

PROGRAM DESIGN FOR POLICY,
INSTITUTIONAL AND REGULATORY REFORM IN THE
CITY OF LAHORE

GOVERNANCE AND MANAGEMENT IN LAHORE

KHALIDA AHSON



USAID
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FORMAN CHRISTIAN COLLEGE
(A CHARTERED UNIVERSITY)



**CENTRE FOR PUBLIC POLICY
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POSITION PAPER - I

GOVERNANCE AND MANAGEMENT IN LAHORE

KHALIDA AHSON

Centre for Public Policy and Governance
Forman Christian College (A Chartered University)
Lahore

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FOREWORD

The Centre for Public Policy and Governance (CPPG), Forman Christian College (A Chartered University) Lahore started Program Design for Policy, Institutional, and Regulatory Reform in the City of Lahore (Lahore Vision 2035) in collaboration with the United States Agency for International Development (USAID), FIRMS Project in November 2012. The purpose of the project was to prepare Lahore Vision 2035 to support the preparation of Integrated Strategic Development Program for Lahore Region 2035 (IDSP-35), by the Lahore Development Authority (LDA). The drafting of Lahore Vision 2035 was considered necessary because it was felt and conveyed by several experts and institutions that Lahore was not utilizing its full potential for achieving economic growth due to inadequate policy choices and institutional arrangements. While Director, CPPG supervised all activities of the project; Dr. Imdad Hussain was selected by the CPPG as the Lead Researcher. He built a team of more than ten consultants/researchers who collected and consolidated urban research carried out by public and private sector entities in order to prepare Lahore Vision 2035. To ensure that Lahore Vision 2035 is designed by practitioners, professionals, architects, engineers, urban developers and grass root civil society community activists, we created a 15 member Core Working Group (CWG). In consultation with the CWG we agreed to develop five position papers and this is the first of the series. The CWG played a pivotal role in mentoring and providing guidance to our team of researchers. While we remain indebted to each member of the CWG for their advice and guidance for specific position papers, I am particularly grateful to Mr. Suleman Ghani for his clarity of purpose, dedication and invaluable assistance and advice throughout this project.

This position paper provides a historical overview of changing patterns of governance in Lahore. It particularly highlights how after the decline of Mughal rule the city's lost glory was revived and restored with the rise and consolidation of Sikh Rule (1799-1849). Lahore, once again suffered but with the annexation of Punjab by the British in 1849, the fortunes of the city once again changed. The study traces the politico-legal frameworks of governance and institutional foundations of contemporary Lahore from colonial rule. Thus making a pertinent point that whereas the socio-cultural traditions of the city are rooted in its history and reveal resilience of culture and people, the institutions of governance are a legacy of colonial rule. These are placed in the context of local government and provincial laws that the British constructed and the institutions that they created. The study analyses the evolution of local government laws and institutions and how they have continued to impact the formulation of 1979, 2001 and 2013 ordinances and acts. Making a critical appraisal of these ordinances/acts the study reminds the readers and policy makers that while formulating these laws, the policy makers did make little efforts to pull together the stakeholders. Thus the institutions of governance that emerged from these ordinances/acts could neither win the credibility nor the ownership of the ordinary citizens.

Given this background, the study provides an insight into multiple institutions that interact and overlap in the governance of Lahore. These multiple and overlapping institutional network impacts both delivery of services and also institutions capacity to govern effectively and efficiently. The study laments that these lessons from global experiences have not been able to catch the imagination of those who govern Lahore. Therefore, this position paper is emphatic in arguing and recommending that for sustainable Lahore, strengthening local government, realigning and reforming existing institutions is critical for effective and citizen friendly management of a mega-city like Lahore. We do hope that the provincial government, policy makers and all those interested in improving governance and preserving the historical heritage of Lahore find the recommendations informative and implementable.

Dr. Saeed Shafqat
Convener, Lahore Vision 2035

ACKNOWLEDGEMENTS

I am indebted to many for their time and effort in making us understand the ‘path of decision making’ i.e. policy making and implementation in key economic and social disciplines at the level of Lahore. I cannot acknowledge their contributions by name in order to respect their request for anonymity. However, these include staff and employees of key economic/social provincial departments and members of civil society organizations.

The paper during design, writing and finalization process owes gratitude to the members of Core Working Group, of the Lahore Vision 2035 Project, especially Mr. Suleman Ghani, Dr. Nasir Javed, Waseem Ashraf, Dr. Saeed Shafqat and Dr. Imdad Hussain.

Also the participants of three public seminars who contributed to the draft paper and whose ideas and comments are incorporated in the final paper.

Last but not least, I would like to thank Mr. Mughees Tahir Bhalli, Research Associate, CPPG, who helped me organize, find details and analyze many pertinent topics within the ambit of the paper, e.g., local government, Multiple Indicators Cluster Survey (MICS) data for Lahore, government policy documents and acts, etc. Many of the short information sheets that he produced could not be made a part of the paper, however, these helped in the writing of the paper. I take responsibility for any and all errors and omissions.

Khalida Ahson

LIST OF ACRONYMS

BOSPb	Bureau of Statistics, Punjab
CDGL	City District Government-Lahore
CSO	Civil Society Organization
GaWC	Globalization and World Ranking Institute
GDP	Gross Domestic Product
GNP	Gross National Product
HUD & PHED	Housing, Urban Development & Public Health Engineering Department
LDA	Lahore Development Authority
LIT	Lahore Improvement Trust
LMC	Lahore Municipal Committee
MP	Master Plan
MAO	Municipal Administration Ordinance
NFC	National Finance Commission
NESPAK	National Engineering Services Pakistan
O&M	Operations and Management
PHA	Parks & Horticulture Authority
LGO 2001	Local Government Ordinance
PLGO 2013	Punjab Local Government Ordinance
PHED	Public Health Engineering Department
PCGIP	Punjab Cities Governance Improvement Project
PHATA	Punjab Housing and Town Planning Agency
RTPI	Royal Town Planning Institute
SWOT	Strength, Weakness, Opportunity, Threat
TMA	Tehsil Municipal Authority
TEPA	Traffic Engineering and Transport Planning Agency
UN	United Nations
UC	Union Council
UU	The Urban Unit
WASA	Water and Sanitation Agency
WB	World Bank

EXECUTIVE SUMMARY

Context

Lahore has grown in size and complexity, however, its institutions of governance have not shown corresponding capacity to adapt and innovate and respond to these challenges of urban sprawl. This demands developing a governance framework, management strategies and institutions that can help local administrators to work with a vision to improve the quality of life of their citizens. Good governance allows citizens to use their talents fully; it can mark the difference between a well-managed and inclusive city and one that is not. The estimated population of Lahore is around nine million, and of Lahore Division close to 15 million, expected to double in the next twenty five years. Thus about 18 million (Lahore) or 30 million (Lahore Division) people would be living here by 2035. According to the Urban Unit this implies that if the current trend of unplanned and unregulated growth continues, another Lahore City will be required to accommodate the population of Lahore. It would still have poor quality of life and services delivery. The main challenge is to provide adequate public services and job opportunities to residents, including marginalized populations.

