaces in a residential unit Construction safety standards, fire safety and health provision
Sweden	Crowding-based standards to specify the number and type of spaces
UK	housing standards including per capita space, type of equipment, number and types of spaces
The (former) Soviet Union	defined different standards at three points in tim Standards according to the number of rooms, variety of space dimensions, compatibility with different climate zones, different structures, types of architectural design

Discussion and findings : Housing, as one of the real phenomena, is one of the first issues that mankind has always been dealing with and is always trying to transform and find an appropriate, reasonable and thought-out answer for it. The problem of homelessness and lack of shelter is a global problem. Currently, housing issues have become a global issue and the societies of different countries are also struggling with such issues. In fact, housing is one of the most important elements and factors to achieve sustainable development based on inclusive justice. How to achieve it for different groups of society, especially low-income groups, and its quality and quantity, is one of the most important challenges facing governments and societies. Housing is both a consumer product and a capital product. Modern views of housing emphasize the role of housing as an asset, and also having housing improves the base of families, and housing ownership is a clear sign of improving the standard of living. On the other hand, good strengthens the solidarity between communities and brings health, stability and hope to the people of Sekana (Zargham Fard, 2016: 72)

In Iran, one of the most important responsibilities assigned by the constitution to the government is to provide housing for the people of the society. The trend of increasing urbanization, which has arisen due to the heterogeneity of spatial relations between different regions of the country, is confronting the society with more problems. Slow/unprecedented rapid increase of population in Iran adds to the severity of this problem, that any partial reform plan in the existing situation will lead to failure. So that during the last four decades, Iran's population has grown from 25,070,000 (in 1966) to 75,150,000. The huge number of people living in the cities are facing the problem of providing housing along with many other problems, and for this reason, the majority of them try to find a shelter for themselves by equipping all their financial capital to fulfill this need in any way possible.

Until the beginning of the 1330s, housing was not raised as a special issue, and it was raised only intermittently and in special situations. But after the 1330s, there was a reason for the migration of villagers and the growing growth of big cities, as well as the turning process of the economy towards the establishment of assembly industries on the economic pillars of serious housing issues and problems. In the 1340s, when housing was raised as a problem, housing construction was boomed by the private sector, and most of the construction was for the middle class. At the beginning of the 1350s, the price of oil increased unprecedentedly, this increase led to the rapid growth of related industries and assembly and the extensive growth of the service sector, and this factor caused the growth of migration from villages to cities. In fact, the emergence of the housing problem in Iran and its design as a social problem goes back to the beginning of the growth of dependent capitalism (Zargham Fard, 2016: 87)

Providing housing in the last few decades has been one of the most important problems of various strata, especially low-income households in Iran. During the last few years, in order to respond to legal and customary expectations in the field of housing for low-income groups, governments have considered various policies. Among the most important policies, we can mention clean policy, cooperative housing policy, leased housing policy (rental subject to ownership) and social housing, which we will examine in detail in this section.

Clearing, bulking, shrinking (clearing)

The discussion of downsizing in the world was raised with the slogan "small is beautiful" (Taibi and Dadfar, 2010). In the early 1960s, in the world of management, the word "small" was given special attention, and organizations started downsizing in order to achieve the advantage of flexibility, competition and service. One of the topics related to housing in Iran has been providing housing through miniaturization and massification. Naghizadeh (1383) believes that this policy was rooted in history and special conditions. So that its roots can be traced back to ancient Egypt. He believes that in ancient Egypt, this type of housing was built for the workers who built the triangular pyramids, which only protected them from the cold and heat. He goes on to state that massification and downsizing in today's form has its roots in European industrial cities after the industrial revolution, which are intended for rural immigrants. Mass production is said to be a method of production in which high volume of production reduces costs, but the important thing is that reducing prices never means reducing quality, but due to the existence of strict control, the quality of products is also greatly increased and leads to standardization, so to speak. In Iran, in the first to third five-year programs of economic, social and cultural development, the government has implemented some policies to solve the housing problem of households, and the result is the current housing situation in the society. Due to the comparative savings of production, mass production leads to higher productivity and lower cost. In terms of urban planning, mass production creates diversity in the city's appearance, and mass production does not conflict with production diversity. The beginning of the massive development of mass production activities usually took place between the first and second world wars. The start of the Second World War stopped the activities of these companies for a certain period of time. At this time, the government's funds were used to provide housing for the residents with the help of house building, and the initiative in the development of house building fell to the hands of the government agents. The comprehensive housing plan (in the third part) deals with the management of the housing sector. In this plan, mass production of housing is given special attention as one of the parameters of production planning and supply management.

According to the economic conditions of young couples and low-income families, small and crowded houses can be a good option for starting their life. Therefore, such houses should not be dealt with irrationally. So that ignoring this type of housing as well as similar types will lead to many problems, so that the failure to build cheap housing will cause problems in urban and social life, so planners should seriously look for fundamental solutions for reduce the effects and negative consequences of this category.

