

IMPLEMENTATION OF DEVELOPMENT CONTROL REGULATIONS IN LAHORE – PAKISTAN; A STEP TOWARDS HEALTHY BUILT ENVIRONMENT

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ABSTRACT: Rules and regulations are framed for the effective implementation of development plans. These development plans are prepared for different areas to achieve healthy built environment. The regulations direct the local planning/development authorities to prepare plans at the local level. The present study focuses on the development trends and development control regulations prevailing in the second biggest city of Pakistan namely Lahore that has a population of more than 5-million. The city is spatially growing haphazardly irrespective of the presence of numerous development agencies like Lahore Development Authority (LDA), Local Government Department Offices, Punjab Housing and Town Planning Agency (PHATA). These agencies at local level are specifically established to streamline the development and ensure smooth implementation of building and development control regulations in the city. These local authorities are given special powers to implement the building and development control regulations 2005 along with modifications made afterwards with its true letter and spirit. The enforcing agencies tried to implement the development control regulations in the city to achieve smooth and planned development necessary for healthy built environment. Apart from all such measures, this thickly populated city; Lahore, is still facing numerous problems and expanding without any planning. This paper reviews the current development control regulations practiced in Lahore Metropolitan area and highlight the loopholes present in its effective implementation. At end few recommendations are made those may guide local planning authorities especially struggling to achieve the objective of healthy built environment for the city of Lahore.

Key words: Haphazard Development, Development Control Regulations, Local Planning Agencies, Built Environment.

INTRODUCTION

The world population is increasing at a much faster rate than ever before and proved to be one of the reason for rapid expansion of human settlements. According to Chris (2011), Brazil has experienced one of the most drastic processes of socioeconomic and territorial re-organization in the developing world as a result of rapid urbanization since the 1930. Urbanization process proved to be the biggest factor in increasing the size of any area. Brian (1987) explained urbanization as spatial concomitant of the processes of social change and population concentration. Chris further explained the urbanization phenomenon in Brazil as according to latest national census over 83% of the total population of 190 million people lives in urban areas. It is observed that the rate of change of population is more prominent in urban areas compared to rural areas. Like many other countries of the world, Pakistan is also experiencing high rate of change of population. Resultantly, the population of major cities of Pakistan has doubled in last 30 years. Lahore, Karachi, Faisalabad, are few examples (table-1) where the population has increased manifold within few years and now these are in line with metropolitan and mega cities of the world.

The results of such rapid population growth are appearing in form of speedy spatial growth especially in cities/urban areas of a country. This urban sprawl is somewhere planned and in most of the cases squatter settlements are formed in and around the city boundaries. As a result, the city limits are increasing without any proper development control. Lahore, the provincial capital of biggest province of Pakistan is also facing this problem of urbanization due to which the city is expanding haphazardly. This is mainly because of poor building and development control. The city shape is deforming and can well be seen in figure-1. One of the major reason for this deforming shape is the rapid population growth. Major factors for this are natural increase, rural urban and urban-urban migration trends. A share of international migration to this city of Lahore is also present. Urbanization affects are prominent and are fully explained in table-1. The rapid population growth has exerted huge pressure on the city limits and thus posed severe challenge for the local authorities. Now the questions arise:

1. Are there certain laws/regulations to check unplanned spatial growth?
2. Are there line agencies responsible for smooth implementation of these laws/regulations?

3. What were the reasons for increase in unplanned development control regulations? spatial growth irrespective of presence of

Table-1: Population of major cities of Pakistan

Sr. No.	Name of City	Population		Average Annual Growth Rate	Population 2013*
		1981	1998		
1.	KARACHI	5,208,132	9,339,023	3.49	15,623,461
2.	LAHORE	2,952,689	5,143,495	3.32	8,395,069
3.	FAISALABAD	1,104,209	2,008,861	3.58	3,404,776
4.	RAWALPINDI	794,834	1,409,768	3.43	2,338,005
5.	MULTAN	732,070	1,197,384	2.93	1,846,558
6.	HYDERABAD	751,529	1,166,894	2.62	1,719,933
7.	GUJRANWALA	600,993	1,132,509	3.79	1,978,674
8.	PESHAWAR	566,248	982,816	3.29	1,597,152
9.	QUETTA	285,719	565,137	4.09	1,031,072
10.	ISLAMABAD	204,364	529,180	5.76	1,225,815

Source: GOP, 1998, *Projected population on the basis of 1998 population data



Figure-1: Generalized Spatial Growth Trends in Lahore

MATERIALS AND METHODS

In order to find answer of the research questions, line departments those are mainly responsible for the smooth implementation of development control regulations in Lahore are identified. These line departments included, local government offices (district, town and union council levels), Lahore Development Authority, Punjab Housing and Town Planning Agency. Key informant survey technique was used to collect primary data from the respondents. For the purpose of research, two persons (key informants) from each line department are selected randomly and interviewed. Care is taken in selection of personnel, and preference is given to those who have knowledge regarding strengths and weaknesses of implementation of building and development control regulations in the city of Lahore. Before interview, a small questionnaire is prepared and

set of questions are framed. For formulating the questions, Punjab Local Government Ordinance (PLGO) 2001 is thoroughly studies. Sections related to building and development control are explored. In this regard, focus is made on sections 40, 53, 54, 69, 70, and sixth schedule. All these sections are mainly dealing with the development control regulations. While framing the questions, concentration is made on the research questions. Moreover, efforts are made to extract maximum information from the key informant interviews.