Key Policy Issues

1. The present institutional architecture of the Government of Punjab, both political and local is not a result of a planned design or prioritization of governance roles derived from a strategic vision. The existing structures have evolved from those inherited at Pakistan's independence in response to a number of external and internal factors as follows: (1) the constitutional division of subjects between the Federal and Provincial governments; (2) Federal and Provincial legislation; (3) inter/national economic, social and political conditions; (4) changing government priorities to address particular economic, social and political issues; and, (5) political feasibility and domestic socio-political pressures.
2. The history of Local Government in Pakistan is marked by its tendency towards power retention instead of power sharing, except for the Local Government Ordinance (2001), the implementation of which suffered the fate of 'lack of political will.'
3. The only legislation with provision for the preparation of master plans by local councils was the Municipal Administration Ordinance (MAO) 1960. However, it does not clarify the process of plan sanction, implementation and revision if needed. The MAO was replaced by Provincial Local Government Ordinance (PLGO) 1979 which carried forward the provisions of MAO 1960 about master planning in almost the same words. Lahore is at the centre of Pakistan's economic growth since its creation and various efforts have been made by provincial development agencies to plan the growth of the city. The methodology employed in preparation of master plans is same i.e. reliance on secondary instead of primary data sources; lack of public participation; lack of coordination between Lahore Development Authority (LDA) and City District Government Lahore (CDGL); issues and topics covered in the plan fall under the domain of different government departments, effecting synergy and efficiency. Also implementation has suffered due to delays in preparation and approval process of the plans; inadequate financial resources, legal omissions, and above all lack of political will.
4. Technocratic approaches habitually used by urban authorities have had limited efficiency in Lahore's Governance and Management. There is a need to broaden the scope of governance in Lahore from being related to the 'business' of government to that of the 'process' of governance which involves various stakeholders.

5. There is a need to involve private sector, non-governmental and grassroots organizations in local affairs.
6. Participatory planning leads to improvements in infrastructure, services and accountability, but various lacunas in provincial and local urban governance hinder citizen participation in the process of their own development.

Envisioning a sustainable Lahore

With regards to urban sustainability, it is important to understand it as a broad concept. It includes four pillars: social development; environmental management; economic development; and, effective urban governance. The integration of these four pillars can generate synergy such as between waste management (environmental management) and access to water and sanitation (social development); air quality conservation and public transportation; as well as reducing inequities (effective urban governance) and access to education and health (social development). The above would require a coordinated and integrated strategy to build a sustainable Lahore. It would involve the coordination of objectives and programs between different city stakeholders (citizens, government, and private sector) as well as the linkages between and within socioeconomic sectors. An integrated approach would improve synergy and efficiency between activities such as e.g. planning, public transportation, energy consumption, health, education etc.

Recommendations

The multiple challenges that the above pose for Lahore also represent an opportunity to reap the benefits of sustainable urbanization. Sustainable cities, by concentrating people, investment and resources, heighten possibilities for economic development, innovation and social interaction; lower unit costs to provide public services such as water and sanitation, health care, education, electricity, emergency services, and public areas. Effective, broad-based governance increases a cities' contributions to national economic, social and environmental development. In order to achieve the above:

1. Local urban governance initiatives should be directed to smaller urban settlements of Lahore. Well formulated and well implemented city cluster development schemes will fetch a number of benefits, including employment, urban infrastructure and services.
2. If urban governance is to be effective and sustainable, devolution of authority and power to urban local governments is needed, along with adequate financial, revenue raising and human capacities.
3. The criterion of progress of a city should be designed according to the particular challenges and opportunities identified and prioritized by its stakeholders. Thus, the provincial and local government should develop technical standards while working with the private sector, civil society and businesses. The private sector should develop processes to partner with government, academia, and civil society to ensure solutions that are both functional and economically feasible.

VISION

We envision a Lahore in 2035 where a single local/metropolitan government with provincial departments and local companies/authorities is taking charge of promoting economic, social and environmental well-being of the populace for achieving good governance.

OVERVIEW

Lahore is classified as a Gamma city¹ by the Globalization and World Ranking Institute (GaWC). However, contemporary research² points to increasing socio-economic disparities within some of the world's mega cities. A consistent finding of the above research is that as markets for residential areas and employment opportunities in cities spread, the elite and well-to-do capture the opportunity. As a consequence, they settle themselves into city areas with better urban services³ and quality of life. The people with less resources and opportunities drift towards areas with low housing costs and therefore lower standards of urban services, which affect their quality of life. Another finding of the above research is that a sharp difference in the number and quality of urban services underpins social disparities. Social and economic forces at work in modern cities point to the need of effective governance to remove spatial disadvantages. Lahore presents a similar picture and needs governance processes and arrangements to balance the social and fiscal inequalities among such locales.

Pakistan's economy has also gone through the above patterns of growing urbanization and unequal development in its major urban regions and Lahore is no exception. As Lahore is expanding its challenges are becoming wide-ranging, varied and fragmented. As a result of the narrow view (focus on increase in Gross Domestic Product and Gross National Product) of development, major cities of Pakistan including Lahore face the issues of rapid urbanization. Contemporary Lahore comprises the decaying old city and the modern city with well-kept roads and manicured green belts. However these areas also have adjacent slums (unregulated residential areas and shanty towns) where deprivation, inequality and exclusion may be observed. Unequal access to opportunities and resources has pushed many people

into settling in these slums. These areas are taking new forms of social exclusion and marginalization such as poor infrastructure, migrant poverty, gender discrimination, young people and elderly at risk.

Considering the rapid urbanization trends of cities, this position paper focuses on governance and management of Lahore. It will discuss the concept of efficient urban governance⁴ and management for the sustainable development of Lahore city and region. Metropolitan governance takes many forms but shares common features as follows: Urban cities are becoming the centers of economic and social activity worldwide⁵ and in Pakistan, however, the dynamics of modernization⁶ have changed in many ways. It is clear that today's cities face unique governance challenges. Their size,⁷ economic growth patterns, social and spatial features, economic characteristics and their institutional dimensions present previously unforeseen extents of governance. As cities change, higher level government needs to acknowledge and address these issues. For example, the growth of various service sectors have transformed into dominant components of Lahore's economy,⁸ it is becoming linked to other urban regions, cities at its periphery and vicinities. This has encouraged high level government authorities to abandon local development⁹ to the peril of existing demographic, economic and social challenges within the city.

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METHODOLOGY

We built our review on the premise that governance is not about government. It is about power to make a decision and who has this power. This is significant as at the moment the problem of governance is seen as a problem of government, with the responsibility for fixing it necessarily resting with government.¹⁰ If governance is not about government, what is it about? A substantial part of it has to do with ‘how’ governments and other civil society stakeholders interact with citizens, and ‘how’ they make decisions

about the problems of the citizenry. It is a process through which decisions are taken and accountability is ensured regarding that decision. Keeping this in mind, in order to understand the existing situation of Lahore this study focuses on the entities which are the key actors in the governance and management of Lahore: institutions of provincial government; city government institution; and master plans of Lahore to identify gaps in planning mechanisms, provincial and local administration-gaps which may create problems in the achievement of good governance.

