

# **Assessment of Land Development and Management Practices in Five Large Cities of Punjab**

## **1.0. Introduction**

The Government of Punjab intends to develop urban areas of the province into sustainable, liveable and well managed engines of economic growth as envisaged in the Vision 2020. Urban development and its management are critically linked with sound, comprehensive and strategic metropolitan level long term planning. There is a range of structural and institutional impediments to urban development and management in Punjab. To address these shortcomings and to enhance the economic growth, the Government of Punjab in collaboration with the World Bank, has initiated an urban sector reform program in the five large cities in the Province [Punjab Large Cities Development Policy Loan (DPL)]. In this context the Government of Punjab has established an Urban Unit within the Planning and Development Department. The objective of The Urban Unit is to provide guidance and support to the Government departments in developing urban sector reforms and to coordinate the implementation of the reform program.

In this regard, the task has been assigned for conducting a study on the Assessment of Urban Land Development and Management Practices in Five Large Cities of Punjab, namely Faisalabad, Gujranwala, Lahore, Multan and Rawalpindi. An assessment of the urban land development and management practices in the context of urban planning has been carried out by reviewing the available literature and by consulting the stakeholders. The report presents the analysis of compliance with the urban land development and management provisions at the national, provincial and local level. It identifies the gaps and the policy reforms required in the urban sector. Based on the assessment of five major cities and the review of best practices of urban land development and management in developed and developing countries it is suggested that a holistic and comprehensive approach need to be adopted for urban development and management in Punjab.

## 2.0. Urban Planning in Pakistan: Historical Perspective

Town planning can be seen as an ancient art but in contemporary times, in Pakistan, it has become a public institution to guide and coordinate diversified decisions that have an effect on the liveability of a city. Planning is a continuous process in which urban development actions of individuals and groups are regulated and directed in order to promote health, convenience and welfare of all segments of the community. Town planning has been concerned with ensuring an orderly and efficient land use pattern and adequate provision of housing, transportation, utilities and services. The practice of town planning evolved from an exercise in beautifying a city to a process for managing its development (Qadeer, 1983).

<b>Concepts</b>	Functional efficiency and public health: wide, straight roads; provision of water and sewage systems; segregation of land uses; open space provision; garden suburbs; regulation of new development
<b>Plans</b>	No comprehensive plan; piecemeal layout of areas by military/civilian engineers
<b>Agencies</b>	Public Works Boards, Improvement Trusts, Cantonment Boards
<b>Law</b>	Town Improvement Act 1922; Cantonment Acts
<b>Skills</b>	Civil and sanitation engineering
<b>Comments</b>	Transplant of nineteenth century; British analysis of urban problems and remedies. Planning emphasized role of public health dealing with urban renewal, by-laws to define minimum road widths; Planning schemes for suburban expansion in larger towns and cities

Town planning tradition existed before the colonialists arrived in the subcontinent. The Mughal cities had a clear planned structure. The modern phase of planning in major cities started with creation of Improvement Trusts (for instance, Lahore Improvement Trust in

1936), to prepare development schemes and formulate improvement plans. However, to understand town planning in Pakistan today, there is a need to set it in the context of the legacy of colonialism. When the British arrived they began to change the existing towns. Typically they built a cantonment for military and an area of civil lines for the administration, and gradually indigenous suburbs were also developed. This activity was not necessarily integrated under the heading of “town planning”, however, it was an exercise in town planning (see Table 2.1).

So, this arrangement of town planning was essentially local, physical and restrictive, rooted in engineering tradition, also influenced by architecture. It was reactive and practiced sporadically, when or where the need arose and the people were there with the necessary skills. This tradition can still be found in Pakistan today, and was the basis for the immediate post-independence period, when there was virtually no town planning. Planning came to be associated with central economic planning as part of the development ideology of the time.

**Table 2.2. Stage-II: Planning Approaches (1960-1980)**

<b>Concepts</b>	Long range, detailed land use plan based on comprehensive surveys of land; key role for public sector in carrying out development; urban containment and decentralization; segregation of land uses; redevelopment of dilapidated areas; road widening/ building
<b>Plans</b>	Master Plan, Outline Development Plan, Land Use Plan, Zoning Plan
<b>Agencies</b>	Housing and Physical Planning Department, Development Authorities, key roles -- public works and public land acquisition; land use and building control by local councils
<b>Law</b>	MAO 1960; Land Acquisition (Housing) Act 1973; LDA Act 1975; Development of Cities Act 1976
<b>Skills</b>	Data collection and plan making, architectural tradition, designing future of the city like designing ‘a building’, Town planners as experts
<b>Comments</b>	Strong influences from British 1947 Act -- 20 years development plans based on long detailed surveys, implementation involved planning of capital works for public sector; containment; dispersal and redevelopment were the basis of UK practice 1947-75

A second stage can then be discerned, beginning perhaps in the 1960s, and in response to mounting problems caused by rapid growth of cities (such as Karachi, Lahore), and by the need to plan a new capital. The aim now was for comprehensive planning, at the city or region scale, though the detail and specificity was down to a local scale. The vehicle was typically foreign and local consultants producing master plans. The salient features of this phase are summarised in Table 2.2. This style of planning has survived longer in Pakistan than in the UK.

**Table 2.3. Stage III: Planning Approaches (1980-2000)**

<i>Concepts</i>	Long range development plan system prepared and examined in the light of national and regional policies; regulation of private sector land development; segregation of land uses; road widening in existing areas and road building in expansion areas
<i>Plans</i>	Structure Plan, Master Plan, Outline Development Plan
<i>Agencies</i>	Development Authorities, Defense Housing Authority, Local Councils, Housing and Physical Planning Department
<i>Law</i>	Land Acquisition Act 1894; Development of Cities Act 1976; Punjab Local Government Ordinance 1979, Pakistan Environmental Protection Act 1997, Land Disposal Act 1998
<i>Skills</i>	Data collection in limited time then plan making; more emphasis on policy rather than detailed maps; move away from architectural/engineering style to planning style; town planners and economists as experts
<i>Comments</i>	Influenced by the British Development Plan System of 1970s, attempt was made to introduce Structure Plan and Local Plan System. However, lack of expertise in the preparation and interpretation of policies could not sustain this effort.

However, there have been some significant shifts within this framework, for instance the adoption of the words 'Structure Plans' and some attempts at computer-based forecasting. The Structure Plan exercise was practiced in a few cities of Pakistan during 1980s and 1990s such as Lahore, Peshawar, Faisalabad and Multan (see table 2.3). Although the concept of structure plan was introduced in some cities, the Outline Development Plan (ODP) and master plan also remained in practice in most of the cities. The authorities treated the structure plan like the implementation of the master plan. Moreover, in none

of the cases, the structure plan could get formal approval of the competent authorities. As a result, the authorities are still practicing the concept of a master plan.

The approach essentially builds on the previous legacy but places the disconnected local exercises together, thus its comprehensiveness is its main claim. In situations of rapid growth and private sector led development this type of approach has come under enormous pressures. The development plans are quickly discredited because they have become outdated and the policies are no longer valid to implement them as such.

<b>Concepts</b>	Private sector development, environmental protection, community involvement and empowerment, cost effectiveness with limited resources, flexibility, innovative demonstration projects
<b>Plans</b>	Master Plans, Zoning Plans, Land Use Plans, Spatial Plans
<b>Agencies</b>	PHATA, City District Government, Tehsil/Town Municipal Administration, Development Authorities, Defense Housing Authority
<b>Law</b>	PLGO 2001, Land Disposal Act 1998, Land Acquisition Act 1894, Development of Cities Act 1976, PHATA Ordinance 2002, DHA Order, 2002
<b>Skills</b>	Listening, networking, negotiating, management, monitoring, appraisal and impact assessment
<b>Comments</b>	New “wine” in “old” bottle, urban planning has yet to take its shape to apply the above concepts

Stage-IV of urban planning in Pakistan is in the context of devolution plan 2001 (see table 2.4). The planning and development activities in large cities of Punjab are performed by the Local Government (LG) institutions and other agencies. The LG institutions include the City District Governments (CDGs), Town Municipal Administrations and the Union Councils (UCs). The spatial planning functions of the various tiers of LG are presented in table 2.5.

**Table 2.5. Spatial Planning Functions of Different Tiers of Local Government**

Local Government Tier	Planning Related Functions
<b>City District Government</b>	<ul style="list-style-type: none"> <li>• Approval of master plans, zoning, land use plans, including classification and reclassification of land, environment control, urban design, urban renewal and ecological balances</li> <li>• Review implementation of rules and by-laws governing land use, housing, markets, zoning, environment, roads, traffic, tax, infrastructure and public utilities</li> <li>• Approval of development schemes for beautification of areas along rivers</li> </ul>
<b>Town Municipal Administration</b>	<ul style="list-style-type: none"> <li>• Preparation of spatial plan for the town in collaboration with Zilla and Union Councils including plans for land use, zoning and functions for which the TMA is responsible within the framework of the spatial/ master plan for the city district</li> <li>• Exercise control over land use, land subdivision, land development and zoning by public and private sector for any purpose including agriculture, industry, commerce, markets, shopping and other employment centres, residential recreation parks, passenger and transport freight and transit stations within the framework of the spatial and master plan of the city districts.</li> <li>• Compilation of information provided by union and village councils of prioritized projects</li> <li>• Coordination of development plans and projects with Union Administration</li> </ul>
<b>Union Councils</b>	<ul style="list-style-type: none"> <li>• Collection and maintenance of statistical information for socio-economic surveys</li> <li>• Consolidation of ward and neighbourhood development needs and to prioritise these into union-wide development proposals</li> <li>• Identification of deficiencies in the delivery of services and making recommendation for improvement thereof to the concerned TMA</li> </ul>

### **3.0 Functions of Planning Agencies**

Besides, CDGs and TMAs, the other planning agencies are; the development authorities (DAs), PHATA, cantonment boards, and Defence Housing Authority. The functions of these agencies are briefly given below.

**Punjab Housing and Town Planning Agency:** The Punjab Housing and Town Planning Agency Ordinance (2002) provides legal framework for the establishment of the Punjab Housing and Town Planning Agency. The main purpose of its establishment is to provide shelter to the shelter-less. In consultation with the provincial government it has to prepare schemes for different areas and implement parameters of national housing policy by coordinating with Federal Government, District Government, TMAs, concerned departments and agencies. In this regard, it will facilitate housing through identifying/allocating land, finances, building material through various institutions. It will identify state and other land for developing low cost housing schemes and facilitate

construction of multi storey flats in order to provide affordable/cost effective housing. The agency shall establish a comprehensive system of town planning at provincial, regional, district, tehsil and union council level in order to ensure systematic, integrated growth of urban and rural areas in the province of Punjab. In this context, it has been in the process of formulating provincial land use policy. The agency may declare any area as controlled area and all such preventive actions maybe taken to control haphazard growth.

Conversion of property to a different use or purpose other than the one provided under a scheme is prohibited unless it is with the approval of the PHATA. Illegal conversion attracts penal provisions besides the authority can remove/demolish such unauthorized use or construction. All buildings constructed in violation of the provisions of the Order, rules and regulations are liable to be altered or demolished. The Construction Byelaws clearly state that no building can be erected without the permission/approval of the society/authority and any building constructed in violation of the approval shall be demolished.

**Development Authorities:** The Development Authorities (DAs) in major cities of Pakistan were created from time to time under various Acts/Ordinances. In Punjab, the functioning of DAs is regulated by the Development of Cities Act, 1976 and LDA Act, 1975. In addition, they have made their own building regulations/byelaws. The key function of the DAs is to prepare, implement and enforce schemes for housing, urban renewal including slums improvement and redevelopment. The other functions include the preparation of comprehensive development plan and periodically update the same; development, operation and maintenance of water supply, sewerage and drainage system within their area; and preparation, implementation and enforcement of schemes for solid waste disposal, transportation and traffic, health and education facilities.

**Cantonments:** The federally administered cantonment is a place in which part of the armed forces of Pakistan is quartered or where defence installations or production units are located. The Federal Government has the power to alter the limits of cantonment and

also to create new cantonments. The cantonment board is authorized to prepare spatial plans in collaboration with union administration including plans for land use and zoning. The cantonment board exercises control over erection, re-erection of buildings, land use, land sub-division, land development and zoning by public and private sector for all purposes. The board enforces its own all municipal laws, rules and bye-laws governing different functions within its jurisdiction. The CDG's rules of business do not apply within cantonment limits.

**Defence Housing Authority:** The Defence Housing Authority (DHA) is administered by the army authorities and its functioning is regulated by the DHA Order, 2002. The primary function of the authority is to develop housing facilities for its serving and retired personnel. The authority has the powers to plan new developments and projects including housing, infrastructure, commercial and amenities by acquiring land with its own resources. The area under its jurisdiction is its own master plan for entire housing estate. It follows its own rules and byelaws and no civilian authority or legislation has any bearing on it.

Under the PLGO 2001, all the TMAs are required to prepare spatial plans for their respective areas in collaboration with City District Government and Union Councils. Moreover, the TMAs are authorized to prepare land use and zoning plan of their area in the light of spatial plan/ master plan of the district. The main planning functions of City District Governments (CDGs) are to approve master plans, zoning, land use plans, including classification and reclassification of land, environment control, urban design, urban renewal and ecological balances and to review implementation of rules and bylaws governing land use, housing, markets, zoning, environment, roads, traffic, tax, infrastructure and public utilities.

Provisions for master planning can also be found as one of the functions of various (DAs) in primarily in large cities. Given the above facts and legal provisions, planning procedures and activities in Punjab are disintegrated and fragmented. Different planning and management agencies have overlapping planning functions and jurisdictions. This is



due to the fact that various Ordinances, Acts and By-laws support these planning activities. The CDGs, Punjab Housing and Town Planning Agency, Town Municipal Administrations (TMAs), Cantonment Boards and DHA are all required to make urban development, master plans and schemes for urban service delivery. This muddled institutional system is resulting in uncoordinated planning and development within the urban structure and wastage of financial resources. This situation calls for a clear cut delineation of responsibilities of various planning agencies working in the large cities of Punjab.

Putting the above factors alongside the key role of our cities as engine of economic growth and what we want to get, there is a need for an economic growth strategy flavoured with physical planning at the city level, based on partnership with and understanding of the private sector, with the public sector doing the things which the private sector is not good at. This is the town planning which we need today for our cities.

#### **4.0. Urban Land Development and Management at National and Provincial Levels**

Pakistan once a predominantly rural country is now the most urbanized country in South Asia, with some 58 million people living in cities. At present, there are about 50,000 villages in the country with populations below 10,000; around 448 small towns with population less than 100,000; 40 medium size towns with population above 100,000; 7 metropolitan cities which include Faisalabad, Multan, Gujranwala, Hyderabad, Peshawar, Rawalpindi and Quetta with population in excess of I million; and the two mega cities (Karachi and Lahore).

The dynamics in the settlement system in Pakistan shows a tendency of people to move from small settlements to more urbanized centers in expectations of better employment opportunities and higher incomes. With the concentration of resources and more investment in industry and commerce the urbanization is likely to increase at a rapid

pace. The urban population is therefore expected to rise by another 70- 80 million by 2030. Karachi and Lahore will be among the world's leading mega cities.

The urbanization and urban development impact positively on urban growth due to the fact that the provision of infrastructure and housing enhances the efficiency of urban economy. However, the urbanization of land over surface and consumption of agricultural land have negative impacts on the environment. So, with rapid urbanization coupled with inadequate investment, the quality of infrastructure has deteriorated with the passage of time. Another impact of urbanization is that urban-rural diffusion is taking place alongside the major highways.

The Federal Government institutions are mainly responsible for providing physical infrastructure such as, power, telecommunications, highways/motorways and transport. The Federal Government has also promulgated the Act regarding environment protection and issued National Environment Quality Standards (NEQS). A National Housing Policy has also been formulated by the Government of Pakistan. The Planning Commission of Pakistan also prepares 5-10 years development plans for the entire country pertaining to various sectors including education, health, transport, housing and urban development, etc. Unlike other countries, there is no urban planning/town planning law either at national or provincial level.

Provincial and Local Governments play a vital role in the provision of urban and rural infrastructure like water and sewerage, inter-city and intra-city transport systems and some cases even electric power. The onus of land development and management is mainly rest with the provincial Department of Local Government and Community Development and Department of Housing and Urban Development. In addition, the Punjab Housing and Town Planning Agency (PHATA) is responsible to establish a comprehensive system of town planning at provincial, regional, district, tehsil and union council levels in order to ensure systematic, integrated growth of urban and rural areas in the province of Punjab.

There is no comprehensive legislation covering all town planning issues. Previously, the statutory powers were used from the Punjab Town Improvement Act, 1922, Municipal Administration Ordinance of 1960 and Local Government Ordinance 1979. At present, a muddled system of legislative framework related to town planning functions prevails in the province of Punjab. In a particular city existing statutory powers are emanated from various Acts/Ordinances. For instance, in Lahore, complexity of legislative framework could be seen with the fact that PLGO 2001, PHAT Ordinance 2002, DHA Lahore Order 2002, Development of Cities Act 1976 and LDA Act 1975 are in practice within the jurisdiction of the relevant agencies.

## **5.0. Urban Planning Practices in Five Cities**

This section starts by critically reviewing the preparation and implementation of various types of development plans remained in practice. The building and zoning regulations, space standards and their implementation have been critically evaluated. Finally, it presents a critical analysis of the implementation of commercialization policies in five major cities of Punjab.

### **5.1. Review of Development Plans**

In order to guide and manage the growth of cities in a planned manner different development plans were prepared and implemented in the five major cities of Punjab. The assessment of the development plan that indicates how far these are based on sound economic and demographic projections of future development is presented in the following sections (also see Annex-I):

#### **5.1.1. Faisalabad**

Faisalabad (the textile city of Pakistan) previously known as Lyallpur is the third biggest city of Pakistan. During the colonial period it was well planned which could still be sensed from eight bazaars that spread from the Clock Tower Point. Its phenomenal growth started from the time of partition of the sub-continent. The huge migration from India at the time of independence has been a single most important factor for the

population boom. In the early 60s Faisalabad grew further as it achieved the status of special industrial zone, and it is now usually referred to as the 'Manchester of Pakistan'. During the "green revolution", Faisalabad grew further due to the presence of the University of Agriculture, Faisalabad and several other agriculture related institutions. Since then the population jumped to millions and the present population has reached to 2.6 million. In 2005, Faisalabad attained the status of City District and it has been divided in to eight towns. Currently, Faisalabad is expanding horizontally. The pattern of urban growth and urbanization in this city is one of extended metropolitan region nature along with sub urbanization along development corridors in all directions. Its link to the Motorway has now opened new avenues for growth.

**Planning Efforts:** After independence, the first master planning exercise in Faisalabad was conducted in 1968 when a Master Plan for the city was prepared. It could not be implemented effectively resulting in an unchecked haphazard growth. The key reason for the ineffective implementation is that there was no qualified town planner working in the then Municipal Corporation, thus, government officials were not able to comprehend the policies of the document. In 1976, after the inception of Faisalabad Development Authority (FDA), dire need was felt for a new Master Plan for the city. The process of the 'Master Plan' preparation initiated in 1979 passed through various stages and ended up with the formulation of the 'Structure Plan' in 1986! (see box. 1).

In 1994, a so called 'Master Plan' for Faisalabad was prepared by the then Divisional Commissioner which was merely a list of projects to be completed in future. This plan was much in line with the proposals of 1986 Structure Plan. Due to the strong influence of the Commissioner on all allied departments in the city, majority of the projects proposed in the plan were completed successfully.

In 2004, the District Government Faisalabad prepared a Corporate Plan (2004-2009). The plan seeks to improve service delivery with particular emphasis on pro-poor sector through reforms in local systems and processes to manage public resources. The plan attempted to provide an indication as to where the CDG Faisalabad wants to be, and the

principles by which it intends to get there. It was a theoretical exercise done by the consultants and was not easy to be understood by the implementing agencies. However, the implementation of the plan could not be materialized and it was shelved due to a change in the administration of district Faisalabad.

Recently, in 2006 the City District Government (CDG) Faisalabad prepared the Strategic Development Plan (SDP) -2011. The underlined theme of the plan is ‘Pre-empting Poverty and Promoting Prosperity’ in the entire district of Faisalabad. The course of action that is necessary to further the economic and social development of the district in the challenging times ahead have been attempted to set out in the SDP. It focuses on the actions that can be initiated by the CDG to improve services so that Faisalabad district could attract more businesses and encourage equitable growth. The document provides the summary of zones and sector wise cost of the proposed projects in detail. It is just a short term development plan, assigning specific tasks to specific organization. However, it should have proposed strategic directions focusing the attention and energies of all stakeholders in a common direction and suggesting priorities which should be the first focus of these efforts and challenges. The SDP is under consideration and is yet to be approved for implementation.

The city of Faisalabad is growing without any development plan for the last seven years. Another PC-II has been submitted to the government to receive funding for the preparation of new master plan.

### **Faisalabad Structure Plan-1986**

In order to guide the growth and development of city, the civic agencies in Faisalabad started the implementation of FDA’s prepared Structure Plan in 1986. The plan remained in practice for fifteen years until 2000. The salient features related to the land development and management are discussed below.

**Box 1: 1986 Structure Plan for Faisalabad: Delay in preparation and approval process**

The Faisalabad Development Authority (FDA) took initiative in 1978-79 for the preparation of Master Plan for the city of Faisalabad. The scope of work was outlined and from amongst various consulting firms, Indus Consultants were qualified to undertake the assignment. However, the project was not assigned to the consultants as the government directed the FDA to reduce the scope of work enabling completion of plan preparation within two years timeframe. This directive led to change in the intention of FDA to prepare strategic planning policies oriented development plan requiring less inputs rather than detailed time-consuming Master Plan based on extensive surveys and analysis. It also provided impetus to the Authority for the decision to prepare the plan on its own. In order to materialize new thinking, PC-II was finalized in March 1981 and a separate Directorate of Structure Plan was established in 1982 which started the plan preparation process.

The pace of the project was so slow that within two years stipulated period only surveys could be completed. Meanwhile, the Directorate was renamed as Directorate of Environment Control (DEC) and work on plan preparation continued at snails pace. A draft of the Structure Plan was eventually tied up by the DEC in 1986 and the services of an expert from Department of City and Regional Planning, University of Engineering and Technology, Lahore were hired to scrutinize its contents and proposals. The Draft Plan was also subjected to consultation with key stakeholders. Upon finalization in the light of views of the expert and the comments of stakeholders, the plan was presented before a specially constituted committee of the FDA, which gave its clearance for onward submission to the Secretary, HP&EP Department for final approval. In spite of several reminders, the approval of the plan remained awaited till the expiry of the plan.

Meanwhile the FDA took steps for implementation within its controlled area and some of the plan's proposals were executed. However it was a half-hearted attempt in the wake of absence of formal approval of the plan which as its close examination reveals was neither a true Structure Plan nor qualified to be called a Master Plan. In 1997, the staff of DEC realized the need for updating the plan and demanded resources. However, the process for the revision of plan remained very slow due to shortage of resources in particular, the limited number of town planners. Eventually, the DEC seized the updating process at all

**Preparation Process:** The process of plan making initiated by the FDA in 1978-79 and finally it was completed in 1986. The details related to plan preparation are illustrated in Box-1. Public participation during the plan preparation process was limited to traditional socio-economic household surveys along with some meetings with pressure groups of the city. After the clearance of the plan from the Structure Plan committee, the plan's proposals were presented to the Secretary, Housing and Physical Planning Department (HPPD) for final approval but unfortunately this could not be attained.

**Population Projections:** Demographic studies are the major determinant of any city's socio-economic profile and accuracy of population projection is the most crucial step in proposals' formulation. The Structure Plan- 1986 attempts to extract the previous growth trends of the city from various sources including census reports, socio-economic survey by a structure planning team, data provided by Faisalabad Municipal Corporation and population projection for Faisalabad by other consultants. Evidently, all of these sources provided varying information about the existing population and growth rates range from 3.37% to 4.7 % per annum.

Finally, the growth rate devised by the socio-economic survey was used and future population projection was made by means of geometric progression. However, later on ground realities revealed that the numerical formulae used could not predict the realistic population thrust in the city in forthcoming years. This can be evidenced with the fact that just in 1994, the city had attained the anticipated population figure for 2001. The planning proposals based on outdated projected population became meaningless. The population projections for the city are presented in table 4.1.

<b>Table 4.1. Population Projections in Faisalabad</b>		
Year	Population	Growth rate (%)
1961	425240	8.9
1972	823344	6.2
1981	1232000	4.6
1985	1475000	4.6
1990	1847000	4.6
1995	2247000	4.6
1998	2528000	4.6
1999	2629000	4.6
2000	2734000	4.6
2001	2843000	4.6
2002	2957000	4.6
2003	3075000	-

**Employment Projections:** As far as the manpower and employment structure in Faisalabad is concerned, comprehensive information has been collected and presented in the document. The structure of labour force comprised of sex and age, level of education, skill, occupation and monthly income. But the plan neither predicted any future labour demand nor provided any proposals for the absorption of the future labour force. It generally comments and proposes that the employment sector would function satisfactorily on its own with the assumptions that job opportunities would automatically be generated by the existing system with a growth in the industry. Furthermore, the plan proposed that the industrial estate along Jhumra and Sargodha roads would offer additional employment opportunities.

**Housing Forecasts:** According to the FDA surveys conducted in 1981 and 1985, there were 268181 households living in 195452 dwellings units (1.37 households per unit). For estimating the existing housing shortage, this plan considers the standard family size of 5.5 and targets the provision of one house for each family. Hence the plan forecasts the provision of 13000 houses for meeting the existing shortage as a consequence of dilapidated houses and 12000 houses for annual incremental population.

**Land Use Analysis:** Land use survey of Faisalabad at the time of plan preparation depicts that the largest portion of total surveyed area comprised of residential use i.e. 37.20%. Second one is agriculture and vacant land which comes up to be 18.04% of total area (see table 3.2 for existing area breakup). The proposed areas of various uses in future were also forecasted in the plan, but the logic behind the projection of land use area is not very clear. The plan doesn't mention the basis for the estimation of future proposed area and there exists a varying behaviour for increasing or decreasing the percentages of different uses. Being cognizant of the fact that Faisalabad - Manchester of Pakistan - has a pure industrial economic base yet the plan does not provide any focused provisions related to the promotion of industries. Existing and proposed land uses comparison shows that the ratio of industrial area was on contrary decreased from existing 6.53 % to 5.01%. (see table 4.2)



<b>Table 4.2. Distribution of Existing and Proposed Land Uses in Faisalabad</b>					
<i>Land use</i>	<i>Existing Area (acres)</i>	<i>Percentage</i>	<i>Proposed area (acres)</i>	<i>Percentage</i>	<i>% change</i>
Residential	8334.40	37.2	23218.26	51.50	+14.3
Commercial	678.85	3.03	1938.61	4.03	+1
Industrial	1462.01	6.53	2299.28	5.01	-1.52
Public buildings	1033.34	4.61	2536.04	5.52	+0.91
Open spaces	943.86	4.21	1352.52	3	-1.21
Education	1925.45	8.61	2569.78	5.07	-3.54
Graveyards	131.33	0.59	604.12	1.34	+0.75
Roads	3848.32	17.18	10053.73	22.03	+4.85
Agricultural land	4042.94	18.04	-	-	-
Miscellaneous	-	-	495	1.09	-
<b>Total</b>	<b>22400</b>	<b>100</b>	<b>45084</b>	<b>100</b>	<b>-</b>

**Spatial Strategy:** Spatial strategy of the Structure Plan-1986 focused on the continuation of current trends of land uses and development. It recommended the infill development within the existing built up areas in order to attain a form of compact development. It further allowed ‘linear development’ along the major roads connecting Faisalabad with other cities and proposed that the city should expand in radial form on the neighbourhood pattern. In addition to this, the Structure Plan aimed at the development of secondary and tertiary centres beyond the inner metropolitan area to reduce the pressure on the central business district (CBD). In order to reduce traffic congestion in the centre, two ring roads were proposed. Moreover, a green belt with a width of 2 miles at the periphery of the external ring road was recommended all around the city. The overall emphasis of the plan was planning and development of expansion areas except shifting of a few non-conforming uses.

**Zoning:** At the time of plan preparation, various land uses of the city were occupying an area of 22400 acres with a gross density of 66 persons and net density of 177 persons per acre. The plan anticipated that the total covered area at the end of planning period would

be 45084 acres. A zoning plan for the city was described in the Structure Plan which aimed at the promotion of better environment, regulation of different urban functions and relation to development among various types of land uses. The plan divided the whole city into residential, commercial, industrial, central area uses, institutional and recreational zones. The plan proposes the shifting of nonconforming uses but it does not clearly specify the zoning regulations at all.

**Implementation:** In spite of the fact that a great deal of efforts, money and time resources were spent during the preparation process, the FDA failed to get its structure plan approved from the Secretary, HPPD. Consequently, the plan could never be enforced properly. So, an attempt to adopt the new style of planning instead of the old master plan approach had failed in practice in the case Faisalabad. The main reasons contributed to its failure in the implementation are given as follows. First, the plan preparation process took quite a long period of time during which the haphazard growth continued and could not be controlled. Second, the plan enforcement was weak as it could not attain approval due to its unclear approval procedure. Third, the former Municipal Corporation did not implement the proposals of the plan within its territorial limits. Fourth, the plan was not reviewed periodically due to inadequate resources. Finally, the content and form needed for a real strategic planning were not present in the Structure Plan-1986 which lacked a clear vision.

