

AN URBAN RENEWAL PROGRAM  
FOR WEST PAKISTAN

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## ABSTRACT

### AN URBAN RENEWAL PROGRAM FOR WEST PAKISTAN

by Muhammad Aslam Mughal

Man is engaged in a continuing struggle of improving his living environment to meet the needs and desires of the time. Cities exist to satisfy human needs; but over time their functions become obsolete for which there must be continual readjustment in physical patterns and facilities to the dynamics of changing social characteristics. The objective of deliberately changing the physical form of a city to meet the requirements of its people as affected by advances in technology has a long history. However, all these efforts have been focused on a particular aspect of city structure without relating to the total urban area. Recently, there has been a greater recognition of urban problems because of their ever-increasing complexity and negative effect on living environment. Urban renewal, as a comprehensive process, suggests an overall attack on the deteriorating conditions of urban structures and their environment.

This thesis study presents some of the critical problems being faced by the cities of West Pakistan today. The large numbers of immigrants in 1947 and the rapid urbanization thereafter have resulted in overcrowded facilities. This situation is presenting many administrative, economic, social and physical problems. An attempt has been made to analyze this situation and to establish the need for an effective urban renewal program.



The significant political, social and economic characteristics of the people of West Pakistan have been examined as they relate to any planning activity; particularly urban renewal. An effort has been made to recognize the national limitations and constraints in terms of available resources and their allocation without going into the details of economic feasibility of renewal projects which is beyond the scope of this study.

Many countries of the world have embarked on national programs recently and some selected programs have been examined in the light of their experiences. This evaluation presents diversity of approaches to the same problem which has been used as a basis for suggesting some important features of any such program in West Pakistan suitable to the local circumstances.

This study has been undertaken with limited data available; therefore, specific details of the program have not been spelled out. However, a general framework has been suggested with all the critical steps involved which could provide a starting point in the direction of a comprehensive urban general program. This thesis presents three-fold recommendations aiming at an overall attack on the city problems.

- A "Study Commission" should be appointed by the government to probe the total approach to urban development and suggest a long-range detailed urban renewal program. On the basis of the available data, the following significant features are recommended:
  - . Adoption of the comprehensive process of urban renewal including conservation, rehabilitation and redevelopment.
  - . Relating urban renewal to the total city structure through integration with the physical development plan.

- . Establishing administrative agencies at the federal, provincial and local levels.
  - . Enactment of urban renewal legislation at the federal, provincial and local levels.
  - . Advancing loans and grants by the federal and provincial governments.
  - . Relating relocation to the new housing schemes being undertaken by the government.
- 
- For the interim period, an effort can be started on carefully planned and executed project bases.
  - A vigorous public relations program should be launched by all levels of government to enlist the support of general public and private organizations.

**AN URBAN RENEWAL PROGRAM  
FOR WEST PAKISTAN**

**By  
Muhammad Aslam Mughal**

**A THESIS**

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## CHAPTER I

### THE CONCEPT

Shelter is one of the basic needs of the human being, along with food and clothing. It has been the focus of his attention ever since the beginning of civilization. History reveals how the man of early periods used to wander in the forests before he felt the need for shelter from wild animals, enemies, heat, cold and other hazards. As he realized the need and invented the necessary tools, he improved the physical structure of the shelter. In time, man discovered the advantages of living in groups. He saw in communal living defense from enemies and predators, economic advantages and many cultural benefits. "The city dweller of our age can hardly imagine a world without cities. Cities seem to him as inevitable as life itself, and as eternal. Cities, however, appeared relatively late in man's long history, and they emerged only after a long struggle with the forces of nature on which man depends and of which he is also a part."<sup>1</sup>

The formation of cities introduced new dimensions to the problem of shelter and its related environment when efforts became directed toward a collective approach. As the biologists declare, man's life is a struggle with his environment and truly he has been accepting this challenge throughout history. "The human settlements of all ages are an expression of the societies

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<sup>1</sup>L. Hilberseimer. The Nature of Cities, Paul Theobald & Co., Chicago, 1955, p. 15.

which created them. An expression of spiritual aspirations and of material requirements. Social organization, political intention, economic means, artistic and technical ability, forms of production and consumption, means of transportation - all these are factors which determine the form and nature of man's settlements. The interaction of these forces, everywhere present, varies as one force or another tends to predominate."<sup>1</sup>

A city is always in transition unless it has ceased to have other functions than to serve the purposes of archaeology. So long as people live in it and use it, a city can never be completed. Because of this there can be no final, once-and-for-all answer to the city's problems. The goal is always advancing, constantly shifting, altering and usually enlarging to cope with the demands of time and the people. Therefore, the city, in general, and its component parts, in particular, may become obsolete functionally or structurally if something is not done. Miles Colean summarizes this process as:

Changing ideas and changing needs from generation to generation dictate corresponding changes in the urban form. The amounts, direction and speed of change in the structure of the city depend upon the intensity of the new desires of its people, the opportunities they seize in effecting change, the physical and financial difficulties they have to cope with, and vigor they can put into the job. Like Baghdad, a city may endure for ages yet change very slowly so long as the requirements of its people remain relatively the same; or it may change with the rapidity of Chicago, Detroit or Los Angeles. The rate of change is not so important as the fact that whether slowly or rapidly change takes place when the needs of its inhabitants change.<sup>2</sup>

There are two significant phenomena which occur in the urban structure which, over a period of time, tend to reduce the usefulness, attractiveness, value or vitality of small and large elements of this structure, namely, "age"

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<sup>1</sup>Ibid., p. 15.

<sup>2</sup>Miles L. Colean. Renewing Our Cities, The Twentieth Century Fund, New York, 1953, p. 5.

and obsolescence which inevitably go hand in hand. Unless there is persistent public and private vigilance to revitalize the structure and overcome these two negative effects, deterioration usually follows which, in itself, leads toward a downward spiral and eventually reaches a condition of blight and then of a terminal slum. Growth, surge, decay and recuperation have characterized most of the world's urban centers from their beginning so we see that urban renewal - as a process of city development that takes place without conscious direction - has a long history. Examples of urban renewal can be seen in ancient, medieval, renaissance and post renaissance periods in European cities. The most significant among these examples was the replacement of defense walls around cities by major roads or boulevards as in the case of Paris in the 1700's. These renewal activities, however have been taking place on the basis of certain needs without any significant relationship to the urban structure in totality. At the same time, this process of piecemeal renewal of cities went on without using any formal terminology like urban renewal or redevelopment.

In some instances disasters have been the motives behind redevelopment, as the London Fire or Cholera epidemics. Because of the great Fire of London in 1666, Londoners were able to get rid of their worst slums and were able to considerably improve the physical structure of the affected area. Similarly in 1848 an epidemic of cholera, mostly in Europe, prompted Britain to come up with the Public Health Act of 1848 which became one of the foundation stones of modern social and economic planning.

In the United States, the problems of housing quality began in the early 1800's. America became a land of promise thereby attracting a large number of

immigrants from Europe. As a result of these migrations, the housing accommodations became overcrowded in all the cities. However the maximum impetus of overcrowding was felt along the eastern coast, particularly in New York City. This stimulated the enactment of the first legislation for slum clearance, in New York, as early as 1791. The rapid urbanization of the country, in the 1830's, resulted in an acute lack of bare shelter and created slum conditions. So, along with physical, social and economic problems, concern was manifested about the housing reforms. Efforts were started privately as in the case of Jacob Riis who played an important role in housing reforms in New York City. In 1867 New York adopted the first tenement law which was not quite effective. In the 1890's a slum condition survey was organized by the U.S. Commissioner of Labor which emphasized a comprehensive approach to housing problems of American cities. However the Tenement Law of 1901, enacted by New York City was the most significant step in improving the living conditions. Later on successive pieces of legislation built up the stage for a comprehensive renewal program which will be discussed in Chapter IV.

Need for official public concern and action for city renewal in Western countries was recognized early in the 20th century by Patrick Geddes, a Scottish naturalist turned planner, who recommended "conservative surgery" to cure the decay in cities. He actually organized a company which undertook renewal of rundown structures in Edinburgh, and thus set an example of urban renewal for the rest of the world. This effort was the first organized realization of the importance of urban renewal. At later stages, many countries initiated redevelopment programs to get rid of slums which if unchecked, would continue to spread and smother community vitality.



Examples are available from many countries whereby small projects were undertaken, over a long period, to replace the slums with better structures and to increase the economic value of an area. However, the effort was limited to private initiative with some help from the governments. Even at later stages, the formal entry of state or national governments did not change the concept of piecemeal slum clearance. The Housing Act of 1937 in the United States is a good example of the provision of grants for the construction of public housing on the condition that an equal number of slum houses will be demolished. This approach meant that attention was, mainly, focused on an area after it had become completely deteriorated.