Key Interviews

In trying to develop vision for Governance and Management of Lahore, we focused on the study of major decision makers. Our key questions/ concerns are given below:

Organizations/Position	Focus of Interview (Key Questions)
Planning and Development Department, Ex-Chairperson	<ul style="list-style-type: none"> - Understanding functions and coordination with different entities at city level which regulate major planning - Understanding functions and coordination with different entities at city level which regulate major planning at city level, e.g. Lahore Development Authority officials
City District Government Lahore (CDGL)/Three EDOs	<ul style="list-style-type: none"> - Performance of the CDGL - Archives: Study the debates of City Council Lahore to determine the political response to the governance issues
Town Municipal Administrations/Tehsil Municipal Officers/Tehsil Officers	<ul style="list-style-type: none"> - Constraints in practicing good governance and management - How can capacity building of local government institutes/officers contribute to the good governance and management of the city?
District Coordination Officer, Lahore	<ul style="list-style-type: none"> - How to improve governance components such as participation, transparency and accountability in urban services and development related agencies of provincial and district governments - How to improve coordination with the rest of the city? For example, Defense Housing Authority, Cantonment Boards, Bahria, etc. - How to improve the coordination mechanisms with police?

WHO GOVERNS LAHORE?

Lahore is an ancient city and has been a ‘darling’ of the governance and government entities and structures which are a part of its history. The earliest recorded references to Lahore may be found in Ptolemy’s *Geographia* (AD 150) which locates it with reference to the Indus, Ravi, Jhelum and Chenab rivers. In *Hudud-i-Alam* (The Regions of the World-982), it is mentioned as a town governed by non-Muslims having ‘impressive temples, large markets and huge orchards.’ The Muslims conquered

(LIT now LDA) was established. LIT developed housing schemes like Samanabad and Gulberg. An industrial town was also developed at a distance of 15 km from the city at KotLakhpur.¹¹

Lahore has not lost its position in the annals of history as a seat of power. Whoever governed (Hindu, Muslim, Sikh, British) wished the development and growth of the city according to his/her fancy and whim. Since Pakistan’s independence in 1947, it

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Lahore in 713 CE and developed its walled and fortified (now old) city. The 1740s were frequented by invasions by Afghans. By 1799 Ranjit Singh was able to make gains and Lahore recovered under the patronage of Sikh rule. While much of Lahore’s Mughal era foundations lay in ruins due to Afghan conquests, rebuilding efforts under the Sikhs are indebted to Mughal practice. The Sikhs ruled till 1849 when Lahore was brought under the rule of the British. The British developed new areas like civil lines and cantonment which were connected to the main city by a boulevard known as the Mall Road. Important administrative buildings like Governor House, the High Court and General Post Office were erected on this road. A Lahore Municipal Committee (LMC now CDGL) was established in 1862. During this period, small housing schemes were designed and implemented by the LMC. As time passed LMC was unable to control city expansion, therefore, in 1936, another statutory body, Lahore Improvement Trust

has been governed by various elected and martial law governments. Rulers have come and gone but Lahore’s myth or reality as a seat of power has not faded. As its rulers have continued to develop the city as a seat of power (the focus being power retention, and not vice versa) the common person continues to cope with their power games. It would be easy to say that the head of the elected provincial government i.e. the Chief Minister rules Lahore. In political and economic terms, it is true however that we ought to be conscious that s/he governs the province of

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which Lahore is the capital. Also we need to focus the institutions and actors who are involved in the implementation of the agenda set by the government at any given place or time.

3.1. PRESENT INSTITUTIONS AND STAKEHOLDERS

Pakistan has had a vulnerable democratic history and as a result its democratic institutions, systems and processes have not matured at an optimal level. The present institutional architecture of the Government of Punjab, both political and local, is not a result of a planned design or prioritization of governance roles derived from a strategic vision. The existing structures were mostly, inherited at Pakistan's independence with the Rules of Business set at the time by the

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British. These rules of business have evolved in response to a number of external and internal factors as follows: (1) the constitutional division of subjects between the Federal and Provincial governments; (2) Federal and Provincial legislation; (3) inter/national economic, social and political conditions; (4) changing government priorities to address particular economic, social and political issues; and, (5) political feasibility and domestic socio-political pressures.¹²

3.1.1. Housing, Urban Development & Public Health Engineering Department (HUD & PHED)

At the provincial level there is the HUD & PHED under which the following agencies are placed: Punjab Housing and Town Planning Agency (PHATA); Public Health Engineering Department (PHED); Lahore Development Authority (LDA), Water and Sanitation Agency (WASA); Traffic Engineering and Transport Planning Agency (TEPA), and Parks & Horticulture Authority (PHA).

The functions of HUD & PHED were devolved under PLGO 2001 which called for creating TMAs to provide one window for all matters concerning municipal services. The department remained devolved for two years. In 2004, Government of Punjab restored limited execution role of PHE as a technical department. The Chief Minister approved interim capacity building of technical resource base of PHED in 2005. In 2007, further strengthening of PHED was completed. Presently it is working as a full fledge executing department. Punjab Housing and Town Planning Agency (PHATA) was created in 2002 and a small cell of Town Planning was placed in it. It is responsible for designing, tendering and executing water supply schemes identified at the Provincial Level and outside the ambit of Tehsil Governments.

The Authorities under HUD & PHED are working and established under the Development of Cities Act 1976, except LDA which is established under LDA Act. They work under the overall supervision of the department e.g. the promotions/postings, administrative approval of the developmental schemes etc.

It is important to note that this department and the authorities under it are functioning as full-fledged organizations with Board of Governors chaired by the ruling Provincial Minister with the portfolio of a particular function. Under PLGO 2001 LDA's Governing Body/Authority was chaired by the *Zila Nazim* but now the Chair is the Chief Minister. The LDA splits its responsibilities between the following

3 wings: Traffic Engineering and Planning Agency (TEPA); Urban Development (UD); Engineering (which includes development projects in Lahore); Housing (which includes estate management and land development); Town and metropolitan planning (this includes metropolitan planning through development and building control); Water and Sanitation Agency (WASA). TEPA and WASA are specialized wings performing specific functions related to traffic and water management in Lahore. Along with these provincial authorities many private companies have been established by the government.¹³

The above shows that Lahore is more than just a seat of provincial departments and authorities. The argument can be that these are working at the level of province but many are at the level of Lahore like Lahore Transport Company, Lahore Waste Management Company and Lahore Parking

General Ayub Khan (1958-1969), General Zia-ul-Haq (1977-1988), and President Pervez Musharraf (1999-2008) established Local Government Ordinances to legitimate their own military takeover.

Company. The question does arise that with these companies what is the role of LDA, TEPA and WASA?

3.1.2. City District Government Lahore (CDGL)

CDGL is the critical local government institution at the district level further tiered into tehsil (town) and union council (ward) level. Local government¹⁴ is the system which transfers the right of self-determination to people at the grassroots level and hence the outcomes of good governance achieved. It creates political space for people and access to the right of decision-making. It gives an opportunity to a local politician to plan, manage and settle indigenous issues locally and to promote the bottoms up need based policies as opposed to the top-down (enforced) policies.

With the exception of the Local Government Ordinance (2001), the implementation of which suffered the fate of 'lack of political will,' the federal government has been acting as a centralized entity till the 18th amendment Bill/Act and since then the provincial government has taken up that role of keeping power centralized. Local government elections have not been held in Pakistan since 2008.

General Ayub Khan (1958-1969), General Zia-ul-Haq (1977-1988), and President Pervez Musharraf (1999-2008) established Local Government Ordinances to legitimate their own military takeover. Also, the only legislation with provision for the preparation of master plans by local councils was the Municipal Administration Ordinance (MAO) 1960. However, it did not clarify the process of plan sanction, implementation and revision if needed. The MAO was replaced by Provincial Local Government Ordinance (PLGO) 1979 which carried forward the provisions of MAO 1960 about master planning in almost the same words.¹⁵ With the exception of the Local Government Ordinance (2001), the implementation of which suffered the fate of 'lack of political will,' the federal government has been acting as a centralized entity till the 18th amendment Bill/ Act and since then the provincial government has taken up that role of keeping power centralized. Local government elections have not been held in Pakistan since 2008.