Methods of mass housing were invented and exploited since the middle of the 21st century. Sometimes the combination of these methods has led to the cost-effective production of the building in the shortest time. In this regard, the Office of Civil and Housing Cooperatives has introduced new methods of building mass construction as follows:

Prefabricated parts: One of the important methods of building mass production is the use of prefabricated building parts such as beams, wall columns and facades. Prefabrication may be done in the factory stage or in the workshop, if there is enough equipment, it improves the quality of the part and increases the relative speed of construction.

Raising the roof: raising the roof is one of the semi-prefabricated methods of mass production of the building, which became common in the early 1950s. In this method, the roofs of the building are made of concrete on the ground level and on top of each other. In this case, the need for a mould is very limited and only for the moulds around the roof. After the roofs have found enough resistance, they are raised along the columns in turn and connected to the columns in place.

Lowering the roof: This method is similar to the previous method, except that this method is a bit more expensive, but there is no height limit. In this way, first they make the concrete core of the building, then they install load-bearing beams on it and hang rods from these load-bearing beams. On these bars, the lower formwork of the highest roof is installed and the highest roof is poured with concrete. After the resistance of the first roof is found, the lower formwork is released until it reaches the level of the lower roof. Then this roof is also poured with concrete. To increase the work speed, they may install several forms at different distances from the height of the building.

Formatting: Innovation in the field of formatting has also made mass housing more possible.

Use of plastic or fibreglass molds: with these molds, a smoother surface is obtained in concreting, which saves a lot on carpentry. In general, in order to provide low-income housing in 1976, a series of promotion policies such as downsizing and mass housing were applied, which were very effective. These promotional policies were followed with the axes of "savings, accumulation and downsizing" under the title of "clean" policy and had positive effects. In other words, "social housing" was defined to provide housing for the low-income group. The policy of providing low-income housing with the three slogans of savings, accumulation and downsizing was stopped after a short period and did not continue. After that, in the early 1980s, these policies turned into a rental housing production program, which we will discuss further. Rental housing policy is actually a modified form of social housing policy, but it is not loyal to the goals of the original plan in any way (Zargham Fard, 2016: 81-82).

Housing T Awani : The gradual criticalization of the housing situation in the first half of the 1350s caused the ownership of suitable housing to become one of the demands of the people. For this purpose, the government put the restoration of the rights of the government (community) on favorable lands, limiting the ownership of the private sector on open and barren lands on its agenda. The method of providing housing through cooperatives, in line with the second and third economic, social and cultural development programs of the country, along with the decision of the Ministry of Housing and Urban Development that the policy of saving, mass building, downsizing (which was explained in the previous section) and supportive housing and followed the social Three periods can be distinguished in the implementation of the laws related to land acquisition and transfer from 1358 to 1377. During these periods, he acquired a significant amount of land for handing over and interfering in the housing market in order to stabilize the land price.

First period: 1358-67

In this period, in the housing and land sector, like in other economic sectors, demand-side policies prevailed, and the transfer of cheap land and remittance materials to final consumers (individuals and cooperatives) caused the rapid growth of housing cooperative companies.

Second period: 1368-72

In the second period, due to the plan of economic adjustment policies and the supply side, more attention was paid to mass builders and the share of housing cooperatives in transfers was reduced, but the supply of land at a reasonable price can be considered one of the main drivers of the activities of housing cooperatives. considered

Third period: 1373-77

In this period, the policies of the second period are followed, with the difference that it fluctuates and many annexes and appendices are added to it. In this way, the field of land transfer was provided, which in the bylaws of the applicants were divided into three groups: mass builders, cooperative and individual companies.

The first housing cooperative company in Iran was formed by the National Oil Company in Tehranser in the western region of Tehran, and among the activities of this company was the assignment of land and the construction of residential units for its members. Of course, according to some, the formation of housing cooperatives in Iran goes back to 1320. On the other hand, Hosseini (1380) believes that the first housing cooperatives were established in 1348, after the formation of the Central Cooperative Organization of the country and with the approval of the Cooperative Law in 1348 under the supervision of the prime minister at that time. With an overview of the issue, it can be claimed that the establishment and then the start of construction of housing by housing cooperative companies has been implemented in line with cooperation and coordination with the policy of mass housing in Iran.

These cooperatives aim to provide housing for the low-income classes and groups and in order to prevent mismanagement and fight against profiteering factors and fair distribution of facilities and strengthen the sense of mutual cooperation and create more facilities and facilities in matters related to the construction of low-cost residential units in order to The realization of Article 13 of the Constitution of the Islamic Republic of Iran was established. In general, in the formation of the cooperative, those vulnerable groups became members of the cooperative who had the necessary qualifications to own a house. Hasanpour (1376) has provided benefits for cooperative housing. He is of the opinion that due to the fact that a cooperative is naturally formed by a homogeneous group, relations with neighbors will be good along with human relations. Cooperative companies have had to comply with the general rules of urban planning and municipality due to mass construction, and as a result, the ability to apply the general policies of the government for the strength and safety of the building became easier. Usually, in many cooperatives, building plans were presented in the general assembly and as a result, the opinion of the majority of members (residents) in their living environments was chosen and agreed upon by the majority of them. In cases where problems were observed in the construction of the units, it could be objected and followed up by the members, and it could also be resolved (Zargham Fard, 2016: 91).