So far the concept of renewal had been to clear run-down areas on a project basis without relating it to the rest of the urban area. Such an effort would fall under redevelopment in present day terminology. The shift from pure redevelopment to the more comprehensive process of urban renewal is of very recent origin. The term urban renewal is a broad one which includes not only redevelopment but other areas of action too. This new approach, which is now widely accepted and used in many countries, has a broader scope. There are three essential elements of urban renewal which were clearly defined by the International Federation for Housing and Planning Seminar on urban renewal held in the Hague in 1958. The essence of the definitions is as follows:

- 1) **REDEVELOPMENT** is applicable to areas in which buildings are generally in serious deteriorated condition, or in which arrangement of buildings and general layout of the area are such that the area does not, and cannot, provide satisfactory living conditions or opportunity for sound

economic activity, as the case may be. Redevelopment operates on a project basis, that is, it is undertaken in a specifically designated area; but the plan is related to other areas and the city in totality.

- 2) **REHABILITATION** is applicable to areas in which buildings are generally sound in structural condition but have deteriorated because of neglect of maintenance (including repair and necessary periodic replacements, such as of roofing and installations having useful lines of less duration than that of the buildings to which they are appurtenant), or in which there are conditions that are likely to cause such deterioration. As with redevelopment, rehabilitation is operated on a project basis, that is, the measures of the rehabilitation are undertaken within a limited and specifically designated area.
- 3) **CONSERVATION** is applicable to areas of sound quality in which buildings are kept in good physical condition by means of proper maintenance. It consists, in general, of the protection of the quality of such areas by preventing the occurrence therein of all kinds of conditions that have resulted in deterioration and obsolescence in redevelopment and rehabilitation areas. The protective measures should be a part of the normal operations of competent municipal administration, and should be in use throughout the city - including areas that have been redeveloped or rehabilitated.<sup>1</sup>

All the three components constitute the present concept of urban renewal under which attack is made on a city-wide basis and effort is directed at arresting

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<sup>1</sup> Marshall J. Miller (ed.), New Life for Cities Around the World, Books International, New York, 1959, p. 11.

the various degrees of blight without further deterioration.

More divergence of opinion appears to exist on the question of the relative importance and roles of each of these three urban renewal measures. The importance of conservation is rather obvious and causes little disagreement though this aspect of renewal receives least attention. An important role for redevelopment is generally also agreed on. Even when the legacy of bad or obsolescent development inherited from a past age with different standards is eradicated, the forces producing obsolescence in urban areas today will make redevelopment a continuous necessity. There is less agreement on the role to be accorded to rehabilitation. In some countries, as for example Belgium and Czechoslovakia, it is held that any appreciable improvement in urban conditions can be achieved only through redevelopment. As a corollary to this, it is thought by a substantial body of opinion that rehabilitation is actually a hindrance to redevelopment. Investment in repairs and modernization of considerable amounts of capital which must be amortized may delay redevelopment, and the presence of isolated new structures may make comprehensive redevelopment difficult at a later stage. On the other hand, the scale of the renewal problem in some countries and the tendency for the rate of social, economic and technical development to increase may make the redevelopment in the near future of every obsolescent or deteriorated area economically or physically impossible. Some improvement may, however, be desirable in the meantime to bring living and working conditions to a reasonable level. Rehabilitation, therefore, is an essential element of the overall process of urban renewal. All the three elements have a definite bearing on the overall structure of the community and must be carried out simultaneously for effective results.

With the broadened renewal approach and strong official support many countries of the world are now engaged in massive urban renewal activity. The United States has the most comprehensive program whereas of June 30, 1963, a grand total of 1,556 projects of various types of urban renewal had been approved in 743 cities, involving federal grants at slightly more than 3,705 million dollars. It is in this country that, in addition to the removal of physical blight, efforts are being made to attack the social problems of the slum dwellers which is officially referred to as "Social renewal." Studies of various kinds have indicated that this aspect is quite important in improving the living conditions of the people of deteriorated areas. The result is that renewal plans are prepared on the basis of physical, social, and economic problems and their implications. The considerable importance being given to the social problems has further broadened the total concept of urban renewal.

Every society or country has some peculiar circumstances which must be carefully considered before applying any solutions, but the fundamental concepts remain the same. The concept of urban renewal defined by the International Seminar at the Hague has general applicability, but, of course, means to achieve such goals will differ from country to country. West Pakistan is no exception in this regard. Some small scale redevelopment schemes have been undertaken here, but the attempt of this study is to emphasize the importance of a broader approach to urban renewal as described earlier and to suggest possible means of effectuation. To do so, a thorough understanding of the social, political and economic characteristics of the people of West Pakistan is necessary.

## CHAPTER II

### THE LAND AND THE PEOPLE

Owing to the persistent demands of the Muslims for a separate homeland in areas where they were in majority, the Indian sub-continent was divided into two states. From this partition Pakistan emerged on the world map as an independent sovereign state on August 14, 1947. Pakistan consists of two parts, East Pakistan and West Pakistan, which are separated from each other by about 1,000 miles of Indian territory. For administrative purposes, these two parts also form two provinces which are, in turn, governed by a federal government. The two provinces are quite different from each other as regards landscape, geography, climate and some other important aspects. Because of these differences, these two territories should be studied in different frameworks, for social and economic development. For this reason, this study is confined to West Pakistan.

#### The Land

##### 1. Geographical Location:\*

West Pakistan has an area of 310,403 square miles which is 84.9 percent of the total area of the country. It touches the Himalayan foothills and the Hindu Kush mountains in the north. It is separated from Russia by a narrow stretch of mountain ranges, and extends from the Pamirs down to the Arabian Sea. To

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\*See map on page 11.

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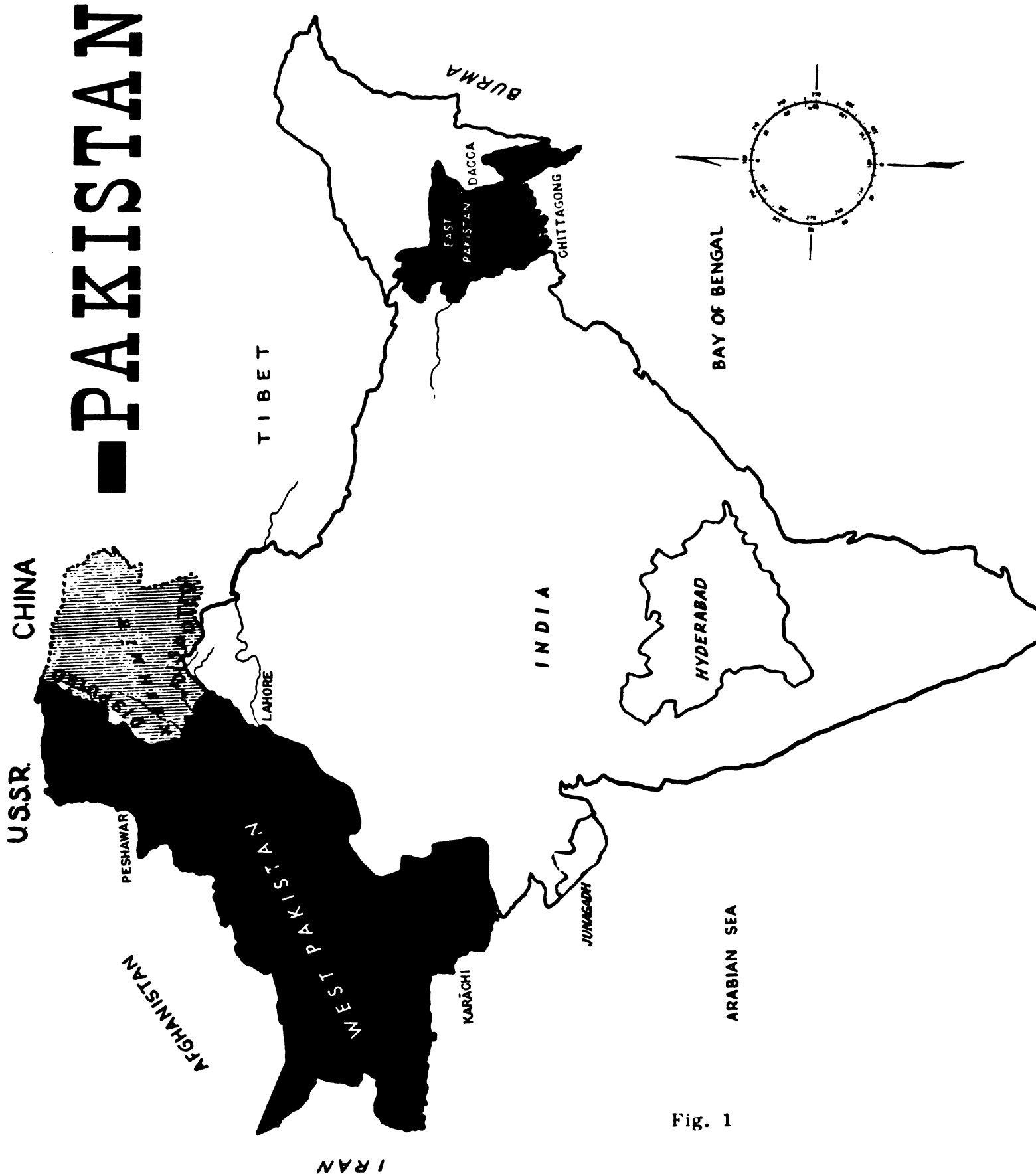


Fig. 1

the West are Afganistan and Iran, while in the South and East it is bounded by India.