3.1.3. Master Plans

Since Pakistan's independence the efforts to develop Lahore have mainly comprised making and implementing Master Plans for the development and growth of Lahore.¹⁶ These include: the Master plan in 1966, Master Plan for Greater Lahore (1972), Structured Plan of Lahore (1984) and the new Master Plan for Lahore-2021 (2002). The Master Plan for

Greater Lahore was finalized in 1966, but its approval and implementation remained pending till 1972. A major weakness of the plan was the overlapping function and territories for LIT and LMC. Lack of effective legal powers for implementation with regards to both the above entities rendered the plan ineffective. The merger of the two was envisaged in the plan but did not happen and eventually LIT became the Lahore Development Authority (LDA) in 1975. The LMC continued following the plan but LDA did not and got prepared in 1980, Lahore Urban Development and Traffic Study.¹⁷ This study comprised a structural plan with a time span of 1981-2000. It did not gain a legal status except as a guiding framework for LDA. Thus, two plans were being followed by two organizations with intersecting functions and territories without appropriate mechanisms for coordination. As this plan was drawing to a close in 1997 the LDA entrusted the task of devising a new plan for Lahore to NESPAK.¹⁸ This was finalized in 2002 as Integrated Master Plan (IMP) for Lahore-2021. However, during its preparation and finalization, the status of LDA and Local Government set up of Lahore changed due to the implementation of the Local Government Ordinance-2001. A City District Government (CDG) was set up by allocating the city into towns, each governed by a Town Municipal Administration. The Devolution Plan also proposed merger of LDA in CDG but LDA remains a separate entity. The IMP-2021 was approved by the Lahore District Council for implementation in October, 2004.

The IMP-2021 despite being comprehensive compared to the previous plans could not establish a coordination mechanism for working with the various departments of the provincial and local government suggested in the form of a Master Plan Committee in the plan. Furthermore, implementation of envisaged plans suffered due to unnecessary delays in preparation and approval process, inadequate financial resources, legal omissions, and above all lack of political will.¹⁹

3.1.4. Findings

The present institutional structure of Lahore's key institutions, both political and local, is not a result of a planned design or prioritization of governance roles derived from a strategic vision. Performance of the same function by various departments and authorities creates confusion not only among officials but also in general public regarding municipal services providing bodies in Lahore. The existing provincial structures were mostly inherited at Pakistan's independence with the Rules of Business set at the time by the British.²⁰

The history of Local Government in Pakistan is marked by its tendency towards power retention instead of power sharing,²¹ which is a prerequisite of good governance. Also local government has been used as vehicle by military rulers of Pakistan to legitimize their rule. Furthermore, with regards to PLGO 2001 its main drawback was that it never devolved the financial powers envisaged under the Ordinance to the local government. The results of the above situation do not bode well for effective urban development or governance and management of urban areas in Pakistan.

Since 2011-2012, LDA and CDGL are endeavoring to revise the IMP-2021 on the grounds that it lacks:²² Disaster Risk Reduction (DRR) framework, metropolitan regional planning, primary data, saving cultural heritage; inclusion of three more towns to the six since 2005, use of public space; traffic flow, finalizing boundaries/revenue limits. Other issues include control of schemes/towns towards city's south for the upcoming free trade proposal between Pakistan and India through the Wagah Border, agricultural land being converted to residential areas on Multan, Raiwind and Ferozpur roads. The recommendations include: institutionalizing the master plan; setting up a separate master planning wing in the LDA; creating awareness; inclusion of the civilian population of DHA and Cantonment Board in the legal framework of the CDGL and the LDA; single planning and development authority for all areas falling in the jurisdiction of Lahore district; regional planning of Lahore and nearby cities.²³

THE EXISTING SITUATION

Lahore is failing to keep pace with the demands of the increasing population of Lahore. It struggles to provide basic infrastructure, managing both natural and person made disasters like torrential rains and fires in commercial areas. How long will this continue? It is time that provincial and local governments become accountable? How can the governors and planners of Lahore

We posit that Local government is the system through which the right of self-determination is transferred to people at the grassroots level and hence the outcomes of good governance achieved. It creates political space for people and access to the right of decision-making.

Box 1

The UN characterizes good urban governance with the principles of sustainability (cities must balance the social, economic, and environmental needs of present and future generations), subsidiarity (responsibility for service provision should be allocated at the closest appropriate level consistent with efficient and cost-effective delivery of services), equity, efficiency, transparency and accountability, civic engagement, and citizenship (citizens must actively contribute to the common good through participatory decision-making processes).

institutionalize processes that will ensure effective, efficient, transparent and participatory governance for the people? We posit that Local government is the system through which the right of self-determination is transferred to people at the grassroots level and hence the outcomes of good governance achieved. It creates political space for people and access to the

The UN characterizes good urban governance with the principles of sustainability (cities must balance the social, economic, and environmental needs of present and future generations), subsidiarity (responsibility for service provision should be allocated at the closest appropriate level consistent with efficient and cost-effective delivery of services), equity, efficiency, transparency and accountability, civic engagement, and citizenship (citizens must actively contribute to the common good through participatory decision-making processes).

right of decision-making. It gives an opportunity to a local politician to plan, manage and settle indigenous issues locally and to promote the bottom up need based policies as opposed to the top-down (enforced) policies.²⁴

The sweeping new powers to LDA and change in its constitution render the local government scheme in Article 140A of the Constitution and Punjab Local Government Ordinance, 2001 ineffective.

4.1. EXPOSITION WITH EVIDENCE OF THE POSITION

4.1.1. Local Powers at Provincial Level

The PLGO 2013 gives all powers of the local governments to the provincial government. The authority of the local government, the level of government closest to people, is restricted and overlaps with that of the provincial departments and local authorities. The provinces, keen to pursue greater autonomy from the federal level, now guaranteed by the 18th Constitutional Amendment, have been reluctant to devolve the financial, administrative and political power to the local government as envisaged by article 140 (A) of the constitution. The Punjab Development of Cities Act, 1976 amended through an Ordinance in 2014 makes the chief minister or his nominee the chairperson of the development authorities in place of former district *Nazims* (mayor). The amendments made in LDA Act 1975 in 2014 make LDA more powerful than the constitutionally mandated local governments. The sweeping new powers to LDA and change in its constitution render the local government scheme in Article 140A of the Constitution and Punjab Local Government Ordinance, 2001 ineffective. The amendments give the LDA the mandate over design of master plan, land use, classification and reclassification in the entire Lahore division. Prior to the amendment, LDA's jurisdiction extended to the Lahore district. The law reinstates the chief minister as the LDA chairman whereas, earlier, the Lahore district *Nazim* was ex-officio LDA chairman. In short PLGO 2013 keeps power centralized at the provincial level and maintains a vertical model of governance.