New cities

New cities are considered the most important and best phenomenon of the new age and are considered as the manifestation of "new civilization". The phenomenon of creating new cities in the world has always existed throughout history for political, security, economic and demographic reasons, and at the same time as the industrial revolution occurred in Europe and then America, new legalities were formed in urban planning. The basic foundation of new cities is self-sufficiency, independence, population balance and employment.

In general, it can be noted that the origin of new cities goes back to Howard's views on the self-sufficiency and independence of new cities through creating a balance in employment-population. After the revolution, new cities were created in Iran due to population overflow. The plan to create new satellite cities was first proposed in the welfare committee of the government employees by the Ministry of Housing, and then it was approved by the cabinet in 2014. In 1366, the creation of new cities was approved by the parliament and its implementation was entrusted to the Ministry of Housing. In 1366 we saw the study of new cities, in 1967 we saw the location of new cities and in 1968 we saw the beginning of the urban development of new cities. The idea of building new cities started in 1367 and in the first five-year plan of economic, social and cultural development (1368-1372) it was planned to build twelve and then 26 new cities. According to Article 1 of the Law on the Creation of New Cities approved on 16/10/2018, a new city refers to a population point that is outside the legal boundaries and protection of cities within the framework of the plan approved by the Supreme Council of Urban Development and Architecture of Iran, which is referred to as the Supreme Council from now on. (Whichever is bigger) is expected to accommodate at least thirty thousand people in addition to the buildings and facilities needed by its residents for general, service, social and economic needs.

The creation of new cities in the decades after the Second World War in Europe, in most cases, were proposed as a place to attract the population of large and dense cities. Make healthy planners, good They made building and humanizing the core of their activities. On the other hand, in third world countries, four types of cities were built to respond to four types of needs:

- 1- The needs of extraction and work on natural resources and mines
- 2- Deficiencies of services that existed in agricultural lands
- 3- The balance that should be created in the field of investment in handicrafts
- 4- The need to not concentrate in big cities.

Since 1368, with the beginning of the amendment policies in the first economic, social and cultural development program of the country, the granting of cheap loans was stopped. In the first plan, following the policy of handing over land and building new cities was one of the main policies, and on the other hand, due to the end of the forced war, the reconstruction of the war-torn areas was also a priority. In a research entitled "Investigation of the performance of the new city of Hashtgerd in absorbing the overflow of the population" (2006), Mozala and Jahanshahlou believe that the goals that new cities are built to fulfill are the determinants of the population, the purpose and the reasons for their migration to these cities. In the new overflowing cities, which are mainly built to solve the housing problem and reduce the density of metropolises, they mainly provide affordable housing or higher quality housing than the mother city, proximity to work and residence distances, reduction of commuting time and cost, better quality and living conditions. For the target population, it can be one of the reasons for the migration of residents of the mother city to them.

Table 2. Position of new cities in housing supply

Number of residential units		Resident population			Approved population ceiling	Number of new cities available
including housing stamp	1390	including housing stamp	1393	1390		
522000	122000	1710000	780000	430000	6085000	19

Sources: Zargham Fard, 1396: 100

Table 3. Housing supply capacity in new cities

Population attraction (million people)	The capacity to provide housing in the remaining lands (including the density of 50 (units per hectare)	Remaining residential lands in new cities
4.5	613000	12258

Sources: Zargham Fard, 1396: 100

land preparation

Land preparation plans were proposed after the victory of the revolution and following the approval of new laws (in 1360) in the field of urban land that allowed the government to own large areas of land in and around the cities (based on Article 11 of the Urban Land Law). This plan was implemented from 1363 onwards. Land preparation for settlement became common in the process of urban planning in Iran since 1364 as a new activity. But Article 41 of the urban land regulations approved in 66 made it legal. From this year onwards, in land and housing projects, preparing the land should be done according to a specific plan. This work was defined as an official activity and was placed on the agenda of the Ministry of Housing and Urban Development (current road and urban development). According to Shia, land preparation is actually urban planning. That is, what has been thought out and developed in the comprehensive and detailed plans for the city and its residents, must be implemented in the land preparation stage. Of course, note that the discussion regarding the land preparation plans started in 1358, following the approval of the laws. A new issue in the field of urban land was proposed by the government. Land preparation is not only the implementation of comprehensive and detailed plans, but it is a mixture of previously formulated rules and other factors that are necessary in terms of urban planning, architecture and building engineering to make the residential environment more suitable. In this work, paying attention to the climate and livelihood characteristics, as well as the characteristics of the land, play a fundamental role. The land preparation plan in cities that lack an urban plan or have an inappropriate urban plan has a wider dimension and general knowledge of the city is necessary, while in cities that have a suitable comprehensive and detailed plan, it is limited to studies and preparation of executive maps and urban details. Preparation plans have had the greatest impact in creating the physical structure of new cities.