The partial implementation, however, with respect to shifting of some land uses and the direction of growth in the shape of private sector housing development took place due mainly to the efforts by the FDA. Some of the implemented proposals include development of a major park, shifting of vegetable market, bulk oil depots, dry port, and construction of bypass and widening of inter-city roads passing through the city and forming the primary road network. In addition, some major proposals including the widening of existing roads, development of infrastructure and improvements in urban public transport were also implemented as a result of the introduction of the Master Plan-1994.

### **5.1.2. Gujranwala**

Gujranwala is an industrial city which grew fast due to the huge influx of refugees from east Punjab and the town expanded beyond expectation. The town made a rapid development, emerged as a progressing commercial centre, industrial trading hub and now is one of the few lively centers of social and economic activities in the country.

**Planning Efforts:** The first Outline Development Plan (ODP) was formulated for the city in 1970. However, the rapid urbanization and the changing ground realities forced for a revision in the development plan. Consequently, updating of the plan was initiated in 1984 and was finalized in the next two years. The plan was supposed to provide planning guidelines from 1986 to 2010 for an area of 94.67 km (municipal limits only), but unfortunately it lacked any vision statement highlighting the expectations of the government and community to improve the quality of life. Another planning exercise in the shape of `Urban Diagnostic Report on Gujranwala` which was prepared in 1993 under a project `Feasibility Studies and Urban Master Planning of Ten Cities of Punjab`. This document was to some extent a spatial plan focussing on land use and infrastructure provisions. Projects were identified and prioritized but these proposals were never materialized.

#### **Outline Development Plan of Gujranwala**

In order to provide development guidelines for the growth of city, the existing ODP of Gujranwala was updated by the HPPD in 1986. The plan has been formulated for a period of 25 years and would remain `valid` until 2010. The salient features particularly related to the land development and management in Gujranwala city are presented as under:

**Preparation Process:** The ODP was prepared by the HPPD with a limited involvement of the Gujranwala Municipal Corporation, the institution that has to implement the plan. For the plan preparation both the primary and secondary sources of data have been used but maximum reliance is on the primary data. Secondary data from the District Census Reports and data of the ODP -1971 have been used for demographic projections, housing demand calculations and commercial area assessment. On the other hand, data pertaining

to land use distribution, industrial establishments, and a hierarchy of commercial centers, transportation and traffic flows, educational institutions, health, open spaces and public utilities has been compiled through extensive primary surveys.

The ODP covers all major thematic areas of planning and throws light on the land use, socio-economic, housing, transportation, commerce, community facilities, infrastructure development and industry in Gujranwala. Unfortunately, the element of environmental planning, finance management and implementation strategies are completely missing. The ODP has inadequate phasing of the proposals to be implemented in 25 years. Interviews with the government officials working in Gujranwala reveal that there was a limited involvement of the stakeholders in the process of plan preparation. The updated version of the ODP was approved in 1988.

<b>Table 4.3 Population Projections in Gujranwala</b>		
<i>Census year</i>	<i>Population</i>	<i>Average Annual Increase % age</i>
1951	1,20,807	4.3
1961	1,96,154	6.2
1971	3,23,880	5.9
1981	6,00,993	9.5
1985	7,09,861	4.8
1990	8,74,085	4.5
1995	10,76,302	4.2
2000	13,25,301	4.1
2005	16,31,904	4.3
2010	20,09,439	

**Population Projections:** Population projections which are the basis of all plan provisions and their justification in the ODP, are based on the trends abstracted from 1961, 1972 and 1981 (see table 4.3). It was forecasted that the urban growth rate of Punjab i.e. 4.25% was appropriate for the future population projection and hence it was used for estimating future design population. These projections lacked detailed demographic analysis and were not precise. For instance, the projected population figure (16,31,904) of the city for

the year 2005 was less than the actual population figure for 1998. Population projections provide a basis for the estimation of future need of various facilities, and the under estimation of population has resulted in a complete chaos.

**Employment Projections:** The ODP proposes various land uses for the planning period, but it has overlooked the resultant employment opportunities generated by these land use activities. The plan does not take into account the existing or the future analysis of employment opportunities.

**Housing Forecasts:** The plan estimates that there were 1,03,971 housing units in 1985 for a population of 7,09,861 persons. These estimates are based on 1980 housing census data. The residential land use comprises of 6969 acres of land with an average density of 102 persons per acre. The residential density around Rail Bazaar has been reported to be very high. The housing has been provided mainly by the private sector. However, a few agencies such as HPPD, Improvement Trust, Municipal Corporation and Building Department have made some initiative for the provision of housing in Gujranwala.

The plan document reports the household size to be 7.6 persons and assumes that the household size will gradually decrease during the planning period due to changes in the socio-economic structure of the society. Therefore, the future housing requirements have been estimated on the basis of household size of 6 persons. The total number of dwelling units for the existing and additional population at the end of the planning period (2010) is estimated to be 2,41,270. The annual requirement of housing is forecasted to be 9,651. The minimum and maximum sizes of plots have been proposed to be restricted to 3½ marla and 1 kanal respectively. The proposed additional housing units are to be distributed in eight communities. Each community has been visualized as a self sufficient unit having a major shopping centre, community parks and other public institutions. It was also proposed that at least two low income housing schemes of 450 acres each would be launched in Gujranwala to meet the present housing shortage.

**Land Use Analysis:** The town presents a picture of mixed land uses. The total area under existing land uses of the city was extended to 23393 acres. Gujranwala has been developed originally between Circular Road and G.T Road. All main bazaars and markets are located in the central area. Power looms and other industrial units are also located in old residential areas of the city. Industries have been developed along Pasrur Road, Gondlanwalla Road, Hafizabad Road and G.T Road in the form mixed land uses. The residential area covers 5424 acres of land which is 23.19% of the total area. Industrial land use is extended over 811 acres which is 3.47% of the total area. Commercial land use is invading upon residential areas particularly in inner areas which are causing serious environmental problems. As there are no planned commercial centres therefore more commercial land use is growing in the form of ribbon development along the main roads. Similarly, industrial land use is continuously invading upon residential areas/ As a result, infrastructure services are becoming inadequate.

The proposed area for various land uses in the ODP is 23993 acres till the year 2010. Although the plan suggests that the additional area will cover the agricultural and vacant pockets of land within planning boundaries of development plan but the proposed area for future land uses was not clearly earmarked on the map. Industry and commerce provide the basis for economic growth in Gujranwala. Hence, special provisions have been made to strengthen these sectors in the city. To promote industrial growth, five new sites were proposed with an area of 1214 acres at different locations. However, those five sites have not been developed at all.

The plan called off the provisions of further commercial activities owing to the reason that one shop was available for every 39 persons at the time of plan preparation while it was considered that one shop will suffice for 100 persons.

**Spatial Strategy:** The focal point of the ODP Gujranwala is its Zoning Plan which aims at the distribution and allocation of land uses. The plan predicts that the city is a continuously increasing urban locality and will grow in all directions except towards Upper Chanab Canal. In contrast to the prediction, relatively recent development has

taken place mostly in the south western side along Hafizabad Road and Lahore Road, mainly due to the development trend of housing schemes along these roads.

Although detailed primary data has been collected through an extensive traffic survey for transportation planning, it has not been properly utilized in the formulation of proposals. Proposals of the ODP regarding transportation improvement are general and certainly do not aim at the provision of unequivocal transportation plan or strategy. The Urban Diagnostic Report, Gujranwala 1993, states that since 1986, no attempt has been made to change the concentric pattern of development which continued to date with the result that inner areas are being subjected to great physical pressures. This aspect of development trend has to be reviewed in favour of uni-axial or multi-axis growth.

**Zoning:** The overall picture of land utilization is reflected in the zoning plan. The city is divided into the following major zones: central commercial activities, administrative and educational buildings, mixed land uses and industrial complexes. The zoning plan presents the locations of various land uses, however, no conspicuous policies have been formulated to ensure effective zoning.

**Implementation:** No doubt programming/ phasing has been mentioned but it is limited to only the first five years leaving the rest of the plan period open and questionable. Moreover, it has just listed the projects to be completed during the first phase without putting them against a certain time-line. This deficiency has been the biggest stumbling block for the implementation of plan provisions. Since it was an ODP and it should have been reviewed frequently but practically no one bothered to update its proposals over a period of last 20 years.

The growth has been taking place in the direction which is not indicated in the ODP. This can be witnessed with the fact that a lot of housing development is taking place in the southern side of the city such as Wapda Town and Muhafiz Town. Similarly the sites earmarked for industrial use have been occupied by other uses. The planning officials of

the GDA and the CDG are using their intuitive judgement and discretionary power to allow the new development currently taking place in the city.

### **5.1.3. Lahore**

Lahore, the city of gardens is the provincial capital of Punjab. It is the second largest city of Pakistan with a population over 7 million. It is enriched with cultural and historical monuments and attracts thousands of visitors each year. Spatially it is expanding towards southern and eastern sides and it took its present shape as a result of three planning efforts which were exercised one after the other. All these planning documents were formed to manage the rapidly changing character of the city from industrial to service, trade and business hub.

**Planning Efforts:** The first plan of 1966 was supposed to delineate the zoning and subdivision regulations; development of new satellite towns and establishment of 24 kilometre green belt surrounding the whole city. It particularly focused upon the augmentation of economic base of the present town and the need to create new industrial towns. A very little effort was made to ensure the enforcement of this plan but the industrial estates were developed at Kot Lakhpat, Chunian to the south and Kala Shah Kaku in the north of the city. It was also reported that greenbelt around the city could not be provided due to perpetual urbanization, development pressure and failure to create self- sufficient industries.

The second plan: the Lahore Urban Development and Traffic Study (LUDTS) was formed in 1980 and is important to note because of the active participation of the Lahore Development Authority (LDA) in its preparation and implementation. Moreover, it was prepared in a short time period based on land use surveys and very little primary data. The plan itself had no legal status except as a guiding document for the LDA. However, one of the main factors that contributed to the fame of the LDA as a leading development authority was the implementation of the Structure Plan-1980. The main focus was to prepare a structure plan for the Lahore Metropolitan Area (LMA) for a time period of 20 years. This plan indicated the development directions from south to southwest and some



development was also proposed across the river Ravi. The particular focus was on densification of built-up areas, decentralization of existing centres and establishment of new centres. The LDA has been successful to a great extent in controlling the development of private housing schemes and ensuring the primary road network while applying the proposals of the Structure Plan. The policies regarding densification and development of old built up areas could not be pursued due to the lack of local plans which could not be prepared.

### **Integrated Master Plan for Lahore-2021**

As the Structure Plan 1980 was about to expire in 2000, the LDA decided to prepare a new plan for Lahore, and this task was entrusted to NESPAK (a local consulting firm). The Integrated Master Plan for Lahore (IMPL) was initiated in 1997 and it was approved in 2004. It is the third urban planning exercise for Lahore since partition. The IMPL contains proposals up to the year 2021. The salient features of the current master plan related to the land development and management are given below.

**Preparation Process:** The LDA decided to prepare an Integrated Master Plan for Lahore (IMPL), and this task was entrusted to NESPAK (a local consulting firm). The work for IMPL was initiated in 1997 and the first draft of report was submitted to the LDA in 1998. It was revised in 2002, and the purpose of the revision was to reflect the population census of 1998 for the Lahore District. The IMPL study area is referred to as Lahore Metropolitan Area (LMA) and covers 230,670 hectares. The LMA includes the most of Lahore district and Ferozewala Tehsil of Shekhupura district and an adjacent area of the Kasur district. The preparation process of IMPL includes data accumulation, processing, planning surveys, field visits and analytical studies. A detailed land use survey was conducted in 2001-2002 of the study area. Attempts were made for public participation in the plan formulation. In this regard, discussions were held with eminent professionals, civic personalities and special interest groups. Moreover, a series of presentations were made to various government agencies, the technocrats and professionals including town planners, architects, engineers, builders, administrators etc. at various forums to invite their suggestions. The final draft of the plan was presented to the Project Steering

Committee which cleared it in June, 2004. The plan was finally approved by the Lahore District Council on October 2004.

**Population Projections:** The population projections by area for 2001 have been given in table 4.4, for which the data of 1998 census has been used as a base year. The total estimated population for 2001 was 7,714,618 which show that in both 1998 and 2001; the Lahore District accounts for more that 90 percent of the total LMA population.

<b>Table 4.4. LMA Population by Area in 1998 and 2001</b>				
<i>District</i>	<i>1998</i>	<i>Percentage</i>	<i>2001</i>	<i>Percentage</i>
Lahore	6,318,745	91.1	7,041,893	91.3
Sheikhupura	499,012	7.2	541,682	7.0
Kasur	120,834	1.7	131,097	1.7
LMA	6,938,591	100.0	7,714,618	100

The projection of the IMPL implies rapid and continuous increase in the population as it assumes that the growth rate will be above 3% during the plan period. Along with this, it also assumes that household size will increase to 7.2. The assumptions of increasing growth rate and increasing household size are quite contrary to the growth trends in metropolitan cities of South Asian countries. In these countries, it has been expected that the annual growth rate and household size will gradually decrease and growth rate may come close to the 2% by the year 2021. This would obviously generate a lower projected population for 2021 approximately 11,500,000 than 14,110,500 and requires less housing demand. But the over estimates of population projection will lead towards excessive estimates of land use requirements and will generate pressure on the housing market and other facilities

**Employment Projections:** The employment forecasts of the IMPL are also problematic in two aspects. First, they are based on labour force, and not on the economic activity (in terms of private business and government demand). Second, the projections assume that the structure of employment across industries will remain relatively the same over the forecast period. The projected growth in employment is roughly twice the growth rate of

the population (see table 3.4) and the total working population is projected to rise by 6.4 percent per year between 2001 and 2021. According to the Government of Pakistan, the economy grew in constant terms by 2.4 percent during 1999-2000 and 200-2001. In the defunct Lahore division (Lahore, Kasur, Sheikhupura and Okara Districts), employment in the manufacturing industry declined from 249,970 to 231,450 between 1998 and in Punjab, employment declined from 575,379 to 556,534 between 1998 and 1999 in this sector (see table 4.5). While these are short term trends and do not reflect what might occur between the present and 2021, but they do raise questions about the accuracy of the vigorous employment growth for the LMA.

The employment pattern throughout the plan period is predicted to remain relatively the same. The agriculture sector contributes 2.4 percent of the total employment while the employment share in the service industry (utilities, retail and wholesale trade, finance, insurance, real estate and community services) is low.

Consequently, the over or under assumptions/estimates will result in high demand of land for urban development. One of the significant forecast errors is requirement of land for industrial activities rather than commercial and service sectors. These false projections are exacerbated by the government's policies to control commercialization of land use (conversion of residential uses to commercial activities).

<i>Year</i>	<i>Interment Change</i>				
Category	1998	2001	2011	2021	2001-2021
Agricultural	20,595	23,476	31,538	34,915	11,439
Construction	253,326	283,748	449,424	698,296	414,548
Industrial	164,024	183,721	291,731	444,582	260,861
Commercial	213,231	238,838	378,462	584,241	345,403
Institutional	169,491	189,846	298,039	446,910	257,064
Others	90,213	101,047	127,731	118,710	17,663
<b>Total</b>	<b>911,244</b>	<b>1,020,676</b>	<b>1,576,925</b>	<b>2,327,654</b>	<b>1,306,978</b>

**Housing Forecasts:** The IMPL carried out estimates for housing stock and demand for the entire LMA. The housing stock in LMA was reported 967, 202 units in 1998 with 77.62% and 22.38% housing units for urban and rural areas respectively. There were 881, 708 housing units in Lahore District in 1998 with 82.9% are in urban areas and the remaining stock in rural areas whereas 536, 724 units in 1980 which included 83.4% of units in urban areas. The increase in population during 1980 and 1998 was 3.46% per annum whereas the increase in the housing stock for the same period was 2.79%.

Housing forecasts have been worked out by considering the backlog till year 2001 and the housing units required for incremental population during the period 2001-2021. The total demand of 1,265,183 housing units is estimated until year 2021, which includes existing shortage of 199,204 units and 1,065,979 units for the incremental population @ 6 persons (household size) per housing unit. The land requirement for the projected housing demand will be met outside the area of ex MCL. For instance, it has been envisaged that land requirements for 840,000 housing units would be met through the revolving plan. The IMPL does not account for the size of plot for the forecasted housing units as well as the location for the expansion areas to absorb spill-over population. Although a good deal of housing affordability analysis has been done for low income group but it does not mention how many additional housing units would be required for this category and where would be low income incremental population would be absorbed. These two issues therefore are the focus of future housing consideration in Lahore.

**Land Use Analysis:** The IMPL contains a mixture of ideas of two earlier practices of plan making. For example, it includes aggressive programs of densification and infill development with the objective to channelize the growth from south to southwest of the LMA. One of the main objectives of the current master plan is the development of industrial sector. It has been proposed to establish 10,000 hectares of industrial zones in the far southwest corner of the LMA at Chunnian approximately 45 kilometres away from the Walled City. Moreover, planned industrial areas include Manga Raiwind road, Rohi Sem Nala and southern part of the Multan road far away from the city centre.

The IMPL also does not provide sufficient and realistic land projections for commercial activities. It specifies 133 hectares of land for commercial land use while its employment forecasts are 345,403. It means that new commercial activities will start on the allocated commercial area with density of 2500 workers per hectare which is absolutely impossible.

Keeping this in consideration, the plan does not satisfy land requirements for institutional and educational activities. The total projected employment increase has been quoted as 257064 on an area of 123 hectare. It simply implies that the future character of the whole city as a national and international centre of learning, research and advanced services has not been given keen consideration. The table 4.6 illustrates the details of land use patterns and projections for the LMA.

<b>Table 4.6. Lahore Metropolitan Area land use patterns and projections (Hectares)</b>			
<i>Land Use Category</i>	<i>Existing 2001</i>	<i>Forecasted 2021</i>	<i>Projected Change 2001-2021</i>
Residential & Villages	26535	35280	8745
Commercial	1737	1870	133
Educational & Institutional	2417	2540	123
Industrial	6904	18255	11351
Parks & Recreation	1608	3077	1469
Cantonment Area	9267	10067	800
Vacant and Agriculture	175854	153210	-22644
Other	6348	6371	23
<b>Total</b>	<b>230670</b>	<b>230670</b>	<b>-</b>

On the whole, the plan does not realistically address the land use projections. It has many flaws and gaps. Firstly, the methods for calculation of projections of both the population and the employment are inappropriate. Secondly, these projections are not aligned with the future trends and needs. Its main emphasis is on densification and infill to accommodate and manage housing requirements rather than the introduction of market

preferences and considerations for financial implications for heavy infrastructure network to support the higher residential densities.

**Spatial Strategy:** The form and contents of the IMPL appears to be quite comprehensive as compared to the previous two plans prepared for Lahore. Nevertheless, the plan's strategy is very problematic and cumbersome. First, it does not consider the changing character of the city from industrial to service and trade. It focuses mainly upon the industrial activities not on the present and future commercial and trade boost. Second, the cantonment area is not included in the plan which is the most important area for setting out the future development and strategy for the whole city. Instead, the plan continues to propose south westerly development. Third, development of the city has been restricted on the north side due to flood danger. However, with high control measure and with the use of advanced technology, development opportunities can be opened along the alignment of the Lahore By-pass. Therefore, it will be highly appropriate to formulate alternative spatial strategy (like development corridors, sub-centers and development across River Ravi) in the light of above-mentioned limitations. This can be illustrated with the fact that a lot of educational institutions have been established or are in the process of establishment along the Lahore By-pass. Moreover, Lake City has also been proposed to the north of Lahore. Similarly, there are other developments which are taking place but the IMPL did not anticipate these developments.

**Zoning:** The IMPL's zoning regulations do not appear to support the policy of infill and densification. It provides information regarding proposed zoning categories of low-density zone ranging from 100 to 150 persons per hectare, medium ranges from 200 to 350 and high- density ranges from 450 to 600 persons per hectare. The area along the Bund road in the north and Ghazi road in the south is low density residential zone while the southern edge of the LMA is dedicated for medium density zone and high density are infrequent. The plan's policies toward nonconforming uses: particularly commercialization of residential areas are likely to thwart the formation and growth of small and micro-enterprises.

**Implementation:** The IMPL is the first development plan which has been approved by the CDG council after the implementation of devolution plan in Pakistan. The general observation and the interviews with various stakeholders reveal that the IMPL proposals have not been implemented in letter and spirit albeit it was approved by the CDG Lahore. There could be many reasons for the lack of its implementation and the main reasons include; the erroneous forecasts of various land uses, inappropriate location of proposed land uses, irrational proposal for designation of roads for commercialization, inadequate support of policy for infill and densification and a lack of strategy for the financing of the proposed projects.

On the whole, IMPL document is relatively a comprehensive but there are areas where there is a need to show special interest and reworking. First of all the plan needs to have exclusive and focused strategy in orientation with more economic consideration. Then there is a dire need to refine and revise the projections related to population, employment and land use requirements. After this, to facilitate and harmonize the urban development, a robust and detailed strategy must be included as a part of the master plan. Along with this, the plan will benefit from a comprehensive urban design assessment to generate more effective zoning and subdivision regulations. In the end, zoning and subdivision regulations are required to assess to foster a more enabling approach to urban development.

#### **5.1.4. Multan**

The city of saints and shrines has traditionally remained a dynamic city in its functional as well as spatial growth. It is also an administrative, educational and commercial center for southern Punjab. Almost 1/7<sup>th</sup> portion of the city land has been specified for these purposes. According to the census of 1998, its population was 1.08 million.

**Planning Efforts:** The first planning effort was made in 1970 to control the existing development and to direct piecemeal expansion of the city. It could not be implemented till 1980 due to laxity in approval and also because it was sanctioned after ten years when ground realities were entirely changed. Keeping in view the successful implementation of

the Lahore Structure Plan-1980, the MDA also decided to get a structure plan prepared for the city of Multan. In this regard, a private consulting firm was entrusted the task which prepared the plan in 1990. This plan was neither approved nor implemented due to approval of the Multan Master Plan (1987-2007). Since the present plan has been expired, the MDA has entrusted the NESPAK to prepare a new master plan for Multan. The plan preparation is under process.

### **Multan Master Plan (1987-2007)**

The master plan is aimed at providing comprehensive framework for well planned growth of the city thereby furnishing better guidelines for physical planning and housing activities in Multan. It is a broad land use zoning plan alongwith a transportation network plan for a period of 20 years (1987-2007). The salient features related to the land development and management are described as follows.

**Preparation Process:** The MDA decided to launch ‘updating and extension of master plan’ in 1981. The master plan project was initiated in 1983 and it was scheduled to be completed in June, 1985. In the absence of a Base Map for the city, the project could not be started as programmed and the Government of Punjab appointed a consultant firm which completed the job of preparing the base map in mid-1984. The project was therefore rescheduled for completion by December, 1987. Primary surveys were conducted to collect the requisite data. The data was analysed and compiled and presented in report form together with a review of almost every related sphere of the city’s life. Besides the preparation of the base map, all the tasks were performed by a specially established Master Planning Cell and it was a total in-house exercise without any involvement of consultants.

The plan was approved in principle by the Governing Body of the MDA in August, 1987 but subject to the scrutiny by the Technical Committee constituted in the light of Development of Cities Act, 1976. The Technical Committee comprised of Senators, all Members, of National Assembly and Provincial Assembly, from Multan, Mayor of the Municipal Corporation, Director General MDA, senior government officials, technocrats



and heads of government departments/agencies. This Technical Committee approved the master plan in October, 1987. The public participation in the formulation of the master plan was merely in the shape of traditional household surveys. The master plan contains vigorously conceived and consistent proposals with the explicit reasons for the space allocated to and location of each major use. The document on Multan Master Plan presents an activity oriented zonal plan for the development of the city and has been divided into three parts, namely, the town, existing conditions and analysis, and the plan.

**Population Projections:** Average growth rate (3.61%) has been considered to project future population keeping in view the past trends. It is also assumed that growth rate of the city will be the same as its administrative setup will remain the same without any other major changes that may affect the growth of the city. The population projections in every five years are presented in table 3.7.

<b>Table 4.7: Population Projections for Multan City</b>		
<i>Year</i>	<i>Population</i>	
1981	970,094	Recorded
1987	1,200,113	Estimated
1990	1,334,837	Projected
1995	1,593,808	Projected
2000	1,903,022	Projected
2005	2,272,227	Projected
2007	2,439,235	Projected

**Employment projections:** There were 33835 workers employed in 2899 industrial units in 1986 which make around 3% of the total population of the city. Of the total workers, 33.27% work in establishments employing less than 10 workers and 18.12% of the industries employ 11-100 workers. The industrial units with a capacity of 101-500 engage 15.17% of the total labour force. Only 5.85% of the total industrial concerns employ 500-1000 workers. The highest absorbing capacity of big industrial concerns (27.59%) employ above 1000 workers each.

The plan envisaged an improvement to urban economy with the proposed expansion and strengthening of industrial and commercial centers. It suggests the establishment of small scale industrial units rather than large units. Also, an Industrial Estate of over 2500 acres was proposed to be developed for medium and heavy industrial purpose. The area along both sides of Bahawalpur Road was earmarked for light to medium scale industry. The area lying in the surroundings of Pak Arab Fertilizer Factory was recommended to be developed for light industrial use. It was estimated that 170,000-200,000 persons would be employed in the proposed industrial development. Similarly, it was expected that the proposed decentralized markets would create additional employment opportunities for about 75,000 persons. In addition, the city's CBD would employ up-to 13260 persons. However, it is pointed out in the Master Plan that "it cannot be said with certainty that how many jobs would be created through the provision additional centres of employment but according to the rough estimates, on the whole approximately 500,000 jobs would be available to the people in working age bracket in Multan". No estimates have given about public sector employment opportunities.

**Housing Forecasts:** The existing housing units are 161515 for a population of 1115613 with a household size of 6 persons/ house. This means that 1000 houses per year had been provided which resulted in total housing shortage of 3000 units (also including houses which need to be redeveloped). The future housing need for the year 2007-2008 is 406539 units to be provided at the rate of 1225 houses per year. It is appreciable that in the document, four strategies of do nothing, strict enforcement of town planning layouts, installation of sewerage system and full-scale mass production of low cost housing to meet this demand have been adopted. It is also stated in the plan that huge finance is required for housing projects particularly for rehabilitation but unfortunately no financial strategy has been given..

**Land Use Analysis:** The land use pattern of the city is mellow and haphazard, a state that could be expected in a city where development has been taken place without any guidance and control for a long period of time. The existing land use break-up is given in table 3.8.

For commerce, a very low percentage of the total project has been designated despite the ever increasing trend of commercialization. The density for commercial areas has been fixed 1000 persons for an area of 0.08 hectares. However, specialized markets have been proposed to boost-up the commercial activity. Estimates for future land uses have been made theoretically and not on the basis of data collected or sound facts.

<b>Table 4.8. Land use Distribution in Multan (1996)</b>		
<i>Type of land use</i>	<i>Area (hectare)</i>	<i>Percentage</i>
Residential	4172	55.82
Commercial	85	1.14
Industrial	884	11.83
Educational	544	7.28
Public buildings & Govt. Offices	473	6.33
Open spaces/parks & playground	112	1.50
Graveyard	167	2.23
Transport terminals	146	1.95
Roads and railways	764	10.22
Canals/water bodies	127	1.70
<b>Total</b>	<b>7474</b>	<b>100</b>

**Spatial Strategy:** The plan has focused on intensification of existing area and provision of facilities for new growth areas. The major thrust for new growth is to the north, north east and south west. The plan assumes to provide maximum infrastructure and services in new areas and partial services in major areas of intensification throughout the city and its immediate vicinity. Like all other plans, this plan also excluded the area of Cantonment from its project area. The major emphasis has been on the regulation and control of new developments and the improvement of road network. Emphasis is also laid at the least movement of people within the city by proposing that daily needs of people are fulfilled within the nearest areas.

**Zoning:** A relatively detailed zoning exercise is carried out in the preparation of the Master Plan of Multan. Clearly defined zones have been delineated and non-conforming

uses have been earmarked. In order to protect the environment and to achieve consistency in land use zoning, the proposal is made for three categories in each use zone for the purposes of their permission. The categories include; permitted uses, permissible uses and prohibited uses. Accordingly, the whole city has been delineated in various zones such as residential, commerce and trade, institutional/public buildings, industrial and manufacturing and public open spaces/green belts/recreational places, major graveyards, metropolitan and sub-metropolitan centres, agriculture and non-conforming uses. The zoning regulations proposed in the Master Plan are a broad spectrum towards existing and future developments and have been kept flexible in giving permission to auxiliary activities in all predominant zones.

**Implementation Status:** Most of the proposals and projects of the master plan have been implemented. However, a few projects were not implemented due to a lack of coordination between the MDA and the ex Multan Corporation. Overall, this plan was relatively comprehensive as it was prepared by a specialized cell of Master Plan by using both primary and secondary data. Technical discussions and comments were also encouraged during its preparation. But it needs to be more strategic and pragmatic. First, it is required to formulate a comprehensive financial policy. Second, it should address the housing needs of the poor and fulfil the housing backlog and a rehabilitation of the existing housing stock is necessary. Third, it is imperative to ensure the implementation of proposals of the plan and allocation of responsibilities to the concerned agencies.

#### **5.1.5. Rawalpindi**

Rawalpindi is (feeder of Cantonment and General Head Quarter) an administrative city with the given name: `Interim capital` of Pakistan. It took its current compact shape during 1968-1996 due to maximum development momentum. The city being a military headquarter has a very strong economic base. As it is a twin city, therefore Islamabad is also a significant multiplier for the city economy because a substantial population of Rawalpindi gets jobs there, and this factor has contributed a lot in the physical development of the city.

