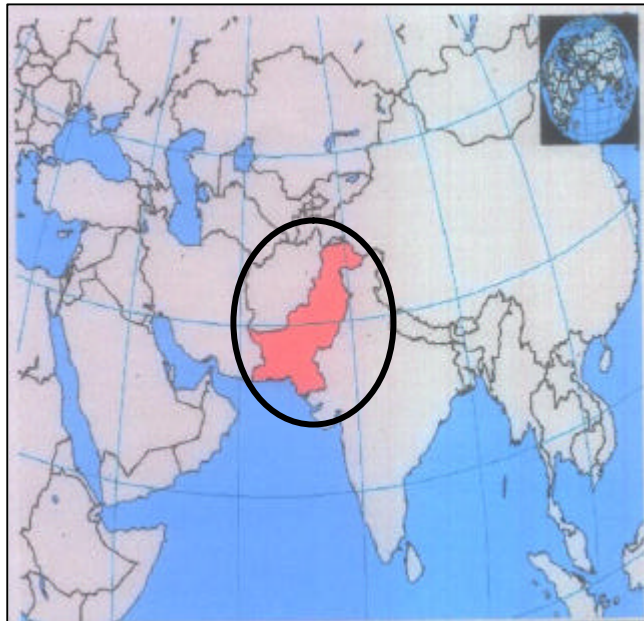


Growing Needs of Planners in Pakistan; A Case Study of Punjab Province

1. Introduction

Pakistan, a country of about 130 millions people (See Table – 1) is situated in North-Western part of the South Asian Sub-continent (See map – 1), got independence on August 14, 1947 from the British Rule. Right after independence, Pakistan received a huge influx of migrants and then efforts started to accommodate the migrants in major urban centers of the country. The result appeared in form of Urban Sprawl of these areas and small settlements have been converted into Towns, Towns into Cities, and Cities into Metropolitan Areas. Karachi (Biggest city of Pakistan) has been entered into the list of Mega Cities. Urbanization within the country has caused severe problems for the City governments.



Map – 1: Location of Pakistan with respect to World
Source: www.imagesofpakistan.com, dated: 20.05.2004

This alarming situation draws attention of government machinery to do something for these haphazardly growing settlements. According to Don Aitkin (1997),

As the World's cities grow at an astonishing rate, urban governments are scrambling to keep up with the explosive demands for infrastructure that burgeoning populations are placing on them.

Efforts are made at different levels to solve these problems of growing cities and towns. Establishments of various departments, hiring services of skilled professionals and preparation of various types of development plans are the major steps taken in order to solve the urban problems. Development Authorities, Local Government Bodies, Housing Departments are created to cope with the problems of haphazardly growing settlements. To run business of these departments, services of professionals from different fields are taken. Some of the major steps taken are in the form of Development Plans like Master Plans for big cities, Outline Development plans for Medium and Small Sized Settlements, Regional Plans for urban & rural areas and Agrovillage Plans for rural areas prepared by professionals to control the haphazardly development of settlements. But these beautiful plans seems failed to achieve the desired objectives; i.e. Planned Development of Settlements. Now the questions arise:

1. Are the professionals (hired) has requisite skill and training to solve the major problems arising in these settlements?
2. Are these professionals sufficient in number to cover the nature and extent of responsibilities?
3. Are these professionals given adequate funding and free hand so as to perform their tasks efficiently and confidently?

Table 1: Demographic Indicator – 1998 Census

Category	Pakistan	N.W.F.P.	FATA	Punjab	Sindh	Balochistan	Islamabad
Area (Sq. Kms.)	796095	74521	27220	205345	140914	347190	906
Population (,000)	132352	17744	3176	73621	30440	6566	805
Urban Population	32.50	16.87	2.70	31.27	48.75	23.90	65.70
Population Density (persons per square Km)	166.3	238.10	116.7	358.52	216.02	18.9	880.8
Average Annual Growth Rate (1981-1998)	2.69	2.82	2.19	2.64	2.80	2.47	5.19
Literacy Ratio (+10)	43.92	35.41	17.42	46.56	47.29	24.83	72.40
Unemployment Rate	19.68	26.83	-	19.10	14.43	33.48	15.70

Source: www.pakstat.gov.pk

N.W.F.P. = North West Frontier Province FATA = Federally Administrated Tribal Areas Islamabad = National Capital of Pakistan

2. Objectives

The main objectives of the paper are as follow:

1. To study role of planners working at different positions in various departments
2. To assess the demand and supply situation of planners in light of newly evolved SBNP Local Government Ordinance 2001
3. To assess future needs of Planners based on prevailing planning system in Pakistan

3. Administrative Set up

Pakistan is divided into four (04) provinces (See map – 2), namely Punjab, Sind, Balochistan, N.W.F.P. (North West Frontier Post). Additionally, there are FATA (Federally Administered Tribal Areas), Kashmir Territory and Islamabad (National Capital). The provinces are further divided into Districts, and Districts into Sub District (*Tehsils*) and Union Councils. In other words a Three (03) Tier system is prevailing in the country:

- i. District Level
- ii. *Tehsil* (Sub District) Level
- iii. Union Council Level



Map – 2: Pakistan and its Provinces

Source: www.imagesofpakistan.com, dated: 20.05.2004

3.1 Emergence of SBNP Local Government Ordinance 2001

On August 14, 2001 the political Government introduced a dynamic devolution plan, namely; SBNP Local Government Ordinance 2001, in which efforts have been made to delegate the powers to Local level to manage and carry out the planning tasks at the gross root level. The provincial governments promulgated the Local Government Ordinance 2001 in their respective provinces to install a new Integrated Local Government System with effect from August 14, 2001 to function within the provincial framework and adhere to the Federal and Provincial Laws. The newly evolved Local Government Ordinance replaced the previously practiced ordinances, vis-à-vis; Local Government Ordinance 1962 and 1979. In the new ordinance efforts are made to remove the loop holes of 1962 and 1979 ordinances and dynamic, innovative and revolutionary steps are taken to manage all the tasks at the local level. The main characteristics of the new ordinance 2001 are:

- i. Devolution of political power
- ii. Decentralization of administrative authority
- iii. Deconcentration of management functions
- iv. Diffusion of power authority nexus
- v. Distribution of resources to the district level
- vi. It is people and service centered
- vii. It aims to bridge the rural-urban divide and promote human resource development

3.2 Local Government

SBNP (Sind, Balochistan, North West Frontier Province, Punjab; Provinces of Pakistan) District Government (Model) Rules of Business, 2001 defines the Local Government System as:

“local government means:

- a. a district government or a city District Government and Zila Council;*
- b. a Tehsil (Taluqa) Municipal Administration and Tehsil (Taluqa) Council;*
- c. a Town Municipal Administration and Town Council; and*
- d. a Union Administration and Union Council*

In the new plan at each administrative level, vis-à-vis; District, *Tehsil* and Union, two parallel systems are introduced, vis-à-vis; Political and Executive (Administration).

3.2.1 District Level

According to PLGO 2001, the provinces of Pakistan are divided among different districts and a district is defined as:

District means an area notified under the SBNP Land Revenue Act, 1967 (W.P. XVII of 1967), and includes a largely urban area

Likewise, SBNP district Government (Model) Rules of Business, 2001 defines the district structure as follow:

“District Administration” comprises the district offices, including sub-offices of the Departments of the Provincial Government decentralized to the District Government and grouped under the Executive District Officers and coordinated by the District Coordination Officer;

The political set up at district level includes the administrative persons in hierarchical order as follow:

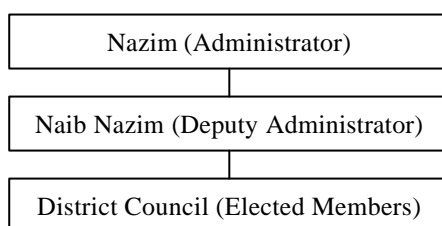


Figure – 1: District Political Set Up

This forms the district council and members are elected from the public as of their representatives. The composition of the district council as described in the Local Government Ordinance Punjab 2001 is as:

Headed by Zila (District) Naib Nazim, (Deputy Administrator) it shall consist of all Union Council Nazims (Administrators) in the District and following members elected on the reserved seats mainly;

- a. Such number of women so as to represent thirty three percent of the total number of the unions in the District;*
- b. Such number of peasants and workers so as to represent five percent of the total number of all the Unions in the District, subject to a minimum of one seat; and*
- c. Such number of persons from minority communities so as to represent five percent of the total number of the Unions in the District subject to a minimum of one seat*

Parallel to District Political set up, there exists an Executive System (professionals from different fields of life) at each district. It can be seen by figure – 2 below:

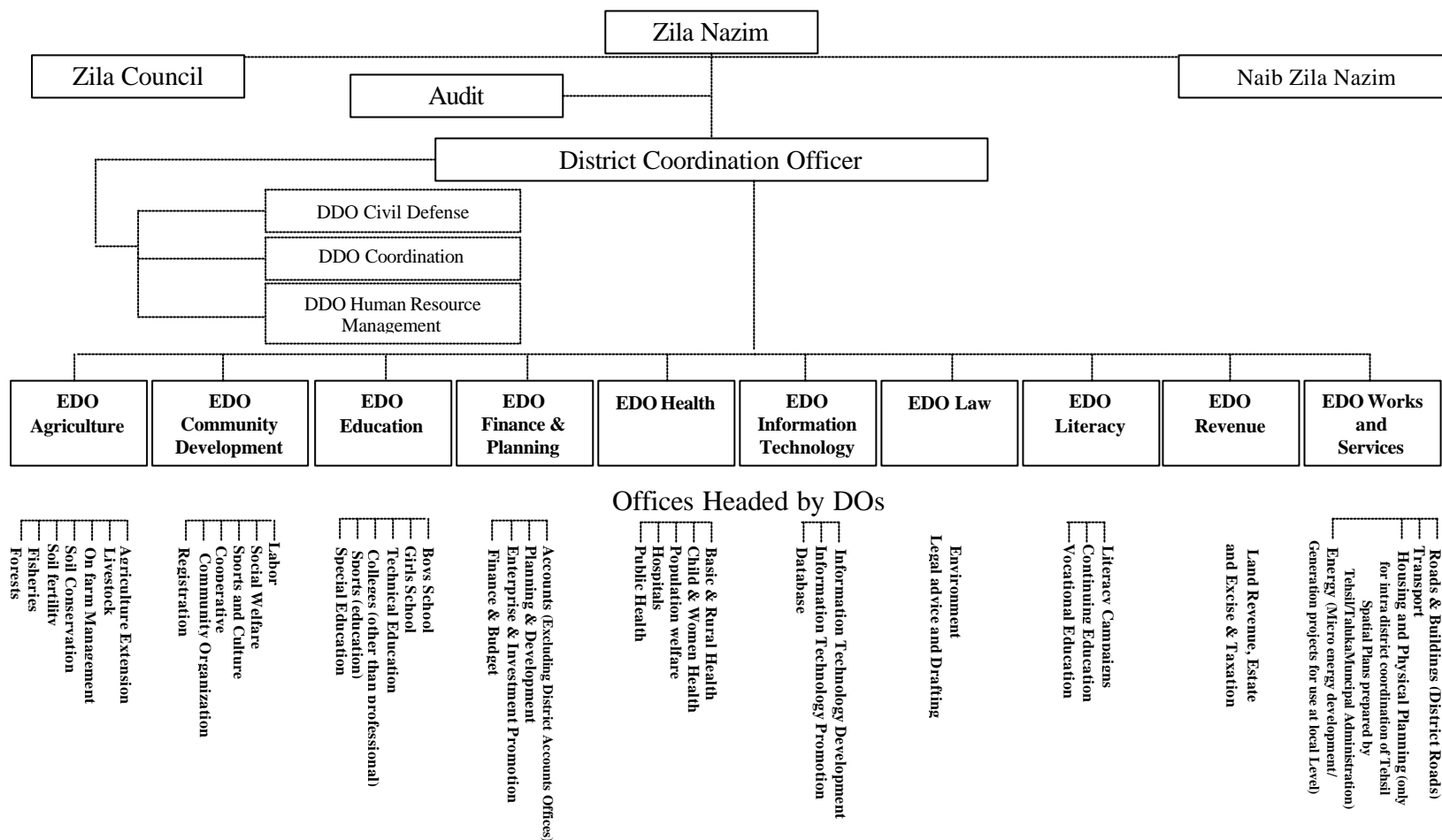


Figure – 2: Administrative Set Up of a District

E.D.O.	Executive District Officer	DOs	District Officers	DDO	Deputy District Officer
Zila	= District	Nazim	= Administrator (Political)	Naib Nazim	= Deputy Administrator (Political)

Source: http://www.nrb.gov.pk/publications/LG_Final_Plan_2000.pdf, dated: 22.06.2004

3.2.2 Tehsil Level

At this level, same type of administrative set up exist as that of district level. Regarding political set up, representatives are selected from people and are placed as follow:

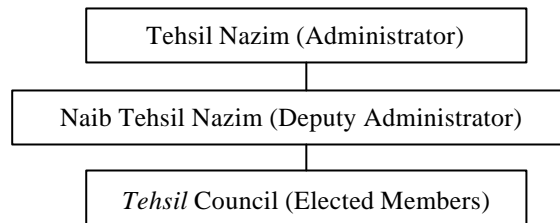


Figure – 3: Tehsil Political Set Up

Here, *Tehsil Council* comprises of *Naib Nazimz* of all the union councils and all the union councils *Nazims* of the *Tehsil*. Likewise, in executive system (Administrative setup), under the *Tehsil Nazim* there is a *Tehsil Municipal Officer* (TMO). The detailed structure of this set up can be seen by following organogram:

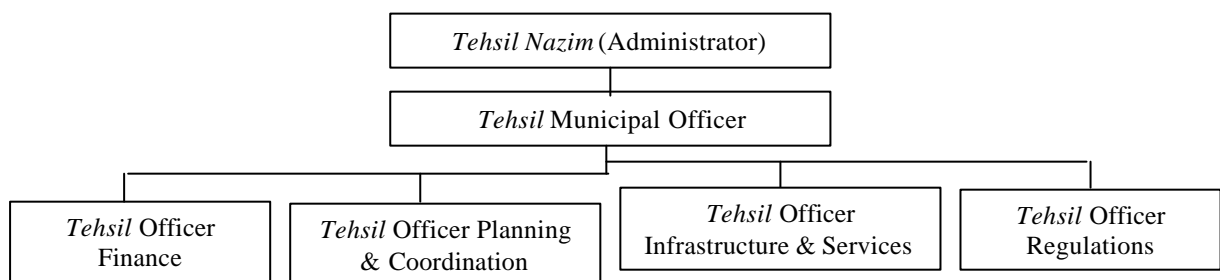


Figure – 4: Tehsil Executive Set Up

3.2.3 Union Council Level

The same type of structure also exists at Union Council Level as that of District and *Tehsil* and can be see as follows:

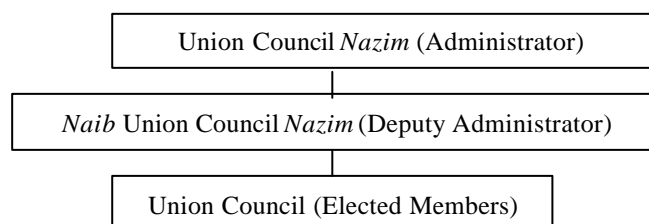


Figure – 5: Union Council Political Set Up

According to SBNP Local Government Ordinance 2001:

There shall be a Union Council in each Union comprising twenty one following members elected directly in accordance with section 148:

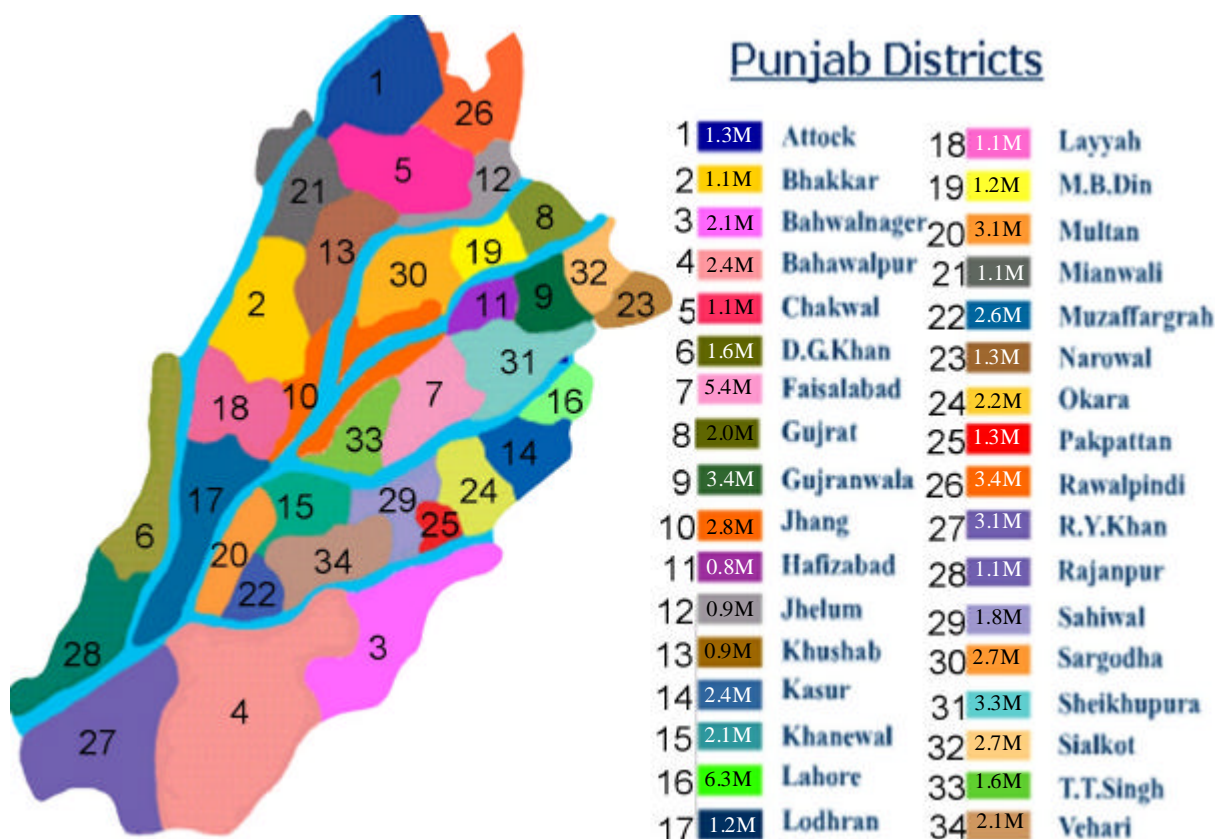
- i. *Twelve Muslims members, elected to general seats, including four reserved for women;*
- ii. *Six members, elected to seats reserved for peasants and workers, including two reserved for women;*
- iii. *One member elected to a seat reserved for minority communities; and*
- iv. *Union Nazim and Naib Union Nazim elected as joint candidates;*

The council is chaired by Union Council *Nazim* and assisted by *Naib Union Council Nazim*. Both *Nazim* and *Naib Nazim* are elected from the public as joint candidates. In Executive system three secretaries headed by Union Council *Nazim*.

4. Punjab: The Case Study

Punjab Province the land of five rivers is representing a population of 73.6 Millions and an area of 205345 Sq. Kms. It comprised of 34 districts (See Map – 3) and 122 Tehsils. The

Tehsils in each district is varying and depends upon the area of an individual district. Likewise, population of each district not constant and a comparative statement of area and population of each district can be seen in Map – 3.



Map – 3: District Wise Population (in Millions) distribution in Punjab Province
Sources: www.punjab.gov.pk, dated: 20.06.2004 and Punjab Development Statistics, 2000

Note: Digits in Rectangles represent the population of relevant District in Millions

5. Contributions of Planners at Different Levels

Planners in Pakistan and particularly in Punjab are working at different levels and performing multidisciplinary functions. Under the Local Government Ordinance 2001 there are two seats at the District level, one with the title District Officer Housing and Physical Planning and second Planning & Development. The main functions of these posts according to Punjab Local Government Ordinance 2001 are:

- *Within the policy framework given by the Provincial Government preparing the Annual Development Program of the District, Coordination with all districts office and provincial line departments*
- *Approval of development schemes according to the delegation of powers under Financial rules*
- *Appraisal, evaluation and monitoring of implementation of development schemes in physical and financial terms*
- *Coordination with the District government departments and with the provincial government in policy issues*
- *Preparing Five Years and other District Development Plans*

All the mentioned functions relate to Planners but unfortunately except in Lahore (second biggest city of Pakistan and provincial capital of Punjab Province) no planner is working. Most of the positions are occupied by non planners.

Tehsil Level; Likewise, at each Tehsil one seat with the name Tehsil Officer Planning & Coordination exist. At present there are 122 Tehsils in Punjab Province. Against these posts, 55 planners are working whereas 77 positions are either vacant or professionals from other fields are working (See Table – 2).