RESULTS AND DISCUSSION

Khan (2006) critically reviewed the Punjab Local Government Ordinance 2001 and mainly explored the weaknesses. Among so many weaknesses of the Punjab Local Government Ordinance (PLGO) 2001, one

is with regard to its Section 40 (a) which described that the function of the Zila (District) Council is to approve master plans, zoning, land use plans. Such plans are prepared to monitor and control the haphazard spatial development of Lahore. When the respondents were asked about it, no person supported this. Unfortunately, after 2005 no master plan could be prepared for the metropolitan city of Lahore. Moreover, the interviewers told that implementation agencies have many reservations on that plan. They were of the view that the plan has many mistakes and is becoming difficult to implement as such. One among so many is the outdated land use data of the city. The plan is prepared during the year 2005 and after a period of about eight years the ground realities have been changed and thus are not supporting whatever has been inserted in the master plan. Resultantly, the departments could not get the desired results and the development authorities are facing hindrances in implementation of building and development control regulations in the city of Lahore. The respondents told that no master plan could be prepared in less than 05 years. Resultantly, this delay causes problems for the city administration.

According to PLGO 2001 section 54(a), the functions and powers of the Tehsil Municipal Administration (TMA) is to prepare spatial plans for the Tehsil in collaboration with Union Councils, including plans for land use, zoning and functions for which the Tehsil Municipal Administration is responsible. The section 53(3) iii of PLGO (2001) provides for the appointment of a Tehsil Officer (Planning & Coordination) in the TMA, who shall be responsible for the spatial planning and land use control, building control, and coordination of development plans and projects with Union Council Administration, Village Councils and other local governments. On the issue the respondent replied that so far no TMA could prepare any sort of development plan. Moreover, they were of the there exists a gap in the upper (district) and lower (union council) tiers. Neither the district coordinated with TMA office nor the union council for preparation of any sort of plan due to which development is occurring in pieces and bits. Apart from this the TMA could not establish working relationships with other line department. The respondents furthermore told that at the union council level, there exist no relevant personnel who have ability to prepare a plan. Therefore, no person is available who can help the TMA to prepare a development plan. Everyone told that the relevant professionals are lacking due to which the plans could not be prepared.

Under the Sixth Schedule of PLGO (2001), the word Master Plan has been used for spatial plan. Section 69 reads: Spatial Plan:-The concerned local government may draw up spatial (master) Plan for its local. Section 70 provides for Site Development Schemes, a Plan has been drawn up under paragraph 69 and such plan has

been approved, no owner of land exceeding such area as may be specified in this behalf in the Plan so approved shall develop the site or erect or re-erect a building on any plot of land covered by the Plan, except in conformity with the provisions of a site development scheme sanctioned for the area in the manner prescribed. The respondents on this explained that, in Lahore, due to lack of sufficient manpower, it has become difficult to keep an eye on the urban sprawl. Urbanization phenomenon is very prominent. This population pressure is exerting massive pressure on the city boundaries and thus forcing it to expand haphazardly. The people are constructing their houses where a land is available.

It is noted that 'building control' is the same activity as that of 'control of land development', as mentioned in Section 54(d) of the Punjab Local Government Ordinance, 2001 and Fifth Amendment made there to on 24th June, 2002 under Section 54-A(d). It may also be noted that building control is the responsibility of Tehsil/ Town Officer (Planning & Coordination) according to Section 53(3) (iii) of PLGO-2001 and Rules of Business of Tehsil / Town Municipal Administration. The respondents told that although it is the responsibility of TMA to enforce the building and development control regulations but due to increased political interference and lack of staff the desired results could not be achieved.

Conclusions: Government department are considered to be an important tool for proper implementation of development control regulations in an area. According to Helmut (2005), at the local level, civil society institutions and non profit organizations has become part of community building and empowerment strategies. It is observed that laws relating to proper developing control are existing and vast powers have been given to personnel mainly responsible for the implementation of these regulations. But unfortunately, many departments are trying to execute the same functions without any coordination mechanism. Thus the results are appearing in form of unplanned spatial growth and objective to achieve healthy built environment is becoming difficult. Based on above following main conclusions are drawn:

1. There is existing lack of coordination among the line departments those are mainly responsible to check the uneven development as well as to monitor the haphazard urban sprawl for the city of Lahore.
2. The shortage of relevant personnel is another reason which hinders the development agency to achieve the objective of healthy built environment.
3. Lack of up-to-date spatial plans is affecting the smooth implementation of development control regulations in the city.

Recommendations: Based on the above conclusions, following recommendations are made for effective

implementation of development control regulations in the city of Lahore:

1. There is a need of coordination among the line departments for effective enforcement of development control regulations in the city of Lahore.
2. More professionals as well as professional capacity building services should be provided to line departments for enhancing the efficiency and efficiency.
3. There is a severe need to update the data base and sharing among the line departments.

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