## 2. Topography:

West Pakistan presents a variety of topographical features. The north and northwestern areas are rugged and mountainous. The central part consists of plains and fertile fields with an extensive network of irrigation systems. This is the most heavily populated part of West Pakistan. South and Southwestern Pakistan is mostly desert and barren land with few scattered plains where cultivation or habitation is possible.

## 3. Climate:

In West Pakistan the climate is continental. On a summer's day the temperature may go as high as 120<sup>0</sup>F. and may not fall below 90<sup>0</sup>F. at night. During the cold weather, while the maximum temperature on a calm and clear day may touch 75<sup>0</sup>F., it falls almost to the freezing point at night. Along the sea coast the climate is fairly hot in summer and mild in winter. There are four well defined seasons, but autumn and spring are of exceptionally short duration. Most of the rainfall occurs during the latter half of summer, and the winter season is generally dry with short and infrequent spells of rain during December and January.

## The People

Since planning is directly concerned with people, their characteristics must be taken into account in dealing with any considerations of development. The understanding of the political structure of a country provides the framework in which the planner has to fit his plans for successful implementation.

### 1. Government Structure:

The structure of government in Pakistan consists of the following three levels.

(a) Federal: Has a strong, presidential system of government. The President is elected by an electoral college consisting of 80,000 members (basic democrats) who represent the whole country. They also elect the members of the National Assembly which is the Supreme body for enacting laws. The President is assisted by a council of Ministers who head the different departments. Planning of all kinds in the country is guided by the National Planning Commission which allocates the resources and formulates policies and plans. This body is headed by the President and is composed of experts in every aspect of economic, social and physical development.

(b) Provincial: The chief executive of the Province is the Governor who is appointed by the President. The power to enact rests with the Provincial Assembly which is an elected body. The Governor is also assisted by a Council of Ministers who supervise the different departments. Policy formulation is usually done by the permanent staff of the department concerned which is headed by a secretary. In the present set up, the Planning function comes under Communication and Works Department in West Pakistan.

(c) Local: All the cities and towns have some sort of home rule. The legislative body consists of elected members whose authority is limited by provincial enabling acts. These local bodies do not have wide powers of taxation and in many cases the final approval of the plans must be obtained from Provincial Government which maintains a separate department of local bodies.

The local governments are offered grants and loans by provincial and federal governments for the execution of their projects. With the exception of Karachi and Lahore, no other municipality has a separate department of planning. The Provincial Department of Planning assists in this respect. The land is usually owned by private persons, and any level of government can acquire land through purchase. No information is available regarding the purchase of raw land for future development or other land policies.

## 2. Social Characteristics:

West Pakistan inherited one of the oldest civilizations in the world. There were cities and towns even in 2500 B.C., as for example Harappa. The following are some of the social characteristics which relate directly or indirectly to planning activity of any kind.

(a) Population: "The population of West Pakistan in February 1961 was assessed at 42.9 millions, or 45.7 percent of the total population of Pakistan."<sup>1</sup> There has been a growth of 27 percent since 1951 as indicated by Table 1. It is also clear from the table that most of the population is rural, but the urban population is concentrated in big cities thus posing many problems for administrators, engineers and planners. The gross density for West Pakistan is 138 persons per square mile which is higher than the density in many of the countries of the world.

Today, West Pakistan is predominantly an agricultural land and for this reason the large share of its population is rural. However, there is a rapid trend toward urbanization which will have increasing significance in the years ahead.

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<sup>1</sup> Pakistan Census Commission, Population Census of Pakistan: 1961, p. 18.

**TABLE 1**  
**Population Characteristics of West Pakistan**  
**(1961 Census)**

	1951 Total	1961(a) Total	% Increase Over	Urban	Rural	Muslims	Non- Muslims
	(000's)	(000's)	1951	(000's)	(000's)	(000's)	(000's)
Pakistan (b)	75, 842	93, 720	24	12, 287	81, 404	82, 526	11, 165
West Pakistan	33, 780	42, 880	27	9, 646	33, 204	41, 636	1, 214

(a) Excluding foreign materials.

(b) Excluding Jammu and Kashmir, Gilgit and Baltistan, Junagarh and Marranadar.

Source: Government of Pakistan, Pakistan Basic Facts, p. 11.

(b) Size of the Family: Generally speaking, there is an extended family system prevailing in West Pakistan whereby even more than three generations might be living in the same house. The following table shows the number of persons in families of West Pakistan.

This joint family system provides economic security for its members because many of the family functions have not been transferred to other institutions, as in the West. This family structure is under change and, with the wave of industrialization, the nuclear family is emerging, but it will take a long time before an even pattern of this type can be seen throughout Pakistani society.

TABLE 2

## The Family Size in Urban Areas of West Pakistan

	Total Families	Families by Number of Persons/Family				
		1-3	4-6	7-9	10 and over	Ave. Family
West Pakistan (urban area)	1, 632, 590	589, 551	657, 803	314, 120	71, 116	4.6
Lahore	211, 252	70, 419	84, 023	45, 728	11, 082	4.9
Karachi	333, 781	132, 546	130, 617	57, 721	12, 897	4.4
Lyallpur	75, 794	26, 343	31, 777	14, 384	3, 290	4.7

Source: Census of Pakistan - Housing 1960, Vol. 10.

The consideration of family size is important for many phases of planning activity. Overcrowding is considered a contributing factor toward slum conditions, and overcrowding therefore, is directly related to the family size. In most of the cases, perhaps, a standard of the average family has to be used for any planning purposes.



(c) Family Interrelationship: Most of the families still have old traditional ties which produce many kinds of behavior in everyday life. There are strong ties among the members of the family, and strong respect for parents by children. The father is usually the strong leader and master of his family. Education of children, their feeding and lodging is considered the sole responsibility of the parents. In many cases, the father may be the only income earning member of the family with all others dependent on his earnings. The reason for this being that most of the women are simply housewives.

Contrary to western societies, it is not necessary that a new household will be created with every marriage. The newly-wed couple usually resides with the husband's parents for a reasonably long time. This extended family structure has serious implications for improving housing conditions.

This family structure which forms a single cohesive unit, cooperating and sharing the output which comes from the work of the father and sometimes mother, and children, creates frustration and conflict between the children and parents. Because of this conflict there is an emerging trend toward the separation of newly wed young people at an earlier stage. This new trend will bring a demand for housing accommodations of a different kind.

(d) Religion: Religion is a 'key ingredient' of the motivational and the value content of any culture. It also has its conceptual aspects which usually are embedded in the people. Almost all religions influence their members to behave in certain ways, ethically and morally. The people of West Pakistan are generally more religious-minded than the people of many other countries, so the influence of religion on their lives is more marked, a factor which must be taken into consideration for any effective social development.

The majority of Pakistani people are Muslims although the followers of Christianity, Hinduism and Buddhism are also present. As observed by the author, there is a tendency for these religious minorities to group themselves in certain sections of big cities, but there is no concrete information available on this pattern. Islam, the religion of the majority, prescribes a complete code of ethics for its followers. Its influence on the way of living is so distinctly marked that it cannot be ignored in dealing with the planning problems of these people. The strong advocacy for privacy, particularly for women, is a significant factor influencing, among many others, the layout of housing units and their relationship to the neighborhood in which they are located. Such a consideration can entirely change the design concept regarding any development scheme.

(e) Literacy: The people of West Pakistan have a high rate of illiteracy. It is much higher in the rural areas as compared to urban areas, but, even in big cities, the situation, as of today, is not very encouraging. Table 3 gives the figures for some selected cities of West Pakistan.

This high rate of illiteracy, obviously, poses a difficult problem of communication because almost all the modern media require some level of formal education for effective comprehension of communication. Even an understanding of the commonest problems can be difficult for illiterate people so their indifferent reaction toward planning process, in general, or toward urban renewal, in particular, can be well imagined. In such a case citizen involvement and participation which is necessary for effective undertaking of renewal activities is very difficult. Although illiteracy can be an obstacle to effective citizen participation in the planning process, the progress is advancing educational achievement in

TABLE 3  
Literate Persons in Selected Cities

City	Population 1961	Literate Persons	Percent of pop.
1. Lahore	1, 296, 477	423, 863	32.69
2. Karachi	1, 912, 598	636, 296	33.30
3. Lyallpur	425, 248	109, 551	25.76
4. Multan	358, 201	76, 666	21.40
5. Hyderabad	434, 537	91, 918	21.20

Source: Population Census of Pakistan: 1961, District Census Reports.

Pakistan as a result of high priority governmental programs and offers great promise for removing this obstacle. An important target set for 1985 is "the achievement of literacy for the entire population of the country."<sup>1</sup>

(f) Languages: There are many languages spoken in different regions of West Pakistan. Though most of the people understand and speak the national language, Urdu, yet the regional languages have a serious impact from a planning point of view. In major cities there might be a tendency of the people speaking the same regional language to group together. This grouping, again, presents a problem of communication whereby a barrier can be perpetuated between communal groups. The implications of this social characteristic is important while carrying out detailed social studies, particularly investigations involving interviews.

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<sup>1</sup>Harvard Advisory Group, Long-Term Perspective for the Pakistan Economy 1965-1985, p. 8.