**Planning Efforts:** The first Master Plan of the city was prepared in 1968-69 for a period of 20 years. However, it was not implemented in its true spirit thus resulting in an unplanned growth of the city and shanty settlements sprang all over. The main reasons for the ineffective implementation are as follows. First, the officials of the Municipal Corporation (the agency responsible for implementation) did not bother at all to go through the proposals of the plan. Second, due to shifting of the Federal Capital from Karachi to Islamabad/Rawalpindi, a very large number of government employees also shifted to Rawalpindi and bringing more demand for residential and office accommodation. Hence, transit arrangements were made by overlooking the plan proposals.

In view of the accelerated growth of the city, the Director Metropolitan Planning, Rawalpindi Development Authority (RDA) formulated a Guided Development Plan in 1990s. The main objective of this plan was to ensure the right of way of roads in the expansion areas of Rawalpindi. To a certain extent, the RDA has been successful in ensuring the right of way of some roads proposed in the Guided Development Plan. However, this plan could not be approved by the authority. The latest planning tool has been implemented in the form of Rawalpindi Master Plan (1996-2016).

### **Rawalpindi Master Plan (1996-2016)**

In order to have a comprehensive framework for urban development and expansion, the Rawalpindi Master Plan (1996-2016) was prepared. The master plan is claimed to provide broad guidelines for a systematic and planned growth of the city. The salient features of the plan related to the land development and management are explained below.

**Preparation Process:** The Government of Punjab decided to update/revise the master plan for Rawalpindi in 1990 and accordingly, PC-I of the scheme was approved in 1991. The job for preparation of the current Rawalpindi Master Plan (1996-2016) was entrusted to Regional Physical Planning Office, H&PP Rawalpindi in 1991. A Coordination Committee headed by the Commissioner and comprising all the Divisional Heads of

Nation Building Departments/Agencies was constituted by the Punjab Government in order to make the Master Plan realistic and functional. The proposals of the plan are based on detailed primary surveys and the secondary data collected from various departments. The final draft of the plan was completed in 1996. The methodology of the plan indicates that it lacks the confidence of all stakeholders and it merely relied upon the coordination committee. The plan was approved by the Government of Punjab, Department of Local Government and Rural Development in 1998.

**Population Projections:** A very exhaustive description has been quoted in the plan to show the population growth trends from 1901 to 1981, population data has also been cited in the document but the growth rate has fluctuated. This is due to the fact that only the 1981 census data was available. Therefore, primary survey was conducted by RDA to collect socio-economic data. Population projections were charted out using three growth rates of various sources (socio-economic survey, Punjab urban areas, inter censal period).

<b>Table 4.9. Population Projections for Rawalpindi City</b>			
<b>Year</b>	<b>Socio-economic Growth Rate</b>	<b>Urban Punjab Growth Rate</b>	<b>1972-1981 Growth Rate</b>
1981	1117399	1117399	1117399
1991	1545106	1694216	1520614
1993	1652755	1841285	1618076
1996	1831467	2086167	1776588
2001	2183043	2464072	2013757
2006	2616986	3034127	2357344
2011	3154428	3736063	2762494
2016	3826356	4795904	3346318

The growth rate adopted was 2.13%, 2.41% and 5.40% for specified area, municipal corporation area and cantonment (see table 4.9). These projections of the city have been made on assumptions that are erratic in nature and may not have direct relevance with the population growth. Unfortunately, however, all these population figures were not used to portray the future planning needs and requirements.

**Employment Projections:** The Master Plan presents an analysis of employment patterns only for the industrial sector. There were 23927 persons employed in 1018 industries in the city. The rate of participation of industrial force is estimated at 1.3% which is on the lower side. It also reflects nominal industrial activity in the city. The largest labour force is employed in textile and woollen industries comprising of 4199 workers, followed by heavy repairing workshops and auto-engineering service stations employing 4122 and 3540 workers respectively. It is further reflected that small scale industries are dominant in the city. This can be seen by the fact that 295 out of 535 industries employ 1-10 workers whereas, more than 50 workers have been reported in 137 industries. The Plan does present the analysis of employment patterns in other land use activities such as educational institutions, hotels, administrative and health establishments, housing and transportation sectors. Furthermore, no forecast has been given for the plan period.

**Housing Forecasts:** The total housing units in the city are 1,58,920 accommodating a population of 13,70,425 persons. It has been highlighted that the household size has been raised from 4.8 persons per house in 1968 to 8.62 persons. Total dwelling units identified to meet the housing demand of present population, existing shortage and dilapidated units are 74,252 assuming 6 persons per house as the household size. The phenomenon of active engagement of private developers to launch 123 private housing schemes has been proposed. Although it has been identified that dilapidated units constitute 3% of the total stock but no such policy encouraged for the maintenance and upgrade of existing housing stock. The overall density of entire project area is 19 persons per acre and the net residential density of built up area in the Cantonment and ex-Rawalpindi Municipal Corporation is 116 and 197 persons per acre respectively.

The review shows that no pragmatic approach has been adopted to estimate the true housing needs. It is just like an academic exercise which only figured out the existing housing units (228404), future requirement and their total shortage (74252). It does not spell out the problem of low income housing and their issues. Especially it does not provide any consideration to how the question of low income housing will be answered

and how the land will be managed to develop low income housing schemes. It is stated in the plan that two low income housing schemes were to be developed providing 4051 residential plots and 202 commercial cum residential plots. But the practice of providing low income housing could not be sustained after Punjab Acquisition of Land (Housing Repeal) Act 1985 which required paying market rates to the land owners for land acquisition.

**Land Use Analysis:** The strenuous task to conduct the land use survey has been carried out by the project office. The table 4.10 gives the detail of various land uses and it has been figured that 55.68 per cent of the land use is residential. It allocates the areas for all activities (residential, commercial, industry, recreation, public buildings etc.) using pet and outdated standards of National Reference Manual (NRM). It has also proposed a green belt around the city to ensure environmental safety. However, it all seems theoretical which has no integration with the projected population figures and anticipated future character of the city.

**Spatial Strategy:** The plan includes the maximum area of the city to provide a wide coverage. It divides the whole city in three parts the Municipal Corporation area, Cantonment Board area and a part of Rawalpindi Tehsil declared as 'Specified area' by RDA. But it restricts the city development on western side because of two natural and man made physical barriers i.e. Lei Nullah and Railway line. Therefore, the city is expanding towards north along G.T. Road. However, it is not impossible to draw some alternative policy for the city with current technological development to tackle these barriers positively. This approach will be appreciated more in the city development context. On the whole, the plan highlights the integration of the twin city concept which has been encouraged through integration of road network. Attempts have been made to integrate the road network with capital city Islamabad, and two by-passes and a ring road have also been suggested. But this is an entirely theoretical effort which can be seen only on the map. Interviews with the stakeholders have made it clear that there is not enough space to maintain the outer ring road proposal. Moreover, the RDA has not accepted this strategy.



<b>Table 4.10. Land Use Distribution in Rawalpindi (1996)</b>			
<i>Sr. No.</i>	<i>Land Use</i>	<i>Area in Acres</i>	<i>%Age</i>
1.	Residential	9,570	55.68
2.	Commercial	478	2.78
3.	Industrial	880	5.12
4.	Educational	744	4.33
5.	Public Building	438	2.55
6.	Open Spaces/Parks	953	5.54
7.	Grave Yards	308	1.79
8.	Roads	2,253	13.11
9.	Transport Terminals	1,117	6.50
10.	Health	199	1.16
11.	Places of Worship	83	0.48
12.	Others	165	0.96
<b>Total</b>		<b>17,188</b>	<b>100</b>

**Zoning:** A theoretical and academic exercise was practiced which divides the whole city in various zones such as residential, commercial, public buildings, industry and recreation. Four zones have been proposed for residential, commercial, Cantonment and future development. No doubt, all are described in detail but once again, it is limited to a utopian approach and did not utilize the extensively collected primary data. As far as the industrial development is concerned, a separate industrial zone has been proposed but up till now no development has taken place.

**Implementation Status:** The plan presents a good and well-knitted design which tries to provide maximum accessibility but it does not reflect ground realities. Practically, its implementation is next to impossible. Very extensive and expensive exercise has been made to collect socio-economic, commerce (10% sample) and census based industrial data but the plan and proposals are formulated blindly without giving any consideration to relate analysis of data collected with the plan's proposals.

It is a pity that Housing and Physical Development Department has been issuing commercialization policies from time to time but the plan prepared by the same authority

did not envisage a commercialization trend. On the map, an area for commercial activity has been dedicated but it is predominated with residential use after development. Therefore, the plan proposals create confusion. It was specified in the 1996 Master Plan that all commercial activities would be concentrated around the central city but later on, ribbon development of commercial activities had started along the Murree road.

#### **5.1.6. Failure of Development Plans to Effectively Manage Growth of Cities**

In general, the existence of development plans has supported the planning officers in discharge of their duties on the one hand, and has helped familiarizing urban planning practices among the general public and policy makers on the other. However, the review of development plans of five large cities and discussion with concerned planning officials and other stakeholders revealed overall weaknesses regarding their contents, preparation process and enforcement mechanism. These plans have been prepared with the key common objective of guiding and controlling the development of cities for specified time periods. But this objective could not be achieved effectively though partial implementation has resulted in segregation of various land uses and improvement of road network design etc. The stumbling blocks in the implementation process of these plans and causes of their inability to manage cities are presented below:

**Lack of a sense of ownership of plans:** The lack of a sense of ownership of the plan document by those who are responsible for implementation has a direct relation with its non-implementation. This issue has arisen due to the fact that two separate agencies have been responsible for plan preparation and implementation with varying understanding and views on resolving urban problems. For instance, the Master Plan for Rawalpindi was prepared by H&PP Department but most of its proposals failed to get appreciation from city government as well as from the RDA once the plan was approved and handed over to these agencies for implementation. On the other hand, the Master Plan for Multan was prepared by the MDA itself by creating a separate directorate. Therefore most of the proposals of the plan were implemented with the exception of only those projects and

proposals which were either too ambitious or had inadequate consultation with the stakeholders.

The sense of ownership of the plan coupled with provision of requisite resources and powers can immensely boost the spirit of the implementing agency to rigorously pursue the implementation of the plan. For example, the so called Master Plan of 1994 prepared by the then Commissioner of Faisalabad saw most of its proposed projects completed successfully. The reason being that the plan was owned by the implementing authority, the then Commissioner, who had a strong influence to make the resources available and direct the line departments for swift implementation.

The case of Lahore provides another facet of what a sense of ownership of the plan can achieve in terms of implementation. The 1980s Structure Plan for Lahore was prepared by international consultants with active involvement of LDA officials. The LDA fully owned the plan and the ground realities show that their efforts helped securing reasonable plan implementation in new expanding areas. On the other hand, the IMPL 2004 was also prepared by the consultants M/s NESPAK but without an active involvement of the stakeholders at each stage of plan preparation. Although the City District Government has given approval of the IMPL, several of its proposals due for implementation in the first phase are neither being taken by CDG nor the TMAs. Therefore its success is questionable up till now as it has proved to be a conventional master plan with inadequate participation of implementing agencies.

**Long duration for preparation and approval of plans:** Generally, all types of development plans took a long span of time for plan preparation and approval exercise. The plan preparation process involves preparation of the base map, different types of surveys and analysis of data. The plan preparation phase in the past consumed a lot of time as most of the work was done manually. Similarly, the sanctioning of all the plans, whether *ODPs*, *master or structure plans*, has always been a hard nut to crack. Most of the plans took an unbearably long time to get an approval due to lack of clarity about the approval mechanism. The intermittent character of plan preparation and plan approval

phases could not incorporate the new development. The growth of different areas of cities continued in haphazard manner with the result that the ground realities were different from the plan when it was available for implementation. The policies and proposals so formulated and the plans could not be implemented with full force. In this context the 1986 Structure Plan of Faisalabad is a good example which costed about 4.6 millions to the government but never got approved till the expiry of the plan period.

It is however good to know that the PLGO 2001 has addressed this problem and clearly specifies the procedure for approval of plans. Moreover, with the advancement of technology; the use of computers, availability of satellite images and the use of Geographical Information System and Information Management System have facilitated the plan preparation process. Simplification of the approval procedure coupled with the use of technology has practically minimized the time period.

**Inadequate coverage:** Plan preparation and proposal formulation has excluded Cantonments and DHA areas accommodating the civilians and having strong linkages and influence with other parts of city and adjoining areas. Thus in Lahore, Rawalpindi and Multan, a significant proportion of the city area falls under the jurisdiction of cantonments/DHA but their exclusion from the master planning exercise has made the authenticity of proposals of the plans questionable. The continued independence of cantonment boards/DHA over urban planning and infrastructure services has compounded the problem of dis-integration.

It is also worthwhile to mention here that the development plans have generally ignored areas outside the boundaries of the former Municipal/Metropolitan Corporation. For instance, a lot of development activities are taking place outside the limits of respective plans in Lahore and Rawalpindi where the development plans have been relatively recently prepared. The haphazard growth is likely to pose challenges related to sustainable urban development in particular the provision of infrastructure services and higher order facilities.

**Ambiguity of boundaries:** Ineffective land use control and conflict of boundaries has been another important cause behind the failure of development plans and unplanned growth trends in cities. Usually the overlapping of boundaries of development authorities, cantonment areas, and defunct municipal corporations created a divergence of interest among the controlling agencies, favoured the developers, and squeezed the poor. For example Multan development Authority could implement the plan in MDA controlled area only but no enforcement could have been possible in areas under the jurisdiction of ex-Municipal Corporation Multan. Similarly, in case of Rawalpindi, the Master Plan covers only RDA controlled area boundaries which were just adjacent to the built up areas. The developers found it advantageous to start developing scheme outside that boundary thus leading to uncontrolled growth.

**Lack of comprehensiveness:** The comprehensiveness is the foremost claim of all the development plans of five cities but a close look into these plans reveals that unfortunately this element lacks in them. All the development plans emphasize on physical planning and only marginally touch upon social and economic dimensions. Also, the plans are not based on well-articulated visions of the future economic, social, and environmental conditions. They inadequately identify the major actions that are required to promote economic development, improvement in affordability for housing, mobility and quality of life. These plans have been formulated in architectural style where segregation of land uses is the key intention with little or no consideration to link land use planning with socio-economic aspects. As these are the missing planning elements, therefore they do not direct and foster social cohesion and economic growth.

**Overemphasis on data collection:** It is vivid from the review of plans that surveys and preliminary data collection has always been over emphasized. The 1986 Faisalabad Structure Plan was supposed to be prepared in two years, but in first two years only data collection stage was accomplished. Moreover, primary data about many aspects was first collected in 1981 and then again updated in 1985.

It is also alarming that the primary data collected from extensive and expensive surveys had never been properly and logically used in formulation of proposals. It is generally observed that in rapidly urbanizing circumstances, the projections on which long term plans are based often go haywire. Mostly the population projection and calculations for the future demand for each use/service had been the result of simple numerical formulae rather than a *vision for the city*.

**Implementation framework:** It is not sufficient to make beautiful plans, if these are not capable of effective implementation. Absence of phasing, programming, and implementation mechanisms is one of the major deficiencies in development plans. Even well prepared development plans are bound to fail if not backed up by well-oiled administrative machinery. Thus in all five cities, no proper institutional mechanism was put in place to pursue and coordinate the implementation of proposals contained in the plans. The only exception is the IMPL-2021 which proposes that a commission comprising of District Nazim, Nazim of Various towns in Lahore, Secretaries of departments, District Coordination Officer (DCO), Director General and Chief Metropolitan Planner of LDA, Chief Engineer TEPA, Managing Director, WASA, Deputy Inspector General Traffic and Commander, 4-Corps is to be formed to periodically review and update the plan in the light of vision for the metropolis. The discussions with the LDA officials suggest that no meeting the commission has been held in connection with either implementation or review of master plan during the past three years.

The officials of planning agencies concentrated only on authoritative assignments like building control, regulation of private sector housing, commercialization etc. with the assumption that the plan will get implemented automatically. The need for a custodian of the plan supported with legal backing and fully responsible for ensuring due implementation was never realised. Unless this is ensured, no plan can be implemented successfully whether it is a structure plan, mater plan or an ODP or, any other type of plan.

**Review and updating of plans:** Monitoring of development plans is also a critical component of implementation as it provides feedback to the plan making and revision processes. Continuous review and updating of the plans is a prime activity which needs to be fashioned to meet modern and ever changing scenarios of the present urban areas. Since planning is a continuous process, *planning for rapidly growing cities should be like clothing a teenager*. But unfortunately, our plans and their preparation and implementation processes seem to be geared towards dealing with cities assumed to be growing at slow pace rather than for metropolitan areas where rapid pace of development is the norm. The study of land development and management practices in five major cities in Punjab exposed that no process of data collection was in place to steer and continuously improve plans to ensure that implementation is appropriate. The main reasons, as reported by the city planners, are in-capacitated planning agencies and insufficiency of resources for revision and updating of plans. The Development of Cities Act 1976 empowers the DAs to periodically update their respective development plan and coordinate with other agencies in order to get plan implemented within their respective area. However, there is no mechanism to ensure the review of plans based on up-to-date data.

**Overlooking urban renewal and redevelopment possibilities:** Urban renewal and redevelopment has not been given due consideration in development plans and has always been taken as an eyewash. For example in the Plans for Rawalpindi, Faisalabad and Multan, extensive data was collected about the existing housing stock, age and condition of buildings and the prevailing utilities. But the emphasis of spatial development strategies in those plans was restricted to the future growth only and no proposals were included concerning the upgrading of existing dilapidated inner-city areas. This aspect is so imperative that it must be the main component of any development plan. But unfortunately this deficiency is quite prominent in the plans of five cities. This might presumably be due to lack of legal backing for provisions for renewal of older areas or because of pre-occupation to plan for new areas.

## **5.2. Commercialization**

The demand for urban space for commercial development has surpassed the planned supply delivered by planning agencies in the large cities of Punjab. As a corollary to that, conversion of residential land use into commercial land use has sprung up particularly along major roads of planned residential areas and collectors roads of cities. Permitting conversion of land use in an illogical manner seems not only a departure from urban planning principals but also jeopardizing the spatial structure of cities causing serious environmental side effects. The following sections present an in-depth analysis of compliance and enforcement of commercialization policies in major cities.

### **5.2.1. Why Commercialization?**

Commercialization refers to the conversion of non-commercial land uses especially residential to the commercial ones. Insufficient allocation of commercial areas, structural changes of a settlement and inadequate enforcement of regulatory controls, etc have promoted the phenomenon of commercialization in the major cities of Punjab. Lahore especially has been experiencing high levels of commercialization. Qadeer (1983) states:

“Since independence (1947), Lahore has experienced an accelerating tempo of commercial development. This is the result of expanding population and consequent demand, but also a property boom has hit the city, inducing a large scale conversion of old bungalows and houses to shops and commercial centres. The development of commercial properties has proceeded with, as well as without public consent. The unofficial commercial developments constitute the bulk of new shops built in Lahore.”



**Table 4.11. Provision of Commercial Activities in the Development Plans of Five Major Cities**

	<i>Provision</i>	<i>Comments</i>
Faisalabad	One shop for 50 persons. The plan considered that the FDA established new markets/commercial areas in different parts of the city to be enough for future growth of population.	Vague analysis of commercial activity and reliance on FDA proposed markets only. Change of use from residential to commercial accelerated in the old built up area.
Gujranwala	Existing provision one shop for every 39 persons. Plan envisaged decline in commercial activity and considered one shop for 100 persons. Consequently no additional land required. Shifting of vegetable and timber markets along the By-pass and no estimates for land requirement.	Inadequate provision in the ODP resulted in deficient commercial area and need for commercialization was evident at later stage.
Lahore	Trade centre measuring about 14000 kanal is proposed to be developed in Johar Town. 2-business districts may be developed on the south of Hudiara Drain having a size of 4800 kanal each. 140 roads in various towns proposed for commercialization 19 roads for industrial use and 18 for commercial/industrial use in Iqbal, Nishtar and Ravi towns. 2-5% area allocated for commercial use in the public and private approved housing schemes	Proposals sound good but no policy mentioned how to acquire the land for proposed business centres Trade centre in Johar Town is to be developed but major roads in that area are also proposed for commercialization without suggesting measures to address the side effects of commercialization The proposed commercial area is yet to be developed in the future once these schemes are colonized. The proposed commercial area has a little impact on commercialization in the existing built-up areas
Multan	One shop for 74 persons with 55 shops per acre. Plan envisaged the provision of one shop to 80 persons in new expansion areas and specialized functions to continue in the central area. Ultimately the city will have about 15000 additional shops over an area of 600 acres. Two main roads (Fatima Jinnah and Vehari roads) are proposed to be declared for commercialization. Whereas Southern By-Pass road, Lodhran road and Nusrat are also suggested to be commercialized partially.	The continuity of specialized functions put additional burden on already over congested CBD. As a result commercialization started along most of the inner area roads.  The demand for incremental growth of population in the existing built up area was not considered while working out estimates for commercial establishments.
Rawalpindi	One shop for every 35 persons is available. One shop (369 sq.ft.) for 40 persons is proposed. In total 55224 shops covering an area of 469.68 acres is needed. Number of shops, population served and hierarchy of centres worked out using NRM standards.	Location of proposed shops and commercial centres is not given in the plan. Incremental population in existing built up area and their commercial needs have resulted into commercialization phenomenon.

In the current scenario some other factors are also playing an important role in triggering off the rate of commercialization. After the 9-11 incident, investment opportunities have reduced for Pakistani businessmen in foreign countries. Construction of commercial plazas has become one of the most profit earning businesses for such people and the end product is an increased commercialization. Secondly, changing character of large cities in Punjab from industrial to service/commercial also demands for more commercial activities. Thirdly, banks are happily sponsoring lucrative businesses and construction of commercial plazas as it speeds up the liquidity of bank's assets. Such sponsorships are contributing substantially in building up the commercialization pressures.

The changing life style of urban population and new trends of modern era have also opened up new avenues for some of the activities including restaurants, marriage halls, CNG stations, banks, IT related enterprises and quality educational institutions etc. Land requirements for such uses have never been duly considered in any development plan resulting in an increased trend of conversion of some land uses to commercial use. The study of commerce related provisions in development plans for five cities make it clear that they have failed to respond the true future commercial demands. Under estimation of commercial use has necessitated the arrival of commercialization monster to meet the required demands with the passage of time (see Table 4.11).

### **5.2.2. Commercialization Policies**

Illegal commercialization went un-noticed in urban areas as no regulatory measures have been there until 1990. To cope with the issues pertaining to commercialization, the Provincial Government notified policies regarding commercialization from time to time in 1990s. The explicit objective of this policy was to give legal cover to the conversion of plots from the existing use to commercial one but the implicit objective was to generate revenue for the development agencies which were confronted with financial crises.

The very first comprehensive commercialization policy was notified in 1993 which called for prior identification of areas by the Commercialization Committee constituted under this policy to process and decide commercialization cases. It covered all necessary

components including the constitution of commercialization committee, identification of roads for commercialization, fixation of setbacks and building lines, requirement of NOC from adjoining neighbours, the basis to levy fee for permanent and annual commercialization, and the condition to regularize unauthorized commercialization.

The 1993 commercialization policy provided a useful direction and basis to deal with the problems of illegal conversion of residential properties. Considering the policy as rigid and harsh, amendments were made to make it “people friendly”, and the Department of Housing, Urban Development and Public Health Engineering notified the new policy in 2001. This policy covers the commercialization of plots in the areas falling under the jurisdiction of development authorities and schemes planned and administered by HUD&PHE Department.

In 2004, another policy was issued by the Department of Local Government and Rural Development in the form of ‘The Punjab Local Government (Commercialization) Rules, 2004’. From the commercialization point of view the new rules of 2004 are more improved and streamlined than all the previous ones. The current policies aim towards promoting and liberalizing the commercialization process. The salient features of both the policies are presented in table 4.12.

<i>Features</i>	Punjab Commercialization of Properties Rules 2001	The Punjab Local Government Commercialization Rules, 2004
<i>Coverage</i>	<p>Applicable in areas controlled by Development Authorities (DAs) in the province</p> <ul style="list-style-type: none"> <li>• Housing schemes developed by the development authorities</li> <li>• Housing schemes approved by the Development Authorities</li> <li>• Housing schemes developed by HUD department</li> <li>• Local Government areas till 2004</li> <li>• Excludes areas notified as Cantonments under The Cantonment Ordinance 2002</li> </ul>	<p>applicable in all TMAs in the province</p> <ul style="list-style-type: none"> <li>• Areas under the jurisdiction of Tehsil Municipal Administration and Town Municipal Administration</li> <li>• Excludes areas notified as Cantonments under The Cantonment Ordinance 2002</li> </ul>
<i>NOC Requirements</i>	<ul style="list-style-type: none"> <li>• NOC is not required from residents to be affected along roads declared for commercialization</li> </ul>	<ul style="list-style-type: none"> <li>• NOC is required from residents to be affected along roads declared for commercialization</li> </ul>

	<ul style="list-style-type: none"> <li>• NOC from adjoining neighbours required in case of temporary commercialization</li> </ul>	<ul style="list-style-type: none"> <li>• NOC from adjoining neighbours required in case of temporary commercialization</li> </ul>
<i>Nature of Commercialization</i>	<ul style="list-style-type: none"> <li>• Permanent along roads declared as commercial and in areas meant for commercial use in the development plans</li> <li>• Temporary at any location within the jurisdiction of DAs provided no structural changes are allowed in existing buildings</li> <li>• Regularization of unapproved commercial establishments provided these are along declared roads</li> <li>• Partial commercialization can be regularized on payment of fee where it exists prior to this policy but such cases are not allowed further</li> </ul>	<ul style="list-style-type: none"> <li>• Permanent along roads to be declared for commercial use</li> <li>• Temporary same as given in Rules 2001</li> <li>• Regularization of unauthorized commercial establishments irrespective of declared roads</li> <li>• Partial same as given in Rules 2001</li> </ul>
<i>Setback/Parking Requirements</i>	<ul style="list-style-type: none"> <li>• Setback of minimum 10' and maximum of 30' along declared roads regardless of plot size</li> <li>• Parking @ 1 car space/ 1000 sq.ft. of covered area</li> <li>• In case of temporary commercialization, parking to be provided within the premises</li> </ul>	<ul style="list-style-type: none"> <li>• A minimum of 10' for the roads selected for commercialization irrespective of the size of plot</li> <li>• A minimum of 20' on main roads, bypass roads or canals</li> <li>• In case of high rise buildings parking requirements will be given deep considerations before prescribing the setback</li> </ul>
<i>Commercialization Fee</i>	<ul style="list-style-type: none"> <li>• 20% of commercial value of land along the road but 5% discount is given in case of lump sum payment</li> <li>• Temporary commercialization at 3% of commercialization fee per annum</li> </ul>	<ul style="list-style-type: none"> <li>• 20% of commercial value of land</li> <li>• Temporary commercialization at 3% of commercialization fee per annum</li> <li>• Regularization of unauthorized commercial use @20% of commercial value of land</li> <li>• The building plan shall be approved by the respective TMA after full payment of commercialization charges</li> </ul>
<i>Exemptions</i>	<ul style="list-style-type: none"> <li>• 100% exemption in fee is granted to NGOs, trusts, cultural organizations and museums but education, health and IT related institutions can get only 50% exemption in fee</li> </ul>	<ul style="list-style-type: none"> <li>• Charitable organizations and others getting full tax rebate from government are given full fee exemption</li> <li>• Projects which involve foreign investment/ undertaken with foreign collaboration are exempted from commercialization fee</li> </ul>

### **5.2.3. Enforcement of commercialization policies**

To streamline the process of change of use under commercialization policies, there are three committees; i) a committee headed by the concerned District Coordination Officer and representatives of other departments and agencies; ii) a committee headed by the Director General of the concerned DA and representatives of other departments and agencies, iii) a committee headed by the Director General of the PHATA and representatives of other departments and agencies. The committee is authorized to declare the areas and roads for permanent commercialization. Although the criteria have been set in both the policies to declare the roads for commercialization, it provides crude basis and unfortunately is over looked due to different political and interest groups' pressures.

Some of the provisions of the policies are unrealistic. For instance, both of the policies ask for 10 to 30 feet setback in the commercial plots while the parking requirements are met from the remaining plot area regardless of the size of plot. This has proven an in-built fault of the policy for the small plots of up to 10 Marla abutting the declared roads. Such small plots cannot fulfil these conditions and ultimately the owners of the plots adopt illegal means to avoid specified requisite regulations.

Concept of temporary commercialization has also proved a nuisance. Commercialization, whether permanent or temporary, has the same environmental, traffic and social impacts. The owners of temporary commercial establishments continue operating their businesses. There is no evidence which shows that any premises once used for commercialization on temporary basis may have reverted to its original use after the said period. In some cases such type of commercialization is even more dangerous. The proliferation of temporary commercialization is at its peak in the city of Lahore where the conditions of permission for temporary commercialization have been completely violated. The owners of the building have made structural changes within their premises as they desired, and the privacy and peaceful living of residents in neighbouring plots have been adversely affected. In certain cases, the owners have violated the height zoning of 38 feet in the residential area.

There is a miss-understanding that the owners will not be charged a commercialization fee if their plots fall in the areas declared for commercial use in the master plan or development plan. Approved Development Plans have created ambiguities by simply marking blue strips on certain roads in the plans to designate them as commercial and the width of these strips adjacent to the declared roads has not been specified. For instance, in case of the Rawalpindi Master Plan, the commercial strips were indicated without any dimension. This vagueness of the designated commercial use in existing built up areas has led to the conflicts between authorities and the owners. Another example can be witnessed in Multan where 300 feet from the centre of the road has been earmarked for commercial use. The problem arises in cases where the depth of the plots is greater than 150 feet as it makes the commercial fee calculations cumbersome.