The main functions of Planners at the Tehsil level as described by Punjab Local Government Ordinance 2001 are:

- *Spatial Planning, Landuse and Building Control*
- *Coordination of development plans and projects with union administration, neighborhood councils and other local governments*
- *Establishing and managing planning and development control*
- *Coordination of development action; increased citizen participation (support to union councils)*
- *Open and transparent landuse planning and zoning*
- *Reaction planning of critical projects; housing, site development, katchi abadi amelioration plans and coordination*

Union Council Level; Whereas at union council level there exist no seat for planners and according to 2001 Ordinance the secretaries at this level are assigned following tasks to do:

- *Approve the annual development plan and budgetary proposals of the Union Administration*
- *Facilitate the formation and functioning of Citizen Community Boards*
- *Assist Tehsil and Town Council in creation of Village and Neighborhood councils*
- *Facilitate the formation of cooperatives for improving economic returns and reduction of interstitial poverty*
- *Mobilize the community involvement in maintenance of public ways, public streets, culverts, bridges and public buildings, de-silting of canals and other development pursuits*
- *Promote plantation of trees, landscaping and beautification of public places in the union*
- *Adopt appropriate measures and provide support to the District Government, Tehsil Municipal Administration and Town Municipal Administration for achievement of socio-economic development and improvement of services*

Table – 2: Position of Planners in Local Government Department, Punjab Province

Category	Total Number of Seats	Number of Planners working	Need of Planners
District			
District Officer Housing & Physical Planning	34	01	33
District Officer Planning and Development	34	Nil	34
Tehsil			
Tehsil Officer Planning & coordination	122	55	77
Union Council Level			
At this level no Post of Planner exist but Planners can be appointed on clusters of union councils present in Province of Punjab			

Source: Field Visit, Punjab Local Government Board, Lahore-Punjab, June 2004

The table results show that at district level two posts with the titles *District Officer Housing & Physical Planning* and *Planning & Development* are present but unfortunately till now only one planner against the seat of District Officer Housing and Town Planning is working in the Punjab Province, whereas, there is a need of sixty eight more planners to against these seats.

Presently at *Tehsil* level One Hundred and Twenty Two seats of planners exist but so far only Fifty Five are working that show there is a shortage of Seventy Seven planners for these posts.

At union council level no post of planner is placed but with respect to functions of planners one planner can be posted on appropriate clusters of union councils. If planners are appointed on these clusters on union councils then services of more than Five Hundred planners are needed only in Punjab Province.

5.1 Position of Planners in Development Authorities and Improvement Trusts

Apart from Local Government Department, there exist Development Authorities in big and Improvement Trusts in middle sized cities of Punjab (See Map – 4). In these development authorities there are different directorates/wings and among these few are particularly assigned to perform planning functions. In Punjab Province, a total of eight development authorities and two Improvement trusts are present, detail of which can be seen by the table–3:

Table: 3 Position of Planners in Development Authorities and Improvement Trusts in Punjab Province

Lahore Development Authority (District Population = 6319000 Area = 1772 Sq. Kms.)
In Lahore Development Authority there are two main directorates where Planners are working. Presently, Fourteen Planners are working and there is a demand of Seventeen more planners. Additionally, in Traffic Engineering and Transport Planning Agency (TEPA) only one planner is working and at least six more Planners are needed in this agency.
Gujranwala Development Authority (District Population = 3401000 Area = 3622 Sq. Kms.)
The Authority exists but no Planner is working in this authority.
Rawalpindi Development Authority (District Population = 3364000 Area = 5286 Sq. Kms.)
There is one Traffic Engineering and Planning Directorate in this Authority. Presently, only Two planners are working. Whereas keeping in view of the importance of the area at least services of more than Ten planners are needed for this Authority.
Multan Development Authority (District Population = 3117000 Area = 3721 Sq. Kms.)
The authors could not collect data of this authority.
Faisalabad Development Authority (District Population = 5430000 Area = 5856 Sq. Kms.)
The Authors could not collect data of this authority.
Murree Kahota Development Authority (Population = 490000 Area = 1834 Sq. Kms.)
This is newly established authority. In this authority no separate Planning Directorate/Wing/Section is established whereas there is a need of a Planning section.
Capital Development Authority (Population = 805000 Area = 0906 Sq. Kms.)
This authority is mainly deals jurisdiction of Capital territory. In this authority, Directorate of Master, Regional and Urban Planning are present. With these are Building Control and Katchi Adadi Sections. A total of Fifteen Planners are working in this Authority and there is a need of Ten more planners in this Authority.
Bahalwarpur Development Authority (District Population = 2433000 Area = 24830 Sq. Kms.)
The authors could not collect the data from this authority.
Murree Improvement Trust (Population = 177000 Area = 0654 Sq. Kms.)
Murree Improvement trust exists and in this no Planning wing/section is made. Additionally, there is no Planner working here, although, there is a need of Planner/s.
Sargodha Improvement Trust (District Population = 2666000 Area = 5856 Sq. Kms.)
In this Trust there is also no Planning Wing/Section.