4.1.2. Pro-Decentralization Stance of PLGO-2001

As opposed to the above, the PLGO (2001) established the local government at three levels, with the UC being the basic unit nearest to the people. It removed the hierarchy between the provincial and local government. The leaders in LGO 2001 (*Nazim* and Deputy *Nazim*) were directly elected by the people (so deemed themselves answerable to them) but under LGO 2013 chairperson would

be appointed by the Chief Minister, and would be answerable to him/her. LGO (2001) devolved administrative, financial and planning decision making powers to the elected officials while government departments became accountable to the District Council. The district commissioners were re-designated as District Coordination Officers and made subordinate to the District *Nazim* for executive approvals, performance evaluation and

Much has been written about the weaknesses of LGO 2001 in its implementation but no one can deny that it carried the spirit of 'devolution' (a prerequisite for good governance) where the government officials were accountable to the elected structures.

transfers/postings. The Tehsil Municipal Officer had magisterial powers and the district police chiefs became accountable to the District *Nazim*. Much has been written about the weaknesses of LGO 2001 in its implementation but no one can deny that it carried the spirit of 'devolution' (a prerequisite for good governance) where the government officials were accountable to the elected structures. Also it provided forums such as District Monitoring Committees and Citizen Community Boards to allow direct citizen participation in designing and overseeing development schemes; *Musalehat Anjumans* and Citizen Police Liaison Committees for alternative dispute resolution. Hierarchical/vertical governments/relation deters good governance.

4.1.3. Overlapping Functions

Both the HUD & PHED department i.e. LDA through its different authorities and CDGL are stakeholders in development schemes. There is no clear demarcation in this function between them and coordination mechanisms are weak. Local government is also responsible for operation and maintenance of schemes that have been constructed by the department/authority under their 'own

Local government and authorities under LDA (TEPA/WASA) are invariably reluctant to take over the Operations and Management (O&M) of schemes in which they were not involved at the outset and at the design and implementation stage.

priorities and design.’ This fragmented approach leads to incoherent policy (and policy gaps) and significantly means that schemes are usually based on government supply rather than public demand. Also the separation of design and construction from operational functions leads to ethical hazards and a loss of scheme ownership. Local government and

prepare Geographical Information System (GIS) mapping. This is being done according to their own requirement and is not an integrated effort. Absence of appropriate spatial information and its knowledge is causing duplication and wastage of resources and time leading to fragmented decision making in planning and for effective governance.

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authorities under LDA (TEPA/WASA) are invariably reluctant to take over the Operations and Management (O&M) of schemes in which they were not involved at the outset and at the design and implementation stage. The merging of LDA and metropolitan entity, being proposed by various stakeholders/master plans since 1966, has not materialized. CDGL is a part of LDA’s governing board and confined to the maintenance of constructed works by LDA.

4.1.4. Weak Infrastructure Mapping

The function of making and updating maps is weak at all levels i.e. local and provincial departmental level and in certain areas, it is hard to identify the location of building and streets on old maps. Also it is hard to find out where a particular map or information regarding the town will be found.²⁵ Most spatial planning²⁶ information is in the form of outdated paper maps vulnerable to destruction and corruption. Presently varied provincial departments and authorities are making efforts to

4.1.5. Private Sector

Development of sites and services is also being performed by the private sector e.g. NESPAK, Bahria Group of Real Estate, Banks, Defence Housing Authority (DHA). The Lahore Cantonment Board, DHA and the Model Town Society are autonomous entities and maintain and develop areas under their mandate.

4.1.6. Critical Services at Various Levels of Government

The important institutions for the common person: the union council (UC), land record office (*patwarkhana*) and police station (*thanna*), all are a part of a different level of government. The UC is under CDGL, the land record office is under the provincial revenue department with LDA as another stakeholder. The police and its functionaries are both under the federal and provincial government. All have a stake in ‘place shaping’²⁷ (the goal of good governance).

EXISTING GOVERNANCE CHALLENGES

The above scenario results in the following challenges and hindrances to achieve good governance.

5.1. GOVERNMENTAL FRAGMENTATION

Pakistan has been under military rule for most of its existence and democratic structures have not been allowed to mature. It is only recently that the military has divorced itself from the executive government.

from the organizational fragmentation of local governments in Pakistan in general and in district government in particular. As people move to Lahore, local government has to face complications of supplying public facilities to these populations. Contemporary research²⁸ offers the most current view of governmental fragmentation. It is a problem in most large metropolitan regions of the south, especially former colonies.²⁹ The author calls it ‘most serious problem that many of them face.’ In colonial

An additional challenge for governance stems from the organizational fragmentation of local governments in Pakistan in general and in district government in particular.

Today, with the National Finance Commission, the constitutional division of subjects between federal and provincial governments has changed. This division has changed the resource (human, financial, infrastructure) requirements of many key government departments. Also the public-private is an area where changes have occurred. This needs a thorough study to unravel the dichotomies and clarify tasks and jobs to be taken up by a relevant department with regards to the private and local domain.

An additional challenge for governance stems

Lahore needs governance models which suit its own circumstances such as being a historical market, capital, colonial city and recently political and economic regimes.

cities, structures of colonial administration define local district boundaries while spatial expansion continues beyond the formal administrative boundaries. Other forms of fragmentation also frustrates effective governance, e.g. by political and administrative interference. Additionally weakening of city authority can occur where different departments and agencies are charged with different tasks which can resist the influence of the local government. Lahore needs governance models which suit its own circumstances such as being a historical market, capital, colonial city and recently political and economic regimes.

5.2. SOCIAL AND TERRITORIAL DIVERSITY

Traditional Lahore followed an agglomerative concentric³⁰ model i.e. within fortifications (walls) behind gates and along a river (Ravi), beyond the

walls lay the economically and administratively separate rural settlements. Today, Lahore has a complex pattern of social and territorial diversity³¹ that often blends urban and rural settlements.³² Also Lahore being the capital of the largest and economically viable province of Pakistan has a large military presence and areas possessed and controlled by the army. Thus, its delineations today mark a departure from the traditional form.

As suburban Lahore grows, rural migrants, middle and affluent families settle here. All are living farther from the city center but depend on the city for major public facilities e.g. water, sanitation, livelihood, public transport, health, education and energy. The middle class and the affluent have access to the center, own houses and businesses in such suburbs,³³ but the poor, especially migrants are in search of 'access' and 'control.' As the city spreads and stretches, the idea

The increasing trend of creating a work force in the new economic sectors combined with power politics have brought members of other interest groups (trade, business, environment, religious and political) to the fore who pressurize governments around local initiatives which are to their interest.

of conurbation³⁴ (a network of built-up urban areas) has been unsuccessful in capturing the fluid nature of such rural-urban amalgamation. There are urban slums (low quality of life) adjacent to elite areas providing services to urban elites with a high quality of life. The LDA is determined to develop new residential and commercial areas with the capacity of the CDGL lagging behind in maintaining the same. The focus of urban development is 'cities as engines of growth' and the priority is developing real estate, as it gives huge economic gains. The common person's quality of life is not a priority.³⁵ This is against the spirit of good governance which advocates sustainable economic and social development. Also

the increasing social diversity may be contributing to increase in ground level territorial diversity.³⁶ One is able to find gated, exclusive and affluent localities, adjacent to concentrated slum areas showing signs of social disadvantage. The habitants of such areas are mostly in the informal sector.