### 3. Economic Characteristics:

Pakistan came into existence in the face of many enormous political, social, and economic problems. Its economy at the time of independence was predominantly agricultural and there were very few organized industries. The non-availability of capital and technical know-how were among the main obstacles. In today's world, a reasonable pace of industrialization has to be maintained for achieving a sound economy. The government of Pakistan paid attention to this aspect in the very beginning and the industrial output has increased six times. Considerable progress has been made in other areas of the economy, too, but still the general picture is not very good in comparison to other countries around the globe.

"The national income and per capita income of Pakistan are one of the lowest in the world."<sup>1</sup> As indicated by Table 4 the per capita income in 1962-63 was Rs.259<sup>2</sup> which is only Rs.19 more than the figure in 1949-50. This nominal increase in per capita income has been due to the rapid increase in population and a slow rate of economic growth. However, with significant changes in administration, the rate of economic and social development has been accelerated considerably. It is expected that "if the current rate of development is maintained, the per capita income will be doubled by 1985."<sup>3</sup>

(a) Income Distribution: The per capita income is, understandably, higher in the cities as compared to the rural areas because of the differences in

<sup>1</sup>Government of Pakistan, Pakistan-Basic Facts, p. 104.

<sup>2</sup>Rs.4.79 = \$1.00  
Rupees = Rs.

<sup>3</sup>Harvard Advisory Group, op. cit., p. 7.

TABLE 4  
Growth of National and Per Capita Income

(Year)	National Income (Million Rs. )	Population (Millions)	Per Capita Income Rs
1949-50	17, 909	7, 465	240
1950-51	18, 623	7, 645	244
1951-52	18, 488	7, 898	234
1952-53	19, 023	8, 083	235
1953-54	20, 177	8, 232	245
1954-55	20, 343	8, 379	243
1955-56	20, 086	8, 524	236
1956-57	21, 375	8, 677	246
1957-58	21, 471	8, 842	243
1958-59	21, 858	9, 013	243
1959-60	22, 738	9, 190	243
1960-61	23, 559	9, 372	251
1961-62	24, 956	9, 561	261
1962-63	25, 231	9, 757	259

Source: Government of Pakistan, Pakistan - Basic Facts, p. 105.

opportunities available. The large employers in big cities are typically;

Government

Industry

Commercial Establishments

And a variety of others

Table 5 presents the distribution of population by economic categories for West Pakistan as a whole and some selected cities within it.

The central statistical office in Karachi collects data on industrial workers of some urban centers in West Pakistan. This is discussed under the following section on "expenditure distribution."

(b) Expenditure Distribution: On the basis of retail prices, the central statistical office of the Government periodically computes cost of living indices. The following table gives the average family income of workers surveyed and the group weights.

City	Average Monthly Income	GROUP WEIGHTS				
		Food	Fuel & Lighting	House Rent	Clothing Wear	Misc.
Karachi	Rs. 103/-	57.96	5.06	5.44	7.71	23.83
Lahore	Rs. 83/-	59.41	9.61	5.64	10.55	14.79

For comparison of cost of living over the last 13 years, Tables 6 and 7 give figures for industrial workers and government and commercial employees.

It is clear from the data that the cost of living has been rising while there has not been a significant increase in per capita income. This means that the contribution by people toward any development work is not possible because of their poor economic condition. Therefore, it is almost entirely up to the government to finance and undertake any renewal projects.

**TABLE 5**  
**Employment Characteristics for Selected Cities**

Locality	Population 1961	Total	Agriculture	Non Agriculture	Others including dependents
West Pakistan	No. 39,442,439	12,554,354	7,409,710	5,144,644	26,888,085
	% 100	31.83	18.79	13.04	68.17
Lahore	No. 1,296,477	363,815	22,563	341,252	932,662
	% 100	28.06	1.74	26.32	71.94
Karachi	No. 1,912,598	636,783	4,295	632,488	1,275,815
	% 100	33.29	0.22	33.06	66.70
Lyallpur	No. 425,248	135,326	5,606	129,720	289,922
	% 100	31.32	1.31	30.50	68.18

Source: Population Census of Pakistan: 1961, Economic Characteristics, Bulletin #5.

**TABLE 6**  
**Consumer's Price Index for Government and**  
**Commercial Employees at Karachi**  
**Base 1956 = 100**

Year	General	Food	Clothing & Footwear	Housing and Operation	Misc.
1950	90	92	77	91	90
1951	91	94	80	91	92
1952	96	103	79	93	92
1953	98	102	97	95	94
1954	98	100	96	95	96
1955	97	97	93	96	97
1956	100	100	100	100	100
1957	107	109	119	103	100
1958	110	114	130	100	102
1959	106	114	107	98	98
1960	115	125	125	101	99
1961	116	131	122	102	96
1962	116	131	121	102	97
1963	121	140	121	102	100

Source: Pakistan-Basic Facts, p. 53.



TABLE 7  
General Cost-Of-Living Indices  
For Industrial Workers of Two Largest Cities  
(Base: April 1948-March 1949=100)

Year	Center	
	Karachi	Lahore
1948-50 average	97	90
1950-51	96	82
52	100	93
53	107	99
54	111	101
55	107	96
56	107	94
57	113	102
58	123	111
59	118	103
60	125	111
61	127	118
62	130	124
63	128	120

Source: Pakistan-Basic Facts, p. 53.

### Conclusions

The presentation of this chapter has been focused on an examination of some of the political, social and economic problems as they might relate to the development of any urban renewal policies and program. There seem to be national limitations of considerable nature, but the need for such a program cannot be denied. The economic or other factors do influence the scope of any such program and, accordingly, a compromise can be made.

## CHAPTER III

### THE NEED

Man has made unprecedented progress in industry, education, and the sciences, but the simple refuge affording privacy and protection against the elements is still beyond the reach of most members of the human race. "From the earliest days of civilization, man had been able to create a home with his own hands. Now, for the first time, this is no longer within his competence. The hovels he lives in are worse than those he built when he emerged from the cave. Indeed, the caves still in use are often sounder shelters with better roofs and more privacy than the slums of some Asian cities."<sup>1</sup>

There cannot be any universal definition for a slum because of the many local considerations which must be taken into account. The noted planner, C. A. Doxiadis, has developed three categories of homeless people who create the need for slum clearance in underdeveloped countries:

- (a) "The virtually homeless people - the ones who are squatting in the cities without even a temporary roof over their heads. These people are living and are very often dying, right in the streets of major urban centers.
- (b) Inhabitants of shacks - temporary houses known as "jugis." The conditions in these areas have grown up without any plan, without any support for the people, who have used temporary materials in temporary small constructions without any community facilities, water supply, sewerage and quite often on land which is not owned by them.

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<sup>1</sup>Charles Abrams. Man's Struggle for Shelter in An Urbanizing World, M. I. T. Press, Cambridge, Mass., 1964, p. 8.

- (c) Inhabitants of old, decaying houses usually in the oldest parts of the cities, quite often in the ancient historic cities of the world. This third category is the one which corresponds most the American notion of slum dwellers."<sup>1</sup>

In West Pakistan this classification presents a picture most representative of the present general condition of housing in major cities with the exception of some new developments. In addition to sound shelter, there are such necessary elements of life as pure water supply, sanitary sewage disposal system, electricity, an effective transportation system, adequate educational and recreational facilities, open spaces, and general, overall, environmental amenities. The absence or lack of any of these facilities is considered a contributing factor toward slum conditions.

Commercial and industrial areas also can become blighted functionally and structurally, or both. It is possible for major industries to take care of themselves because of the resources at their disposal, but the quality of commercial areas must be considered along with that of residential environment. This joint consideration is particularly important in West Pakistan where there is extensive commercial ribbon development and complex mixtures of land uses. Since all the physical elements of a city are interdependent, so there must be a comprehensive approach to overall community structure, integrating residential, commercial, industrial, and circulation land uses.

#### Slum Formation and Causes

Slum conditions typically develop from a combination of many possible factors. It is usually thought that the low economic plight of slum inhabitants is the only cause, but while economic problems are ever present, they are more often

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<sup>1</sup>C. A. Doxides. "Slum Clearance and Housing in Underdeveloped Countries," Ekistics, Vol. 16, p. 64.

symptoms of poor environment rather than causes. In West Pakistan, the following additional factors are responsible for the deterioration of the living environment.

1. Partition: In 1947, when the subcontinent of India was divided into two independent sovereign states of Pakistan and India, millions of people migrated. The Muslims in India headed toward Pakistan and, conversely, Hindus migrated to India. This was one of the mass migrations unprecedented in human history. The vast movement of population created social frictions which sometimes exploded into violence, and a substantial amount of damage to housing units resulted from this turmoil. The housing inventory was reduced to a great extent, thereby increasing an already acute shortage. Most of the refugees poured into the large urban centers in the hope of better opportunities. Such sudden concentration of masses of people inevitably resulted in hopelessly overcrowded conditions. For a young nation like Pakistan which was faced with many problems requiring immediate attention, this state of affairs was impossible to cope with, and the rapid development of slums was seen in almost every city of West Pakistan.