The first definition of land preparation can be found in the instructions for land preparation of the Urban Land Organization in 1364, which states: "Land preparation is a set of coordinated and necessary activities in the land belonging to the Urban Land Organization, which is intended to create the possibility Exploitation of land is done for the construction of residential units and their ancillary facilities and to meet public needs. These activities mainly and as necessary, include land expansion, creation of transit networks, service lines, including networks water and sewage, electricity, gas and telecommunications." But the clearest definition of preparation is in the fourth chapter of the Executive Regulations of the Urban Land Law approved by the Council of Ministers in 1367, in which land preparation is defined as follows: "Land preparation It is a set of operations that, according to the instructions of the Ministry of Housing and Urban Development, prepares the land for the construction of housing and includes: a) infrastructure operations such as determining the pavement, paving and asphaltting roads, providing water and electricity utility networks, collection and disposal surface water and sewage and... and b) construction operations for the construction of schools, clinics, law enforcement units, green spaces, offices Fire department, commercial places and the like. In general, as we said, land preparation is an executive urban development. That is, what is prepared in comprehensive and detailed plans for an urban complex should be implemented in the preparation of the land. Increasing the supply of housing in the urban housing supply and demand market has been the most important goal of land preparation projects. Before preparing the land preparation plan, the urban land departments of the province introduce the land at their disposal according to the number of applicants who want housing, to implement the preparation plan to the General Department of Housing and Urban Development of the province. The General Directorate of Housing of the province prepares the executive

agreement and implements it after obtaining credit from the Urban Land Organization. In fact, the stages of the preparation plan are: locating, preparing the plan, executing and handing over. The Supreme Council of Urban Planning and Architecture announced in paragraph "b" of the resolution dated 5/2/1368 that all preparation plans must be fully coordinated with the comprehensive and detailed plans and guidelines, and any discrepancy with the uses and approved scope of development is considered a fundamental discrepancy. And its approval is at the disposal of the Supreme Council of Urban Planning and Architecture. In the case of cities that do not have an approved urban development plan, the possibility and extent of preparation should be approved by the Supreme Council of Urban Planning and Architecture.

As we said, the most important goal of land preparation projects is the realization of pre-planned and designed urban development to increase housing supply in the urban housing supply and demand market.

After the victory of the revolution According to Article 11 of the Urban Land Law, the preparation of the land preparation plan was entrusted to the Ministry of Housing and Urban Development, and the location and extent of the preparation plan must be approved by the Supreme Council. (from 1364 onwards). In new cities, the cost of the land and its preparation was the responsibility of the applicant and will be collected from him. In general, the purpose of the implementation of the land preparation plan was to estimate the residential needs, which was done by assigning land to the applicants and citing the urban land law.

The increase in population and their increasing demand for housing at that time caused a land crisis and an increase in its price in the cities. After that, unconventional constructions were carried out, which caused some problems. After that, things like preventing the emergence of new slums on the outskirts of cities and systematizing a minimum of urban development patterns made the government of that time take such a decision. The reduction of restrictions and regulations due to the implementation of comprehensive plans in the cities where construction was limited and the response to the housing crisis of the low-income and middle classes of the city communities are also among the reasons that lay the foundation for the work. Plans were prepared.

While this plan has positive aspects, it also has some shortcomings and negative effects. Horizontal and unplanned development of cities, evacuation of old neighborhoods of cities, intensification of migration of villagers to cities, inadequacy in providing required infrastructure facilities and services, increase in land speculation, land use change in adjacent areas, land preparation and intensification of urban management, among others Defects and shortcomings of this plan.

The land preparation plan is in charge of the Ministry (National Land and Housing Organization) and in the cities, the Housing and Urban Development Organization, and its approval is the responsibility of the Supreme Council Article 5 Commission (Zargham Fard, 2016: 103).

Rent subject to possession

The social housing program is considered as an effective policy for equal access to housing in different parts of the world. Rental housing has been mentioned as one of the types of social housing in most housing planning systems (European Union, 2006). In the third program of economic, social and cultural development of the country, the policy of building social housing and handing it over in the form of rental housing and renting on the condition of ownership as complementary policies to the construction of social housing and with the aim of changing the ratio of rental housing to private housing and encouraging the private sector to Construction of rental housing was approved and implemented.

Rental policy is an integral part of housing policy. Rental policy is essentially related to the mobile and evolving population. Since 1377, the government has proposed the idea of "residential-rental" plans and the social housing plan with changes was implemented as rental housing.