Another critical issue is that buildings in the residential areas can be erected up to a 38 feet height. When a plot is converted to commercial use, a letter is issued to the owner of the plot confirming the change of use up to 38 feet. By paying the building plan fee, the owner is often permitted to exceed the limit up to 200 feet. However, this height breaks the skyline as well as the height zoning of the area and encroaches the light, air and privacy rights of the neighbours. It is important to note that most of the builders violate the approved plan and add additional stories. This practice is frequently prevailing in the city of Lahore and Rawalpindi. There are hardly a few plazas with more than three stories in Gujranwala, Faisalabad and Multan.

Since the owner of the building is allowed to construct a commercial building for a height of 38 feet and the portion of the commercial building beyond 38 feet height are at the cost of public welfare. Therefore, the authority should have a share in the financial benefits accrued from this extra height of the building, and the amount collected should be spent on public welfare. The LDA has specified the higher rate (Rs. 30/ sq. ft.) for the extra height above 38 feet. However, in most cases the authority gives a waiver of the extra charges. In Rawalpindi, there are no extra charges for the additional height of commercial buildings and the buildings have been erected in contravention to the building regulations.

The owners of the buildings generally used to get their plans approved by showing that the basements would be used for parking purposes. It was observed that the basement was converted for some other purposes (for instance Siddique Trade Centre and Ravi Centre in Lahore). In order to overcome this problem, an agreement is signed between the owner of the building and TEPA regarding the parking area in the basement. It is imperative to ensure that the part of the building below the plinth level is considered as public property and must be used for public purposes such as parking.

#### **5.2.4. Externalities of Commercialization**

Expansion in commercial activities is an important indicator of economic growth of a city and the type of commercial areas exhibit the cultural values and taste of society. It changes the shape of a city by introducing vertical development. Different commercial plazas with varying heights and innovative architectural designs promote the aesthetics of the city.

Like all other man made rules and regulations commercialization policies have also affected both the city growth and development authorities. Not only these have increased the powers of development authorities and have become a source of revenue generation for them but also have increased the burden on city infrastructure including roads, thus making the city quite difficult to manage.

Traffic congestion is one of the most serious negative impacts. Commercial areas have much more traffic attraction and generation potential. Transformation of residential plots into commercial ones without adequate supply of required physical infrastructure (roads, water supply, sewerage and electricity) and parking facilities leave adverse impacts on the traffic flows of those particular roads as well as the adjoining network in the form of traffic jams, congestion and delays, under utilization of roads due to reduction in traffic speed, lack of parking, excessive fuel consumption and air & noise pollution. The extensive growth of commercial activities along with the main traffic corridor has exacerbated traffic congestion. It may be presumed that commercialization, even along

the thoroughfares has caused rapid increase in traffic volume due to their highest intensity of trip attraction and generation. The fact has been highlighted in the World Bank Study: “The movement of vehicles is slowing down to a crawl and transport costs are escalating. The result has been a serious decline in productivity and city efficiency, a drain in city and national budgets and a strain on urban institutions” (Armstrong-Wright, 1986).

Other than environmental impacts, commercialization has social and economic repercussions as well. Promotion of commercialization decreases the privacy of residents and increase accidents hazards. Particularly children are frightened everyday from the flood of cars and food delivery vehicles while going to school and coming back home. As far as the economic impacts are concerned, the nature of immediate and direct economic benefits appears to overcome the indirect cost faced by the community. This involves loss of work time, wastage of fuel and reduced efficiency of people due to adverse impacts on human health etc.

Switching of land uses into commercial areas devalue commercial plots in designated commercial areas of the new planned housing scheme. Mostly commercialization occurs along major and primary roads and attracts the major part of business in a locality, thus the designated central commercial areas fail to attract the people and consequently lose the value of those commercial plots.

Finally, as per PLGO 2001, commercialization is possible in accordance with the provisions of the approved plan. However, review of development plans of five cities reveals that the development plans for three cities (namely Gujranwala, Faisalabad and Multan) have already expired. This situation raises a critical issue as to how cases of commercialization would be processed in the absence of plans in these three cities since the PLGO is silent in this respect and suggests no interim arrangements.

To conclude, commercial activities have created employment and investment opportunities and hence contributed in making the city economically vibrant. It has created competition and opportunities for construction activities. New and complicated designs of buildings boost the production and consumption of advanced construction



materials and skilled labour. However the manner in which commercialization policies have been implemented and a lack of effective enforcement has created chaos and made commercialization as the *recipe of disaster* for cities. It is clear that expansion in commercial activity is highly indispensable to make cities as *engines of economic growth*. But certainly, there was a need to revamp the existing commercialization policies and to devise a mechanism which ensures sustainable growth in commercial use by adopting urban planning principles.

#### **5.2.5. Land Use Rules**

In order to overcome the problems associated with haphazard commercialization and rationalize the conversion of one land use to another, the Government of the Punjab has recently formulated the land use rules which are called `Punjab Land Use (Classification, Reclassification and Redevelopment) Rules, 2008. These rules are comprehensive in nature and form basis for overall planning framework. The planning authorities and TMAs are required to classify land falling within its geographical limits into specified land use classes. This exercise is to be completed in one year period. Meanwhile, an interim arrangement for change of use has also been given in the rules. In order to facilitate the implementation of these rules there is need to allocate funds for the preparation of land use classification map. Moreover, training sessions on comprehension of these rules may be arranged for government officials dealing the land use control in DAs and TMAs.

#### **5.2. Zoning Regulations**

Rapid growth along with the absence of coordinated institutional set up and lack of enforcement of mere regulatory measures available to the regulatory authorities has led to the creation of a highly undefined land use pattern in our cities. Except for a few areas characterising a more or less defined land uses, intermixture of compatible and incompatible establishments is a common phenomenon adversely affecting the quality of life in the cities. These areas have also lost their individual characteristics with the growing trend of a mass scale commercialization.

Zoning regulations are an effective planning tool to control densities and to protect the natural and living environment. Zoning regulates the use of land in areas for residential, commercial, industrial, agricultural or other land use. Some zoning regulations apply "bulk" control over land and buildings. The regulations aim at controlling the density of population, generation of traffic; as well as providing adequate daylight, air, open space and privacy to the general public. The aim is accomplished by applying restrictions including requirements of open spaces around buildings, placement of building by height limitations, setback regulations, and limitations on shape and volume of buildings. Floor Area Ratio (FAR) is a more effective control mechanism, and is based on a ratio between the floor space of the building and the lot size provided. It is fixed on the basis of reliable criteria. The FAR set, as a result of thumb rule, can lead to haphazard urban development.

In theory, zoning can be a very powerful planning tool as it permits the government to select which land use should be allowed for a certain parcel of land. However, zoning is very difficult to enforce effectively in Pakistan. The main reason for defiance of these regulations is ill-defined and unrealistic zones. The assessment of development plans for the five metropolitan cities in Punjab shows that the zones were designated by considering the existing uses, but not by following any specified criterion. Obviously, this type of a zoning plan invites malpractices and the ways to circumvent them. However, in case of IMPL (2021) the zones have been given due consideration but the directions from the competent authority and relaxations in rules have hindered the effectiveness of zoning regulations. For instance, in Lahore permission to build a plaza with a height of 450 feet deviates from the maximum permissible height of 200 feet.

In summation, zoning would have been defined in a proper manner and implemented in order to promote public, safety, health, convenience and general welfare of the community. However, despite its various benefits, it is the only planning tool that has been terribly neglected. If implemented, it has not been utilized to its optimum level. Under the given circumstances, we desperately need a proper zoning plan at least for the expansion areas and for existing built up areas by following realistic density zoning, the

infrastructural services need to be remodeled. Recently, the Government of Punjab has formulated the model zoning and building regulations (2007) which have been adopted by the DAs and some TMAs in the five large cities in the province. The success of their implementation is yet to be seen.

#### 5.4. Space Allocation Standards

The development authorities (DAs) specified and modified various standing operating procedures, planning/space standards for the approval of private sector housing schemes from time to time. The LDA was the first authority in Punjab that formulated planning standards and specified administrative procedure for planning permission concerning the approval of private (sites and services) housing schemes in late 1980s. These standards which govern the development of raw land for its zoned purpose are in much more detail. The other DAs in the province adopted the LDA's planning standards with little modification or addition for the approval of the private housing schemes falling in their controlled areas.

The PLGO (2001) provides a comprehensive framework for facilitating the development of private housing schemes, while safeguarding the legitimate interests of landowners, potential buyers of the plots and the general public. It has clearly defined planning permission procedures, planning standards, procedure for execution of schemes and supervision and control by the Provincial Government. The planning standards in the PLGO are presented in the box given below:

<b>Planning Standards for Private Housing Schemes</b>	
Open spaces/ Parks	not less than 7% of total scheme area
Graveyard	not less than 2% of total scheme area
Commercial area	not more than 5% of total scheme area
Maximum size of residential plot	1000 sq. yards
Minimum road width	30 feet
Public buildings	2-10 %

A developer who intends to develop a private site development scheme/private housing scheme, with an area of 160 Kanals or more, is legally bound to submit an application for a sanction of the scheme to (a) the LDA incase the scheme falls in the area of CDG, Lahore. (b) concerned DA incase the scheme falls in its controlled area as defined under the Development of Cities Act, 1976 and (c) the concerned Tehsil Municipal Administration in all other cases. An attempt has been made to establish uniform regulations regarding the approval of private housing schemes in Punjab. However, these regulations have created some discrepancies in the implementation process. The gaps identified are explained as under:

1. The controlled area of DAs in Faisalabad, Multan, Rawalpindi and Gujranwala is limited in coverage. In these cities, vast tracks of land potentially suitable for the development of housing schemes fall in the jurisdiction of various TMAs. The prospective developers neither apply to DAs nor to Town Municipal Administrations as they are not authorized to deal with the application of housing schemes under the current law. This anomaly in the law has caused mushroom growth of unauthorized housing schemes in Faisalabad and Rawalpindi. Necessary amendments in the law must be made in order to rectify this anomaly. The notification of Rules 2005, regarding the Private Site Development Schemes does not empower at all the Town Municipal Administrations to deal with the applications of such schemes falling within their jurisdiction incase of Faisalabad, Multan, Rawalpindi and Gujranwala.

2. The condition of the minimum area, not less than 160 kanal, has achieved the objective to have a reasonable size of housing schemes. However, the schemes with an area less than 160 kanal created problems for the regulators in the cities where there are no comprehensive regulations for the approval of land subdivisions. The TMAs generally accord approval by charging subdivision fee and ensuring a minimum width of road as 20 feet. In Rawalpindi, the RDA formulated an administrative procedure and regulations for the sanctioning of land subdivision (Group Housing) but they have not been approved so far. In Multan, the MDA has formulated land subdivision regulations such as a minimum width of road 30 feet, 7% open space, 2-5% commercial use and the area earmarked for the establishment of a

Mosque. The land subdivision fee has been specified at the rate of Rs.500 per marla of the developed plots. In addition, the developer is bound to transfer the ownership of sites for open spaces, a mosque and other public buildings in favor of MDA. This practice has promoted the phenomena of proliferation of land subdivisions but the land sub-divider once he gets his land subdivision approved from the authority, he continues to extend his scheme in contravention of the approved plan. This practice has made the overall ineffective development control in Multan. In addition, the development of private schemes with an area more than 160 kanal has been slowed down. It can be illustrated with the fact that only 3 housing schemes have been approved by the MDA in the last 3 years.

3. In case of Lahore, the LDA has been entrusted to sanction private housing scheme falling in the area of the entire CDG limits. Most of the area in Lahore has already been developed, both in the shape of established built up parts, and schemes developed by the public and private developers in the new expansion areas. In particular, the DHA has developed and occupied the entire eastern part of Lahore. The vacant sites for housing schemes and other uses fall in the jurisdiction of Shalimar Town, Wahgah Town, Nishter Town, Allama Iqbal Town and Aziz Bhatti Town. The schemes falling in the Aziz Bhatti Town are not being submitted for approval to the LDA because they have been approved by the army authorities. More recently, the LDA has also lost effective control over the development of housing schemes falling in the jurisdiction of peripheral towns in Lahore. It would be in the best interest of the general public and developers if the housing schemes, falling in the area of Town Municipal Administration, obtain the approval from the concerned TMA on the recommendation of scrutiny committee prescribed in the PLGO.

4. The ILMP (2021) however, has provided a comprehensive framework of regulations to deal with land subdivision with an area of less than 100 kanal falling in the limits of CDG, Lahore. It is important to mention that when the ILMP was being prepared the minimum area required for the approval of a housing scheme was 100 kanal, therefore, the sub-division rules formulated for an area less than 100 kanal. Both the LDA and the TMAs in Lahore can exercise these regulations for the

approval of land subdivision falling in their jurisdiction. However, there are no specified regulations to deal with land subdivision falling in the category of 100 kanal to less than 160 kanal. However, the officials of LDA and the TMAs apply the given sub-division rules for schemes with an area less than 160 kanal.

These regulations define standards for layout and lot sizes, road pavement and procedures for assigning private land for public purposes. The assurances, guarantees, mortgage of plots, and regulations have proved to be efficient tools in the DAs' controlled areas as means to force developers to cover the costs for provision of infrastructure. The implications of these standards have been that the formal private sector developers and land sub-dividers could not concentrate on land development for the lower income groups, owing mainly to specified higher planning and infrastructural standards. The standards prescribed for the schemes are too high resulting in high cost of plots and consequently attracted the middle and higher income groups. Even the smaller size (5 marla) plots have become unaffordable to the poor.

To conclude, the land development in these five cities requires a comprehensive and clear set of standards where the jurisdiction of DAs and TMAs is precisely defined. Necessary amendments in the existing laws should be made. Moreover, there should be a more flexible set of planning and infrastructure standards for instance, a) farm housing scheme, b) middle and high income group housing schemes, c) middle and high income group land subdivision, d) low income group housing schemes and e) low income group land subdivision. These standards should consider the rapid changes in the urban fabric, relating more to local conditions and should be easier to implement. It would be beneficial to introduce clearly specified categories of planning and infrastructure standards catering for the needs of various classes of the community. It would also be possible to introduce incremental development standards which would vary depending on household affordability. It is worth mentioning that the land subdivision regulation may prove to be effective in promoting the development of those parcels of land which have been enveloped by the built up areas and approved private/public sector housing schemes. Nevertheless, development of land subdivision in the peripheral growth areas

would need to ensure the provision of higher order facilities by the regulatory authorities. In addition, land use allocational standards are required to be formulated keeping in view the size of land parcel.

### **5.5. Building Regulations/ Byelaws**

Building regulations are one of the various means of regulating land use and act as a genetic code for a city. As a uniform genetic code is utmost necessary for body likewise building regulations are important for the uniform and integrated growth of a city. Their main objective is to secure socially accepted minimum standards. These codes mainly deal with building aspects such as side spaces, fire protection, sanitation, health and structural safety. The defunct Municipal Corporation had formulated their building byelaws prior to the creation of DAs in 1970s. However, the LDA formulated its building regulations for the first time in 1976 which have been revised from time to time and the latest revised building regulations are known as the “Lahore Development Authority Building Regulations, 2006”. The remaining DAs in Punjab have been adopting the LDA building regulations with minor modifications. All the TMAs have their own set of building regulations approved by their respective councils. The DHA has devised its own building regulations which are being exercised in Lahore and Rawalpindi. Lately, the exercise for modification of the existing building byelaws and making uniform regulations applicable in the entire province is in progress.

It is assumed that the necessary modifications will be duly incorporated in the ongoing exercise of updating building regulations. However, the policy issue needs to be considered regarding the very low FARs between 1:1.25 to 1:1.3 for one kanal and two kanal plots with low residential density, and 1:2.4 to 1:5 for apartment buildings. Similarly, the prescribed FAR is also low for smaller sized plots; for instance, 1:1.4 for 7 marla and 1:1.5 for less than 7 marla plots. The FAR, in the category of smaller plots, needs to be increased in order to foster increases in residential densities considering the scarcity of land in the five rapidly growing metropolises. The present limit in the maximum height of residential buildings is 38 feet needs to be increased to 46 feet.

The plots designated for commercial/office use in the Central Area not more than  $7/8^{\text{th}}$  of the area of plot shall be covered on the ground floor including arcade and not more than  $3/4^{\text{th}}$  on the subsequent floors, subject to the condition that the FAR would not exceed 1:8. Moreover, the height of any building in the Central Area shall not exceed 1.5 times the width of the right of way plus the width of the building line subject to a maximum permissible height of 200 ft. However, 1:5 FAR and 70 ft height have been specified in case of plots reserved for commercial/office use in the Divisional/District Centre. For converted/commercialized plots falling in the LDA controlled area, the height of any building shall not exceed 1.5 times the width of the right of way plus the width of the setback in front of the plot if any subject to a maximum height of 200 ft and maximum FAR is 1:8.

In Lahore, five feet front setback and rear space for small sized plots have been specified which are not being enforced in their true spirit. Whereas, in the other four cities, there is no front setback required in case of plots less than ten marla. The current codes have often been inappropriate and increased development costs substantially; making it difficult in particular for low-income groups to afford housing conforming legal building standards. It is desirable that the building byelaws for small sized plots (less than ten marla) are devised by taking into account the household socio-economic characteristics and the location of plots within the city's framework. These byelaws should promote rather than discourage residential land development by the low income groups.

No matter which building is being constructed - residential, commercial, institutional, and educational or some other type - violation does occur in deviating from the prescribed setbacks, rear spaces and height specifications. The key reason is laxity in the enforcement mechanisms by the DAs as well as the TMAs. It has been observed that the DHA has been quite successful in the implementation of its building regulations as it has a strong monitoring and regulating system.

In civilized societies, the registered architects and builders ensure that the building is erected according to the approved plan. In contrary to this, in Pakistan the key role in



violating the approved plan is laid by the architects, builders and the owners. The architect instigate the owners of the building to have two plans; one for approval from the building control agency and the other plan (with violation) for implementation.

It has generally been observed that the competent authority, on the application of the owner of the building, compounds the offence subject to payment of such composition fee as the authority may determine. The compounding of violations, in this manner, has caused havoc with the true implementation of byelaws and rather has further attracted the deviation from approved plans. According to the LDA, in the building regulations, almost all sorts of violations are compoundable. This flexibility encourages the developers to deviate from the approved plan especially in commercial and saleable establishment as they know that the compounding fee is just a fraction of the money they can get from violated extended areas later on.

Building control officers are usually occupied with many other assignments as planning and enforcement functions are accomplished by the same agency and same officials. Handling of these two tasks simultaneously does not ensure accountability, and also the tasks are not performed efficiently. The effectiveness of building regulations/bye-laws is highly dependent on the effective enforcement mechanism. Under the given circumstances and considering the corruption ridden institutions, it is desirable that some form of self enforcement of regulations may be evolved by imposing penalties on the registered architect, owner and the builder which needs legal backing.

In conclusion, the socially acceptable building regulations ensure the health and safety of people in and around buildings. The effectiveness of regulations depends upon the following:

- a) The regulations are devised in such a manner that they depict the socio-economic parameters of the households and the climatic condition of the area;
- b) Planning permission for the building plans is accorded by employing prescribed building regulations and a well thought criteria. Once the plan has been approved, under no circumstances, can the compounding of violation be allowed by any authority;

- c) The effective enforcement mechanism by creating a separate division in the DAs on the pattern of TMAs and by strengthening the institutional capacity;
- d) The owner, the registered architect and the builder are made accountable by the law.

### **5.6 Model Building and Zoning Regulations, 2007**

In order to address the various discrepancies and improve flaws in the implementation procedures of building regulations, the Urban Unit, Planning and Development Department, Government of the Punjab, modified the building regulations being implemented in the entire province. The main aim was to provide a uniform framework for regulating development of areas to ensure an appropriate urban design and the protection of public safety. During the course of this study the exercise to revise building regulations was in progress. The weaknesses in the existing buildings regulations were pointed out by the consultant in the draft final report and which were duly incorporated in formulating new regulations.

It was thought out that under the given circumstances and considering the corruption ridden institutions, it would be desirable that some form of self enforcement of regulations may be evolved by assigning responsibilities to the registered architects, the owner, the builder and the regulators with legal backing. It was further considered that the effectiveness of regulations would depend upon the following: a) the regulations are devised in such a manner that they depict the socio-economic parameters of the public and the climatic condition of the area; b) planning permission for the building plans is accorded by employing prescribed building regulations and a well thought criteria. Once the plan has been approved, under no circumstances, can the compounding of violation be allowed by any authority; and c) the regulations address the changing life styles, massive increase in motor-vehicular traffic, technological advancements, and seismic aspects.

After detailed deliberations, the Model Building and Zoning Regulations (2007) were formulated and forwarded to the DAs and TMAs for their adoption. All the DAs have and some towns have adopted the model regulations and the remaining TMAs in five large cities are in the

process of getting their regulations published in the government gazette. The effectiveness of building regulations/bye-laws is highly dependent on the effective enforcement mechanism which is still missing. Therefore, the success of the implementation of the model regulations is yet to be seen.

## **5.7. Rental Laws**

The province of Punjab has separate rental laws through which rents of the properties are regulated. These laws are disposed heavily in favour of the tenants and discriminate against the landlords. This can be exemplified with the fact that the purpose of the `Punjab Urban Rent Restriction Ordinance, 1959` is to protect the interest of the tenants against eviction and increase of rent by the landlords. This ordinance was designed to regulate landlord-tenant relationships. But due to complicated procedures established under the law, litigation over extended periods is common practice. Moreover, the requirements of development authorities that only owner-occupant can obtain title in their schemes limits the scope for construction of rental housing.

The landlord or tenant could apply to the government appointed controller for fixing fair rent which is generally based on the assessment of rent of a similar property in the same area. However, the controller enjoys the absolute authority to fix rent regardless of the cost or value of the property. Such a provision is contrary to the order of a market based economy. Another issue is related to the increase in rent of properties. The landlord does not have the authority to raise the rent of his residential building for a period of three years; however, the rent can be increased if there are improvements made in the building by the landlord. Nevertheless, the rent of commercial buildings increases automatically by 25% after three years. Rent of properties may also be increased in case new tax, cess etc imposed after making the agreement. It has been reported by the estate agents and government officials that generally dispute arise between landlords and tenants with respect to the above mentioned issues. Moreover, the withholding tax on properties, which is 10% of the rent, is abnormally high. The property taxes are assessed on rental value, and this is an incentive to draft fake rental agreements where the value of rent can

be understated. Some of the disputes are can be resolved by a well defined agreement document. A formal document of a written agreement made between the parties, even on a stamped paper under the law, cannot be taken as evidence of the agreed terms unless it is attested by the controller or is registered with the competent authorities.

The provisions of the rental laws are critical to the investment in urban development particularly in housing sector as they contribute significantly to lower the rate of return on the investment. Owing to these provisions, a rented property has a hard time to be accepted as collateral for a loan. The adverse consequence is that the investment is shrinking in rental producing properties. This law is not conducive to development of investment in housing development and needs drastic improvement or modification.

## **6.0. Efforts of Planning Agencies for Affordable Housing**

In the political rhetoric, housing is regarded as one of the basic needs. Despite this recognition, in terms of public policies and investments, housing has generally received a very low priority. The benefits of public housing programmes have accrued disproportionately to the better-off sections of society. The federal and provincial governments have adopted various policies in order to provide shelter to general public at affordable price. The highlights of the notable housing policies are briefly given in the following section.

### **6.1. Policies and Programmes for Affordable Housing**

The first initiative of the government for the provision of housing in Pakistan was the allotment of evacuee property to the migrants. In 1947, a large number of Muslims migrated from India to Pakistan and the properties evacuated by the Hindues and Sikhs were allotted to the migrants. This activity lasted till 1960. Moreover, in the 1950s and 1960s, the housing policy had two strands: a) construction of houses and b) provision of serviced plots by the public sector. The more emphasis however was placed on the construction of houses and the provision of serviced plots was a supplementary

programme. A large number of houses were built by the public sector organizations for their employees. This programme however, lacked proper coordination among various organizations.

In the late 1970s, another initiative undertaken by the government was the provision of houses to the poorest of the poor through zakat fund. Under this programme, only a few housing units were constructed and given free of charge to the improvised people such as widows, orphans and disabled with a limited financial resources. The houses so constructed were small in number and located in a scattered form. This programme might have some political significance but it made no contribution at all toward solving the housing problem of the poor as such.

The serviced plots were provided through the schemes developed by the Improvement Trust and HPPD in major cities of Punjab. New housing schemes (such as Gulberg in Lahore, Madina Town in Faisalabad and Satellite Town in Rawalpindi) were designed and developed according to western style/ standards and the plots so provided were affordable only by the higher and middle income people. However, in the 1970s and 1980s, a new policy of sites and services (with the concept of plot ownership) was implemented in major cities. Serviced plots were given to the low income people and they were expected to build dwelling units themselves.

In 1986, the provision of housing to the homeless was one of the key components of the Five-Points Programme of the then Federal Government. Under this programme, the members of the Senate, National Assembly and Provincial Assembly were allocated huge amount for development works in their respective constituencies. Fifty percent of the amount was to be spent on the provision of shelter for homeless. Due to poor planning miss-management at various levels the overall impact of this housing strategy was not satisfactory.

In order to address the issues related to shelter, a National Housing Policy was formulated in 1992 by the Peoples Party Government. The policy presented innovative

ways of improving the existing housing stock, self-help housing and katchi abadi improvement programme. This policy was revised in 1994 by the Pakistan Muslim League Government and the measures proposed in the policy were partially implemented. Another comprehensive National Housing Policy was prepared and it was approved by the President/Chief Executive of Pakistan on 22<sup>nd</sup> June, 2001. A range of policy measures were given and the key initiatives related to affordable housing include: the land, housing finance, resource mobilization, promotion of home ownership, improvement of slums and katchi abadies, planning, zoning and building regulations; and institutional and legal framework. Unfortunately, this policy could not be converted into housing strategy in order to address the quantitative and qualitative housing issues.

Recently, the Government of Pakistan embarked upon an ambitious programme aimed at alleviating the shortage of housing facilities in urban areas. The government started “Mera Ghar Scheme” ‘my own house scheme’ in 1999. Under this scheme, multi-storey apartments and row houses were to be built. The scheme intended to provide built houses to the poor and needy families in all provinces initially in capital cities. The Pakistan Housing Authority (PHA), a subsidiary of the Ministry of Housing and Works, was entrusted to undertake the construction of high quality 500,000 housing units. Taking into account the affordability and needs of various income groups, a wide range of houses with covered area 820 to 1450 square feet to be constructed. Table 5.1 shows that the PHA has built 1516 apartments at six government owned sites in Lahore. A recent study reveals that the objective of the government to provide shelter to lower income groups is not fulfilled as majority of the occupants of PHA apartments are upper middle and higher income people (Khan, 2007).

<b>Table 5.1. Provision of apartments by Pakistan Housing Authority in Lahore</b>				
<i>Location</i>	<i>Number of Units</i>			<i>Total</i>
	<i>B</i>	<i>C</i>	<i>D</i>	
Close to Engineering University	-	112	184	<b>296</b>
Nisar Town, Raiwind Road	328	-	-	<b>328</b>
Shabbir Town, Raiwing Road	160	-	228	<b>388</b>
Wheatman Road	-	136	32	<b>168</b>
Walton Road	160	96	-	<b>256</b>
Misri Shah	-	-	80	<b>80</b>
<b>Total</b>	<b>648</b>	<b>344</b>	<b>524</b>	<b>1516</b>

Besides various housing programmes and policy measures, the House Building Finance Corporation (HBFC) was established in 1952. The main objective of the establishment of the HBFC was to provide financial assistance to the low income and middle income groups for construction and purchase of houses. The HBFC receives a major chunk of the funds as an extension of credit from the State Bank of Pakistan. The procedures of the HBFC for granting the house building loans are such that the low income group cannot easily benefit from it. This can be illustrated with the fact that it requires legal ownership/title of the plot for collateral and a documentary proof of regular income of the applicant to establish his/her repayment capacity. In the light of current procedures, the HBFC loan facility cannot be extended to the dweller of katchi abadis for improvement of their houses.

Despite the considerable investment and efforts of the government over successive plan periods, the housing problem continues to be daunting. It has been estimated that in addition to the backlog of 6 million housing units for the country, the incremental housing need during the Mid Term Development Framework (MTDF) would be 3 million housing units. Increasing the house construction from 300,000 units in 2005 to 800,000 units by 2010 will only cater to the incremental needs during 2005-10. A much larger mass housing construction will be required if the housing backlog is to be reduced during the MTDF. Accordingly, the MTDF provides a strategy to undertake mass housing programme with enhanced supply of institutional finance and long term fixed rate

financing options; increase availability of developed land; enhance proportion of small-size plots for low income groups; undertake high rise development where appropriate, to utilize land more effectively; build capacity for land administration; discourage speculation in land; improve house construction technology including standardization of components for mass production; regularize notified katchi abadis complemented by policies to restrain the emergence of new katchi abadis; increase community participation in housing and service delivery; provide sufficient and affordable credit for housing to meet the needs of shelter-less poor; invest in human capital to improve the quality of construction; and put in place legal and regulatory framework to facilitate the development of housing.