2. Rapid urbanization: There has been a growing trend of urbanization in the world, particularly in the twentieth century. Every country is faced with a host of problems as a result of this phenomenon, but they become more acute when the pace of industrialization does not keep up with urbanization. "At comparable levels of urbanization, the developed countries of today had a correspondingly greater proportion of their labor force in non-agricultural occupations. In that sense, Asia can be said to be relatively over urbanized. The pace of

TABLE 8

Percentage of World Population  
Living in Cities

Year	Cities of 20, 000 or more	Cities of 100, 000 or more
1800	2.4	1.7
1850	4.3	2.3
1900	9.2	5.5
1950	20.9	13.1
2050	90.0 (estimated)	

Source: Kingsley, Davis. "The Origin and Growth Urbanization in the World,"  
American Journal of Sociology, Vol. LX, March 1955, pp. 429-437.

urbanization, especially in the last decade, has far exceeded the growth rate of economies of Asia."<sup>1</sup> Although the turmoil caused by the partition of India has subsided, the forces of urbanization are perpetuating and extending the original chaos in living conditions in the cities of West Pakistan. Actually there are two principal factors which are contributing to the rapid rate of urbanization; namely, rural to urban migration and natural increase.

(a) Rural to Urban Migration is increasing at a rapid rate. The main causes are the "push" factors and the "pull" factors. As agriculture can no longer support the ever increasing population, the surplus population has to move to urban areas to seek means of living. The pull factors include relatively better opportunities of employment in government, business, and industries,

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<sup>1</sup>"Urbanization in Asia and the Far East," Joint UN/UNESCO Seminar 8-19 August, 1956, p. 9.

improved facilities of education, health and recreation and other factors of city life. As the majority of people of West Pakistan are still dependent on land, the push factor plays a greater role. "The immigration from the country to cities, in most cases, is without any plan, the primary cause being just to secure any means of livelihood to keep the body and soul together."<sup>1</sup> This rural-urban migration, which is progressing at a high rate, has tremendous impact on the limited facilities available in the cities, which cannot keep up with the demand, thus resulting in increasingly overcrowded conditions.

Rural versus urban way of life: Another dimension to this migration is the significant difference existing between the urban and rural way of life. The pace of life is changing fast in the cities, and people in the villages are left behind. As always, it is the city which is "the initiator, the innovator, the source of social and cultural change; whereas the country is the preserver, the conservator part of the nation which clings tenaciously to the customary ways of doing things."<sup>2</sup> This observation is true about every country, but is very significant in the case of Pakistani society which is under rapid change from a traditionally agricultural society to an industrial one.

The recognition of this gap in the way of life of an urbanite and villager is very necessary because this has a direct impact on slum behavior. The recently-arrived rural migrant does not perceive the urban artifacts the way an urbanite does because he has not been exposed to them. This attitude becomes still

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<sup>1</sup> Anwar Jafri. "Problems of Urbanization in Pakistan," A Case for City and Regional Planning, p. 9.

<sup>2</sup> Lynn Smith. "The City and Social Change," The Sociology of Urban Life, Smith and McMahon, p. 780.

aggravated in the case of a high illiteracy rate as in West Pakistan. The rural migrant who has been brought up in a different social environment with a very close relationship with the family becomes a misfit in the urban culture. This cultural shock disrupts his behavior, at least in the beginning, and while struggling for economic opportunity, he fights this social change. In this different set up, his perception of objects cannot be the same as that of an urbanite. This social behavior contributes to social blight which in turn contributes to environmental blight - a sequence which the planners must take into account.

(b) Natural Increase: The second factor responsible for rapid urbanization in West Pakistan is the natural increase of population because of higher birth rates and the decrease in the mortality rates as a result of the technological progress made in arresting epidemics, controlling diseases, and minimizing other health hazards. Despite the efforts on the part of the government to introduce family planning, this trend is continued. A strong belief in religion is considered opposed to family planning; however, with increased literacy and better methods available for birth control, there will be an increased acceptance on the part of the people. However, even on the basis of a controlled birth rate, it has been estimated that "the population of West Pakistan will increase from 46.20 millions in 1960 to 84.50 millions in 1985."<sup>1</sup>

"The urban population of Pakistan recorded an increase of 430 percent over the last sixty years when it increased from 2.3 millions (5.1 percent of the total) in 1901 to 12.29 millions (13.1 percent) in 1961. While the country's population increased by 2.3 percent per year (from 75.8 millions in 1951 to 93.8

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<sup>1</sup>Harvard Advisory Group, Loc. cit., p. 58.

millions in 1961), the urban population increased by 5.7 percent."<sup>1</sup> The population of cities of 100,000 or more (which contain more than half of the urban population) increased more than 7 percent per year. Of the nation's 16 cities with

TABLE 9  
Population Increase in Cities of 100,000  
or more population 1951-61

City*	Population		Percentage increase 1951-61
	1951	1961	
Karachi	1,064,557	1,912,598	79.9
Lahore	849,333	1,296,477	52.6
Lyallpur	179,127	425,248	137.4
Multan	190,122	358,205	88.4
Rawalpindi	236,877	340,195	43.4
Hyderabad	241,801	434,537	79.7
Gujrauwala	120,852	196,154	62.3
Sialkot	167,506	164,346	1.9
Peshawar	151,434	218,691	44.4
Queta	83,892	106,633	27.1
Sangodha	78,447	129,291	64.8
Sukker	77,026	103,216	34.0

\* Excluding suburbs.

Source: Pakistan Census Commission "Population Census of Pakistan 1961, Final Tables of Population - Sex - Urban - Rural - Religion, Karachi, 1961, p. 18.

<sup>1</sup> Amwar Jafri, Loc. cit. p. 11.



**MAJOR CITIES OF WEST PAKISTAN**  
Population More Than 100,000  
(1961 Census)

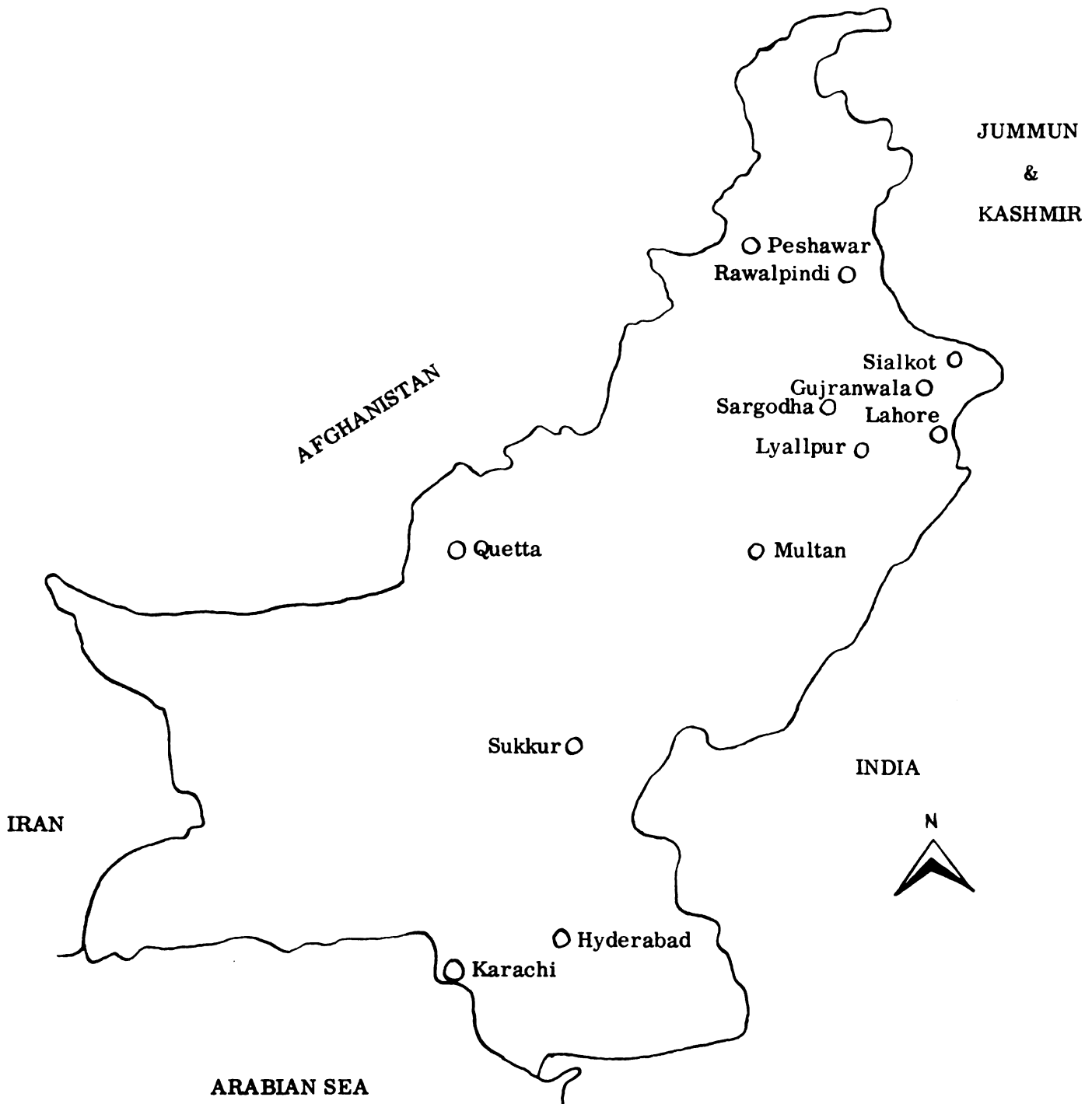


Fig. 2

100,000 or more people, 12 are in West Pakistan. According to certain estimates, "urban population of West Pakistan is likely to increase from the existing 22 percent to 52 percent of the total population of the Province by 1981."<sup>1</sup>

It is clear from Table 8 that some of the cities have experienced a tremendous population increase in the decade of 1951-61. When translated into the facilities required such as housing, jobs, schools, hospitals, parks and open spaces, this rate of urbanization becomes gigantic. Using all the resources available to it, no city can keep up with the mounting requirements. It has already been pointed out that the economic level of the people is very low, which adds new dimensions to the total problem. In such a situation, overcrowding of facilities is very likely to result in slums. The 52 percent of the total population which will be living in urban areas by 1981 means that a large number of persons will be pouring into existing urban centers along with new centers which will be developed. So this urbanization dimension will have to be handled in a logical, systematic manner, and the existing cities will, inevitably, have to turn to renewal activities.