The orientation of the government's policies towards mass builders and the liberalization of prices caused an increase in the production of housing in Iranian cities and an increase in its final price.

The financial resources to cover the costs of this policy were also predicted in such a way that it was supposed to be 50% of the government's share, which was obtained through the methods specified in the law (sale of government land, general government income, returned funds) and also 50% The rest should be provided from bank facilities. The most important goal of the rental housing policy was to increase the ratio of rental housing to private housing. Allocating units for rent, encouraging the private sector and non-profit organizations to build rental housing, and providing housing for the first and second-income deciles were the four main goals of this policy (Zargham Fard, 1396: 109).

Table 5. Objectives of the idea of rental residential units in 2017

Dimension	economic	Reducing the total cost of residential units by limiting the area of useful infrastructure and common areas Reducing the cost of residential units due to the government's lack of profitable view of housing construction Taking advantage of bank credits in the form of a lease contract with the condition of ownership to the applicants
	Cultural and social	Modelling of residential units of small apartments and the spread of living in optimal spaces Qualitative change of apartment living culture Separation of some cultural and social activities from the residential parts and their concentration in the services of the cultural centre of the complex Changing the traditional layering pattern of residential units (private-semi-private-public) and transferring some of the layers to the public area of the complex, respecting the hierarchy.
	Technical and executive	Taking advantage of new industrial methods of mass production of buildings Improving the quality of the construction industry in the country Modelling for the private sector of housing production

Zargham Fard, 1396: 102

From the point of view of rental housing suppliers, the expected return from investing in this type of housing should be compared with the desired return in other markets, including financial markets. Investing in housing is an upward function of expected annual profitability, which is divided into two components. The first part includes the expected annual rent and the second part is the profit or loss of capital that is affected by housing price fluctuations (we will discuss it in the housing economics section). From the point of view of rental housing applicants, the cost of rent accounts for a high percentage of household incomes (Ministry of Housing and Urban Development, 2013).

Regarding rental housing, different opinions have been presented by experts. Vahdati Asl believes that in order to activate the private sector in the construction of social housing, the government should encourage the private sector to participate in this matter by providing cheap land, bank credits, tax exemptions, etc. To be responsible for directing technology in the direction of housing construction development. His colleague believes that the culture of renting has not yet taken root in Iran. On the other hand, Athari (1372) believes that the main problem in the field of rental housing development is the organization and institution that can take responsibility and carry it forward. Ms. Mino Rafiei believes that a large part of Istihari housing is in the hands of the private sector and the government practically has no control over this policy.

Mr. Mashoudi also refers to downsizing. So that he believed that there should be a change in the substructure and area of the housing (Rental Housing Roundtable Report, 2012).

One of the most important bottlenecks in the rental housing sector is the lack of investment, which can be solved by issuing housing bonds (loans) by equipping individual and wandering financial resources of the private sector. Experience has shown that if cash transfers are not carried out under a correct financial system, it not only does not lead to economic mobility, but also leaves inflationary effects in the housing sector, and being active in the housing market as one of the forms of assets causes a rapid increase. It provides the price

of housing. Therefore, the issuance of housing bonds can direct funds in the production process and increase the supply of housing, especially rental housing, in order to match housing supply and demand.

High ranking

The beginning of the high leveling movement in Iran can be considered the year 1328 AH. Before 1328, the tallest buildings in Iran and Tehran can be considered the Officers' Club building, which consisted of 4 floors. The first high-rise building in Iran was built in 1320-1328 in the city of Tehran, on 10 floors on the street of Gohor. Then in 1329-1341 Plasco buildings were built and two years later in 1343 a 13-story aluminum commercial building was built.

After the approval of the 100th amendment of the Direct Taxes Law approved in 1344, the construction of Saman residential complex in 20 floors has started. This article was organized to encourage owners and capital owners to build buildings higher than 10 floors. In the 1950s, the construction of residential complexes flourished mainly in the north and northwest of Tehran. The establishment and type of complexes show that the policy of encouraging high-level construction to provide housing for the low and middle income classes has brought another result. Perhaps the most important reason for this was the high cost of high-rise residential buildings.

With the occurrence of the Islamic revolution, high-rise building was stopped for more than ten years. In these years, the construction of these types of buildings was limited to the completion of semi-finished residential complexes. The new wave of high-rise construction began in the late 1960s, following the increase in land prices in Tehran and the sale of density by the Tehran Municipality, and it covered the northern parts of Tehran, i.e. Manazq 1, 2 and 3 of the municipality (Zargham Fard, 2016: 105).