There is a link between urban growth and population growth. Cities are growing at unprecedented rates. In such circumstances, the forms of peripheral settlement differ. The central urban regions i.e. 'the core city' remains concentrated and migrants dominate the urban periphery.³⁷ The World Bank anticipates that the urban population of the world's two poorest regions (South Asia and Sub-Saharan Africa) is expected to double in the next two decades. At the moment 90% of city dwellers in the developing world, live in slums with inadequate provision of infrastructure such as sewers, running/potable water, economic opportunities energy requirements public transport and adequate roads.³⁸ As recorded by Sassen,³⁹ Lahore has long been the power-base of Pakistan's federation and its economic growth. The increasing trend of creating a work force in the new economic sectors combined with power politics have brought members of other interest groups (trade, business, environment, religious and political) to the fore who pressurize governments around local initiatives which are to their interest. These groups cut across territorial boundaries, resist the influence of local government and thus reinforce existing social and economic barriers, hindering good governance.

5.3. GLOBALIZATION

According to literature,⁴⁰ economic considerations are changing the trade of world cities. Today, cities are recognized as the key areas and hubs for the achievement of national economic strategies and development. The inclusion of service and information technology sectors to trade and production is also contributing to this transformation. The recent literature⁴¹ highlights the role of technology and service components of modern economies in cities.⁴² This means that economic growth is now multi-directional.⁴³ Nevertheless, development in this scenario has been comparatively

Governance strategies are often geared more towards attracting economic development than to addressing social and political disparities.

uneven for most developing countries.⁴⁴ Pakistan, since its independence has followed economic regimes (rapid industrialization; privatization or structural adjustment program; globalization). Major cities of Pakistan, including Lahore, have absorbed these growth patterns and thus national resources. However, with more than half of its

The above scenario can be observed in Lahore. The boundaries of Lahore are pushing into its surrounding areas and have given way to polycentric⁴⁶ patterns of settlement and economic activity. Residential areas and economic activity, more often than not, develop beyond institutionalized boundaries, and beyond the reach of existing government/governance arrangements. This phenomenon presents several problems like lack of land controls and direction; lack of management capabilities in local government and experience and absence of structured consultation between provincial and local governments to solve problems. Also, a significant degree of informality characterizes⁴⁷ employment and housing. Most often than not, such settlements are external to the formal economic, planning and legal system. Such residential areas and residents come in different

Residential areas and economic activity, more often than not, develop beyond institutionalized boundaries, and beyond the reach of existing government/governance arrangements. This phenomenon presents several problems like lack of land controls and direction; lack of management capabilities in local government and experience and absence of structured consultation between provincial and local governments to solve problems.

existence being under military rule, corresponding political and social development has been hindered. A result of this focus on economic regimes has been a lopsided trend in public expenditure to support physical infrastructure that contributes to economic growth and activities to the detriment of social and political development. Such focus, combined with above mentioned governmental fragmentation may result in more complex disparities in the provision of local public services. According to Sassen,⁴⁵ the rise in inequalities between the elite businesses and the underpaid or migrant work force employed by them, results in a rise in social and spatial polarization. Governance strategies are often geared more towards attracting economic development than to addressing social and political disparities.

forms and sizes. And local municipal officers and politicians engage their resident and other resources as bases for patronage and electoral support. A consequence of this is the presence of an in/formal real estate property market with houses, shops and local businesses being unofficially bought and sold. Thus, in spite of the existence of a formal local government/authority, planning regimes, property laws and welfare initiatives existing in Lahore, these are less effective in the informal system of the city.⁴⁸ This necessitates that the governors of Lahore may have to change their focus from vertical to horizontal governance.⁴⁹

IMPLICATIONS AND OUTCOMES: WHY GOOD GOVERNANCE?

In Pakistan (and world over)⁵⁰ the weakening of public sector influence on urban governance is an outcome of market processes. This is coupled with decreasing power of local governments over processes in the urban areas, mainly rooted in the outdated system of governments. These results in governance challenges that need to be focused for a sustainable governance framework. The ‘territorial’ inconsistencies emerge within or between economic sectors and ‘sectoral’ problems manifest themselves in the administrative borders between different parts of the same functional area. Some examples are: trade-offs across different sectors for land use; the desire to enhance individual mobility leading to a weak public transport; negative environmental (pollution); focus on central areas to attract investments and tourism.⁵¹ The territorial types of problems are exacerbated by fragmented local/government systems, where functional areas (development, water, sanitation, etc.) are placed within units i.e. there are administrative borders between different units which are a part of the same functional area e.g. LDA and CDGL both have the same functions with administrative distinctions.

The key issue that emerges to improve governance and management is to discuss the outdated governance systems with the clear intent to explore possibilities for improvement. In order to increase the efficiency of Lahore in 2035, there is a need for change to gain a more integrated performance of the public sector both across the territorial and sectoral services. This can be achieved though both, top-down reforms (changing the administrative setup) to bottom-up efforts (improve coordination between towns)

leading to joint vision-building and spatial planning.

Also, the principles of good governance require participation, accountability, transparency, and rule of law. It is the combination of these principles that can help stem bad governance and build a sustainable society. In a system where rule of law prevails, citizens have an equal standing regardless of their political affiliation, social status, economic power, or ethnic background. Thus accountability is enhanced by rule of law, which encompasses the processes, norms, and structures that hold the population and public officials responsible for their actions and impose accountability if they violate the law.

Transparent governance exists when citizens have a clear idea of what their government is doing and how it is spending money. Decisions made by the government are known publically and the implementation of the decision abides by rules and regulations that are known and understandable to those who are affected by the decisions and the larger public. Most policymakers agree that having ‘rule of law’ tradition is one of the most effective ways to check bad governance. A state can operate under many different forms of governance, from autocracy to democracy, and remain stable and free of internal violence, but having widespread respect for rule of law ensures that all persons and institutions, public and private, including the state itself, are accountable to laws that are publicly announced, equally enforced and independently adjudicated, and consistent with international human rights norms and standards.

THE WAY FORWARD

7.1. DEFINITION

Governance for a city 'is the power to manage a city's social and economic development.' The World Bank, 1992.

In the urban management context good governance and management implies all of the laws, regulations, frameworks, systems and processes that shape the way in which the government operates. These frameworks, processes and systems may be formal or informal. The formal governance structures relate to the political and legal framework and the informal governance system comprise systems and processes that are a part of the non-legal influences such as culture, historical traditions, social norms, practices etc.

Box II

Sustainable means appropriate population density; housing is not dispersed in order not to increase the need of private transport. The growth of the city is organized; the main population centers are not far away and there are public spaces and parks where citizens can live together and children can play. The city works towards energy efficiency where natural resources and waste are well managed.

Connected means that the city promotes an efficient mobility and inter-modality; pedestrians can walk easily and bikes are ridden with the same rights as cars. Habitants are well connected through access to internet. Connectivity is also extended globally in order to link cities with other urban centers.

Innovative implies that the city promotes creative activities and tries to manage, develop, stimulate, and attract talent. Innovative cities promote a suitable environment for entrepreneurship, support the development of the private sector and use technology to make the city smarter.

Equitable means that the city promotes social cohesion among citizens, creating opportunities for all. Diversity is valued and enhanced but at the same time the city shares a common identity and collective values. In an equitable city the local government takes into account the opinions of the citizens and shares with them its policies and management data. Citizens' security is guaranteed, as well as health and education; each citizen should as well be able to find the option that best suits her/his needs.