#### Additional Factors

In addition to the factors just cited, there are others which contribute significantly to the need for urban renewal action. Principal among these are the following:

##### Land Limitations:

Nature has provided man with a vast resource heritage, but the gifts of nature are not scattered evenly. Often as not, they have limitations which tax

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<sup>1</sup>West Pakistan, "Transportation Survey of West Pakistan," Report by the Department of Army, Office of the Chief Engineer, 1962, Washington, Vol. II, p. 42.

the ingenuity of man. In his age-old effort to find, develop, and utilize new land resources, man has often found that he must cope with the problems of uneven resource distribution and unfavorable climate, topography, and location. These limitations definitely restrict the area suited for particular uses. "Fortunately, however, man has found that the purposes for which he uses land vary almost as much in their need for particular land characteristics as do the characteristics of the resource base with which he works. Thanks to these happy circumstances, most of the earth's surface has potential value for some use or group of uses, although the total area suited for any one use is often quite limited."<sup>1</sup>

With the particular development problems of a given society, there is competition among different land uses, but the most talked of competition comes with the encroachment of residential, recreational, and other land consumption uses on areas used for production purposes. Much of the sprawling outward growth of cities comes at the expense of areas once used for agriculture. In West Pakistan this problem becomes more acute where the food production is already low and increases in population demand higher agricultural output. Even the countries with vast resources available to them are concerned with this encroachment. "Exploitive policies and the encroachment of consumption uses on lands that could be held for long-run production purposes are often tolerated by society, particularly when it enjoys a plentiful supply of land resources. But as society faces the problem of increasing competition for the use of its limited resources, it sometimes finds it necessary to assign higher priorities to some

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<sup>1</sup>Raleigh Barlowe. Land Resource Economics, Prentice-Hall, Inc., Englewood Cliffs, N. J., p. 23.

uses than to others."<sup>1</sup>

In the light of these observations, it is necessary that, on the one hand, the Government of West Pakistan take the necessary measures to preserve the precious agricultural land and on the other hand, the land already in urban areas must be utilized to its maximum potential. This might mean higher densities and compactness of the total urban development. One tool of achieving this objective will be through urban renewal activity whereby a healthy environment can be created. The land limitations may also force cities to expand in vertical dimensions along with the limited horizontal expansion.

#### Housing Condition:

With the population explosion and low purchasing power, the majority of the people in urban areas has to live in substandard housing. The excessive pressure from urbanization has also resulted in the breakdown of an adequate level of municipal services. In certain sections of the city there might not be any municipal service available at all. This situation provokes health problems and a need for establishing minimum housing requirements. The lack of adequate housing and building codes has allowed deteriorated structures to accumulate without any limitations.

The problems of utilities and housing are more acute and complicated in the case of temporary shelters called "jugis." These developments have taken place sometimes in the central parts of the cities without any plan. There is every possibility that, by undertaking redevelopment, the same number of people might be accommodated within the same space, but with better living

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<sup>1</sup>Ibid., p. 81.

environment. Some such schemes have already been tried in Karachi and Lahore. So it means that urban renewal is inevitable if housing conditions are to be improved on a city-wide approach.

#### Traffic Problems:

The cities of West Pakistan are very old as compared to American cities and in terms of circulation functions, they developed on a pedestrian scale. Within a short period, the cities in the United States have experienced inadequate transportation facilities because of urbanization and technological inventions, particularly the automobile. The increased ownership of the car in the United States has resulted in many advantages to the public, but it has posed tremendous problems to planners and administrators. In an effort to accommodate an increasing number of automobiles, more and more highway construction has been completed in recent years. Many urban renewal projects have been undertaken as a direct impact of automobiles. Even in the European countries, a prime reason for urban renewal is cited as the traffic problem.

The streets of cities in West Pakistan which were designed for cart, bicycle and pedestrian have become scenes of increasing congestion. This situation not only results in the waste of time, but also becomes a major cause of accidents. To complicate the problems of traffic congestion further, the automobile has "sneaked" into this slow-moving mixture of traffic. The streets are not adequate to permit even the movement of automobiles in many circumstances. The recent trend indicates that car ownership in West Pakistan is on the increase which means that certain traffic management measures will have to be adopted.

Apart from the usual measures to alleviate traffic congestion such as one-way streets and parking meters, there will have to be substantial changes in

street patterns which will require construction and reconstruction. The changes may include many familiar measures such as widening existing city streets, laying out parallel streets, enlarging plazas, installing traffic circles and other channelling devices, and building urban highways. In addition to movement of automobiles, arrangement has to be made for the storage, particularly in the central parts where land is not easily available. This problem of parking is tied in with the Central Business Districts which have to be maintained by providing all the necessary facilities.

It is desirable to separate the slow-moving and the fast-moving traffic; but separation cannot be achieved everywhere because of economic reasons. Although the automobile is increasing in usage, it will never be the means of transportation for the majority of the people for a long time. Accordingly, each city in West Pakistan must have an effective mass transit system. The whole demand for moving people and goods with a circulation system requires a comprehensive approach whereby a proper balance will be maintained for provisions of facilities to handle all types of movement.

#### Recreational and Educational Facilities:

Cities are built for the fulfillment of people's needs and desires as far as it is possible. Education of children and provision of recreation places are essential in any community. In a country like Pakistan where an educational revolution is underway, the provision of educational facilities becomes particularly important. Even the mere provision of these facilities is not sufficient because their location has to be related to housing development. It is important to recognize the time or distance involved in reaching these facilities. Certain standards

can be established on the basis of type of facility, density and economic limitations.

Recreation facilities and other open spaces are also essential for the residents of a city, irrespective of age. "It has been increasingly recognized that recreation is necessary for physical, mental, emotional, and moral health and well-being not only of the individual but of society."<sup>1</sup> Recreation is also one of the important factors that can help to reduce some of the causes of social maladjustment and to prevent anti-social action before it occurs because recreation provides a constructive, healthy outlet for emotions that might otherwise be destructive. Thus to help decrease juvenile delinquency, crime, or other anti-social behavior, the provision of adequate recreation areas is essential.

The cities of West Pakistan have a serious lack of such facilities, particularly in older parts. In central sections where land is in critical supply, urban renewal is the only answer for achieving an adequate distribution of essential educational and recreational areas.

#### Property Values:

Extensive evidence reveals that structural, functional or environmental blight tends to reduce the value of properties located within a specified area. In the United States, the diminishing property value has been an important factor justifying renewal programs. Before the initiation of national urban renewal programs, many private efforts in renewal were undertaken because of the fact of deteriorating property values. In the present day active program, market

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<sup>1</sup>Mary McClean (ed.). Local Planning Administration, The International City Managers' Association, Chicago, 1959, p. 251.

analysis is made to determine the effect on property values.

There is no specific data available regarding the effect of blight on property value about any city in West Pakistan, but the existence of this fact is obvious. Redevelopment, rehabilitation or conservation are bound to increase land values. This economic result becomes particularly important in the areas occupied by refugees which commonly are located in cores of the cities of West Pakistan. If proper relocation of displaced people can be arranged, the same areas can be used for much higher economic return probably by changing the land use to commerce or industry. Even a better residential development will bring about increase in property values.

### Conclusions

West Pakistan is going through a phase of rapid urbanization at a rate which is much more than the rate of industrialization. This rate will be accelerated, or at least maintained, for quite a long time into the future. The changing economy from predominantly agricultural to industrial is the prime reason. New mechanized agricultural processes will make the rural to urban population movement more rapid in amount and rate. The problem is more complicated because of this migration trend toward urban centers which are already too large for effective management. Despite the Government's efforts to take some of the population pressure from such centers as Lahore and Karachi by controlling the location of major industries through a comprehensive licensing system, this trend will continue. Similar attempts in the case of London and Tokyo are good examples. This endless growth means the straining of facilities which are already inadequate.