Table 6. Schools related to high ranking

Chicago	Building high-rises densely and close to each other and next to the streets
modernism	High-rise construction scattered in the heart of the green space and away from the streets
Constructivism	Building high-rise housing by providing minimum private space and maximum common space
Postmodernism	Failure to provide a model and believe in diversification in planning and construction of high-rise buildings
Megastructuralism	Giant high-rise constructions in the dimensions of a city based on extremely complex technology

Zargham Fard, 1396: 110

Mehr House

One of the recent interventions of the government in order to provide suitable housing for the low and middle income classes is the policy of construction of Mehr housing. In 2016, the Mehr housing project was one of the government's key policies for the construction and housing sector, with the aim of reducing housing prices and finding the basis for low-income housing; It was used to speed up the implementation and eventually house the homeless people, reduce the construction costs and finally remove the land price from the construction process. Then, based on the law of organizing and supporting the production and supply of housing, it was put on the agenda. The Mehr housing project is one of the huge construction projects that has allocated significant amounts of material and physical resources and a significant number of human resources, and its purpose is to solve the housing problems of the compatriots. In order to solve the housing problems, the government relies on available tools; That is, money and land founded the Mehr National Housing Plan. But in this passage, as the solution of the housing problem as the most important and main output of this national project was very controversial, it was also very impressive in front of the input and required resources of this project. The allocation of billions of rials of material resources, tens of thousands of equipment and physical resources, and several thousands of experts and human resources is a part of the

huge inputs of this national plan. do not have Mehr housing was launched with the slogan "housing for everyone" which was intended for certain groups. Mehr housing was considered as the most important measure of the 9th government in the housing sector in order to provide suitable housing for the lower classes of the society by the government. The main components of Mehr housing were the assignment of the right to exploit the land and the allocation of construction loans. These components continued in the tenth government. Mehr housing is the biggest policy in the housing sector with the main feature of removing the land price.

The Mehr Housing Plan is a plan that was created in 2016 with the goals of creating a balance between the supply and demand of housing by removing the price of land, providing housing for the low-income and poor, controlling and preventing the excessive increase in land and housing prices, and boosting housing production. and increasing the volume of housing production, reducing housing costs (rent, mortgage, and purchase), meeting the accumulated and future needs of housing, and establishing justice in access to suitable housing, and as a result, reducing poverty and providing housing for young people were discussed. In fact, what has been proposed in the Ministry of Housing and Urban Development under the name "Mehr Housing Project" in recent years has been a new experience for providing housing for low-income groups. In Iran, Mehr housing is among the supportive and social housing policies, and its purpose is to meet the housing needs of low-income groups. The custodian of housing is the seal of the National Land and Housing Organization, and in cities with less than 25 thousand people, this authority has been delegated to the Housing Foundation.

Social housing

The 9th, 10th and 11th governments both formulated their own special plans with the same goal of providing easy housing for the low-income sections of the society. And the use of the powerful resources of the Central Bank brought severe inflationary consequences and on the other hand, due to the incorrect location of the settlements, after several years, some of the housing units still do not have the applicant's seal because, while being far from the main cities, it lacks infrastructure services such as water and electricity. , gas, school, police station and clinic. Now, the 11th government has proposed a social housing project with the aim of providing housing for the low-income strata without separating this stratum from the society. The concept of social housing in Iran goes back to the mid-20s when the first social housings were built in a place called "four hundred devices". This policy went through various ups and downs over time and was known by the same name in each period. At one point, it is referred to as "minimum housing". Then it became "clean housing". In the 9th and 10th governments, its name was changed to "Maskan Mehr" and in the 11th government, it was known as social housing.

The Council of Ministers approved the proposal No. 708548 dated 10/6/1995 of the country's program and budget organization in its meeting on 11/27/1995 and based on the 138th article of the Islamic Republic of Iran's Constitution. This resolution has been notified to the Ministry of Roads and Urban Development, the Ministry of Cooperation, Labor and Social Welfare, the Country Planning and Budget Organization, the Islamic Revolution Housing Foundation of the Ministry of the Interior, and the Central Bank of the Islamic Republic of Iran. Based on this, the Council of Ministers agreed and approved the proposal of the country's program and budget organization to provide housing for low-income groups in two formats, social housing and supportive housing. This proposal is based on three principles of institutionalization and sustainable policy creation, using the capacities of NGOs, philanthropists and the private sector in building and managing housing for low-income groups and minimizing the government's involvement in building housing for these groups, providing housing for low-income groups in two forms of housing. Social and supportive housing is stable. In the supportive housing model (assistance to build and buy real estate and grants), the central bank was obliged to determine the operating bank to provide facilities within the declared amount. Using this facility to buy buildings up to 20 years old is unimpeded. In this model, helping to build and buy real estate and providing grants to housing applicants who do not have an applicant is one of the intended goals. In

social housing, assistance in the construction of rental housing, payment of rental allowances, loans, mortgages and housing deposits will be considered and will include natural and legal persons who own land and desire to build rental housing units with preferential rental rates and in the form of It has an agreement with the Islamic Revolution Housing Foundation and for each rental unit, up to twice the declared facility ceiling is granted. Also, the Ministry of Roads and Urban Development was obliged to provide land within the boundaries of cities (with water infrastructure facilities).