## **6.2. Land Development for Housing in the Five Cities**

So far, the developed land for housing has been supplied by both the formal and informal sector. Land development in urban areas can be very crudely classified as being planned or unplanned. The 'planned' category includes existing areas of cities already having services and new expansion areas. Planned expansion areas have been largely developed by the public agencies, formal private sector developers, housing cooperative societies, and areas developed by the DHA. Unplanned housing includes older mixed use housing in the historic cores and inner areas of cities, and in entrapped villages, and katchi abadis. Moreover, unapproved land subdivisions have grown rapidly chiefly because of inadequacy of housing serviced plots in planned areas at affordable price. A further account of these categories is offered below (also see Annex-II).

### **6.2.1. Public Sector Land Development Initiatives**

Public authorities have played key roles both in regulating the development of planned housing schemes and in the direct undertaking of such schemes. For five large cities in Punjab the agencies include Improvement Trusts/DAs, HPPD, Cantonment Boards, Urban Local Councils, and TMAs. The HPPD and DAs have initiated the land development/housing projects either on state owned land or on the land acquired from individual land owners. Prior to the inception of DAs, the Improvement Trusts and HPPD



had played a significant role in developing planned housing schemes in five large cities of the province. However, the role of HPPD in the provision housing in major cities had become limited since 1990s.

Much of the land utilized for DAs' housing projects (mainly serviced plots) was acquired under the Land Acquisition Act (Housing) 1973 at a price far below its market value. A large number of housing schemes have been developed by the DAs especially in Lahore, Faisalabad and Multan. The provision of developed plots by different agencies in five cities is presented in table 5.2.

<i>City</i>	<i>No. of Schemes</i>	<i>Area(Acres)</i>	<i>Plots</i>	<i>Agency</i>
Faisalabad	19	3163	41000	FIT/ FDA
Gujranwala	1	282	1293	GIT
Lahore	60	1986.9	109225	LIT/ LDA
Multan	27	2031.78	20,092	MIT/ MDA
Rawalpindi	13	2000	-	RIT

In Faisalabad, 41000 plots have been developed in 19 housing schemes launched by the Faisalabad Improvement (FIT)/FDA. The FDA could develop only two housing schemes (Millat Town and the FDA City) whereas the remaining schemes were developed by its predecessor, the FIT. Similarly in Multan, the Multan Development Authority (MDA) and Multan Improvement Trust (MIT) have launched 27 housing schemes consisting of 20,092 plots over an area of around 2032 acres. LDA/LIT has developed 60 schemes and provided 109225 plots of various categories in Lahore till 2006. However, despite their continued efforts the Rawalpindi Development Authority (RDA) and the Gujranwala Development Authority (GDA) could not develop a single housing scheme in Rawalpindi and Gujranwala respectively. These authorities were unable to finance acquisition of land at market price.

Until 1985, DAs and HPPD have developed a large number of plots by using the provisions of the Land Acquisition Act which enabled them to acquire land at a very low

rate of Rs. 40,000 per acre. However in 1985, the Land Acquisition Act (Housing) 1973 was repealed and the older Land Acquisition Act 1894 returned into force as the only instrument for compulsory public sector land purchase. The 1894 Act calls for acquisition of land at market price plus an additional 15% of such market value to be paid to compensate for compulsory purchase. The added costs arising from the need to purchase land at somewhat over market rate have resulted in potentially devastating increase in cost to public agencies, thereby seriously reducing their ability to continue residential land development activities.

The developed plots in public sector housing schemes have been disposed off through a combination of allotment, auction and exemption procedures. Different policies governing the disposal of plots have been operative at different times. In 1980s, quotas for large and small plots were laid down for allotment to different groups of people at reserved price. The reserve prices of the plots were received albeit these plots could have yielded more value in the open market. Actual experience of the policy in practice shows severe deficiencies in the plot allocation processes. Middle and high income groups have been the ultimate beneficiaries of the developed plots and there has been a rise in land values due to artificial scarcity of plots. A large number of allottees of plots in public housing schemes either sold the plots through power of attorney transfers or held them for purely speculative purposes. Arguably because of the flawed land management policies, the public agencies have not accomplished their objective to provide affordable housing to low income groups.

The provision of developed plots in public sector housing schemes was mainly for middle and higher income groups. The low income groups who are proportionally more than middle and higher income groups but the housing provision is made to a limited scale. For instance, in Lahore about 22% plots (2.5 & 3 Marla size) have been provided by LDA in Lahore (see table 5.3).

<b>Table 5.3. Provision of Serviced Plots by LDA in Lahore</b>		
<i>Plot Size</i>	<i>Plots</i>	<i>%age</i>
2 K	5237	4.8
1 K	17897	16.4
10 M	32557	29.8
7 M	6702	6.1
5 M	23195	21.2
3 M	20936	19.2
2.5 M	2701	2.5
<b>Total</b>	<b>109225</b>	<b>100</b>

Recently, under considerable pressure from the provincial government and to meet their own expenses, the DAs have started to evolve various mechanisms for the launching of new housing schemes by acquiring the land at market price and joint venture. For instance, the MDA initiated ‘Fatima Jinnah Town’ in Multan; the LDA has launched a new scheme ‘the LDA Avenue-I’ for government employees by adopting a market oriented approach. In Faisalabad, the FDA has initiated a housing scheme (known as the FDA City) in partnership with private landowners. This innovative project is now on sound financial footing. The FDA itself is also planning subsequent phases of the FDA City.

### **6.2.2. Private Sector Approved Housing Schemes**

From early 1980s to date, the residential land development activities have chiefly been performed by the formal and informal private sector. To this end, the DAs have framed certain regulations under which approval to housing schemes of the private sector is granted in two stages. The authorities first grant technical approval to a private sector sponsored housing scheme when its layout plan is submitted and found up to the required standards. Final approval is granted when the services design of scheme is submitted and found in conformity with the DAs’ specified standards. In addition, transfer deed for land under public facilities and mortgaged deed for 30% plots of the scheme have been executed with DAs. To date LDA has granted (technical and final) approval to 213 private sector housing schemes. In Faisalabad, 68 housing schemes have been approved

the FDA over an area of 2750 acres and provided 27000 plots of different categories. Table 5.4 presents the housing provision by formal private sector land developers in five cities of Punjab.

The major land development schemes have been sponsored by private sector cooperative housing societies. These societies have developed plots of various sizes in five cities of the province. In Lahore, the cooperative housing societies have developed a total of around 61,000 plots of different sizes ranging between 3 Marla to 2 Kanals. Most of the members of a cooperative housing society buy plots assuming that they will construct houses on their plots at the time of their retirement. Initially the private sector developers used to provide larger size plots but now there is awareness that 5 and 10 Marla size plots are more beneficial as compared to those of larger size. This indicates the growing demand from middle income groups and demand from the investors who have limited amount to invest in land market.

It is also worth mentioning here that the DHA has developed large tracts of land in Rawalpindi and Lahore. The south-eastern part of Lahore has been developed into a planned housing scheme whereby the DHA has provided 17138 residential plots in five phases and additional four phases are being developed. The DHA has created a self sufficient community by providing modern services, higher order facilities and commercial areas in its developed area.

<b>Table 5.4. Approved Private Housing Schemes in Five Cities of Punjab</b>		
<i>City</i>	<i>No. of Schemes</i>	<i>Area(Acres)</i>
Faisalabad	68	2750
Gujranwala	2	44.4
Lahore	213	14516.5
Multan	66	1322.7
Rawalpindi	34	3353.4

### 6.2.3. Colonization of Housing Schemes

An important characteristic of housing schemes whether developed by formal public sector or by the private sector is that many of them are still lying vacant despite the fact that they were completed long ago. On the other hand, there are housing schemes where house building activity has started at a rapid pace even though they have recently been developed (see table 5.5). Similar situation can be seen in other cities. For instance, most of the plots both in public and private sector housing schemes are still vacant despite the fact infrastructure was provided in these schemes during 1980s. Typical scheme is Millat Town developed by FDA in Faisalabad.

<i>Housing Scheme</i>	<i>Year of Launch</i>	<i>Total Plots</i>	<i>Constructed Plots</i>	
			<i>Number</i>	<i>Percentage</i>
EME Co-operative	1986	3,000	447	14.90
Jubilee Town	1992	4,284	11	00.26
Valencia	1998	3,000	1,047	34.90

Numerous factors can strongly influence the process of colonization of housing schemes. Anjum and Hameed (2004) explained that the following factors contribute in accelerating the process of colonization of peripheral housing schemes:

- The impact of near-by built up area
- Proximity of housing schemes to existing higher order services and facilities
- Provision of new higher order services and facilities
- Road linkages with surrounding hubs of activities
- Repute of the housing scheme
- Access to public transport
- Provision of utilities
- Secured land/ plot title
- Socio-economic factors
- Role of financial institutions
- Great inflow of investment from abroad

Initially, construction of model houses in some housing schemes has also been used as a marketing strategy by private residential land developers like Green City, Eden Avenue, Bahria Town, and EME housing scheme. In addition, some developers have offered incentives for owners of plots who build houses within the period specified by the developers. The type of incentives include provision of cheap building material, grant of interest free loan for construction of house, free of charge supply of potable water for certain period. These strategies have not only helped in quick disposal of plots in those housing schemes but have stimulated the other plot owners to build their houses.

In order to enhance the process of colonization in public and private housing schemes, government intervention is needed. To this end a number of policy options can be considered. Generally, it has been observed that most of the owners have bought plots for speculation purposes with some households owning more than one plot of varied sizes. The national housing policies at the federal level and studies conducted on housing have been stressing for levying of tax on vacant developed plots. But in practice this policy recommendation never received any attention of the implementing agencies due to strong influence of land mafia on decision making process. While the importance of this policy option can not be under estimated, its successful and fair implementation requires a thorough deliberation.

In public sector housing schemes the condition of building period is imposed at the time of exemption/allotment of plot. The plot owners are required to pay penalties in case of failure to comply with the specified building period. On the other hand the building period for the plot owners in private housing schemes is not fixed at the time of allotment of plots. Instead this condition is applied as and when the house plan is submitted for approval from the concerned authorities thus giving leverage to the plot owners to keep the plot vacant for virtually as long as they desire without any threat of penalties for keeping the serviced plot vacant. This issue needs to be resolved by fixing the building period at the time of final approval of private housing scheme. Furthermore, the upward revision in the rate of penalties can be expected to also play a fair role in promoting the colonization.

The existing regulations for private sector housing schemes deal with the extent of provision of serviced plots only and do not include the provision for imposition of condition of building period at the time of their final approval. In order to encourage colonization in private sector housing schemes, the regulations can be amended to include a provision requiring the condition of realistic building period. This can be based on robust criteria encompassing the potential of colonization. The concerned authority should make appropriate arrangements to disseminate the stipulated building period of private sector housing schemes for the awareness of the general public.

The high and middle income people are holding the plots either for speculation purposes or do not currently need houses whereas low income people who are proportionately greater in number are unable to have access to plots/houses in these schemes. This really puts the policy makers in dilemma as how to meet the housing needs of the poor while enhancing colonization of large number of vacant plots in existing schemes that are only within the reach of middle and high income groups. Another important policy issue is that to what extent new housing schemes for middle and high income groups should be launched in the context of already huge number of fully serviced lots ready for house building. And more generally, should urban development in large cities continue to follow this pattern and keep invading the surrounding prime agricultural land with no use for a long period of time? Finally, even if the existing housing schemes are colonized under a systematic approach, their location demands either personal or public transport to fulfil mobility needs. In the context of sustainability, the role of efficient transport linkages accommodating high occupancy transport systems would be of paramount importance and hence will need to be strengthened.

#### **6.2.4. Unapproved Land Subdivisions**

Illegal or unapproved land subdivisions really proliferated in the early 1980s and 1990s in Lahore, Faisalabad, Multan, Rawalpindi and Gujranwala. Informal private sector development took place through the system whereby the land developers, after purchasing a piece of land from various owners, or individual land owners themselves,

simply subdivided the land into plots without observing the minimum planning standards and sold them to the public without obtaining any formal approval from the competent planning agency. Prior to the inception of the DAs, the subdivision of parcels of land was used to be treated as legal activity in major cities. However, the DAs started to regulate land development by the private sector developers by formulating certain space and infrastructure standards. The housing schemes/land subdivisions in contravention of the specified parameters were declared as unapproved/illegal subdivisions. Data shows that at present within the DAs controlled area, over 150 schemes have been identified by the LDA in Lahore, 57 schemes by the FDA in Faisalabad, 34 schemes by the RDA in Rawalpindi, 24 land subdivisions by the MDA in Multan and 47 land subdivisions by the GDA in Gujranwala<sup>1</sup>.

The main factors that inflated the phenomenon of proliferation of unapproved land subdivisions and the initiative taken by the informal sector in providing land for housing in five cities of Punjab may include the following (Anjum and Hameed, 1994; Khan, 2007):

**Inadequate supply of housing by the public and formal private sector:** Although, little is known about the quantity of residential land or the number of plots that are being provided through informal and unapproved land sub-divisions, it is generally believed that they have a major contribution in the annual housing requirements. The case of Lahore, Kardar (1990), for example, estimates that the actual physical growth of the city is around 2,500 acres per year. Public sector agencies contribute around 275 acres of planned development, while the formal private sector average around 400 acres per year. This would leave at least 75% of residential land development to the informal and basically unplanned sector.

**Inflexible area requirement for a private housing scheme:** In the past, it was a pre-requisite in case of private housing scheme submitted to DAs for approval that it should not have an area less than 100 kanal (present requirement is 160 kanal). However, for those pockets of land which were less than 100 kanal and surrounded by built up area,

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<sup>1</sup> The number of unapproved land subdivisions is for entire Gujranwala city and the figure mentioned for other cities is for DAs controlled area.



DAs did not accord planning approval. Consequently, developers were left with no choice except to subdivide the land and sell it out. This practice encouraged other developers to go for unapproved and increasingly smaller subdivisions with narrower or no approach road. However, separate regulations have been introduced for such type of land-subdivisions in Lahore and Multan.

**Excessive delay in approval of a private housing scheme:** Prior to the formulation of Rules for the development of private site development schemes in 2005, the process for approval of private housing schemes was quite lengthy and performance of DAs reveals that it used to take more than a year to get the planning permission. Since the developer was to pay the cost of land to land owners, who usually managed the land under some sort of agreement for payment of land cost, it was assumed that the project would be delayed if the developer approaches the public agency to undergo approval procedure. That delay may render him unable to pay land cost to the owners and consequently avoided taking formal permission.

**Lack of coordination among planning agencies:** There is lack of coordination among various development and planning agencies operating in Lahore, Faisalabad, Rawalpindi, Gujranwala and Multan resulting in continual dispute among them as they are not clear about the boundaries of their jurisdictions. For instance, owing to the overlapping jurisdiction of DAs with defunct Metropolitan/Municipal Corporations and Cantonment Boards, a fairly substantial amount of land has been developed outside its regulations because of uncertainty over jurisdictional authority to approve private schemes.

**Locational aspects:** Majority of unapproved housing schemes have emerged either as infill development or close to existing built up areas. In both the cases, location suited to large number of low income people. Furthermore, the trend has been in those areas which are outside the limits as encompassed by the development plans for residential land development.

**Small land holdings:** Land subdividers have shown greater ability to acquire small land

holdings in open market. As it is not possible for private land owners owning small pieces of land to cultivate or to initiate a scheme so they sell their land to developers.

It would appear that this mode of housing provision has more-or-less kept pace with population growth. Although, unapproved subdivision has a price - much of the land subdivided in this fashion is poorly planned and inefficient to serve with infrastructure. In addition, because it is "illegal" it commands a lower price than land located in planned subdivisions. Like wise, public facilities in such locality are largely inadequate - nonetheless, it provide the bulk of low income shelter mainly due to the reason that it caters to the needs of the urban poor by providing plots at cheap prices with immediate possession as compared to those available in approved private housing schemes or in the housing schemes prepared by the public sector. However, the further proliferation of these schemes have been reduced due increase in price of land, improved awareness among developers and buyers of plots and relatively increased vigilance of regulatory agencies.

### **6.3. Regularization and Improvement of Katchi Abadis**

Punjab's high urban growth has led to formation of many slum areas. The province's total urban population is about 25 million (out of a total of about 84 million), out of which some 7.5 million, or 35%, live in slums<sup>2</sup>. Another 2.8 million, or 11.5%, live in katchi abadis<sup>3</sup>. It is important to understand the implications of such a population distribution. Since, on the whole, slums support the livelihoods and housing needs of the poorest of the poor who live in the worst of living conditions, as compared to the katchi

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<sup>2</sup> A slum is defined as a socially and infrastructure-wise degraded urban settlement where land title has been granted, but where social infrastructure services and facilities have degenerated and unable to cater to the needs of the communities residing therein.

<sup>3</sup> A katchi abadi is an unauthorized settlement on state-owned land of more than 40 dwellings, as defined in March 1985, without land rights and without physical and social infrastructure services and facilities.

abadis which support the relatively better off among the poor, slum up- gradation schemes should have a priority.

The term katchi abadi refers to housing which is situated on land which has not been allocated for permanent settlement in revenue records. Strictly speaking the settlements therefore are illegal. These katchi abadis were established through unorganized invasions of state lands or illegal occupation of private land. The current policy recognises only those settlements where at least 40 dwelling units existed before 7<sup>th</sup> April 1986 as “katchi abadis” and were fit for regularization subject to availability of land and some other requirements. Regularization of katchi abadis in Punjab is administered by the Directorate of Katchi Abadis, Local Government and Rural Development Department, Government of the Punjab whereas in five large cities of the province, Development Authorities are responsible for their development. The total number of katchi abadies in five cities shown in table 5.6.

Lahore has 308 katchi abadis, the highest recorded in the province. These abadis accommodate 44386 housing units and the LDA deals with such settlements. The notified katchi abadis are transferred to LDA for preparation of development/upgrading schemes and grant of proprietary rights along with allocation of development funds. The LDA has developed 73 katchi abadis spread over 198 hectares having a population of about 163000.

There are 8 katchi abadis in Rawalpindi which accommodate 1000 households. Out of these, three abadis are on state land and stand regularized by the government. Their improvement program was limited to the provision of essential services like water supply, sanitation and paved streets. Some services are being managed and maintained by the beneficiaries themselves on self help basis. The remaining five abadis are either on state land or within the right-of-way of major roads and Nullah Lei.

<b>Table 5.6. Katchi Abadis in Five Cities of Punjab</b>			
<i>City</i>	<i>No. of Katchi Abadis</i>	<i>Data Available for No. of Katchi Abadis</i>	<i>No. of Housing Units</i>
Lahore	308	172	44386
Faisalabad	93	68	23564
Gujranwala	32	24	3032
Multan	32	20	6908
Rawalpindi	8	4	2363

There are 93 katchi abadis in Faisalabad out of which 40 abadis are located over an area of 597 acres. These settlements comprise of 23564 housing units and accommodate 1,85,900 persons. 19 katchi abadis have been upgraded by providing services such as pavements and widening of streets, provision of utilities and public facilities. These settlements cover an area of about 407 acres and accommodate 24629 housing units. The largest katchi abadi of the province is situated in Factory Area over an area of 139 acres, comprising of 11500 families, has about one lac population, was demolished and redeveloped by providing all the necessary facilities. A central commercial centre was created by the FDA in the redevelopment scheme. The residents were allotted fully developed plots by charging from them the development cost only.

The innovative project 'Faisalabad Area Upgrading Project' which certainly pioneers the approach of government agencies working with urban poor community living in slum areas and katchi abadis of Faisalabad in order to improve their economic and social welfare. This project has generated many working models that can be replicated citywide and nationwide at fairly low cost and benefit the poor, the poorest and the most vulnerable in Pakistani society.

The katchi abadi upgrading program is based on the assumptions that investments have already been made in the existing housing stock and is therefore less costly to implement. Settlement upgrading provides existing settlement dwellers land tenure, as well as, basic infrastructure. Katchi abadi regularization/ upgrading has been considered a better option as it provides land to the poor near their work-place and takes into account the investments the poor have already made in their settlements. The population density of

the settlements is very low. The location of these abadis necessitates the need for densification. Most regularized katchi abadis have electricity, water, drainage, paved streets. They have relatively better housing and living conditions. Attention needs to be paid to upgrade the remaining katchi abadis. However, the policy of giving tenure to individual occupier of the plot needs to be revised by considering an option to introduce the concept of communal ownership of land so that once the improvement is made to the existing katchi abadis the dweller may not sell his house/ plot.

#### **6.4. How far the Housing Efforts have been Successful**

In the wake of rapid urbanization and unprecedented population growth the provision of shelter to every household has become a major issue in urban areas. Moreover, the provision of affordable housing has not kept pace with the above phenomenon mainly due to distortions in the land markets which allows land speculation particularly in the five big cities of Punjab. The problem is likely to aggravate further due to future population growth and relatively diminishing housing stock.

The residential land which was offered by planning agencies to the general public at reserve price could not benefit the under-privileged groups. However, the initiatives undertaken by the planning agencies contributed towards the reduction in the housing backlog. Presently, access to affordable housing has been an increasing problem due to the dwindling role of planning agencies in residential land development over the last fifteen years. Moreover, under the present circumstances launching new housing schemes require huge finances which DAs can not manage. They are incapacitated and unable to perform one of their major functions to provide urban housing. The question arises about the justification of the DAs as housing developers.

The peripheral land has been occupied by sites and services schemes where plots are still lying vacant and not affordable to urban poor. In case, affordable plots are made available to the urban poor at the peripheral locations which demand either personal or public transport to fulfil daily mobility needs. Moreover, the past experience about the

regulation private housing schemes in expansion areas reveals that higher order services and facilities could not be ensured by the DAs. For instance, these facilities are badly missing in LDA controlled area. In contrast, the DHA has been successful to ensure higher order facilities within its area in Lahore.

The unapproved land subdivisions provide shelter to the needy low income groups who urgently need to construct their houses. It clearly demonstrates that there is a need to introduce a flexible set of planning and infrastructure standards that are economical and can be upgraded over a period of time depending on affordability and willingness of the community.

The katchi abadi upgrading program appears useful to accommodate low income group close to their places of work. The policy of proprietary rights of the katchi abadi dwellers has encouraged the formation of more katchi abadis in the past. Since these katchi abadis are located at prime locations, the proprietary rights may be given to the dwellers of katchi abadis on communal basis rather than individual basis. In particular, katchi abadis can easily be densified by ensuring safety of the house structures.

Land and housing have progressively acquired the characteristics of a commodity which is to be parlayed into financial gain. They have evolved from properties hedged by social values of public trust and community welfare to profitable possessions. This raises policy question that should the developed plot be treated as a commodity for speculators or housing for needy people?

#### **6(a) Environmental Act and its Enforcement by the Development Agencies**

The Pakistan Environmental Protection Act (PEPA) which was promulgated on 6<sup>th</sup> December, 1997 the principal legislation related to the protection of environment in the country. It was produced by the Federal Environmental Protection Agency through a consultative process, and based on international best practices. The general aim of the PEPA is to protect, conserve, rehabilitate and improve the environment, and prevent and

control pollution, and promote sustainable development. However, the specific objectives of the Act are to:

- provide a framework for the implementation of the National Conservation Strategy (NCS);
- establish provincial fund for sustainable development;
- protect and conserve the species and renewable resources;
- establish the Environmental Tribunals and to appoint the Environmental Magistrates; and
- establish systems for Environment Impact Assessment (EIA) and Initial Environmental Examination (IEE).

One of the safeguards to protect the environment is that the PEPA 1997 requires that no project shall start unless an IEE or EIA (whichever required) is submitted to the concerned government agency. Recently, the Executive Committee of the National Economic Council(ECNEC), the PEPC and the Federal Cabinet have made it mandatory for all public sector development projects, for which either an IEE or an EIA is required as per the provisions of the PEPA 1997, to be subjected to environmental impact assessments. This policy decision demonstrates the commitment on part of the government for the improvement of environment in the country.

Prior to the enactment of PEPA 1997, the PEPC was the highest forum responsible for making policies regarding the protection of the environment. It was implementing the Pakistan Environmental Protection Ordinance, 1983. After the promulgation of the PEPA 1997, the PEPC was re-constituted under the chairmanship of the Prime Minister of Pakistan. It is a multi-stakeholder forum and comprises of representatives of government, civil society, business and trade bodies, academia, media and concerned citizens. The Pakistan Environment Protection Agency at the federal level is empowered to coordinate the development and enactment of all major policies and legislations related to environmental assessment, monitoring and enforcement. It is also responsible to enforce the PEPA of 1997 and has been making efforts to maintain the sanctity of environmental legislation. At provincial level, the onus of pollution control in Punjab used to rest with

the Environmental Protection Agency (EPA) prior to August 14, 2001. Although the PEPA 1997 gave the powers needed by the EPA Punjab, but their activation depends on the federal EPA which could not delegate the same to the provincial EPAs. This activation remained pending due to delays in action taken by the PEPC. However, the council finally approved the National Environmental Quality Standards (NEQS), but the regulations/tools for implementing the PEPA 1997 are still being finalized by the Pakistan EPA.

The Environment Protection Department (EPD), Punjab has its main objective to enforce the PEPA, 1997 and to implement the NEQS in the province. According to the officials of the EPD, the Department is making headways on the Cleaner Production Program to enable industrialists to implement cleanser production technologies. Sampling procedures for industrial and municipal effluents have also been streamlined which call for self monitoring and reporting by the industrial units and compliance of NEQS in the urban centers. In order to further guide the prospective developers of various projects and to ensure greater specificity, several guidelines have also been formulated. For example, the guidelines for preparation and review of environmental report; the guidelines for public consultation; the guidelines for sensitive & critical areas; sectoral guidelines pertaining to environmental reports for housing estates/new town development; industrial estates; and major roads have also been prepared by the Department.

Environment being a devolved subject, after the implementation of the devolution plan, the provincial head-office of EPA Punjab has been retained, but its (regional) field offices have been devolved and brought under the control of the CDGs. Thus in five major cities of Punjab, the District Officer (DO) Environment is responsible to deal with matters concerning the protection of environment through TMAs. Moreover, the Environmental Tribunals have been established to decide the cases related to violation of the various provisions of PEPA 1997.

As far as the compliance with the provisions of the environment legislation is concerned, it is hard to see practically. Within the DAs' controlled areas, the Development of Cities



Act 1976 empowers the DAs to prepare, implement and enforce schemes for environmental improvements and preservation of objects or places of historical, archaeological, scientific cultural and recreational importance. Further, the DAs have complete powers to undertake improvements of environment and to effectively encounter all sources of pollution within their respective controlled area. In the past the local councils and the DAs did not place the environment on their priority agenda. It was mainly on the pretext that the EPA is responsible to ensure the implementation of regulations relating to the environmental issues. This can be seen with the fact that the development plans, such as the ODP of Gujranwala, the Master Plan of Multan and the Structure Plan of Faisalabad, are silent about environmental provisions. In fact, these plans were prepared and approved before the promulgation of Pakistan Environmental Protection Act, 1997 therefore they could not acknowledge the provisions of the Act at length. Generally, the focus has had been limited to the provision of water supply, sewerage and segregation of waste projects up to some extent. But at the broader context of land use planning, commercialization practices and EIA etc. have been neglected badly in the past.

However, recently the importance of environment has been realized while making the latest development plans. The Master Plans of both Lahore and Rawalpindi were initiated before the promulgation of the Act but completed after it came in to enforcement. So, these plans address some of its provisions like air, water and noise pollution. It is encouraging to see that the new IMPL has a separate chapter on ‘environmental concerns’ but some of the proposals of the IMPL have detrimental effects on the environment. For example, in Lahore, around 140 roads have been permitted for commercialization (change of use from residential to commercial) without any consideration to the environment, traffic they attract/generate and the additional load they pose on the utilities.

The last two decades had witnessed a new culture of construction of high-rise buildings in the city of Lahore comprising of shopping complexes, commercial cum residential apartments and offices with serious environmental implications. For instance, the Main

Boulevard of Gulberg which was once a purely residential area appears to have become a focus of multi-storey commercial buildings. Similar trends of development have been found in Rawalpindi, Faisalabad, Gujranwala and Multan over the last 10 years. The discussions with government officials and the owners of multi-storey plazas reveal that the provisions of PEPA 1997 demand an EIA of each such project before any plan for the construction of the same could be sanctioned. The DAs, TMAs and the DHA seem never to have complied with the said provisions of the Act. Consequently, the unplanned and un-regulated development of high rise buildings has adversely affected the city environment. However, with the intervention of the Supreme Court of Pakistan in 2006, the authorities have initiated to get EIA/IEE of the major development projects including commercial high-rise buildings, housing and office apartments. The EIA/IEE reports submitted, so far, do not fulfill the objective of protecting the environment. A Deputy Director at Lahore is responsible to deal with EIA/IEE reports of the projects located in different cities of the province. Field report and monitoring reports of various initiatives are sought through the relevant District Officer environment. Due to the limited capacity of the EPD, the decisions on IEE/EIA are generally delayed.

The large cities of Punjab are suffering from major environmental hazards, such as, noise, polluted air, contaminated drinking water and waste water. The contamination of these hazards leads to poverty and neglect of social services in the urban areas having a direct impact on the living environment. All the five cities suffer from unsafe water contaminated with bacteria and arsenic. Further, unplanned industrialization in the large cities has caused the rivers to become dumping ground for the industrial waste without any check. Lahore suffers the most due to industrial waste which goes unabated into the river Ravi and the canal.

## **7.0. Urban Land Markets**

Insurance of land tenure rights and maintenance of accurate records of those rights is one of the basic functions of the government which affects practically all urban development activities in public or private sector ownership. Tenure rights in urban areas of Punjab are

a complex problem due to distortions in records, various transfer practices of both public and private sector institutions aimed at concealing those transactions or which represent incomplete transfers, and an overloaded judiciary unable to cope with the volume of land related litigations.