Rapid urbanization poses problems which are physical, social and administrative in nature. Some of the physical development problems of cities of West Pakistan have been discussed under the sections of housing condition, traffic problems, and educational and recreational facilities. The presence of intensive mixed land uses adds to the complication of physical problems. There are all the social problems usually characteristic of over-urbanization anywhere - slums, gangs of hoodlums, juvenile delinquency, prostitution, vice, crime and beggary which are but a few of the serious ones. These physical and social characteristics contribute toward administrative problems for different units of government at the local, provincial and federal level.

The problems of larger urban centers are so complicated that greater recognition will have to be given to them. Policies for urban development will have to be formulated which would translate recognition into positive actions within a comprehensive approach. Urban renewal is one aspect of this total approach for improving the living environment of cities in West Pakistan. At the present stage it might not be possible to undertake major urban renewal projects because of limited economic capabilities of the nation, but this limitation should not obstruct the way for the establishment of a basic program which can serve as an effective beginning for a large-scale, continuing program. The country is on its way to a better economic future so there is no reason why an urban renewal program cannot be initiated. The main thing is that instead of a piecemeal approach, the whole program should be comprehensive, systematic and carefully timed.

West Pakistan is in a distinct position because many countries have developed and tried different urban renewal programs over the past twenty years.

Their experience can be utilized with careful evaluation to help develop a program which can be more meaningful and useful. This consideration is the basis of the next chapter where selected features of programs in some other countries will be presented and analyzed.

## CHAPTER IV

### SELECTED EXAMPLES OF URBAN RENEWAL PROGRAMS IN OTHER COUNTRIES

In the progress of human knowledge it is normal to share one another's experiences to achieve a common objective. Man's progress in different fields is like a chain process which is built one link after another. Every society might be of some help to any other, and this role is particularly true for those which have been left behind because of political constraints, economic limitations and lack of other critical resources. For exactly the same purpose an effort will be made to examine some important aspects of urban renewal programs as administered in countries which can provide experience for any possible program for West Pakistan.

The choice of the countries is very limited because not very many have effective urban renewal programs. On the basis of scope, nature, and, to some extent, the achievements so far of the programs, of the United States, Canada and France will be so examined.

#### United States

The United States has, at present, the most extensive urban renewal program in terms of the scale and amount of money spent. "Of the various governmental programs which are directed toward or contribute in some degree to the improvement of city environments, urban renewal is the one in which is focused the U. S. official effort to eradicate slums and the conditions which produce them.

Other governmental programs have, of course, strong influences on renewal planning and operations. These programs include, not only the complementary activities, such as the provision of housing for displaced families specifically devised to supplement and facilitate the treatment of blight with the instruments of the urban renewal program proper, but also such vast scale operations as the government supports for highway construction and the development of new residential subdivisions and supporting facilities."<sup>1</sup> The important features of urban renewal in the United States are:

Origin:

The rapid population growth and urbanization forced the cities and the federal government to adopt certain measures to improve the living environment.

1. Early Federal Legislation Bearing on Slum Elimination:

"The federal government interest in the slum problems goes back to 1892 when it was manifested by a congressional appropriation of \$20,000 for investigation of slums in cities of 20,000 or more."<sup>2</sup> Federal legislative action on slums, however, was insignificant until the great depression of the 1930's brought federal assistance to housing. During this decade, the principal legislative events specifically concerning slum questions were:

- a. The Emergency Relief and Reconstruction Act of 1932 authorized loans to corporations for construction of housing for low-income families, or for reconstruction of slum areas.
- b. The National Industrial Recovery Act of June '33 directed a comprehensive program of public works, including "construction, reconstruction, alteration, or repair under public regulation or control of low-

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<sup>1</sup>Richard L. Steiner, "United States of America," in New Life for Cities Around the World, p. 177.

<sup>2</sup>Miles Colean, Loc. cit.

cost housing and slum clearance projects."<sup>1</sup>

- c. The United States Housing Act of 1937 which was intended "to provide financial assistance to the states and political subdivisions thereof for the elimination of unsafe and unsanitary housing conditions, for the eradication of slums, for the provision of decent, safe, and sanitary dwellings for families of low income, and for the reduction of unemployment and the stimulation of business activity."<sup>2</sup> A prerequisite for the federal loans was that substandard housing units would be eliminated in a quantity equivalent to the number of new subsidized units provided.

## 2. Formulation of the Urban Renewal Concept in Law:

The first urban renewal laws were enacted by state representatives rather than by the federal government. These statutes fell into one or more of three categories:

- a. Encouragement of private enterprise through grant of certain public powers to private corporations for land assembly, clearance and re-development.
- b. Placement of responsibility on municipal bodies for land assembly and clearance.
- c. Same as "b" except responsibility was given to local housing authorities specifically as the agencies for clearance and land assembly.

The postwar period saw emphasis on a national housing effort to meet the shortage of housing. The Housing Act of 1949 was the first legislation to combine

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<sup>1</sup>Ibid., p. 177.

<sup>2</sup>The United States Congress, Housing Act of 1937.

public and private enterprise on a large scale in a national campaign specifically directed at eliminating and replacing slums and blight. The law authorized federal aid amounting to \$1 billion for loans and \$500 million for capital grants to communities for slum clearance projects, and its paramount emphasis was on encouragement of redevelopment by private enterprise. The objective of the 1949 Act was spelled out as "a suitable living environment for every American family." A requirement was included that a redevelopment plan must fit in with a general plan for the whole community.

The Housing Act of 1954 still broadened the perspective of urban renewal. The major features added over the 1949 Act were:

i. The "workable" program requirement which was established as a pre-requisite to federal financial existence for specific urban renewal projects. The **Workable Program** is a community's own plan of action to eliminate existing blight and to check the development of slums.<sup>1</sup> The following seven elements all must be fulfilled:

- Adoption of adequate minimum standards of health, sanitation, and safety through a comprehensive system of codes and ordinances effectively enforced.
- Formulation of a "comprehensive community plan" or a "general plan" implying long-range concepts and including land use, thoroughfare, and community facilities plans; a public improvement program, and zoning and subdivision regulations.

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<sup>1</sup>Housing and Home Finance Agency, How Localities Can Develop A Workable Program (Washington, D. C.: Government Printing Office, 1957).

- Identification of blighted neighborhoods and analysis for extent and intensity of blight and causes of deterioration, to aid in delineation for clearance or other remedial measure.
- Setting up an adequate administrative organization, including legal authority, to carry on the urban renewal program.
- Development of means for meeting the financial obligations and requirements for carrying out the program.
- Provision of decent, sanitary housing for all families displaced by urban renewal or other governmental activities.
- Development of active citizen support and understanding of the renewal program.

The federal statute requires that localities submit their workable programs to the Housing and Home Finance Administrator for approval and to seek periodic review and recertification because of the changes over the period of project initiation to completion.

ii. Introduction of the broad, generic term "urban renewal" which changed the emphasis from urban redevelopment only to redevelopment, rehabilitation and conservation. This recognition brought new dimensions to the total concept.

iii. Government insurance of mortgage loans on new or rehabilitated dwellings in renewal areas.

iv. Demonstration grants for experimental undertakings in urban renewal.

#### Program:

The United States conducts a vigorous urban renewal program under which cities, in partnership with private enterprise and the Federal Government (financial

support), carry out urban renewal projects. "Urban renewal project" is a term used for specific activities undertaken by a local public body in an urban renewal area to prevent and eliminate slums and blight. Such a project may involve slum clearance and redevelopment, or rehabilitation and conservation, or a combination thereof. In accordance with the type of project involved, it may include acquisition of land, demolition of structures, installation of streets, parks and other improvements and disposition of acquired land for uses specified in an urban renewal plan.

"The financial losses incurred in the process of acquiring property, demolishing buildings, and preparation of the land for new uses are met with public funds. Usually one-third of such loss is borne by the locality and two-thirds by the Federal Government, although an alternative formula is available, if the community elects to assume full responsibility for certain costs, which permits the Federal Government to contribute as much as three-fourths of the other costs of the project."<sup>1</sup>

Urban renewal, which formally was started with main emphasis on housing only, now encompasses commercial and industrial blight which have also become eligible for federal grants-in-aids.

#### Administrative Organization:

The complexities involved in the process of urban renewal demand close cooperation of federal, state and local agencies.

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<sup>1</sup>Steiner, Loc. cit., p. 177.



## 1. Federal:

The "Housing and Home Finance Agency"<sup>1</sup> (HHFA) headed by an "Administrator" has congressional authorization to carry out the major responsibilities of the Federal Government in the urban renewal program. The approval of the Workable Program is given by the Administrator while all the other functions have been delegated to the Urban Renewal Administration (URA) of HHFA. There are many other federal agencies, as shown in Fig. 1, which are indirectly involved in urban renewal, but URA makes the grants for planning assistance and helps localities prepare their programs where requested. Urban renewal personnel in HHFA regional offices advise the local public agencies and act as liaison between them and the Federal Government.

## 2. State:

The main functions performed by the state governments are authorizing local units (1) to acquire private property through eminent domain and then sell it to private developers, (2) to establish administrative agencies to plan and manage urban renewal projects, and (3) to accept gifts and grants from private and other public sources. In effect, local units are authorized to deal directly with the federal agencies, bypassing the state in all administrative and financial arrangements. However, every state has some agency which is involved in an advisory role. Some states offer financial help to the communities, as in Pennsylvania, where the Housing and Redevelopment Division is located in the Bureau of Community Development, Department of Commerce.

