

ROLE OF DEVELOPMENT AUTHORITIES IN MANAGING SPATIAL URBAN GROWTH; A CASE STUDY OF LAHORE DEVELOPMENT AUTHORITY, PAKISTAN

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ABSTRACT: The rapid population growth has caused the problem of urbanization in big cities/towns of Punjab (Name of province of Pakistan). This urbanization phenomenon is creating problems for the agencies mainly responsible for planned spatial growth. In order to cope with this problem of haphazard spatial growth, development authorities are established in big cities of Pakistan. Lahore Development Authority (LDA) in Lahore was assigned to check the uneven development within the city boundaries. In order to achieve this objective, LDA prepared varied nature development plans for the city of Lahore. Unfortunately, the prepared development plans also seem failed to ensure planned development. The main reasons for this failure are lack of coordination among the line departments, delay in plan preparation, overlapping of function of implementing agencies. This paper mainly explores the role of LDA in managing the city spatial growth.

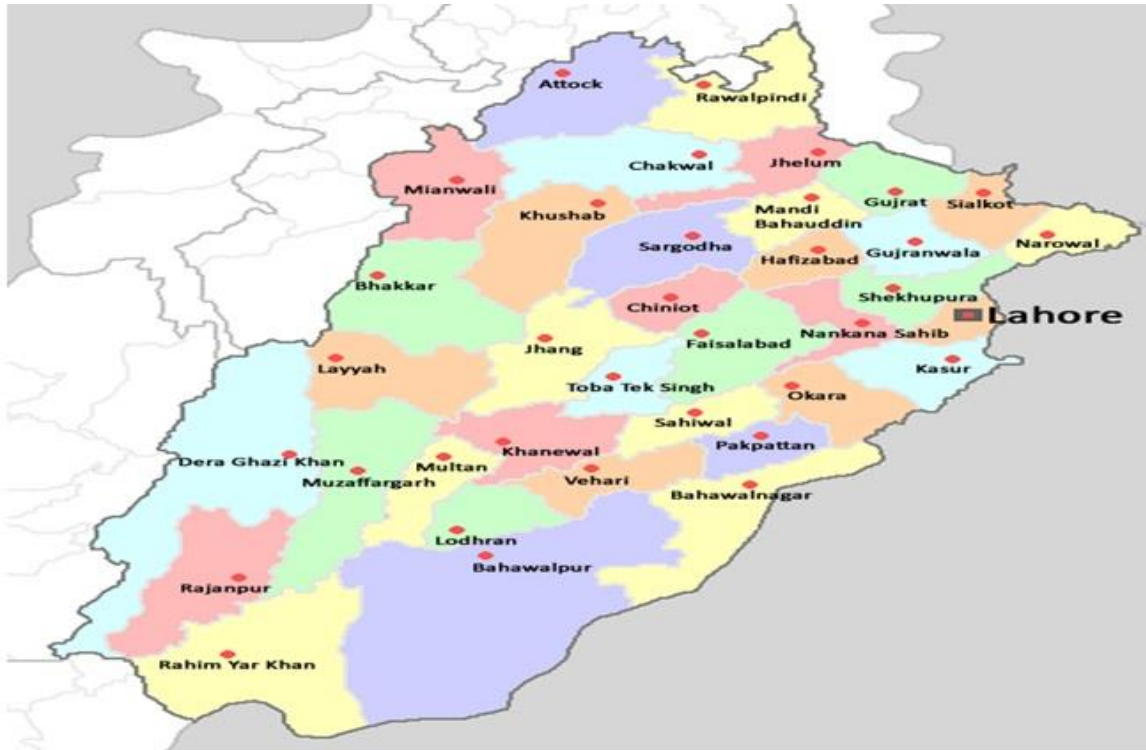
Key words: Urbanization, Rapid Urban Sprawl, Weak Development Control, Delays in Plan Preparation