### **7.1. Land Registration**

Pakistan has a system of record keeping for collection of land revenue which was developed during the Mogul period. Under this system, all title documents must be registered under the Land Registration Act of 1908. Moreover, the Registration Rules (1929) provide procedural details for maintenance of records. The Act was established to create a process for registering documents pertaining to land transactions. Failure to register any document makes it legally ineffective. Thus documents registered under the Act can attest to title, but the act of registering a document in itself does not certify title to that property; it merely records that a document has been registered. The Registration Act does not require that all land related transactions be registered, for example, grants of immovable property by the government are not required to be transferred, or transfers occurring under Islamic practices need not be registered.

The Board of Revenue has the primary responsibility for maintenance of records of rights in the entire province. Owing to the agricultural nature of the system, a true urban land registration system never fully evolved and is presently a reflection of the rural agricultural land registration system. The process of registration can be quite lengthy and is often avoided since it increases cost in the shape of stamp duties, transfer fee.

Land registration in five cities of the province is very cumbersome due to the number of agencies involved and some of them have questionable legal authority with respect to land transactions. With the passage of time, the following agencies have taken responsibilities for various aspects of maintenance of land records:

**Maintenance of Record by the Board of Revenue:** The Board of Revenue through its registrars and sub-registrars maintain records of registration of documents pertaining to land transfers. When an area is declared `Rating Area` under the Punjab Urban Immovable Property Tax Act, a new set of record of rights (haqdarar zamin; abadi) is prepared. The system of maintenance of records of rights tends to break down in urban areas when a DA does not provide the Patwari with a revised layout of the estate showing the new roads, plots, etc. Thus the records of rights show the transfer of the land to the DA, but cannot show subsequent transfers to plot holders. As a result the transaction plot transfers can only effected through registered sale or gift deeds. No mutation of the record of rights is possible.

**Property Tax Record by the Department of Excise and Taxation:** It maintains records of property ownership in rating areas for the purposes of assessing property tax. But this exercise is limited to properties which have structures on them, thus liable for property tax. Although these records do not constitute a record of rights, they are often used to demonstrate evidence of ownership of property.

**Records maintained by Development Authorities:** The DAs, PHATA, TMAs, cantonment boards and DHA maintain records of transactions related to plots in their housings schemes. Rights to these plots constitute a form of conditional right to the land since the allottee of an auctioned plot does not receive title to the plot until appropriate construction occurs on the plot.

**Directorate General of Katchi Abadis:** The DAs and the TMAs maintain records of issuance of certificate to beneficiary households of the katchi abadis. The Government of Punjab through the Directorate General of Katchi Abadis has been in the process of regularizing katchi abadis which have been declared suitable for regularization. The decision to grant proprietary rights has been made through an executive order. Actual rights are granted to katchi abadi residents upon payment of fees for land and development charges. Under the conditions listed on the certificate these plots are not

supposed to be sold for a period of normally five years. Nevertheless, the beneficiaries feel that they convey full title and have been able to command market prices of their land.

## **7.2. Land Titling System**

The effective system of land titling, registration and transfer offers a security to the lenders but in Pakistan the current land titling system is very risky for financial institutions to make housing loans. A clear land title is very essential to the housing finance lending and recovery process. A lender's security for a housing loan is the borrower's property. For a lender to have a reasonable assurance that the property can be recovered in the event of default, there must be adequate guarantees that the property actually belongs to the borrower, and therefore, can be taken by the lender to recover a loan if it becomes necessary.

Pakistan does not have a formal land appraisal system. High rates of duties have given rise to a tendency to understate the actual sale price of the property. So, if there is a registered sale deed, it often does not reflect the true value of the land. Stamp duties, high land transfer fee, registration fee, and collateral wealth tax liabilities are major factors in discouraging the proper recording of land transactions. Most land is not legally registered, and transfers are often not recorded for a long time. As a result, there is not a single record which is conclusive and irrefutable evidence of land title. Poor land titling and registration have made it difficult for the courts to provide timely remedies to financial institutions in loan recovery cases. Much of the litigation that takes place is simply trying to establish who the legal owner of the property in question is. No clear system of legal transfer of land makes it relatively easier for borrowers to transfer property interests to third parties in an attempt to undermine the recovery process. To avoid high costs associated with registration, borrowers often deposit title deeds with lenders as security for their loans. This sort of equitable mortgage arrangement, however, has the disadvantage that it does not serve as a notice to the world at large and it exposes the lender to the risk of defective or fake title deeds. While in practice, prudent bankers

insist on a registered mortgage to overcome such risks, it adds to the costs of the borrower.

### **7.3. Land Transfer System**

The Transfer of Property Act (1882) governs most transfers of land and properties in urban areas. Land transfers between private individuals are complex due to poor and disputed titles, inheritance or benami holdings and out of date record of rights. Land transfers involving government acquisition of private land are governed by the Land Acquisition Act (1894). Acquisition under this Act is not easy due to inaccurate records of rights and joint ownership. Compensation for acquisition has equally been problematic and the subject of frequent and lengthy litigation. The problems related to determining compensation are due to poor records, complications in the assessment process, artificial increase in land market prices by land owners through fake transactions and numerous other administrative and technical problems.

Transactions between two government bodies can be equally problematic as has been witnessed in the Punjab Katchi Abadi Program. The state land held by various agencies is supposed to be transferred to local government for final transfer to beneficiary households. However problems exist in determining rights, assessing compensation and affecting the actual transfers.

Transfers of land from DAs to allottees of plots in their housing schemes are equally loaded with problems. Generally the authorities do not record the distribution of land with the concerned patwari. They maintain their own records of the transactions and only provide registered sale deeds. Such a transaction does not invoke any changes in the records of rights maintained by the registrar office. Furthermore, the practice of not transferring the sales deed until a scheme is actually handed over to the concerned TMA delays final disposition of the property and ultimately results in power of attorney and benami transfers. The failure of DAs to register transfers in their schemes eventually leads to revenue losses to local government. In Faisalabad in six schemes, the FDA has

not transferred proprietary rights because the land on which these schemes were developed is vested in the provincial government. An allottee can get a plot transferred but this transaction is not recorded resulting in losses of stamp duty and transfer taxes to local authorities. This duty is on the value of the property and is one of the main factors in proliferating black economy as people try to conceal the real cost to save stamp duty.

#### **7.4. Improving Functioning of Land Markets**

Introducing market pricing of land for housing schemes will both reduce subsidies and being to regularize land markets through eliminating the supply of highly subsidized plots presently fuelling land speculation. This will also provide a source of revenue for development agencies presently unable to finance new housing schemes because of revenue shortages caused by the present no-profit-no-loss policy and quota systems.

Instituting a policy of registration of titles to property impacts on increasing private savings as well as stabilization of land markets making owning of land with secure title possible for a broader range of income groups. High price differentials are now paid for land which seemingly has a better title. At present, households of all income groups have invested heavily in shelter and will continue to do so in the future. The present systems of land registration do not support that investment. Nor does the present system permit household fully use their assets in the financial sector – since they are unable to prove clear title, they are unable to mortgage that property, thus they are unable to fully reap the economic benefits of that property. At present, only the rich can avail themselves of secure tenure. A functional land transfer and registration system would help reduce this type of fraud.

Presently the tax for non-utilizing of the developed plot is very low. In areas where the infrastructure has been provided there is need for raising the tax on vacant developed plots so that speculation in land is avoided and construction is expedited.

Land supply has a critical role in supporting quality of life in urban areas. The efficiency of urban land markets needs to be improved through (i) appropriate and affordable land use and building regulation, (ii) improving procedures for land transfers, (iii) measures to stop land speculation and (iv) improving information to public on land market procedures and indicators.



## **8.0. Urban Land Development and Management: Best Practice Models**

### **8.1. Urban Planning in the UK**

One of the best practice models of urban planning is the town planning system of UK. The town planning system in UK operates mainly at the local government level; the role of central government is important in setting the overall framework of law and policy and is decisive when there are controversies about planning applications. Planning practice is therefore rooted in a system of law, which sets boundaries for planners and stakeholders. Historically it has been the parliament that has passed the legislation that forms the basis for the planning system although there have been some differences among the legislation for England and Wales, Scotland, and Northern Ireland.

#### **8.1.1. Legal Framework**

The 1947 Town and Country Planning Act was really the first UK legislation to provide the legal tools necessary for the practice of planning and the control of development. The system of development plans and development control introduced in 1947 overcame this serious constraint, so that refusal of planning permission now does not automatically entitle a landowner to compensation. This nationalization of the right to develop made it possible to protect historic environments or to use green belts to contain the spread of cities.

As well as creating the legislation, central government also provides policy guidance to planners and developers, setting out in official documents the national priorities. For example, the purposes of the planning system are defined in Planning Policy Guidance 1, emphasizing the importance of sustainable development:

The planning system regulates the development and use of land in the public interest. The system as a whole and the preparation of development plans in particular, is the most effective way of reconciling the demand for development and the protection of the environment. Thus, it has a key role to play in contributing to the Government's strategy for sustainable development by helping to provide for necessary development in locations which do not compromise the ability of future generations to meet their needs (Department of the Environment and the Welsh Office, 1992).

National guidance must be taken into account when preparing plans and considering planning applications and changes in national policy guidance can be very important to developers and planners. For example, in the late 1990s national policy moved against the development of out-of-town shopping centers, and with plans and decisions on planning applications expected to conform to this policy, it became much harder for developers to build out of town.

### **8.1.2. Plans and Planning**

The spatial land-use plan covering all or part of the territorial area of a local authority has been an integral part of the statutory town and country planning framework in Britain. The first powers to produce statutory plans were introduced incrementally during the inter-war period, but it was not until the passing of the first comprehensive Town and Country Planning Act in 1947 that it became a requirement on all local planning authorities to achieve comprehensive development plan coverage of their areas. The principal mechanisms for the delivery of the objectives of the planning system have therefore been, for the last 50 years or so, the development plan and development control.

#### ***Scope and Purpose of Statutory Development Plans***

Development plans produced in the British context have distinctive characteristics (see Fig.8.1). They can be regarded as guidance frameworks intended to co-ordinate and regulate the activities of a range of development agencies in the public and private sectors. They are not zoning plans of the kind found in the US. They are quasi-legal policy-based plans, not the full legally binding plans found in continental Europe, in countries like Germany.

British development plans are not general social and economic development plans either (though they are expected to base their land-use policies and proposals on a survey of the social and economic characteristics of their areas), nor are they principal mechanisms for coordinating the overall investment of public authorities. According to Healey (1983) development plans were thus to provide principles for translating such policy into spatial

allocations and detailed development, co-ordinate the public sector development effort, and indicate the basis on which small scale private development would be regulate. In effect the plan was both to provide a rationale, demonstrating that public sector decisions were not arbitrary, and a tool for efficient management.

### ***The Form and Content of UK Statutory Development Plans***

Development plans should contain the planning authority's proposals for the development and use of land in its area. In so doing, they must take account of:

- National or regional policy guidance
- Social, economic and environmental considerations
- Policies and proposals in development plans for adjoining Council areas
- Policies of government agencies, such as the Countryside Commission, Urban development co-operations, English Heritage, Scottish Environment Protection Agency, Scottish Homes, Scottish Enterprise, and the Welsh Development Agency.

### ***Structure Plans***

The term 'structure plan' originated in the PAG report and reflects the essentially physical view of urban areas by its authors. Two types of strategic plan were identified: urban structure plans and county structure plans. Such plans were to 'emphasis the broad structure of the town and policies, objectives and standards, rather than in detailed and static land use allocation' (Ministry of Housing and Local Government, 1965). Structure Plan covers large areas, usually the whole of a County in England, city region or extensive rural area in Scotland. They set out the broad land-use strategy for a 10-15 year period ahead. They provide the framework of strategic policy and direction for local planning and development control. They are prepared after widespread public consultation, and usually after a public hearing (Examination in Public). In Scotland, they are subject to the final approval, with or without modification, by the Secretary of State (see Fig.8.2). There is now complete Structure Plan coverage of the whole of the UK.

*8.1. Purposes of current types of UK statutory development plans*

**Structure Plans**

Assist implementation of national and regional policy

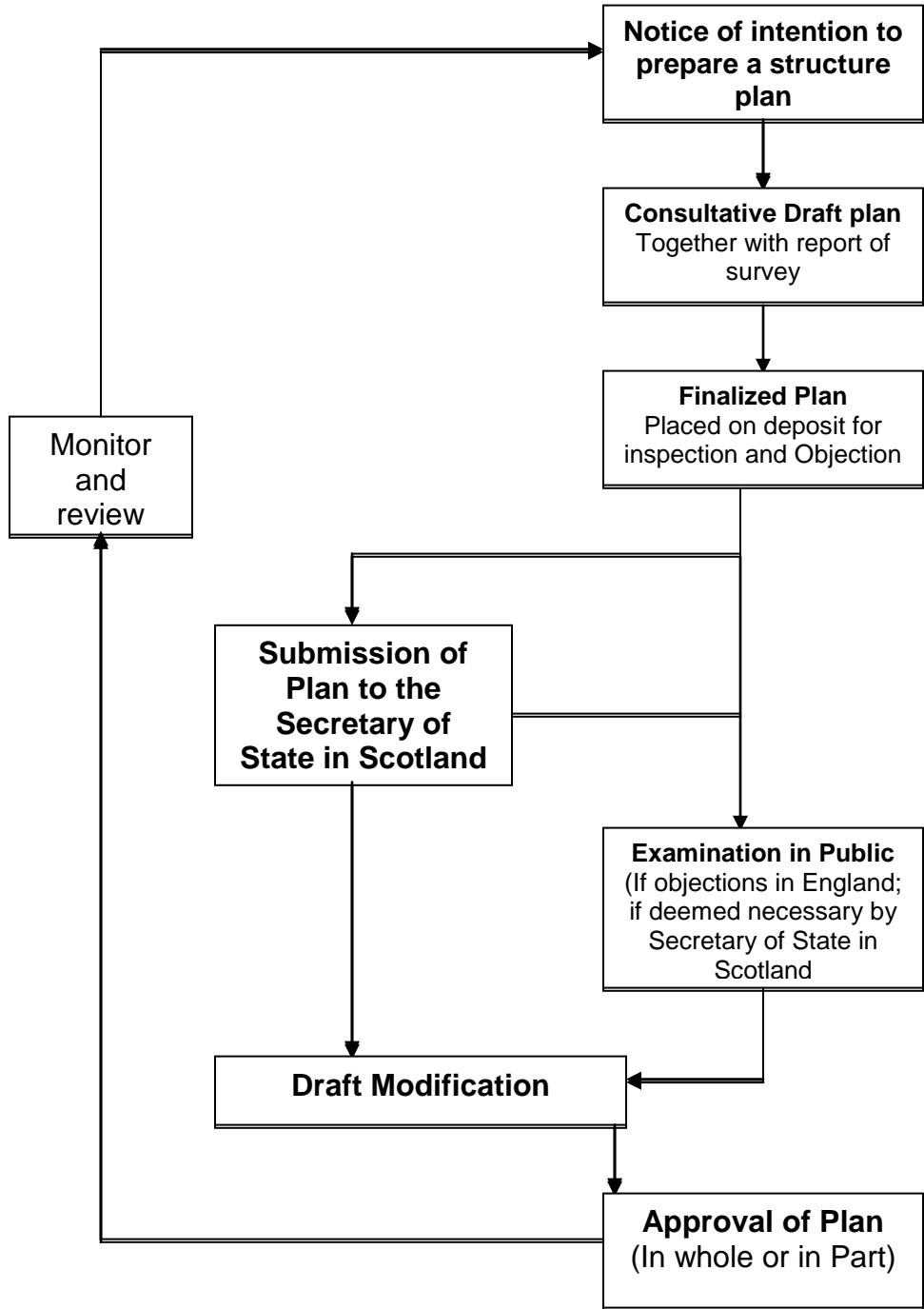
- Indicate policies and proposals concerning the scale and general location of new development
- Provide a regional policy framework for accommodating development
- Take account of current and emerging national issues
- Provide a strategic framework for local plans and major planning applications
- Are prepared by shire counties in England and unitary councils Scotland

**Local Plans**

- Assist implementation of national and regional policy
- Assist implementation of the structure plan
- Set out detailed policies and specific proposals for the use of land
- Provide a policy framework for the development control
- Provide guidance for public and private sector investment
- Are prepared by shire council in England and Unitary Council in Scotland

**Unitary Development plan**

- Combine the purpose of Structure Plans in part 1 (the framework of general policies and proposals) and local plans in part 2 (detail policies and proposals)
- Include Minerals and waste policies
- Are prepared by London Boroughs, metropolitan councils in England, and unitary councils in Wales



*Fig.8.2: Preparation of structure plans and procedural stages*

### ***Local Plans***

Local plans are concerned with the detailed distribution of land uses and specific policies to guide the day-to-day determination of planning applications. In this, they are intended to be a principal means of implementing the wider spatial development strategy as set out in the Structure Plans, in that they should set out policies and proposals for specific sites or well-defined geographical areas.

The preparation of Local plans for all parts of the UK is now mandatory (since 1975 in Scotland and 1990 in England and Wales). These plans are District wide in England (i.e. Local Plan to cover a whole Council area) while in Scotland a Council area can be covered by one plan, or a set of interlocking plans for constituent parts of the Council's area.

### ***Unitary Development Plans***

UDPs were introduced in English metropolitan areas from 1986. UDPs combine the functions of Structure Plans (Part 1 of the UDP) and Local Plans (Part 2 of the UDP) is one development plan. UDPs contain both Key Diagrams and detailed Proposals Maps, and set out board strategic policies as well as site-specific policies and proposals.

### ***Other Types of Plans***

The Act allow for the preparation of plans which do not comprehensively cover all land uses, but instead concentrate on a particular use or uses where this is felt by planning authorities to need special attention. An example is the Loch Lomond (Subject) Local plan for recreation and conservation. Subject plans have also been prepared for Minerals. In general, such plans have been discouraged by central government in favors of the comprehensive plans.

### **8.1.3. Development Plans and Development Control**

The British approach to land use regulation is a discretionary one: decisions on particular development proposals are made 'on their merits' against the policy background of a

generalized plan. The plan doesn't of itself imply that permission will be granted for particular developments, even if they appear to conform to the plan.

#### **8.1.4. Development Plans and Sustainable Development**

Since the publication of the governments environmental strategy in 1990 (Department of the Environment, 1990), development plans have been generally seen as having a key role in assisting the delivery of sustainable patterns of development by taking environmental considerations comprehensively and consistently into account through careful long-term planning (see Fig.8.3.). In this way:

- Environmental protection and improvement can be plan-led
- Social and economic requirements of the population can be met
- Local, regional and global natural systems and resources can be protected
- Individual planning decisions can be taken against an overall national, strategic and local framework that reflects environmental priorities.

The certain factors of development plan, contribute for the sustainable development are as follows:

*Fig. 8.3.How development plans can assist sustainable forms of development*

- By encouraging development which makes full and effective use of land within existing urban areas
- By guiding development to locations that are closely related to public transport network, such as near an existing rail or bus station with spare capacity
- By guiding new development types (such as offices and retailing) that attract trips to locations (such as town centers ) which are capable of acting as nodes for public transport network, discouraging car use, and enabling one journey to work, to serve several purposes
- By guiding new housing to locations where the need to use private cars for journey to work, school and other facilities is minimized
- By limiting town center car parking (whether public or as part of other development);
- By identifying land for appropriate interchange opportunities between major public transport network (such as a bus station adjacent to a rail station);
- By providing positive encouragement of facilities to increase the attraction of walking and cycling

*Source: Department of the Environment (1992a)*

### **8.1.5. Public Participation in Development Plans**

The nature of planning, and particularly its importance in relation to amenity and land values, public involvement in some form has long been a key feature of the planning system. The basic statutory requirements for public involvement in development plans confer certain rights on the public and obligations on planning authorities. Planning authorities are required consider views and objections from the public in the preparation of Structure Plans and Local Plans and public representations must be taken into account by the Secretary of State or by the planning authority when these plans are formally approved or adopted.

Legislation does not prescribe precise techniques for public participation, although regulations do require planning authorities to publish a report on the participation arrangements they have undertaken. Public involvement usually takes two forms: during the preparation stage, where planning authorities invite views on key issues or more commonly, on a draft version of the plan; and during the finalization stage, where the planning authority prepares its finalized plan, and the general public and other interests have the opportunity to formally object to specific aspects of it, and thus cause a Public Inquiry or other local hearing to be held, before the plan can be approved.

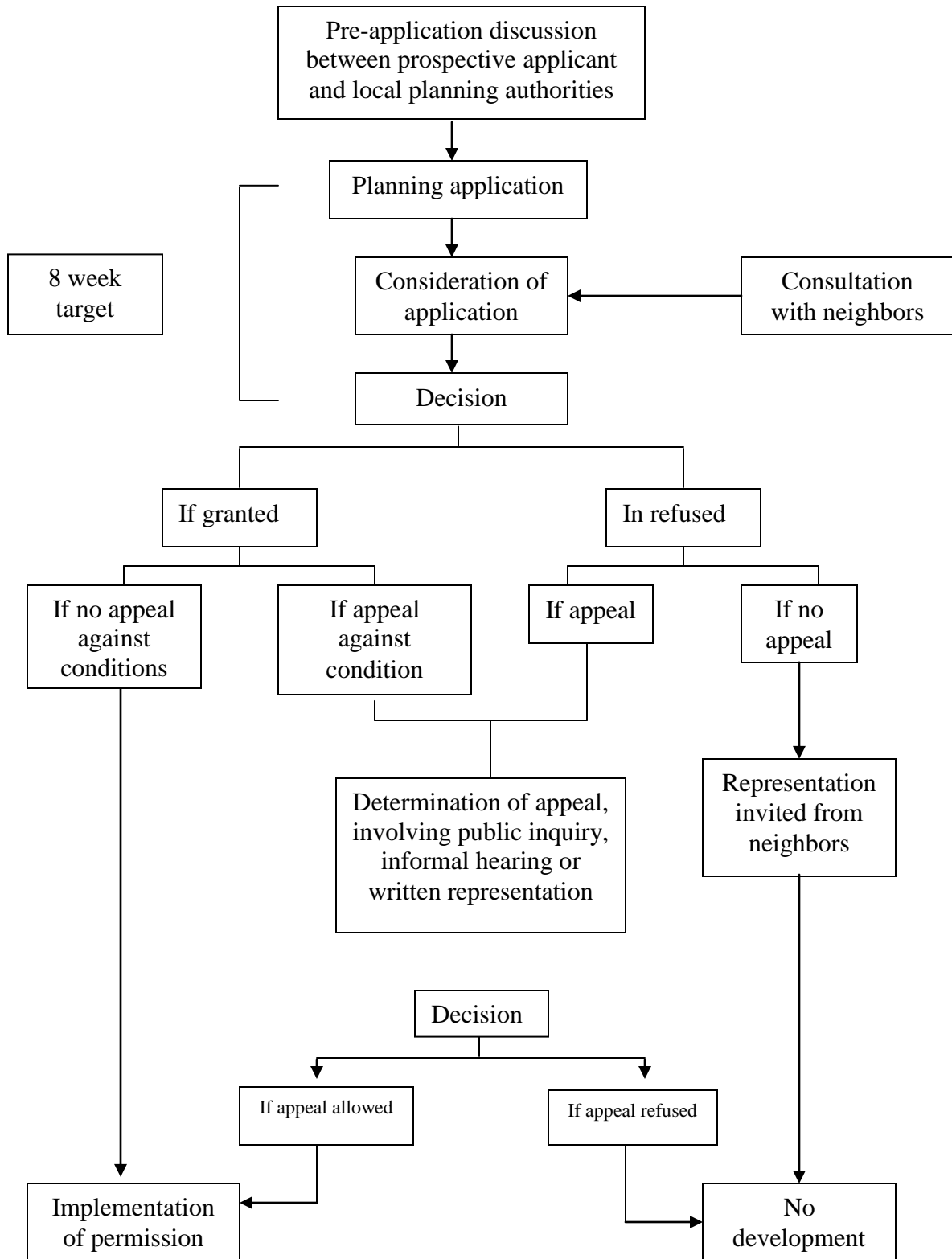
Today, therefore, there is expectation (both in statute and in good practice) that, in preparation of development plans by local authorities, the public should:

- Be informed when work on a new plan or review of an existing plan is beginning, and be able to contribute to certain stages
- Have the opportunity to object formally when a plan has been finalized, and have the right to be heard at a Structure Plan Examination in Public or a Local Plan Public Inquiry



- Expect that, whenever they make representations or objections, the planning authority will properly consider these and subsequently explain their decisions to those making representations or objections
- Be able to challenge any decision by a planning authority or the Secretary of State by Judicial Review or complaint to the Ombudsman, as appropriate.

A key issue in all of this is whether people are truly 'participating' in the making of development plans, or are merely being 'consulted' on the planning authority's (and others) ideas. The detail public participation procedure in development control process is presented in Fig. 8.4



*Fig.8.4: Public participation in the development control process*

### 8.1.6. Keeping Plans Relevant and Up-to-Date

Planning authorities are required by statute to keep their plans under review, and to alter in part or wholly replace them in the light of their implementation or changing circumstances (see Fig 8.5). There is no specific requirement to replace a plan after a certain period of time, but government policy is that plans should normally be reviewed at no more than five yearly intervals (Department of the Environment, 1992).

*Fig.8.5.Keeping plans up to date: the Highland Structure Plan*

Highland council covers the area of the north of the industrialized central belt of Scotland, including much of the Highlands and islands. It is populated by 200000 people in an area covering one third of Scotland. Highland Council was among the first in Scotland to achieve area-wide coverage of Structure Plans and Local Plans in the early 1980s, and has been in the forefront of keeping plans up to date through regular review and replacement.

- August 1985 – public notice of intention to review the 1980 Highland Structure Plan
- September 1986 – internal draft replacement plan prepared
- June 1986 – draft plan approved by Council for publication
- January 1988 – publication of consultative Draft (replacement) structure plan
- June 1989 – public representation on the draft considered
- September 1989 – council approved finalized plan
- January 1990 – finalized plan sent to secretary of state for approval
- November 1990 – approval by secretary of state
- August 1992 – notice on intention to prepare alteration No. 1 to structure plan on draft indicative Forestry Strategy
- June 1993 – council approve finalized Draft Alteration
- November 1993 – alteration submitted to Secretary of State for approval
- June 1994 – secretary of state proposes modifications to finalized Draft
- June 1994 – Council Agrees Modifications
- September 1994 – Secretary of States approves Alterations
- June 1994 – Notice to intentions to prepare Alteration No. 2 ‘Housing Land’
- February 1995 – Consultation on proposed Alteration No. 2 (draft housing land audit)
- June 1996 – Forum on housing land issues

Source: Highland council

### **8.1.7. Monitoring and Review of Plans**

The production, monitoring and updating of plans is central to the effective working of a system based on the primacy of development plans in planning determinations. A major reason for the review of a Local Plan will be the alteration of the Structure Plan. These should follow in a logical sequence. A balance needs to be struck between the need to keep plans up to date and having too frequent reviews. Partial reviews can confuse the user. Annual monitoring reports are useful and can be used as a basis for consultations with other authorities.

## **8.2. Town Planning System in Philippines**

### **8.2.1. System of Planning Regulation and Control**

Planning system prevailing in Philippine is one of the world comprehensive systems and is frequently narrated in best practices. It includes all necessary components for the successful implementation of planning mechanism like legal backing, institutional framework, clear cut division of roles and responsibilities for implementing partners, types and scope of plans and their integration etc.

The 1987 Philippine Constitution and the Local Government Code of 1991 provide the basis for all development efforts and the present town planning system. The Code mandates that each Local Government Unit (LGU) shall have a comprehensive multi-sectoral development plan to be initiated by its development council (the local executive body) and approved by its Sanggunian (the local legislative body). Moreover, the local government units are required to prepare their one year annual investment programs. Land use plans are to be prepared through zoning ordinances which shall be the primary and dominant basis for the future use of land resources. The municipal mayor is to direct the formulation of the municipal development plan, with the assistance of the municipal development council, and upon approval thereof by the Sangguniang Bayan (municipal

legislative body), implement the same. It is mandatory that the city or municipal development council to initiate the formulation or updating of its land use plan, in consultation with the concerned sectors in the community.

### **8.2.2. Institutional Arrangements for the Various Levels of Planning**

The primary purpose of planning is to achieve a progressive increase in economic growth and a balanced and efficient use of resources among competing demands.

#### ***National Level***

At the national level, the country has long-range planning, the medium-term and sectoral planning, the effort being directed towards socio-economic development, particularly in the setting up of targets and identification of specific strategies and policies to attain such. The highest level of planning agency is the National Economic and Development Authority (NEDA), which is mandated to formulate the long-term and medium-term development plans of the country. Other agencies provide inputs in terms of sectoral development objectives and goals, targets, policies and strategies as well as programs and projects. On the whole, the national level planning is intended to provide a framework or guidance to sub-national level planning.

#### ***Regional Level***

Regional planning replicates the objectives of the national level planning. In the past, the focus was socio-economic development but recently, there have been attempts to integrate land use planning, with the intention to translate socio-economic targets into their spatial and locational dimension. The Regional Development Council (RDC) serves as the counterpart of the NEDA at the regional level. It is composed of representatives from the LGUs, the regional line agencies and the private sector. Its functions include the coordination, review and prioritization of socio-economic development plans, policies and investment programs and their implementation.

### *Local Level*

At the municipal level, planning is more detailed in terms of resource use and management. Moreover, land use planning and control is best appreciated at this level which provides a process of determining the spatial capacity of an area in attaining its formulated development goals in terms of the area's geographic features.