Joan Enric Ricart, Pascual Berrone, Juan Manuel and Asun Cano Escoriaza, Implementing Smarter Cities through Better Governance. <http://www.worldfinancialreview.com/?p=3140>

In order to achieve the above, cities need to analyze

their strengths, weaknesses, opportunities and threats (SWOT) around the following conditions:

Box II

Economy: This factor refers to all those aspects that promote the local economic development of a city. Urban leaders must analyze macroeconomics of their urban area, the local economy, local economic plans, economic transition plans, industry strategic plans, clusters, innovation and entrepreneurship, diversification, employment, investment and investors.

People: This point refers to local human capital; talent, education, skills, creativity; research and development, educational institutions.

Environment: Anti-pollution plans (noise, air, light), environmental quality, energy, climate change policies, waste management, green areas and parks.

Social cohesion: The local environment deals with immigration, community development actions, efficiency of the health system, senior citizens, state of public safety, shared identity, common values, equality of opportunity and opportunities for all.

Urban planning: This point should try to ensure the livability of the territory; local master plans, public spaces, green design and smart growth (urbanism focusing on compacted cities with high connectivity and easy access to public services) should be analyzed.

Governance: This point analyses the degree of participation and involvement of citizens, distribution of power, organizational structure, e-government plans, capacity to engage business leaders and local agents, public-private partnerships, collaboration and communication.

Public Management: Efficiency of the local administration, methods to assign the best resources to the key tasks, organizational models to deliver greater value to citizens, innovation management plans, management models, frameworks to direct decision making towards smarter cities (include sustainability, social cohesion, innovation and connectivity in decision making).

Technology: Analysis of the degree of technological connectivity within the city: ICT technologies, free Wi-Fi hot spots, technological education.

Mobility and transportation: Internal and external connectivity, public transportation, access to public services, congestion, international transportation infrastructure (airports, ports, railways).

International capital: Factors that increase the international brand and recognition of the city overseas: tourism strategic plans, city diplomacy, city branding and positioning, and attraction of foreign investment.

Through the analysis of these 10 key elements, the city understands its current situation, identifies its competitive situation and strategic position and checks the maturity stage of its urban model (in terms of sustainability, social cohesion, innovation and connectivity). Ricart, et al, Ibid.

The basic principle of good governance and management is to provide equality and remove inequality of power thereby improving public services. To this end a governance and management framework for Lahore in 2035 ought to be:

- Socially just: the benefit of economic development are shared equitably by all segments of society, including minorities, poor, women, children and special people
- Ecologically sustainable: Lahore is maintaining the ecological processes that maintain natural balance and the renewable use of natural resources
- Politically participatory: all sectors of society are participating in development and governance
- Economically productive: creating employment opportunities for the population
- Culturally vibrant: sustaining culture with an active respect for diversity.

7.2. FUTURE STRATEGIES

In order to achieve the above the following strategies need immediate attention of the city governors:

7.2.1. Horizontal and Vertical Governance for Compliance & Enforcement

A consequence of the focus on city-regions⁵² within the economic framework⁵³ necessitates that the national macro-economic structure and environment be strengthened. Also the basis of the micro-economy (i.e. local economic sectors) need to be made resilient to bear this consideration. How well does urban governance, responsible for the efficiency and effectiveness of provincial and local authorities, respond to this need? What kind of urban governance is required to enhance competitiveness and opportunities? Such an economic framework has a reverse side effect on city sustainability e.g. fragmentation and segregation, social exclusion and

The challenges surrounding participation are particularly acute for marginalized groups, such as the urban poor and ethnic and religious minorities.

lack of space. It also leads to changes in a city's social fabric such as urbanization, rural-urban migration and thus the need for sustainable solutions for spatial problems.⁵⁴

Lahore's present vertical governance pattern⁵⁵ is unable to incorporate the participation of a growing number of increasingly diverse interest entities and groups.⁵⁶ The challenges surrounding participation are particularly acute for marginalized groups, such as the urban poor and ethnic and religious minorities. At the moment in Lahore, ineffective and small local government units⁵⁷ and its employees find it hard to draw in and develop the administrative and technical resources required for governance and management of the type required by Lahore. Also the private sector has become an increasingly important stakeholder in governance.

- Thus, the administration (bureaucratic, army and elected governments) need to increase and give authority to local governments to check urban sprawl which can be deterred by co-operative action between all these levels and will improve social, territorial and environmental issues of the city.
- The overlap issues in function, coordination between provincial and local government should be removed with clear tasks and jobs to be taken up by a single relevant authority with regards to the private and local domain working with/under the local government.

Lahore can look to a growing range and number of governance models for cities.⁵⁸ These integrate expertise about governance and management. However, variables like size and contextual realities

In Lahore, before independence, local functions like roads, water supply, drainage, sanitation and street lighting were under the municipal government. Today these functions have been diverted to various authorities (recently companies also like the Lahore Transport Company). This has led to fragmented planning and management of these services.

of Lahore need to be considered on their own merit.

7.2.2. Remove Social and Spatial Inequalities

Addressing the present legal informality in Lahore's government structure ought to be one of the highest priorities for good governance in Lahore. Concentrations of the disadvantaged often require intervention and public expenditure to combat related problems, such as crime,⁵⁹ education⁶⁰ and health⁶¹ needs. In diverse, segregated city regions, fragmented governance can exacerbate the disadvantages of the poor in obtaining public services. Similarly, extended, diverse city regions can offer affluent communities opportunities and incentives to separate themselves from the rest of society.

- This process needs to be checked to provide collective public goods to the whole of Lahore instead of its elites only. This can be done by strengthening local government and power sharing in key economic, social and political sectors.

7.2.3. Transform the Union Council through Equitable Municipal Finance

Local government performs both governance and management roles: the management role of

There is no obligation on the planning or administrative departments at the provincial level to allocate funds to the union council.

local government lies in the service delivery and enforcement of regulations. In Lahore, before independence, local functions like roads, water supply, drainage, sanitation and street lighting were under the municipal government. Today these functions have been diverted to various authorities (recently companies also like the Lahore Transport Company). This has led to fragmented planning and management of these services. Also the focus on privatization has converted government and private sector monopolies. These institutions lack citizen participation, transparency and accountability. Coupled with this, Pakistan's weak democratic history has rendered government role at union council level, at best, feeble. In other words the governance

Mechanism for municipal finance should be introduced, including provision of endowment funds.

systems are not sufficiently gelled together with local government. This reduces choices for the consumers.

- Currently the levying and distribution of local taxes is provincialized/centralized. The union council has no authority to sanction estimates and plans for union council level works. There is no obligation on the planning or administrative departments at the provincial level to allocate funds to the union council. This level of government does not have adequate financial resources. This leads to a shortage of funds for operational and management services as the union councils are unable to replace street lights, faulty pipes.

Thus public services have deteriorated. Mechanism for municipal finance should be introduced, including provision of endowment funds. Union councils should be empowered to raise their own funds through fees and taxes as follows: use of commercial areas and street markets; parking vehicles in public spaces; charges to right of entry to parks and other common areas; tax on advertisements in public spaces; levy a flat per-head charge on the population of a union council according to the income generated by the settlers (DHA, Model Town, Gulberg high-end residents and businesses ought to be paying more taxes), private service/utilities providers e.g. garbage collectors can pay a fee to the union council as tax. These taxes and fees should be according to the existing social and territorial diversity i.e. elite; middle and poor areas pay for services and utilities based on equitable prescriptions. Such a scenario will be better for the governance and management of slum areas.