,(electricity and gas) or new cities to build a rental unit by handing it over to builders who want to build rental housing - property with at least 40% rent. Although the exact details of the implementation of the first phase of social housing in terms of circulation and time frame have not been described in this resolution, but according to the draft version of this resolution that was approved by the government's infrastructure commission at the end of December, it is supposed to take place within the next 5 years (until the end of the sixth development plan). 100,000 units of social and supportive housing should be provided annually for the first 4 low-income deciles of the society. Out of the 100,000 assigned units, 50,000 units will be provided in the form of rental and 50,000 units in the form of construction. Payment of 30,000 loans of 30 to 50 million from the approved credit facility for renovation of dilapidated structures for the purchase and construction of housing, 5,000 loans of 7 million tomans for the purchase of surplus housing for households covered by social housing, determination of the capacity of 10,000 units for the construction of rental housing Through the transfer of land, 40,000 items of rent subsidy and housing deposit assistance are part of the task specified for the implementation of the first phase of social housing until the end of the sixth development plan.

The location of the social housing project is inside the city, and its priority is the worn-out fabric. If the government has land, it will clear it, also the people of Baft can provide the land and the builder can also provide the land for this project. It is stipulated that the land should be in cheap urban areas. The financing method also needs some subsidy. It is worth mentioning that the administrators are seeking to finance this project through development and institution building banks. The Social Security Organization as the representative of the pensioners, the National Pension Fund Organization, the Relief and Welfare Committee, the Ministry of Welfare, the National Land and Housing Organization, the Civil and Improvement Organization and the banking system are present in this plan, and each organization plays a role according to its capabilities. he does. As we mentioned, generally based on the plan presented by the Yazem government, the provision of housing for low-income groups is designed in two formats: "supported housing" and "social housing."

In the supportive housing model, the methods of granting assistance for the construction and purchase of real estate housing and the payment of grants to housing applicants who do not have an applicant are emphasized. The target community in providing assistance for the construction and purchase of housing is the third and fourth deciles of urban low-income, which are supported by receiving bank facilities in the amount of 50 million tomans with an interest rate of 7%. In this model, the Ministry of Roads and Urban Development takes priority in providing land in inefficient urban contexts and thus helps the builders of these units. In the grant method, every year 5,000 Mehr housing units without applicants are given to low-income applicants with a grant of 7 million tomans. In general, the following actions are carried out with the aim of supporting the government in providing housing for low-income groups with the executive responsibility of the Islamic Revolution Housing Foundation, which is called the "Foundation" in this approval letter.

1-The Central Bank of the Islamic Republic of Iran is obliged to appoint an operating bank to provide facilities up to the amount announced in the approval letter No. 90453/T 51166 dated 8/8/1393. Using this facility to buy buildings up to 20 years old is unimpeded.

2-If there are applicants from low-income groups subject to sub-section (6) of clause (b) of this approval letter, seventy million (70,000,000) rials per housing unit will be paid for the purchase of Mehr housing units without applicants.

In the social housing model, the private sector builders and philanthropists who own land within the limits of cities and new towns are granted low-cost facilities for the construction of social housing.

The ceiling of this facility is twice the facility related to the purchase and construction of real estate, i.e. 100 million Tomans, with a profit of 7%, and the builders also undertake to give up to 40% of the units to the low-income groups introduced by the Housing Foundation for at least 10 years. to rent The Ministry of Roads and Urban Development is also allowed to hand over the available land to builders who accept this commitment, considering the location of the land and economic justification and having the infrastructure facilities of water, electricity and gas at the cost of the land.

In cities with less than 500,000 people, the government pays 150,000 to 300,000 tomans per unit monthly for a period of 5 years, according to the income status of the people eligible for the grant. Another way to help the low-income groups is to grant a loan of Qarz-ul-Hosna and a housing deposit, which is granted up to 7.5 million Tomans per unit of a loan of Qarz-ul-Hosna and a housing deposit to families who cannot afford to pay instalments. In the form of social housing, the following goals are pursued:

1- Helping to build rental housing

a) To natural and legal persons with land who wish to build rental residential units with preferential rental rates and in the form of an agreement with the foundation, for each rental unit up to twice the ceiling of the facility in part (1) of paragraph (a) of this facility approval letter. is granted

b) The Ministry of Roads and Urban Development is obliged to provide land within the boundaries of cities (with water, electricity and gas infrastructure facilities) or new cities for the construction of rental units by handing over to builders who are willing to build rental housing with at least forty percentage (40%) have rent, take action. The management of the rental units will be the responsibility of the builders based on coordination with the foundation, and all units, both real and rented, will belong to the builders. The units subject to this paragraph will not be granted the facilities of this approval letter.

Note 1: Builders are required to hand over rental units to nominated applicants for at least 10 years.

do The title of non-saleable and leased for a certain period will be included in the document of the rental units.

Note 2: The Ministry of Roads and Urban Development is allowed to hand over the land in its possession to builders who are building real estate-rental housing.