The Local Development Council (LDC) is the planning body of the LGUs, which assists the Sanggunian in setting the direction for economic and social development and coordinating development efforts within its territorial jurisdiction. In the barangay (or village level), the body is called the Barangay Development Council; in the municipality, the Municipal Development Council; in the city, the City Development Council, and in the province, the Provincial Development Council. The functions of these LDCs include the review of proposed development programs and projects that will form part of the Local Development Investment Program and subsequent Annual Investment Program, the formulation of long-term, medium-term and annual socio-economic development plans and policies, formulation of local investment incentives, the integration, prioritization and implementation of plans and programs.

The local planning and development office headed by the planning and development coordinator serves as the technical arm of the local development council (LDC). It performs the tasks relating to planning, research, training, budgeting and implementation of development programs, projects and activities in the LGU in accordance with the approved development plan, including promoting people participation in development planning within the LGU concerned.

In addition to the lawmaking function of the Sanggunian, it also performs a planning responsibility where it reviews the development plans of the LGU before the same is adopted and approved through a resolution. The Sanggunian is also responsible for review, analysis, approval, adoption and monitoring of the development plan, planning policies and funds allocation.

### **8.2.3. Linkages in Spatial Planning**

Institutional roles among agencies can be seen more clearly in terms of a national land classification and allocation system which includes a general land use classification for planning purposes, and a land resource classification and allocation scheme as being adopted by the inter-agency National Land Use Committee. The land use committees at various levels- national, regional and provincial are now using these land use planning categories. These are now embodied in the National Physical Framework Plan and now in use in the revision and formulation of physical framework plans at the sub-national levels.

Under the draft National Land Use Act of the Philippines, a national land resource classification and allocation system is being proposed to provide mechanisms and procedures for assigning or changing the uses of land.

### **8.2.4. Linkages of Planning Activities at Various Levels**

The plan formulation process starts when the national government mandates the NEDA Board to prepare a set of guidelines for the preparation of plans at the various levels. At the same time, NEDA prepares a draft national plan which is passed on to the regional level for review and the conduct of consultation in the region. The draft national plan and the guidelines serve as bases in the formulation of the regional plan. At the regional level, the RDC sets the tone for regional and local level planning. It serves as the focal point for planning at the sub-national level and it issues further guidelines for local planning and provides direction and assistance.

There are three major categories of planning documents at various levels. One is the physical framework plan that is intended to provide the spatial dimension of development endeavors. At the national and regional levels, the document consists of broad policy pronouncements. These broad policies are translated into specific land use allocation decisions at the local levels. Another planning document is the socioeconomic development plan that is intended to set targets and strategies as to the development of the various sectors. The third document is the development investment program which

translates the development strategies and policies in specific programs and projects indicating their requirements in terms of finance and time duration for implementation.

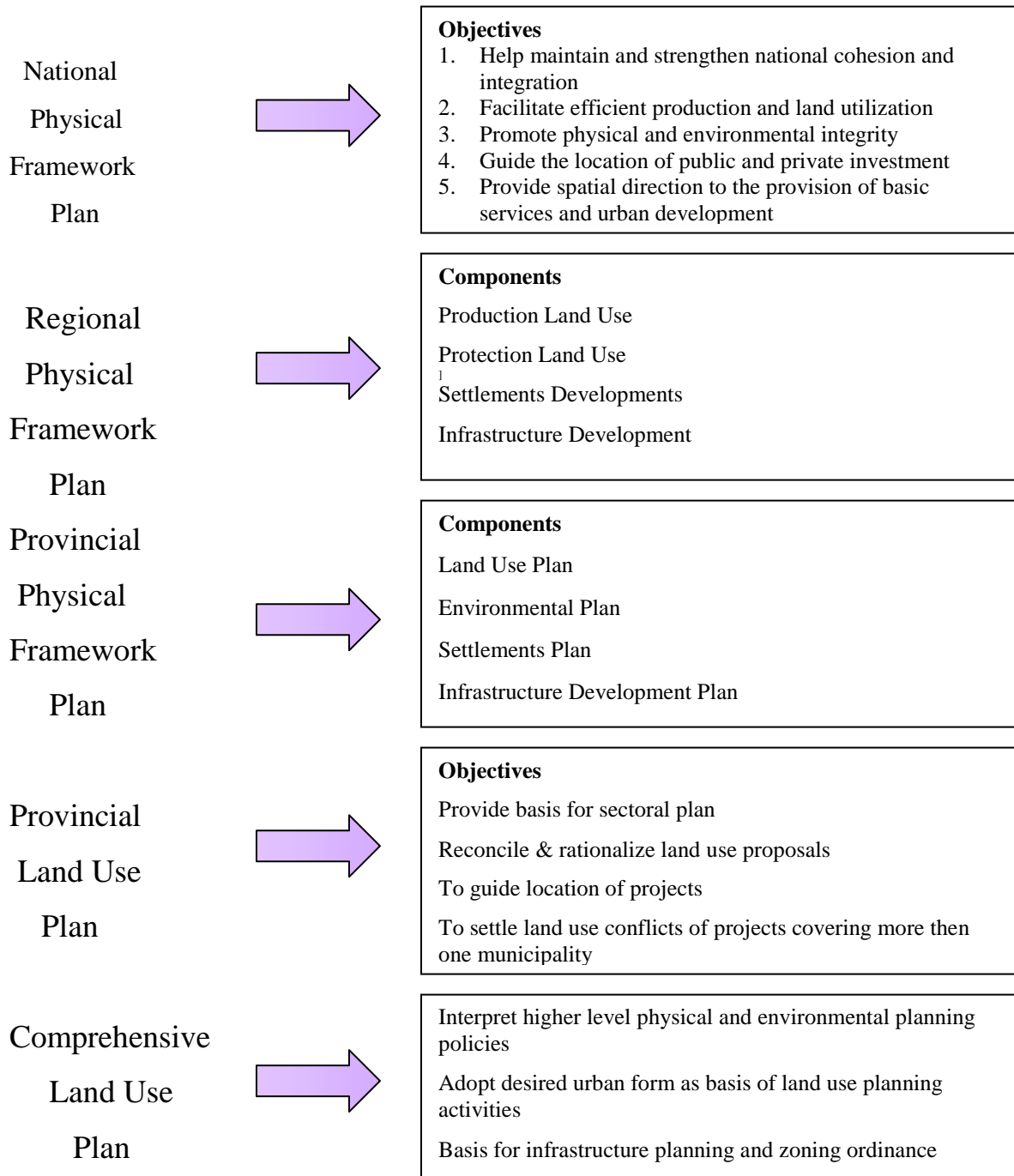
The charts in the following pages present a picture of the linkages of these planning documents and their contents.

### **8.2.5. Agencies Involved in Planning and Housing Development**

Almost all agencies are involved in the formulation of plan documents. At the national level, such planning activity is lodged under the NEDA Board. At the regional level, the RDC serves as the counterpart of the NEDA Board. At the local level, the LDCs coordinate the various agencies involved in planning. For housing development, the major agencies involved are the following:

- ❖ Housing and Urban Development Coordinating Council serves as the umbrella organization of all housing-related agencies. It sets policies and directions relative to housing and urban development.
- ❖ National Housing Authority prepares plans for housing and resettlement projects.
- ❖ National Home Mortgage and Finance Corporation provides financing and other credit facilities to homeowners for purchase and mortgage of housing units.
- ❖ Home Development and Mutual Fund provides accessible funds for members for the purchase and construction of housing units.
- ❖ Home Insurance and Guarantee Corporation provides insurance and guarantee for housing projects.
- ❖ Housing and Land Use Regulatory Board serves as the physical planning and regulatory agency responsible in the issuance of development permits and the overall allocation of local land resources.





*Fig.8.6: Contents of Physical Framework Plans*

**Medium-Term  
Philippine  
Development  
Plan**



Development Goals and Objectives  
Strategy and Policy Framework  
Key Measurable Targets  
Priority Programs and Projects

**Regional  
Development  
Plan**



Assessment of Regional Socio-economic Performances  
Regional Development Goals and Objectives  
Spatial and sectoral/Intersectional Priorities  
Public Investments Requirements  
Major Region wide and Interprovincial Programs

**Local  
Development  
Plan**



Summary of Major Development Concerns and Practices  
Development Visions and Goals  
Development Strategy  
Sectoral and Spatial Expenditures  
Projections of Revenues and Expenditures  
Public Investments Requirements

*Fig.8.7: Contents of Development Plans*

### **8.2.6. Environmental Regulations**

Since land is the primary resource base for sustainable development and human activities are closely related to it, the most common form of legal intervention is environmental controls. The Philippine Environmental Code 1977 establishes the management policies and quality standards for air, water, and land use, natural resources, utilization of surface and ground waters, and wastes. The law makes compulsory the submission by all agencies and instrumentalities of the national government, including government-owned and controlled corporations as well as private corporations, firms and entities, of a detailed statement on the environmental impact of the proposed action, project or undertaking. The law also establishes the environmental impact statement (EIS) system and limits its preparation to areas or projects which are considered environmentally-critical.

The other forms of environmental control are found in technical standards prescribed by a number of codes and their implementing regulations such as the Sanitation Code, the Water Code, the Fire Code, the Forestry Code, and the National Building Code. The Sanitation Code prescribes standards on sanitation and safety of establishments and undertakings. Sanitary permits are required for establishments and the Department of Health promulgates rules and regulations for the control and prevention of pollution.

To provide for all buildings and structures, a framework of minimum standards and requirements to regulate and control their location, site, design, quality of materials, construction, use, occupancy and maintenance, the National Building Code was enacted consistent with the principles of sound environmental management and control.

### **8.2.7. Special Area Developments**

Special Development Authorities are created to promote and regulate the development of identified critical areas or zones, specifically watershed areas, lakes, foreshore lands, river basins and contiguous social and economic areas. For special economic zones, the Philippine Economic Zones Authority regulates economic development areas throughout the country.

### **8.3. Urban Land Development and Management in Indonesia**

#### **8.3.1. Development Plan Practice**

Administratively, Indonesia is divided into 27 provincial areas, each of which is headed by a governor appointed by the President. Every provincial government has an administrative staff, a planning staff under the responsibility of the Regional Development Planning Board, and a Provincial Inspectorate, which implements programs of the Department of Home Affairs within the region.

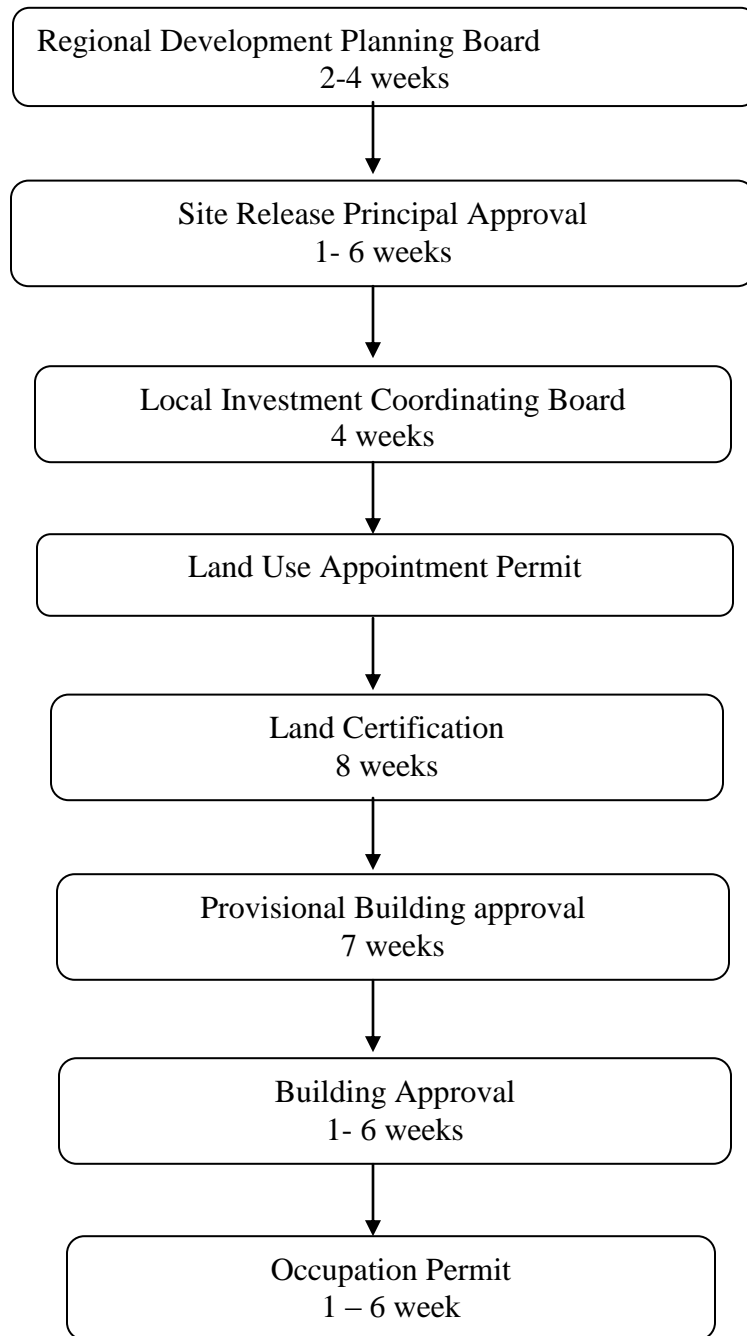
The planning process is essentially bottom-up planning. The Urban or Rural Village (kelurahan) development activities are coordinated by the development unit at the sub-district level, which will then be carried up to the mayoral district level. The next level will be the executive unit, which plans the draft of the overall programs and projects. This will then be analyzed by the Regional Development Planning Board at the provincial level, to be approved by the governor and evaluated and modified by the People's Assembly before they are implemented.

In the case of Jakarta, the first planning document formulated under the Indonesian Government is the 1965- 1985 Master Plan which deals with problems within 15 kilometre radius of the city centre. The city is growing rapidly and this rapid growth is due to the fact that Jakarta is the only urban agglomeration in Indonesia that straddles across provincial boundaries. By the early 1970s, Jakarta's population has greatly exceeded the Master Plan's population target of 6.5 million. Various sectoral plans were formulated during that period. At the same time, the Governor of Jakarta declared the 'closed city' policy to restrict migrants from other areas from staying permanently in the city, unless they get a job or enroll in schools or universities. Jakarta's metropolitan area stretches beyond its boundaries and commonly known as JABOTABEK (Jakarta, Bogor, Tangerang, Bekasi). Bogor, Tangerang and Bekasi are suburbs surrounding Jakarta on the south, west and east respectively.

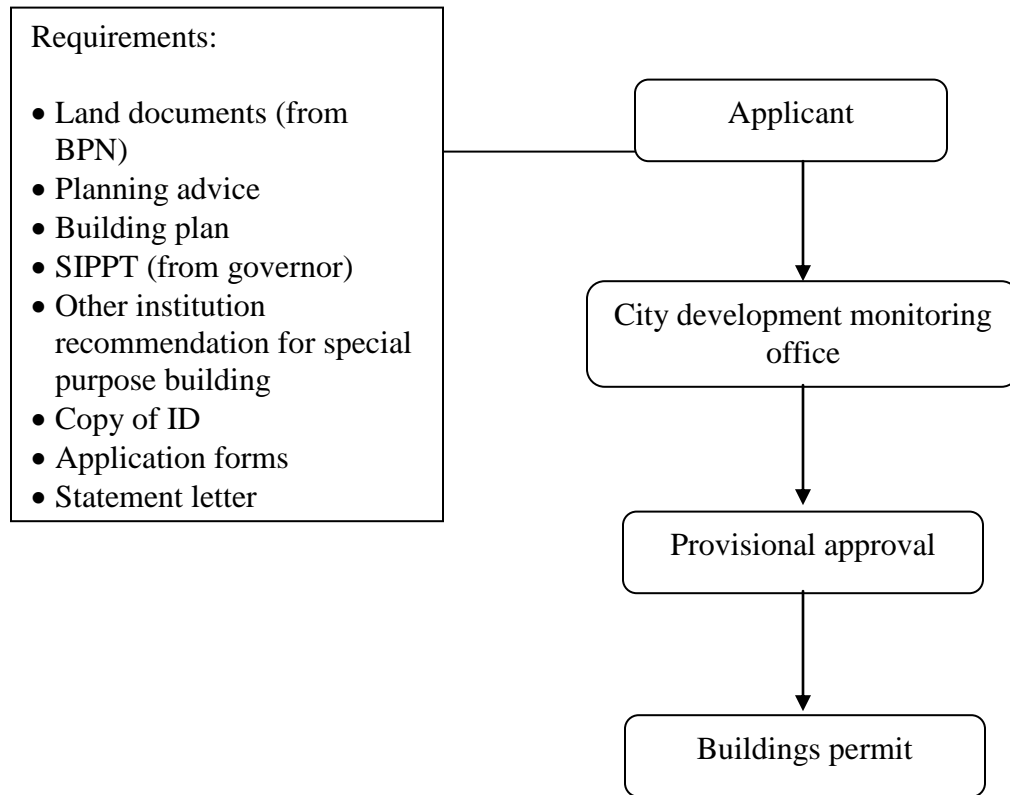
### **8.3.2. Planning and Development Control**

The recent planning document is the Strategic Development Plan (1983), which included the Structure Plan 1985-2005. The Strategic Plan encourages east-west development for Jakarta, and restricted expansion in the south and north to avoid further contamination of ground water and to protect the important groundwater recharge areas in the south from urban development. In the early 1990s, the Regional Development Planning Board issued the Jakarta Master Plan 2005 and the Partial Urban Area Plans for each sub-districts as planning reference. The Partial Urban Area Plans have been prepared to guide the land use zoning, the urban land development policies for that particular area, as well as the Floor to Area Ratio (FAR), Building Coverage and height limitation.

In order to regulate land use and development, any person or company who wishes to develop or subdivide land must obtain certain permits from the authority. The procedure for obtaining development permits in Indonesia can be slightly different from one administrative region to the others. The following diagram shows the development permit procedure in Jakarta. The detail procedure for applying Location Permit, Site release Principal Approval, Land Use Appointment Permit and Building Approval are shown in the figures 8.8 & 8.9:



*Fig.8.8: Development Permit Procedure in Jakarta*



*Fig. 8.9: Procedure for Applying Building Permit*

The Ministry of Housing is responsible for public housing supply in Indonesia. Most of the existing private houses in Indonesia are self-built by individual owners or by companies for their employees. The National Urban Development Corporation was established in 1974 to provide housing for public servants and the military. Some units were offered for sale to the general public. However they were generally too costly. The product mix has changed in 1980s, towards greater emphasis on smaller plots and more affordable small core houses. Perumnas also constructed four and eight storey flats in Jakarta, which were completed in 1984 as a part of the urban renewal program. Developers of private housing became active in Jakarta on I 972. The housing developments can be classified into subsidized and non-subsidized units. For the

subsidized units, the Government owned Saving Bank and Government-owned Housing Finance Company will finance the mortgage. The location of the small, medium and large size houses need not necessarily be in one area, but should be within the city.

## **8.4. Planning and Development Control System in Malaysia**

### **8.4.1. Legal Framework**

Under the Constitution of Malaysia, land is a state matter. However, the Federal Government, in ensuring uniformity of law and policy, is empowered to enact uniform legislation on land and local government which are applicable to the states in Peninsular Malaysia and the Federal Territory of Kuala Lumpur and Labuan. The states of Sabah and Sarawak are still governed by their respective land and local authority ordinances. There are 145 local authorities in Malaysia, 98 in Peninsular Malaysia and 47 in Sabah and Sarawak. They are vested with powers to control all development of land within their jurisdiction.

In Peninsular Malaysia, town and country planning is carried out pursuant to the Town & Country Planning Act 1976 (Act 172), (see Fig. 8.10) while Sabah & Sarawak have separate laws. The local planning authorities have three functions under the Town and Country Planning Act 1976, i.e.-

- To formulate structure plans which lay down policies concerning the social, economic and physical character of those areas and the protection of which is best for the environment.
- To use the structure plans as guidelines for the preparation of local plans.
- To control development proposed by developers, individuals or other authorities.



## **8.4.2. Planning System**

### *1. Structure Plan*

Currently, 66 of the 98 local authorities in Peninsular Malaysia have prepared Structure Plans which have been gazetted. The Structure Plan consists of a written statement illustrated by diagrammatic maps. The latter does not distinguish individual properties or show the effect of proposals on particular areas of land. The Structure Plans only consider the future development of the local authority area taking into consideration such matters as population, housing, employment, transport, shopping, recreation, landscape, and environment and so on.

### *2. Local Plan*

Under the aegis of the Structure Plan comes the Local Plan which is a more detailed plan. By looking at it, it is possible to gain a good idea of what is going to happen in any piece of land. Although almost all the local authorities have structure plans prepared, most of them have still to prepare the detailed local plans.

## **8.4.3. Land Laws with Reference to Planning**

Land matters in Peninsular Malaysia are governed by the National Land Code (NLC) 1965 which adopts the "Torren System" of land administration. Sabah and Sarawak each have their own separate land laws.

Local authorities in Peninsular Malaysia undertake planning on the use of land under their control in accordance with the Development Plan system, subject to the provisions governing land use under the NLC 1965.

## **8.4.4. Machinery to Administer Land**

Land is strictly a State matter. It is administered by the State Director of Lands and Mines under who is the Registrar of Titles, Deputy Registrar of Titles, Land Administrator, Collector of Land Revenue and the Assistant Collectors. The Director of Lands and

Mines and the Registrar of Titles, are normally centralised in the state capital while each district has its own Land Office under the District Officer. In larger districts, the District Officer leaves all land matters to the Land Administrator who usually deals directly with the Director of Lands and Mines.

In Peninsular Malaysia, each State is divided into Districts and each District is further divided into Mukims and within the Mukims are the towns and villages. Generally, the Registrar's Office keeps and maintains records of town or village land or any lot of country land exceeding ten acres in area and any part of the foreshore or seabed, while records of any lot of country land not exceeding ten acres in area are kept at the District Land Offices.

At the national level, there is the National Land Council whose main duty is to formulate a national policy in the promotion and control of the utilisation of land to guide the Federal and State Governments.

#### **8.4.5. Conversion**

Though a piece of land may have expressed or implied conditions on it, this does not mean that the conditions cannot be varied. A land owner can apply to the State Government to change the category on this land, say from "agriculture" to "building" to "industry", or the other way round. Section 124 of the NLC allows for this. Usually the application for the variation of condition has to go through a process of approval by various departments and if there is objection to the application, the State can reject the application.

Sections 135 and 136 of the NLC spell out conditions that have to be fulfilled for land to be subdivided for the issue of separate titles. The plan must be approved by the planning authority that is, any authority having jurisdiction under any law of the time being in force relating to town planning, the lots in the layout plan must be of suitable shape and size, that each lot should have an access to a road.

#### **8.4.6. Amalgamation and Subdivision**

In large scale development, very often, landowners have to amalgamate the land into one piece and then only is he allowed to subdivide. This was a tedious two step process because on amalgamation of the land under Section 146, the State Authority issues only a qualified title - title in advance of survey (Q.T). Before subdividing the amalgamated lots into housing lots the landowners have to apply for the final title e.g. grants (Section 135 (I) and (183)). To overcome this problem each state had its own system of speeding up the process. In some states, to have speedy subdivision where amalgamation is involved, the land owner was required to surrender this original multiple plot of land and the State Authority then re-alienates the lots to the landowner. This is known as the surrender and re-alienation process under Section 240A- 40H.

The government in recognition of this constraint imposed by the NLC on land developers amended Section 135 (I ), 140 (I) and 146 (1) of the NLC in 1985 which allowed the State Government to subdivide, amalgamate and partition qualified titles in continuation of final title simultaneously. The government in recognition of this constraint imposed by the NLC on land developers amended Section 135 (I), 140 (1) and 146 (I) of the NLC in 1985 which allowed the State Government to subdivide, amalgamate and partition qualified titles in continuation of final title simultaneously.

Section 124 allows for the conversion of land from one use to another. Before 1985, conversion and subdivision had to be carried out in two stages. First the conversion has to be approved, and only then, can application for subdivision be submitted. This imposes an unnecessary burden on landowners and delayed in the issue of qualified titles. In the amended version, which was approved in 1985, Section 124A (I) allows for simultaneous application for sub-division and conversion in respect of the proposed sub-divisional portions. This has speeded up the process of the issuance of titles.

# Layout Approval

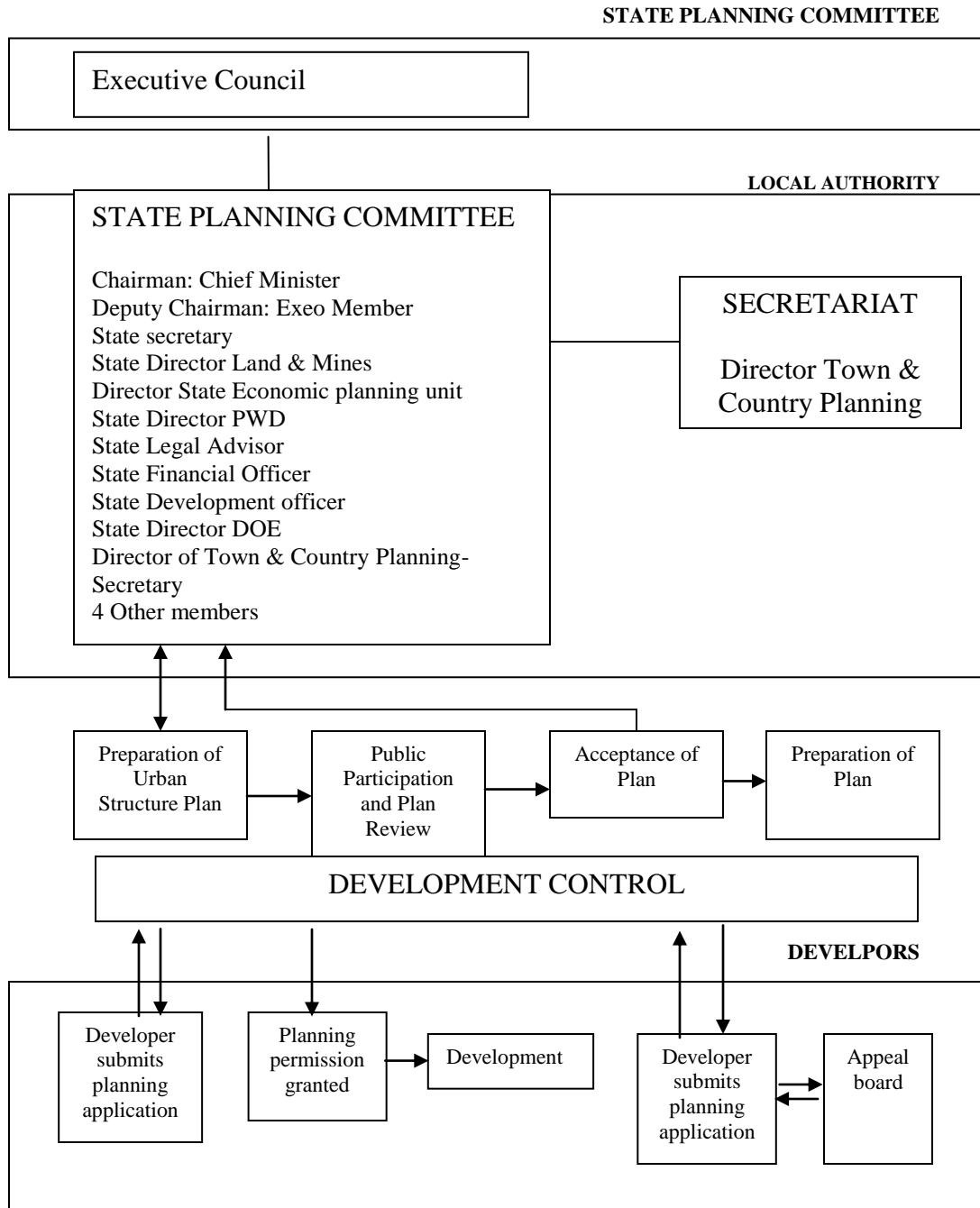


Fig. 8.10: An Outline of Planning Procedure, Town & Country Act 1976

#### **8.4.8. Development Control System**

Development control is the requirement that all development must have the approval of the local authority. Development is generally understood as the carrying out of building, engineering, mining or other operations in, on, over or under the land or the making of any material change in the use of buildings or land. When a planning application is sent to the local authority, the local authority considers whether the proposal is in accordance with the Structure Plan and/or Local Plan, if there is one. The local authority can approve the layout or building plan, reject it or approve it with conditions.

##### *1. Layout Plans Approval*

Before any building or structure is constructed in a local authority, two stages of planning approval are required; first, the layout approval which requires the approval of the plan of the proposed building project and second, the building approval and it deals with the physical characteristics of the building itself.

##### *2. Subdivision of Land*

The states in Peninsular Malaysia and the Federal Territory of Kuala Lumpur are governed by one general land law contained in the National Land Code 1965. Local authorities can approve the layout plan and under their control. However, before development of the land commences the land has to be converted and subdivided in accordance to the requirement of the National Land Code, 1965.

Application for the approval for conversion and subdivision of land may vary from state to state but generally the procedure is shown in the following figure 8.11 & 8.12.