INTRODUCTION

The continuous urbanization and industrialization especially in big cities of developing countries are creating numerous problems like over-crowding, haphazard spatial growth, slums formation, shortage of basic services, etc. (Bhalli 2012) portrayed this situation as urban sprawl is a global phenomenon of present era and mostly taking place in less developed countries. The same is supported by (Ahmad 2013) by saying that the world population is increasing at a much faster rate than ever before and proved to be one of the reasons for rapid expansion of human settlements. The cities of less developed countries are continuously under threat of over-crowding. According to (UNCHS-HABITAT 1997), in the last three decades there has been a shift in the demography of most Asian countries. Many large cities in Asia account for a significant proportion of their country's urban population. UNCHS-HABITAT further elaborated that more than half of Thailand's urban population resides in Bangkok, one third of the urban population of the Republic of Korea, Bangladesh and the Philippines reside in Seoul, Dhaka and Metro Manila, respectively. Jakarta, Karachi, Istanbul and Tehran have almost 20 per cent of their nation's urban population. As a result, most of Asia's largest cities grew at 3 per cent per annum in the period 1970-1990, but population growth in mega-urban agglomerations is still probably underestimated. These urban problems pose a challenge to the local units those are mainly responsible for managing the city spatial growth. The people are looking towards government departments/agencies and considered that everything will be provided by these line departments/agencies.

Pakistan has a population of more than 140 million. After independence from the British Empire in 1947, the country got huge influx of migrants. Cities and towns became the main areas where most of the migrants were accommodated. Unfortunately, due to absence of proper administrative structure, these human settlements started to grow haphazardly. This phenomenon continued till 1975 when the government severely realized the ill effects of such type of urban spatial growth. As a result, the government established Development Authorities (DAs) in big cities of the country parallel to already prevailing local government system. These DAs are created at the divisional level. Divisional level administrative structure in the country lies between the province and the districts. Punjab province consists of 36 districts (map-1) and 08 divisions. The DAs in Punjab are established at Lahore, Faisalabad, Multan, Rawalpindi, Gujranwala, Dera Gazi Khan, Bahawalpur, and in Federal Capital territory, i.e. Islamabad. In Sargodha division, instead of a development authority, improvement trust is made. The DAs are given legal backing with the Punjab Development of Cities Act 1975. Few main functions related to development authorities those provided a base for this research paper are:

1. The authority may:
 - i. Initiate and maintain a continuous process of comprehensive development planning for the area with the objective of preparing a development plan.
 - ii. Periodically update such a development plan and coordinate in implementation by the authority or government agencies within the area.
 - iii. Establish, maintain and periodically revise planning controls and building regulations for the area.