Sources: i) Field Visit, Housing and Town Planning Agency, Punjab, June 2004
ii) Punjab Development Statistics, 2000

5.2 Position of Planners in Punjab Housing and Town Planning Agency

At the province level, an independent department with the name Punjab Housing and Town Planning Agency (PHATA) is established under the new devolution plan. Previously it was working with the name Housing and Physical Planning Department, Punjab. Afterwards its name is replaced with the new Housing, Urban Development and Public Health Engineering Department. The administrative structure of the agency is such that regions are created at the Provincial level. Whole of the Punjab province is divided into six regions; Lahore, Rawalpindi, Faisalabad, Multan, Bahawalpur and Thal Mandi Town at Bhakkar. These regions are further sub-divided into seventeen sub regions; Lahore, Okara, Sheikhpura, Gujranwala, Rawalpindi, Jhelum, Faisalabad, Jhang, Sargodha, Multan, Sahiwal, Dera Ghazi Khan, Bahawalpur, Rahimyar Khan, Bhakkar, Khushab and Layyah. In the same way, District Housing Committees Offices are created at Kasur, Pakpattan, Hafizabad, Attock, Gujrat, Mandi Baha-ud-Din, Chakwal, Toba Taik Singh, Vehari, Khanewal, Lodhran, Rajanpur, Bahawalnagar, Mianwali & Muzaffargarh. These regions can be well seen in the map-3.

At each region Eight posts of planners are proposed and in the sub region level Seventeen posts have been created (One post of planner in each sub region). Additionally, in the provincial headquarter; Lahore, Seven posts of planners is made. Thus, in this agency, a total of Thirty Two positions of planners are needed at the Provincial Level.

5.3 Position of Planners in Cantonment Boards in Pakistan

The major urban settlements of Pakistan are divided into two parts, i.e. Civil and Cantt Areas. Civil areas mainly deal with the Municipalities and major urban areas of people where as Cantt areas are mainly meant for Army. At present about forty five cantonment boards are present in the country. The main tasks of the cantonment boards are to monitor the development trends in cantonment areas. The jobs are mainly oriented towards provision of basic urban infrastructure, building and development control, maintenance and alike. Unluckily, in these forty five cantonment boards, there is not even a single planner working in any cantonment board but there is a need of at least one planner to be placed in each cantonment board of Pakistan.

6. Conclusions and Recommendations

1. It is observed that in the three tier system of newly evolved local government system 2001, the planners are working only on one tier; i.e. middle (*Tehsil* Level). Whereas the functions of the District and Union Councils also demand for the services of planners. If Planners are appointed at District level against positions of District Officer Housing & Physical Planning and District Officer Planning & Development then there is a demand of Sixty Seven more planners in Punjab Province. Similarly, at Tehsil level there is shortage of Seventy Seven planners against One Hundred and Twenty Two seats. Likewise, at Union Council Level there is a demand of more than One Thousand Planners.
2. Keeping in view of the trend of Decentralization in the country, the need of planning professionals is quite obvious. Decentralization process cannot be institutionalized unless local development planning & management system is established at appropriate level. In this context, local planners, who are trained in decentralized planning approach, are very crucial elements to promote the local planning and management system effectively. The new Devolution Plan of the country is more

oriented towards Decentralization and Planners are the persons who are able to formulate the policies of development at all three levels, vis-à-vis; District, Tehsil, Union Council.

3. Apart from Local Government System there are Housing and Town Planning Agency, Development Authorities, Improvement Trusts, Cantonment Boards present in the country. These institutions are also performing the planning functions and data reveals that there exists lot of space for planner to be appointed in these institutions.
4. Numbers of planners working in the market are very limited and what type of work they are doing not related to their actual jobs. Promoting planning education will definitely lead towards trained professional planners capable enough to work with National Agencies, Local Authorities, professional with NGOs and donor supported programmes as development facilitator. So, in order to increase the pace of development there is a need to refresh the knowledge of existing stock of planners through refresher courses.

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