Note 3: The Ministry of Roads and Urban Development is allowed to hand over Mehr housing units without applicants through auction to the private sector who are inclined to own this unit by observing the ratio of this paragraph.

2- Rent allowance for low-income households subject to part (6) of paragraph (b) of this approval letter up to two million (2,000,000) rials per month for cities under (500) thousand people and up to four million rials (with an annual increase of 10%)) is determined for cities above (500,000 people), which will be made available to the owners after the approval of the rental contract. Households included in this paragraph are allowed to use this subsidy for up to five years if the relevant authorities confirm the continuation of the income situation.

3- Al-Hasna loan and housing deposit to support households that are able to repay the installments is set at seventy-five million (75,000,000) Rials per unit with a repayment period of (60) months. The necessary resources are provided by the program and budget organization of the country and in the form of funds administered in annual budget bills, through the agent bank designated by the Central Bank of the Islamic Republic of Iran.

4- The applicant is responsible for paying five per cent (5%) of the benefit of the facility subject to part (1) of paragraph (a) and part (1) of paragraph (b) of this approval letter, and the program and budget organization of the country will pay the difference up to the limit approved by the Money and Credit Council. guarantees and undertakes.

5 -The Ministry of Cooperation, Labor and Social Welfare is obliged to prioritize and identify the target groups in cooperation with the Imam Khomeini Relief Committee (RA), the National Welfare Organization, the Foundation and the municipalities.

6-It is mandatory to introduce applicants in terms of the following conditions:

a) Heads of low-income households who themselves and their dependents did not have a durable housing unit or mortgage from 1/1/1390, and from 11/22/1957 they did not use any of the government facilities or the facilities of non-governmental public institutions related to Providing housing including land, residential units, or subsidized facilities for the purchase or construction of residential units have not been used.

b) Applicants must have at least five years of residence in the requested city.

7-The resources required for the implementation of this approval letter are provided from the resources of Part (2) Clause (b) of Article (7) of the Law on Targeting Subsidies - approved in 2018 - by the country's program and budget organization and are foreseen and included in the annual budget bills.

8- The foundation is responsible for the implementation of this approval through the exchange of agreements with the country's program and budget organization. The foundation should make maximum use of the capacities of the private sector, the Association of Housing Benefactors and provincial executive bodies. The foundation is obliged to prepare the information bank of the households subject to this approval letter.

These methods are a distinctive approach to the issue of housing for low-income groups, which has been developed by taking advantage of the experiences of successful countries, and while paying full attention to the organization of the urban context and reducing costs caused by the creation of infrastructure facilities, it has used diverse methods that are more compatible with the diverse conditions of the applicants. And it is hoped that it will be accompanied by good results (Zargham Fard, 2016: 120).

Conclusion

On the one hand, the main goal of housing policies is to provide housing for all classes so that the houses are in good condition and their size is appropriate. In Iran, one of the major responsibilities assigned to the government by the constitution is providing housing for the people of the society. Providing housing in the last few decades has been one of the most important problems of various strata, especially low-income households in Iran. During the last few years, in order to respond to legal and customary expectations in the field of housing for low-income groups, governments have considered various policies.

In Iran, in the first to third five-year programs of economic, social and cultural development, the government has implemented some policies to solve the housing problem of households, and the result is the current housing situation in the society. Due to the comparative savings of production, mass production leads to higher productivity and lower cost. In terms of urban planning, mass production creates diversity in the city's appearance, and mass production does not conflict with production diversity. The beginning of the massive development of mass production activities usually took place between the first and second world wars. The start of the Second World War stopped the activities of these companies for a certain period of time. At this time, the government's funds were used to provide housing for the residents with the help of house building, and the initiative in the development of house building fell to the hands of the government agents. The comprehensive housing plan (in the third part) deals with the management of the housing sector. In this plan, mass production of housing is given special attention as one of the parameters of production planning and

supply management. These cooperatives aim to provide housing for the low-income classes and groups and in order to prevent mismanagement and fight against profiteering factors and fair distribution of facilities and strengthen the sense of mutual cooperation and create more facilities and facilities in matters related to the construction of low-cost residential units in order to The realization of the 13th principle of the Constitution of the Islamic Republic of Iran has been established. In 1366, the creation of new cities was approved by the parliament and its implementation was entrusted to the Ministry of Housing. In 1366 we saw the study of new cities, in 1367 we saw the location of new cities and in 1368 we saw the beginning of the urban development of new cities. The idea of building new cities started in 1367 and in the first five-year plan of economic, social and cultural development (1368-1372) it was planned to build twelve and then 26 new cities.

According to the definition of social housing, in some cases the housing situation can be quite confusing. On the one hand, in some countries, social housing has been defined in various approvals and programs, but it has not been implemented. On the other hand, in some countries, part of the existing housing can be considered as social housing, but the term "social housing" is not used in the relevant documents or laws.

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