Map-1: Districts in Punjab Province

Source: Provinces of Pakistan-Punjab, assessed on 06.05.2013

MATERIAL AND METHODS

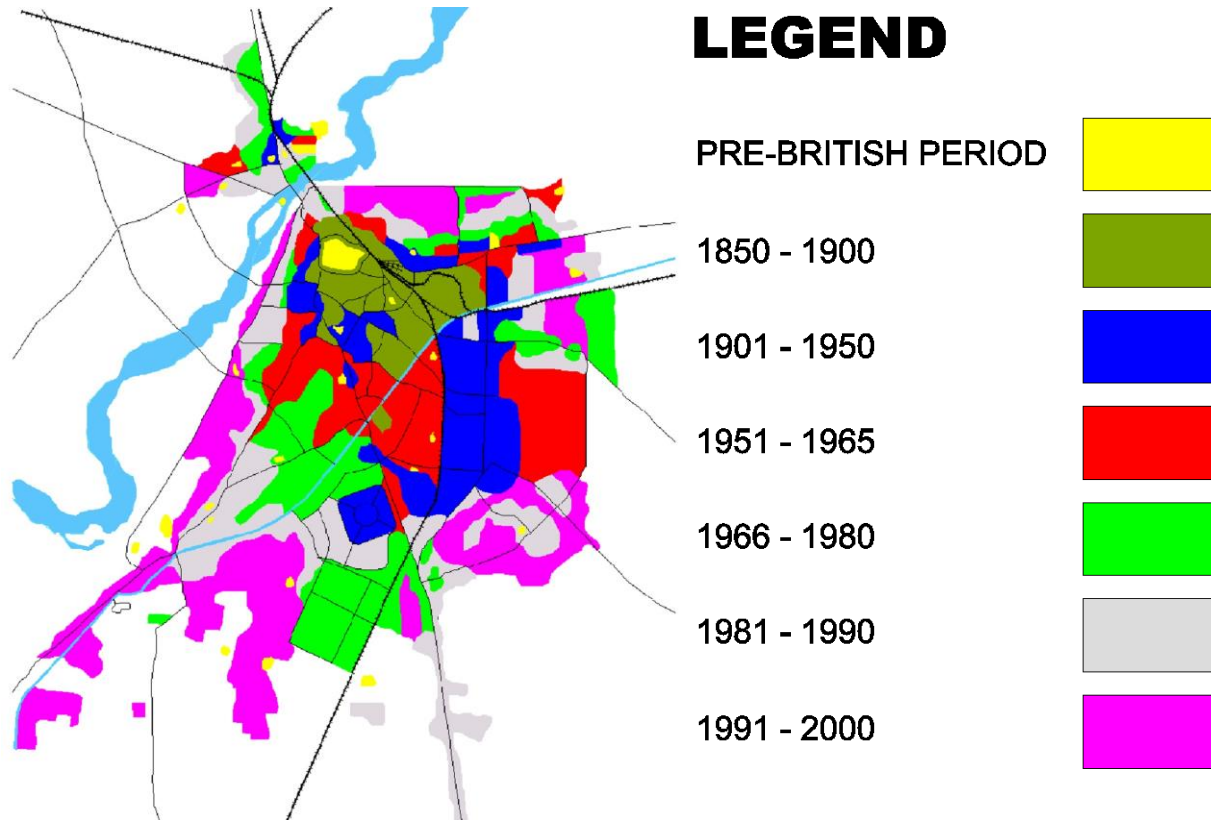
A key informant survey is carried out for the purpose. Convenience sampling technique is applied and paper is based on secondary data and key informant results. For this purpose, LDA building bye laws are explored and following research questions are framed:

1. Did LDA initiated and maintained a process of comprehensive development planning and prepared development plans for the city of Lahore?
2. Did LDA succeeded to regularly update development plan and coordinated with other line departments for the implementation of such prepared development plans?
3. Did LDA prepared regulations for proper development control?

Based on above questions, a questionnaire is prepared and a key informant survey is conducted. Respondents are selected from the LDA and City District Government (CDG) as both are responsible to check the development trends in the city. Both are exercising their powers in the same territory. For purpose of survey, two (02) persons are identified from Lahore Development Authority and two (02) are selected from City District Government. The main focus of the discussion was the issues those are described in the questionnaire.

RESULTS AND DISCUSSION

1. **Did LDA initiated and maintained a process of comprehensive development planning and prepared development plans for the areas?:** Development plans in form of Master, Structure, Regional, Outline Development are prepared for cities and towns of Pakistan so as to achieve the objective of planned spatial growth. In 1975, an act with the name Development of Cities act 1975 was introduced. The act made it mandatory for DAs to prepare such plans as deemed necessary for the smooth and planned development. DAs in Punjab province prepared variety of development plans during the past few years. All types of plan, vis-à-vis; master, structure, regional, and outlines development plans have been prepared with the objective to manage the city/town's spatial growth in an efficient way. All these plans took a long span of time for completion. Within this period the city boundaries are extended and landuse of area is entirely changed. Unfortunately the DAs closed their eyes and ignored these changes. So, the policies formulated in perspective of past scenario of landuses become useless and these short and long-term development plans could not be implemented with true spirit.



Map-2: Spatial expansion trends of Lahore Metropolitan Area

Source: NESPAK and LDA, 2004

Lahore, like other DAs is also facing rapid spatial expansion phenomenon. During different periods of time, the city boundaries expanded haphazardly and can well be judged by the map-2. Jamal (2012) also pointed out this spatial expansion especially in the south west direction. On the question, it was explored that LDA has prepared three development plans; a structure plan is prepared during the year 1966 followed by a master plan in 1973 and second in 2004. These plans were in form of structure/master plans for the city of Lahore. Moreover, a regional plan for Lahore is prepared during 70 and 80's but unfortunately no body know about it and even both CDG and LDA respondents were unaware of the regional plan of Lahore. It is observed that the interval of the plan making is not constant and all are prepared haphazardly in different years. In case of regional plan, no follow up is made and after the first no other regional plan could be prepared. Concerning to the question, it can be concluded that yes the LDA prepared development plans for the city of Lahore but it did not prove to be on regular basis. Jamal (2012) declared such plans as old rigid planning activities under the aegis of outdated master plans.