- Planning, designing and contracting service delivery and regulation issues should be done at the union council which will promote competition, flexibility and transparency.
- Union council should be partners and regulators in union council markets with local rules/regulation and assigning space to street vendors/hawkers who are a part of the culture of Lahore. Local parks and the parking for above spaces should also be managed at this level.
- As far as security issues are concerned, at present, residents of an area have no power to decide the effective use the police force allocated to their area. This does not bode well for the counter terrorism measures introduced at the district level or responding to citizens' security requirements in a residential area. If a police station is under the control of the union council, decisions related to policing can be taken by the local residents. This will

also bring the police closer to the citizens and increase cooperation between them.

Managing public services at union council level would reflect the hopes and desires of the local people, who are the direct stakeholders in such services. Good governance at this level will create competition among union council and improve service delivery. The PLGO 2013 should be amended suitably to incorporate the proposals made above.

7.2.4. Invigorated Spatial Planning

Realizing the importance of spatial planning information, in 2001, Government of Pakistan made it mandatory for every local council to prepare GIS based land information system within three years. But so far, local authorities with limited skills and resources have not made any mentionable progress in this regard.⁶² Recently, as part of urban sector reform project in collaboration with World Bank under Punjab Cities Governance Improvement Project (PCGIP), The Urban Unit⁶³ has initiated this in major cities of Punjab. In 2007, Department of Revenue, Punjab had started Land Record Management and Information Systems Project. It is to be noted that both projects are at provincial level. Both focus on one aspect (land record) of spatial information, whereas planners and decision makers require varied type of current spatial information from departments at national, provincial to local level in an appropriate format.⁶⁴ Current situation of Lahore clearly reflects that no attention has been given to the growth, expansion and sustainability of urban space.⁶⁵ The result is the growth of unorganized slums; commercial and trading activities, concentrated in the inner core of the city causing congestion and strain on urban services network.⁶⁶

- World over, the introduction of spatial planning has been part of public service reform. This trend is set within an increasing focus on localized or decentralized solutions. Local authorities are now charged with the role of government and governance. This increases the role of spatial planning at local level which is concerned with place shaping,

Elected local officials and CSOs can be enabled to cooperate in local policy planning and decision-making processes and to carry out joint initiatives.

encompassing all aspects of life in a locality. Apart from the focus on local level planning there is an increasing trend to connect the public sector to the local authority from the perspective of the user i.e. individual, community, business, and place.

The themes of a good local government model for good governance would be about joining up local authorities and the wider public sector around people, places and businesses, with the longer term economic growth of the area as the basis for the reforms on governance, efficiency and integration.

- Planners have not been accustomed to viewing local government as a vehicle for reform of the planning system. Nevertheless,

in local policy planning and decision-making processes and to carry out joint initiatives. In this way local reform processes, participation of the people in the political process of decision-making and development of democratic structures can be strengthened. CSOs, particularly representatives of women's organizations, can be involved in discussing and identifying development priorities. This can strengthen specialist learning processes, the exchange of experiences and the collective representation of interests. This would involve:

- Regulating and supervising the local administrations, shaping the relationships between national, provincial and local levels, allocating responsibilities, and establishing a funding basis for cities, towns and

CSOs, particularly representatives of women's organizations, can be involved in discussing and identifying development priorities. This can strengthen specialist learning processes, the exchange of experiences and the collective representation of interests.

the role of spatial planning is one of the key delivery means to achieve good governance.

7.2.5. Civil Society Development and Capacity Building

As the backbone of good governance and management public administration and local authorities carry special responsibility for providing basic services for the population. However, the municipal and local authorities can be facilitated by civil society organizations (CSOs). The partner CSOs can play a role in empowering and improving the administrations, transparent financial management and the quality of their service provision. Elected local officials and CSOs can be enabled to cooperate

municipalities.

- Developing a set of policy guidelines for strategic local development and investment planning prepared in cooperation with key provincial departments like Local Government, Planning and Development, the CDGL, the CSOs and local authorities.
- Local government ought to have constitutional and legal cover with a compendium of all existing laws and regulations and comments on different laws, thereby standardizing the legal frameworks that have been used up until now in Pakistan.

A SUSTAINABLE LAHORE

A common perception⁶⁷ about living in a city is that it would reduce vulnerability in different aspects, including lower rates of disease and better access to health services.⁶⁸ Increasingly, however, more than 70% of urban population in developing countries, live in slum-like conditions; with low incomes, poor housing and provision of basic services, and without effective regulation of pollution or ecosystem degradation.⁶⁹ If urbanization focuses only on short-term economic development rather than sustainability, it will lead to development paths that exacerbate climate change with negative implications for sustainable cities.⁷⁰ Prospects for good governance within cities are

and serve the ultimate goal of promoting human health and well-being.⁷¹ Cities in developing countries are both vulnerable and increasingly exposed to climatic threats like heat waves, floods and storms, communicable diseases and air pollution. Lahore is no exception. It has been a victim of dengue epidemic since the past few years; its rain (summer) and fog (winter) patterns have changed. The provincial and district government's response to these epidemic and weather related emergencies have been under scrutiny in the past years. The provision of adequate water and water quality presents one of the most far reaching challenges for Lahore.

Cities in developing countries are both vulnerable and increasingly exposed to climatic threats like heat waves, floods and storms, communicable diseases and air pollution. Lahore is no exception.

provided by national policies and provincial and local government. For example, implementation of national environmental laws can be facilitated by local planning; or a social welfare policy can be coordinated with local education policy. The link between environment, energy, climate change and health policies creates both a need and an opportunity for planners to develop methods for assessing complex risks and to engage more actively in development decisions. Decisions taken in cities should support a preventive environmental agenda

The decisions and actions taken in one of Lahore's nine towns affect another town or even undermine the decisions of a neighboring town e.g. air pollution, sewerage, garbage disposal etc. Structured consultation between provincial, elected and local government and between Lahore's towns is the need of the hour to improve this dimension.

We propose following re-alignments among social, provincial and community relations. (See table on the next page)

TABLE: MAIN RE-ALIGNMENTS

Actor	New Role	Re-alignment
Local Authorities	Place shaping which extends across communities and places and is not concentrated on favorite places/sectors	Institutionalize coordination mechanisms at city level which are above the changing political governments
Provincial Departments	- Facilitator in the above - Cooperate in the process	Produce local spatial evidence and environmental assessments for development sectors
Local Government	Joint mechanisms of spatial planning between local area and department/ authority resource management and delivery role planner at area level	- set out an area's development and funding priorities - Direct services delivery
Public Participation	Community Involvement in any developmental plan	Coordinated local authority engagement strategy with; and performance evaluation by the public

These changes have considerable implications for the function and role of governance institutions at the city level as it will be practiced within a whole union council, local authority and public sector context. All of the above will have to focus on strategic leadership role of local government and authorities in shaping a sustainable Lahore and delivering better local services whilst promoting economic, social and environmental well-being of the populace for achieving good governance.

ENDNOTES:

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 55. The chief minister ought not to be the chairperson of each and every provincial level government entity at the city level nor ought s/he to be appointing his /her nominees to all local government entities.
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 59. There are 80 police stations in Lahore servicing 100,000 population.
 60. Government school student: teacher ratio: Primary-42:1, Middle-35:1, High: 37:1
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