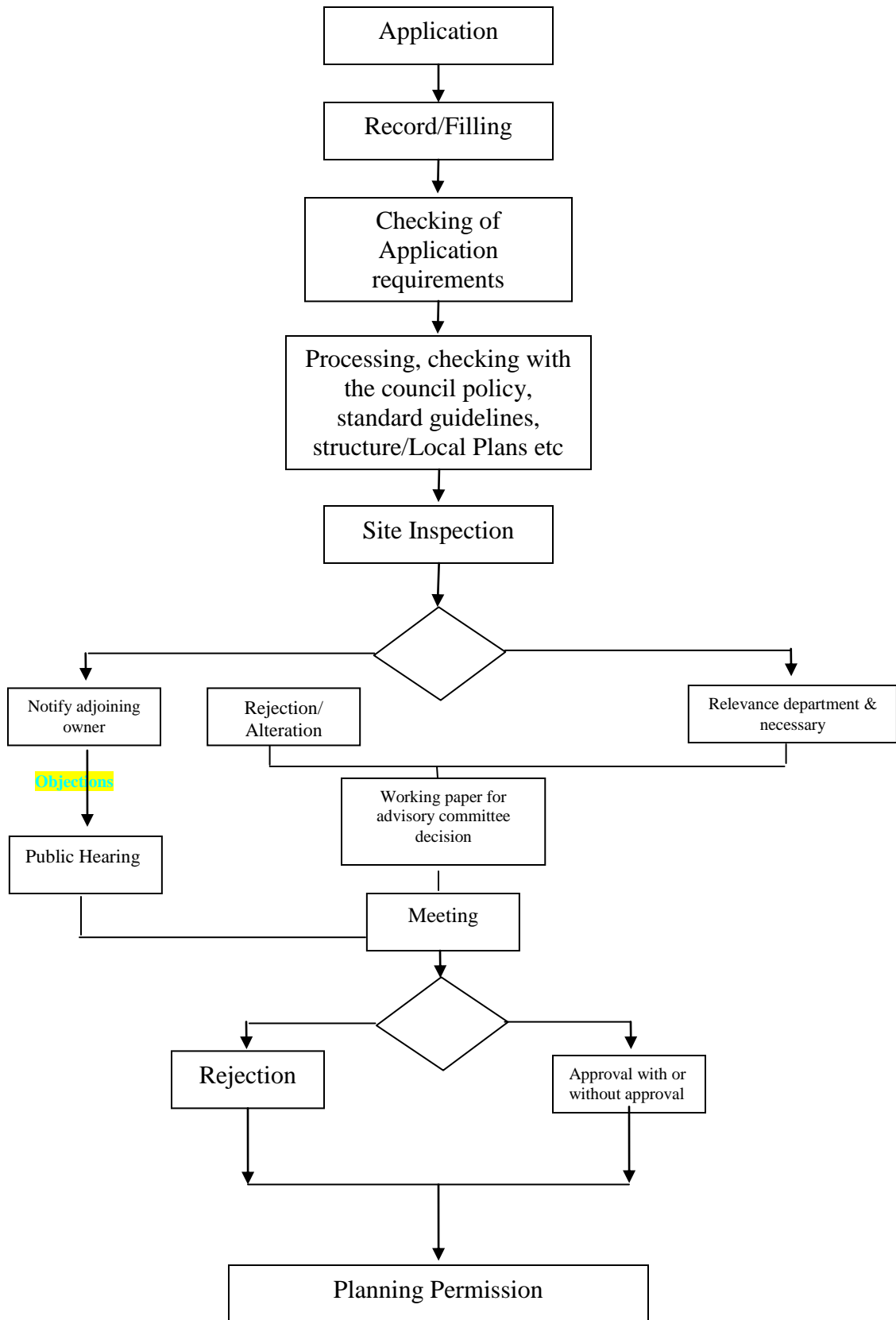
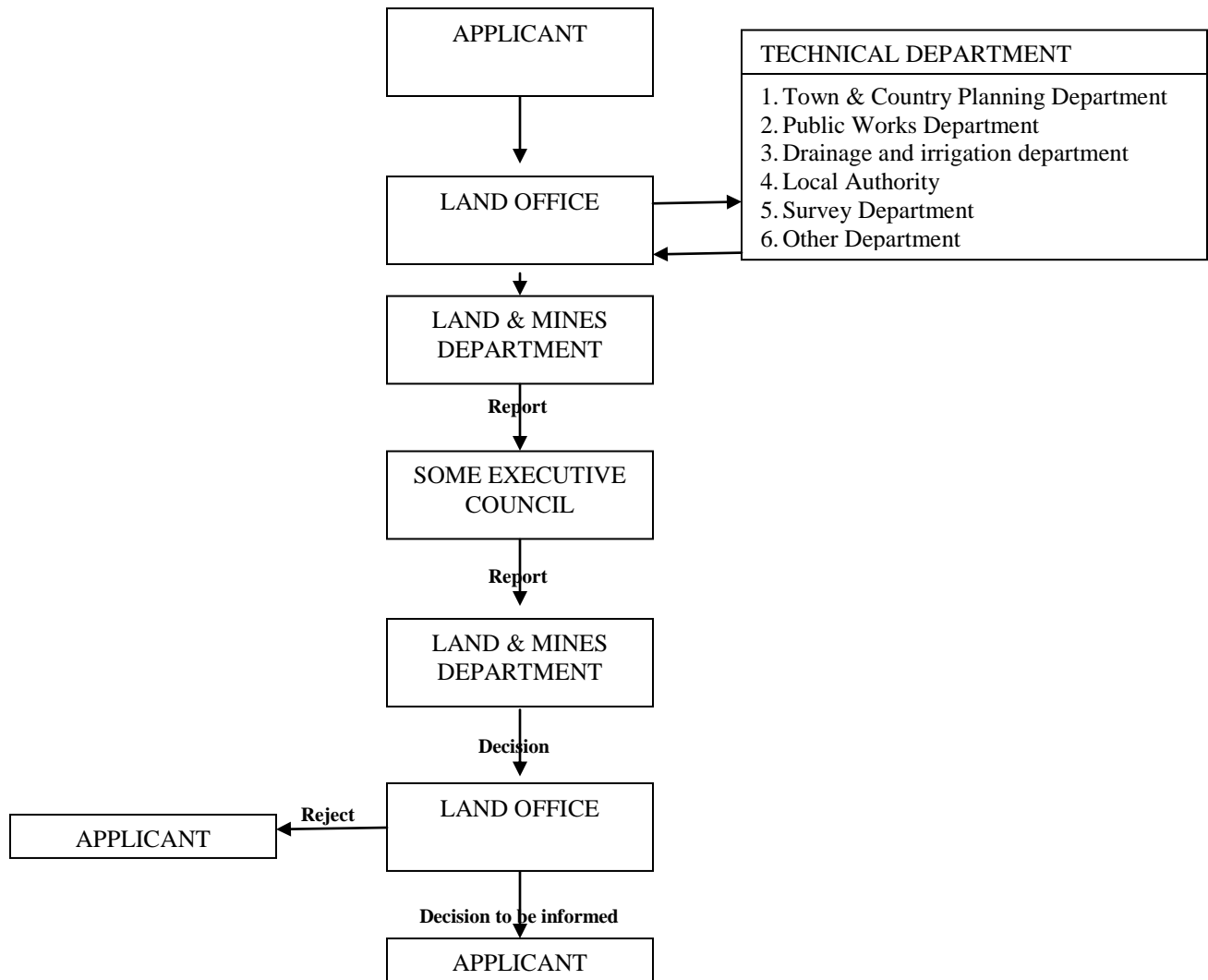
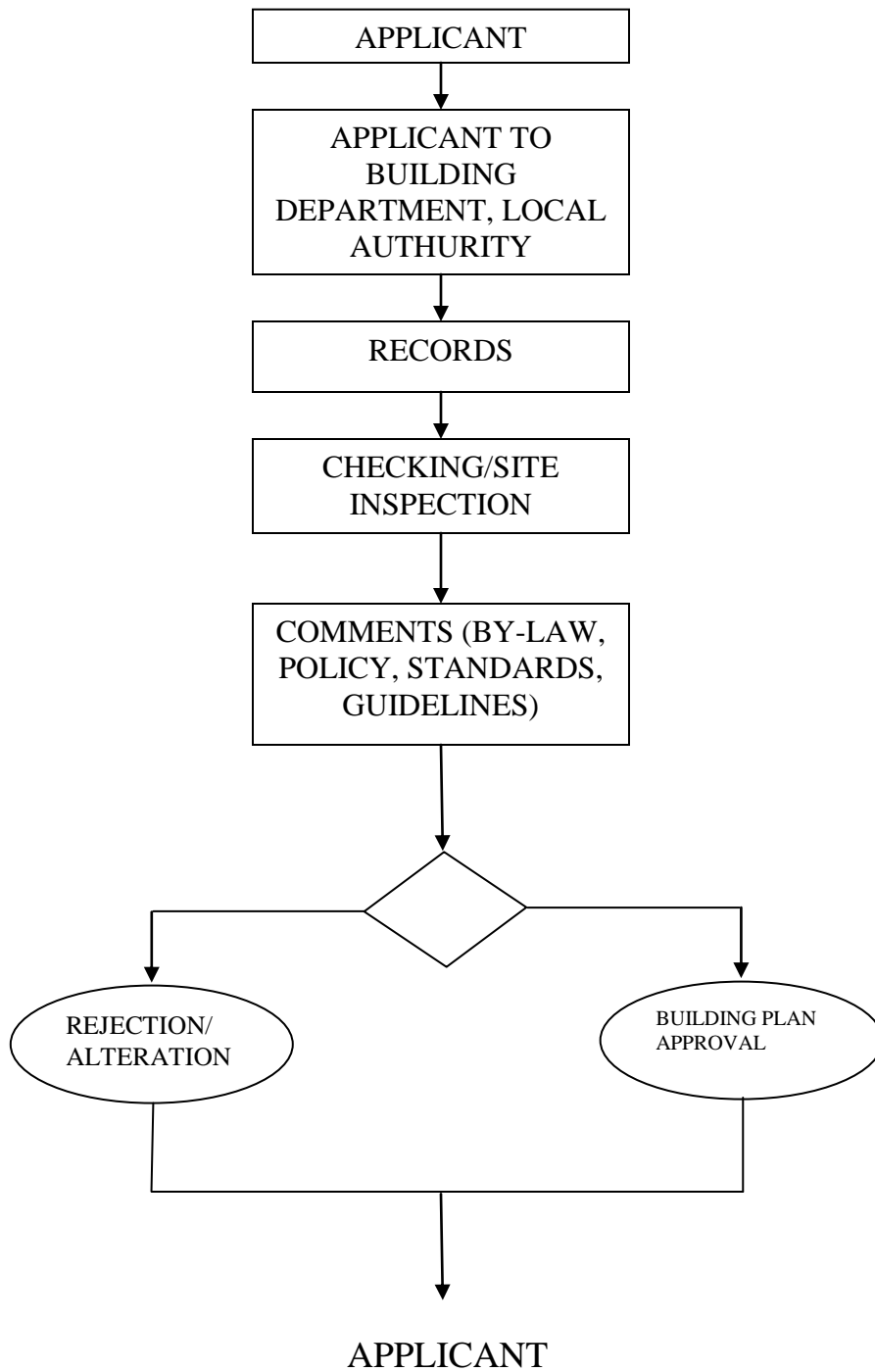


Fig.8.11: Layout Approval



*Fig. 8.12: Approval for Subdivision of Land Building Control System*

All buildings to be constructed by private individuals / developers require prior approval from the local authority where the building is to be constructed. This control is introduced to ensure that structures are constructed on suitable locations and are safe and habitable places for working and for dwelling, and in accordance to the building bylaws. While the engineers in the local authority checks on the architectural and structural aspects of the proposed building, the town planners review the overall layout, building lines, density and plot ratio, parking and others. This process is shown in figure 8.13.



*Fig8.13: Building Plan Approval*



### *3. Requirement for Carrying Out Development*

The requirements of the Housing Developers (Control and Licensing) Act 1966 and Housing Developers (Control and Licensing) Regulations 1989 must be fully complied with in carrying out any development. They include:

- obtaining a developers' licence from the Licensing and Advisory Division, Ministry of Housing and Local Government (MHLG);
- opening a Housing Development Account;
- obtaining an advertisement and sale permit from Licensing and Advisory Division, MHLG;
- Conducting sale and purchase agreements in accordance with the requirements of the Housing Developers (Control and Licensing) Regulations 1989.

### *4. Requirement at Construction Stag*

The requirements for proceeding with construction works in a particular development include the following:

- approvals for building plans and earth works must be obtained;
- earth works must be carried out in accordance with the requirements of the Earth Works By-Laws;
- safety requirements for construction works under the Factory and Machinery Act 1967 and Occupational Safety & Health Act 1994 must be complied with;
- construction works should only be carried out within the limits of lot boundary as approved by qualified personnel;
- all construction works shall be supervised by a qualified personnel;
- construction works shall not cause nuisance to surrounding areas;

## 5. *Issuance of CFO*

In connection with the delivery of vacant possession and issuance of Certificate of Fitness for Occupation (CFO), the following requirements must be complied with:

- all temporary buildings must be demolished and the site cleaned up before application is made;
- application in accordance with prescribed procedure;
- necessary endorsement from relevant technical departments obtained before application for CFO is submitted to Local authority;
- vacant possession should only be delivered upon an application for CFO which is in order and has been duly accepted by the Local Authorities;
- all minor deviations should be rectified within 6 months as required under the Uniform Building By-Laws 1984.

## **9.0. Urban Land Development and Management in Pakistan: A Way Forward**

The assessment of land development and management practices in five cities of Punjab and the review of best practice models in developed and developing countries lead the following recommendations relating to land development and management and planning system in Pakistan.

### **9.1. Need for Comprehensive Town Planning Act**

The city planning process in Pakistan has suffered enormous deficiencies in the past decades because of the inadequacy of legislation covering all town planning issues. The assessment of land development and management practices in five cities of Punjab clearly shows that there has been no proper legislative endorsement for streamlining of the planning process. The major cities were and even now are growing in the shape of piecemeal incremental pattern. The existing planning documents and guidelines are rarely consulted and projects are approved without observing planning principles and practices. The PLGO 2001 has provided an administrative and management system to decentralize the decision making, but it lacks the systematic planning process and provides loopholes to the decision makers.

The large urban centers throughout the country, particularly five major cities of Punjab, have some kind of planning functions rendered by the development authorities (DAs), municipal/city governments and other local bodies, but the rural medium and small centers have nominal planning guidelines for their future development. We are lacking regional or provincial and district development plans. Master plans are prepared for the major urban centers and implemented in isolation. Lacking systematic planning approach resulted in an un-coordinated planning throughout Pakistan.

Although many local agencies in Pakistan are working with public and private groups in order to obtain more orderly and efficient physical development, but there are concerns how we correct mistakes made by the decision makers in the past. The way out to this planning dilemma is by adopting a common set of planning rules and regulations at the

local and provincial level to address the daunting issues. We are not too late to rectify the situation by learning lesson from our previous mistakes and use them as an opportunity to correct our self by adopting proper planning processes at various decision making level. The review of some best practices of urban land development and management suggests that planning laws adopted in developed and developing countries are not very old; they were emerged as a result of World War II and massive industrialization of the cities, towns and rural fringes. In USA, initial planning laws were introduced in 1920s and in UK in 1940s, Malaysia 1976, Philippine 1950.

There is a need to introduce a comprehensive town planning act that will provide planners, politicians, and administrators a tool to monitor development systematically at local and regional levels. The comprehensive town planning act is to provide for City and Regional Planning, the creation, organization and powers of Planning institutions, the regulation of sub-division of land and the acquisition of right to keep planned streets free from encroachments, and providing penalties for violation of this act. It will refurbish our communities where people would like to live, work and raise their families. It will also give new look to our transportation network, parks, public utilities and civic buildings as well as the need of the people for their housing. Other than its social impact, we would also see the economic benefits in our country as it will allow developing industries at local and regional level in a proper planning process.

## **9.2. Proposed Institutional Framework**

In order to enable federal government to provide advisory services, provincial government to provide instrumental services and local government to provide the sponsoring services for the continuous linkages in the planning process, we need to have dissemination of planning powers at all the administrative levels. Planning institutions at national, provincial, district and local levels are required to be authorized and empowered to implement town planning principles in their respective jurisdictions. The following are the institutions which would be dealing with spatial planning issues at various levels.

### **9.2.1. Planning Commission of Pakistan**

The Federal Government, mainly through Planning Commission of Pakistan, is responsible to prepare long range planning, medium term planning and sectoral planning for the socio-economic development of the country. It is proposed that the Planning Commission will prepare a National Spatial Strategy which would broadly deal with land uses for the entire country and setting-up of targets and identification of specific policies to achieve these goals. The strategy would also include major communication networks and mega projects. The Planning Commission will get inputs from the proposed PSPUs, other departments/agencies and experts dealing with various sectors of economic and urban development.

### **9.2.2. Provincial Spatial Planning Units**

In all the provinces of the country it is proposed that Provincial Spatial Planning Units (PSPUs) would be created under the umbrella of Provincial Planning and Development Boards. The spatial planning unit shall be authorized to prepare, adopt, maintain, and update the Provincial Spatial Development Plan (PSDP). In addition they shall be responsible for: preparation of a long term infrastructure-need assessment; development and promotion of procedures to facilitate planning and policy cooperation and coordination between provincial agencies and local government with regard to the planning and development of land use, environmental, capital facility and economic development issues; provision of technical assistance to the local government; review of provincial and local government planning procedures and relationships and make recommendations to enhance their efficiency and effectiveness; review and comment on capital improvement programs and any legislation that appropriates funds for capital projects in light of their relation to the provincial spatial development plan. In case of Punjab, considering the requisite skills and capacity, the Urban Unit could be designated as the Provincial Spatial Planning Unit.

### **9.2.3. District Spatial Planning Units**

Presently, the District Officer Spatial Planning is dealing with spatial planning issues for the entire district. However, keeping in view the extent and nature of the tasks it is very

difficult for a single officer to accomplish the desired planning objectives. In case of Faisalabad, a strategic planning unit has been established in the CDG which is reportedly functioning well. In order to deal with strategic and spatial planning issues, it is proposed that District Spatial Planning Units (DSPUs) may be created in all CDGs with requisite staff and facilities. It shall be the function and duty of the DSPU to make and adopt a strategic and spatial plan for the economic and physical development of the district. Such plan, with the accompanying maps, plates, charts, and description shall show the DSPUs recommendations for the development of said territory. The DSPUs may from time to time amend, extend, or add land uses and important projects. The DSPUs will also provide guidelines to the tehsil/town municipal administration. The District Officer Spatial Planning will be responsible for the overall functioning of the unit. In five large cities of the province, the DAs can perform the functions of DSPUs.

#### **9.2.4. Tehsil/Town Officer Planning and Co-ordination**

The Tehsil/Town Officer Planning and Co-ordination (TOP&C) shall perform the planning functions within its area of jurisdiction. It is proposed that the institutional capacity of TOP&C may be enhanced matching with the size of population, development pattern and settlement patterns of Tehsil/Town. He will be responsible for the preparation of a Tehsil/Town Spatial Plan and action plans for various parts/settlements of a Tehsil/Town. He will ensure the implementation of Tehsil Spatial Plan by exercising control over land use and granting planning permission for the erection and re-erection of buildings within the jurisdiction of tehsil/town. He will also collaborate with UCs in identifying the priority projects.

#### **9.2.5. Redefining the Role of Development Authorities**

Presently, the Development Authorities (DAs) in five major cities of Punjab are functioning under the CDGs. The key function of the DAs is to prepare, implement and enforce schemes for housing, urban renewal including slums improvement and redevelopment. The other functions include the preparation of comprehensive development plan and periodically update the same; development, operation and maintenance of water supply, sewerage and drainage system within their area; and

preparation, implementation and enforcement of schemes for solid waste disposal, transportation and traffic, health and education facilities. Preparation and implementation of master plan can also be found as one of the functions of various (DAs) primarily in large cities. Given the above facts and legal provisions, planning procedures and activities in five major cities of Punjab are disintegrated and fragmented.

Different planning and management agencies have overlapping planning functions and jurisdictions, particularly, after the promulgation of PLGO 2001 and with the strengthening of local government system. This muddled institutional system is resulting in uncoordinated planning and development within the urban structure and wastage of financial resources. This situation calls for the redefining the role of DAs. It is therefore proposed that the regulatory functions (development control and building control etc.) of DAs may be withdrawn. The areas currently being controlled by the DAs may be handed over to the concerned towns. In consequence, it is recommended that the capacity of TOP&C may be strengthen in the light of additional work load. The DAs should be re-designated as spatial development authorities. The concerned CDG may entrust upon them, any assignment related with development such as upgrading and renewal of old areas of the town, development of low income housing schemes, development of industrial estates and infrastructural development schemes etc.

#### **9.2.6. Redefining the Role of Punjab Housing and Town Planning Agency**

Provincial and Local Governments play a vital role in the provision of urban and rural infrastructure like water and sewerage, inter-city and intra-city transport systems and some cases even electric power. The onus of land development and management mainly rests with the Local Government. However, Punjab Housing and Town Planning Agency (PHATA) is also responsible to establish a comprehensive system of town planning at provincial, regional, district, tehsil and union council levels in order to ensure systematic, integrated growth of urban and rural areas in the province of Punjab. The current functions of PHATA are also overlapping with the functions of CDGs. The town planning capacity of the PHATA has also been diminished due to retirement of senior town planners and absorption of some town planners in Local Government. It is

suggested that the role and functions of the agency need to be redefined. The town planning function of PHATA can easily be handled by the proposed PSPU. The PHATA may retain its housing provision related functions for the entire province.

### **9.2.7. Establishment of Metropolitan Planning Commissions**

The assessment of urban planning practice in five major cities of Punjab reveals that there are multiple agencies involved in planning and implementation of land development and management proposals. Therefore, an integration of urban planning and management at two distinct levels through formal but non-statutory institution at city level is desirable.

- At the planning level, to ensure that relevant agencies and service providers are involved in the planning and design of interventions which are likely, to have an impact on their jurisdictions. This is crucial for demand forecasting and, provides government agencies with the opportunity to set priorities, to anticipate change and to provide for increasing pressures on urban infrastructure and services.
- At the implementation level, to ensure that interventions address the whole set of issues and not simply a few symptoms of a wider problem. Moreover, to encourage the solutions which are implemented simultaneously as an integrated set of activities. This is necessary to ensure timeliness of interventions and efficient utilization of resources by urban planners and managers.

In order to enable integrated development, the institutional mechanism envisaged by the Government of the Punjab is a non-statutory Metropolitan Planning Commission (MPC) in Lahore which integrates planning and management policies and practices in the city. As a matter of institutional formality, the relevant stakeholders need to execute a Memorandum of Participation which is evidence of their resolve and willingness to work collectively. The Memorandum of Participation outlines the framework within which the MPC shall develop its own administrative and operational procedures. The Government of the Punjab has been mindful of the benefits to be derived from the functioning of the MPC in large cities in the province. Foremost among these is the promotion of holistic design and implementation of urban interventions. This is expected to lead to greater levels of efficiency, effectiveness and transparency of urban development. The interaction between proposed members of the MPC shall result in increased participation of the stakeholders who shall experience a greater sense of ownership of urban interventions,



thereby entrenching their commitment to collective responsibility and decision making in Lahore. It is proposed that MPC shall also be formed in other four CDGs in line with the city of Lahore.

### **9.3. Proposed Spatial Planning Framework**

A holistic and comprehensive approach needs to be adopted for the land development and management in all human settlements particularly in five major cities in Punjab including (i) enhancing rural-urban linkages to improve the respective functional efficiencies for growth and sustainable development; (ii) ensuring equitable and balanced development through provision of infrastructure and services, with strengthened local governments under the devolved system in the lead role; and (iii) developing public-private partnership.

Space use and planning issues need to be addressed in the context of both rural and urban areas. There have been several issues related to physical planning. First, urbanization problems are not being addresses comprehensively as there is no spatial planning at the national and provincial levels. Second, the link between devolved arrangements and spatial planning need to be clearly established to integrate urban and rural development. Third, statutory cover for plan preparation and implementation needs to be provided. Fourth, the indiscriminate conversion of rich agricultural land for urban uses needs to be checked. Finally, haphazard growth around big cities and along national highways is creating serious traffic and management problems.

#### **9.3.1. National Spatial Strategy**

At the national level, the country must have long-range planning, the medium-term planning and sectoral planning. It is proposed that a National Spatial Strategy (NSS) would be formulated with the Planning Commission taking the lead role in its formulation. The NSS will broadly deal with macro-economy, national framework for PSDP, sustainable human settlements, infrastructure development, environment and

natural resources management, and governance/institutional development. It would indicate alignments of motorways, location of airports, seaports and other vital communication links/ facilities as well as other mega projects, and strategic zones.

### **9.3.2. Provincial Spatial Development Plan**

Each province of Pakistan is required to prepare a Provincial Spatial Development Plan (PSDP) for a period of 20 - 25 years. This plan is recommended to be prepared by the Provincial Planning and Development Boards in collaboration with line departments/agencies/authorities of the concerned province, and approved by the Provincial Cabinet. The plan may consist of, but not limited to the following scope to balance the funding and resource distribution on need base assessment.

The plan will (i) highlight the provincial goals, strategies and policies in the light of NSS (ii) address the issues of rural-urban complementarities, and identify effective measures for establishing a balanced hierarchy of the human settlements, (ii) provide framework for District Spatial Plans (DSPs) with particular reference to the resolution of inter-district planning issues, (iii) provide guidelines for the emerging development corridors and transportation network; (iv) determine the hierarchy of settlements according to the economic functions, population distribution, geographical locations and development potentials; (v) determine the need for new towns at feasible locations; (vi) guide public investment priorities in the major centers; (vii) take measures to curtail rapid growth of large cities; (viii) provide affordable housing schemes for low income groups; provide guidelines for historical, cultural and environmental preservation; and specify areas of critical provincial concerns .

### **9.3.3. District Spatial Plan**

In order to achieve a balanced urban and economic development, it is proposed that each will get prepared a District Spatial/Regional Plan. It will be prepared by the District Government concerned, having a perspective of 12 - 15 years, with support of line

departments/agencies, civil society, universities, urban and rural research institutions. The Plan is to be prepared within the guidelines of the Provincial Spatial Development Plan and approved at the district level. Implementation of this plan is proposed to be carried out and monitored by the District Government (District Officer Spatial Planning) with allocation of lands for future growth of urban and rural settlements, right of ways for major communication and utilities trunk lines falling within the jurisdiction of two or more TMAs, and identification of major projects and their locations, as well as to undertake their implementation with effective monitoring mechanism.

### **9.3.4 Metropolitan Spatial Plan**

Keeping in view the problems associated with the preparation and implementation of master plan it is suggested that for a city like Lahore, Faisalabad, Rawalpindi, Gujranwala and Multan, there is little likelihood of successful implementation of traditional master plans. However, for such cities Metropolitan Spatial Plans are recommended to be prepared and approved by the concerned CDG, having a perspective of 12 - 15 years. It is also proposed that boundaries of each metropolitan region would be delineated mainly on the basis of determining metropolitan field. The metropolitan may encompass the areas of urban towns and some area from the town of rural character. However, the remaining towns of a CDG may opt for the preparation of spatial plan/master plan/action plan whichever is considered appropriate by the concerned TMA. In case of Lahore, it would include some areas of Shekhupura and Kasur districts. In this context, it is desirable to get the metropolitan regional boundary notified in the official gazette. The Plan is to be prepared within the framework of the NSS and the PSDP. It will be supervised by the proposed MPC and approved the concerned CDG. Implementation of this plan is proposed to be carried out and monitored by the District Government (District Officer Spatial Planning) with allocation of lands for future growth of urban and rural settlements, right of ways for major communication and utilities trunk lines falling within the jurisdiction of two or more TMAs, and identification of major projects and their locations, as well as to undertake their implementation with effective monitoring mechanism.

### **9.3.5. Tehsil Spatial Plan**

In order to exercise an effective development control over land development and to control urban sprawl a Tehsil Spatial Plan (TSP), having 8 - 10 years perspective, is required to be prepared within the context of the District Spatial/Regional Plan by the concerned Tehsil/Town Municipal Administration (TMA). The plan will be approved by the TMA. The plan would include (i) detailed land use plans for the urban area/ cities and urban development corridors, (ii) detailed programme for the improvement of villages with projects and their implementation schedule, (iii) projects and annual improvements programmes for the Tehsil/Town with resource allocation and land earmarking to promote integrated development, (iv) identification of areas for change of use particularly in big cities, and (v) promotion of urban renewal schemes (vi) to put in place effective implementation and monitoring mechanism.

### **9.3.6. Investment Plans**

The investment Plans will be prepared annually, approved and implemented by the TMA within the context of respective Tehsil Spatial Plans. Spatial planning proposals will be translated into projects. The actions will be in sufficient detail for formulation of subsequent investment project proposals. The planning process is to be carried out with adequate multidisciplinary inputs, and would be forward looking, preventive in nature, and action oriented.

### **9.3.7. Base Map**

At present there is no up-to-date official map of any of the five major cities of Punjab, including Lahore the provincial capital! However, private firms such as Feroze Sons and Mapco publish the maps of various cities after procuring information from Survey of Pakistan. The maps so prepared do not clearly indicate streets, squares, parks, or other public ways, grounds, or open spaces, or public buildings or structures, or public utilities etc. As a first step towards improving the planning framework, there is a dire need that a

geo-referenced base map of each settlement (metropolitan city, town, and village) should be prepared. In the past, preparation of a base map used to consider an up-hill task but with the technological advancement and use of satellite image has made this exercise relatively simple. The map should be updated annually by the concerned CDG/District Government. The map is to be made available in hard and soft forms to the planning agencies and it will be easy to record the changes as and when occur in a particular settlement. Once the base map is prepared it is recommended that the map should be notified in the official gazette.

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