2. **Did LDA succeeded to regularly update development plan and coordinated with other line departments for the implementation of such prepared**

development plans?: To enforce building and zoning regulations within the area is prime responsibility of DAs and CDG of respective district. With introduction of uniform policy, the DAs and CDGs are now responsible to implement same policies. In this regard special powers are given to these authorities as well as CDGs. The authorities have tried to enforce strict development control policies in their areas of jurisdictions.

The respondents of survey from the CDG Lahore showed their deep concern on the issue. They were of the view that LDA never took them onboard at time of plan preparation. They are equal partner in city development but their objections are always ignored. Resultantly, at time of implementation, the LDA is exercising its powers in its defined areas with own style, whereas the CDG is implementing the same with its own way. It is observed that horizontally there exists no coordination among the LDA and CDG officials whereas vertically there exists a weak link. The main reason for this is the common head of the department, i.e. the Nazim. Jamal (2012) portrayed this situation as overlapping of functions of different implementing agencies. The same applies here as both CDG and LDA are trying to implement the same functions but with

different styles. Hence, the results are occurring in form of uncontrolled and unplanned spatial growth of Lahore.

Moreover, it was observed that different DAs did not have similar type of structure. Take the example of Town Planning and Metropolitan Directorates in DAs administrative structure. Town planning directorates are present in DAs but Metropolitan Wing/Directorate are lacking in certain Development Authorities. In Sargodah Improvement Trust the both town planning and metropolitan planning directorates are missing. In LDA, although Metropolitan Planning directorate is present and it is mainly responsible for planned spatial growth but it could not prepare development plans needed for the planned expansion of Lahore city. The plans those are present were prepared by the private consultants NESPAK.

3. Did LDA prepared regulations for proper development control?: LDA framed development control byelaws right after its creation. These LDA building bye laws 1982 were exercised by LDA for proper building and development control within boundaries of Lahore till the year 2001. Afterwards, the government formulated uniform building and development control regulations for all development authorities and the CDGs present in Punjab Province. Since 2005, the LDA is implementing the same byelaws as practised by CDG. This might be the achievement of LDA as at least firstly prepared proper building and development control byelaws and implemented the same with its letter and spirit. The respondents from LDA were proud of telling this whereas the personnel from CDG strongly criticized as they were not taken on board. They were of the view that when these bye laws are framed out, local government was never consulted. As a result, the development pace of the city could not be maintained with uniform guidelines. This is true because we see that in LDA controlled area the development trend is different compared to CDG areas.

Conclusions: Following main conclusions are drawn:

1. It is revealed that there exists no similar type of administrative system in every DAs. So, every authority is facing bottlenecks in implementation of its development plans.
2. It is found out that only LDA prepared development plans for the future growth of Lahore city. For this purpose, LDA spent huge amount and time. At time of completion, the city boundaries expanded and areas developed in haphazard way. Resultantly, the plans prepared could not achieve its objectives.
3. The DAs have very weak coordination with other line agencies working in a city/town. This is also true in case of LDA. CDG and LDA are working just like banks of a canal those are present but not meeting. Resultantly, in many areas the functions are

overlapped and this is mainly due to duplication of functions and powers exercised in the same territory.

Recommendations: Based on above conclusions, following recommendations are made:

1. There is a need of uniform administrative structure in all DAs. This will help the DAs to coordinate with one another for better results.
2. All DAs should be directed to prepare similar type of development plans needed for planned spatial growth of cities. These plans should be made on regular basis so as to keep an eye on the development trends.
3. The DAs have very weak coordination with line agencies working in a city/town. This is also true in case of LDA. CDG and LDA are working but in many areas functions are overlapped. This situation should be streamlined so as to achieve the objective of planned development.

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