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<sup>1</sup>Under new legislation of 1965, this has been incorporated into Department of Housing and Urban Development which has started functioning, effective January 1, 1966. This new Cabinet-level Department is expected to become the central administrative focus for a greatly expanded attack on problems of urban development.

### 3. Local:

"In setting up an urban renewal operation, cities are not always free to decide on the type of agency to do the job. State enabling laws may specify a single type, or there may be a choice among two or three: (1) Separate agencies, legally distinct from city administration; (11) Combined public-housing-redevelopment or urban renewal agencies, legally distinct from the municipal corporation; and (111) Municipal corporations."<sup>1</sup> All these arrangements can be seen in the different cities of the United States. There are arguments in favor of and against each of these types, but it is very difficult to make any reliable, critical evaluations because the experience in most cities with urban renewal programs has been too short, and each city has its own peculiar administrative, legal, and policy characteristics.

All effort toward any urban renewal has to be initiated by the local agency; therefore, it assumes an important role in the overall process. In effect, the Federal and state governments provide administrative guidance, a critical portion of the financial aid and basic legal authority to help renovate worn-out urban areas. Local governments must provide the leadership, initiation, and follow through for each urban renewal action.

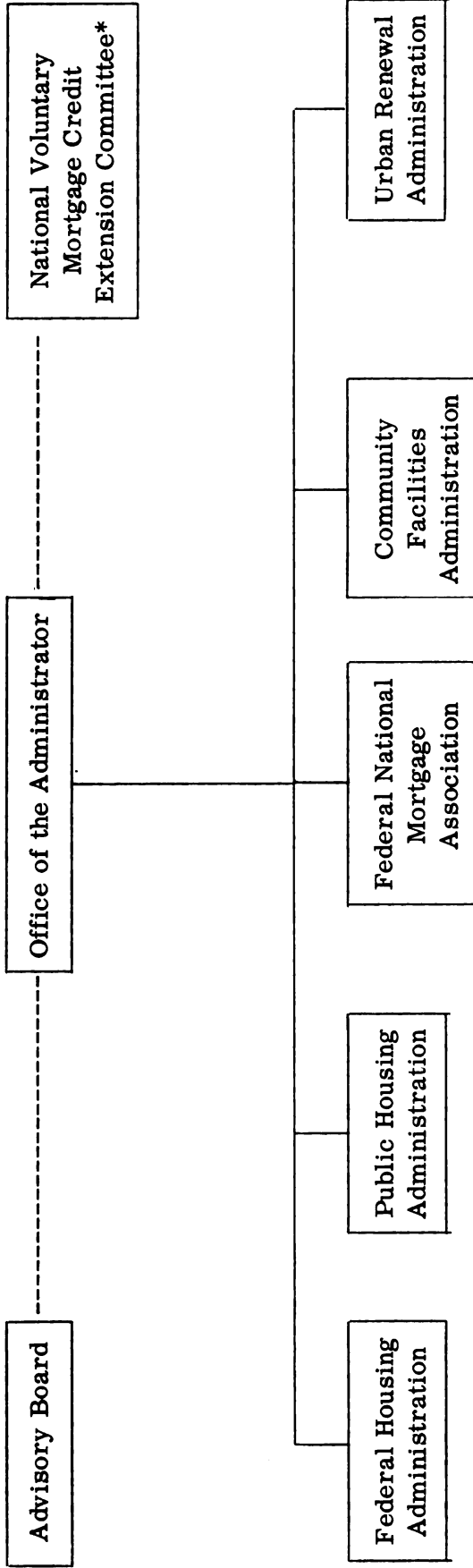
### Financing:

The sources of financing of slum clearance and urban renewal projects are loans and subsidy payments by Federal Government and shared contributions by local governments to defray the net losses involved in acquiring, clearing and preparing land for new development by private enterprise.

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<sup>1</sup>McLean, Loc. cit. p. 159.

# Housing and Home Finance Agency



\*The HHFA Administrator serves as Chairman of the National Voluntary Mortgage Credit Extension Committee, which operates through 13 regional committees.

Fig. 3. Federal Administrative Organization for Urban  
Renewal in the United States

Source: Local Planning Administration, p. 158.

## 1. Federal Financial Aid:

The following federal monetary aids are available to localities undertaking urban renewal:

- i. for planning specific projects.
- ii. as working capital to acquire and clear slum properties for redevelopment or rehabilitation; and as capital grants and loans to cover two-thirds or three-fourths of the redevelopment or renewal project costs.
- iii. for developing low-rent public housing to aid in relocating displaced families.
- iv. for experimenting and developing new techniques of urban renewal operations.

There are no loans or grants available for actual construction except for public housing, but special mortgage insurance is available to encourage private investment in relocation housing and in the provision of other housing, particularly low-cost housing, in urban renewal areas.

## 2. State Financial Aid:

As mentioned earlier, the major share of financial aid comes from the Federal Government but some states offer minimal monetary aid to the localities. The states which have this kind of arrangement include Connecticut, Illinois, Minnesota, New York, New Jersey, Pennsylvania, and Rhode Island. Sometimes, instead of financial assistance, technical, advisory assistance is made available to the localities.

## Canada

Canada has an active renewal program which is supported by all the three levels of government. The problems encountered by this nation are not very

different from those of the United States, but the different political framework of Canadian government requires solutions suitable to the local circumstances.

Origin:

Canada is a country which has received a large number of immigrants since 1900, and interest in renewal has been increasing accordingly. "The influx of people into urban areas at such times has directed attention to the social and health dangers attendant upon overcrowding and bad housing. Concern was first expressed in reports to the Commission on Conservation made in 1911-14. The average annual rate of immigration from 1910 to 1954 was 101,357. These reports led indirectly to the first remedial measures, the enactment of habitability codes in Winnipeg and Toronto."<sup>1</sup> Even this early recognition of concern did not lead to any concrete steps, and there was no headway achieved between the two World Wars.

The country experienced a sharp increase in immigration after 1945 which necessitated some sort of urgent legislation. Consequently, aids to redevelopment were contained in the revision of the National Housing Act of 1944. The first use of that legislation was in Regent Park North, Toronto, a large slum clearance and housing redevelopment project started in 1947. Now Canada has a comprehensive national urban renewal program.

Program:

The immediate objectives of Canadian urban renewal are the elimination of slum housing and encouragement of modern commercial development. Recently,

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<sup>1</sup>Stanley H. Pickett. "Canada," New Life for Cities Around the World, p. 74.

industrial development has also been included in the renewal program. Progressively Canada has developed a program encompassing all the three major land uses and their relationships with each other.

In determining renewal action in any area, the principal factors considered are the provision of the master plan; the degree of obsolescence of (a) the environment, (b) the structures, and (c) the degree of overcrowding. Generally, the criteria for assessing obsolete structure vary from region to region, while those for assessing environmental obsolescence are national in their application. However, factors considered in determining the degree of obsolescence in any area include incompatible uses of land, degree of intermixture of land use, age and condition of structures, adequacy of street pattern, adequacy of land subdivision designs, provision of utilities, provision of social facilities, and the patterns of building occupancy.

There are four major steps required in any urban renewal project in Canada.

1. An urban renewal study of the whole municipality which must be initiated by the local unit of government and financed jointly by the municipality and federal government.
2. Urban redevelopment study which deals with the specific areas only requiring renewal action. This is also jointly financed by two levels of government.
3. Acquiring and clearing land for redevelopment for which approval, in principle, is to be obtained from the Federal Government. The municipality has to make an application with all the necessary data to the Federal Government.
4. Formal application for a federal contribution for acquiring and clearing land for redevelopment. This should be accompanied by (a) social and physical

data of the area, (b) the rehousing plan, (c) the redevelopment plan, (d) land disposal plan, and (e) analysis of cost.

### Legislation:

The Canadian program requires the participation of all three levels of government, namely, federal, provincial and municipal. The federal legislation is spelled out in the National Housing Act of 1954, as amended in 1956. This comprehensive statute lays down the criteria for financial aid and the procedures involved in obtaining it. Then there is legislation at the provincial level which usually authorizes cities to enter renewal programs.

Legislation has to be available at a local level, under which a municipality has power to acquire and clear real property, to dispose of land for redevelopment and to enter into agreements with the provincial and federal governments for the joint undertaking of projects. "Some aspects of municipal participation are governed by city charters which are acts of provincial legislatures. Throughout Canada, local government is legally subordinated to the provinces by provisions of the federal constitution."<sup>1</sup> Cities which do not have their own charters operate within the framework of provincial municipal acts.

### Administrative Organization:

The three levels of government contribute to the administration of renewal programs and the different phases involved.

#### 1. Federal:

Any renewal with financial assistance under the National Housing Act requires appraisal by the federal agency - the Central Mortgage and Housing

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<sup>1</sup>Ibid., p. 74.

Corporation which is a Crown Corporation charged with the administration of that Act. The Corporation, therefore, determines the policies and standards used throughout Canada in appraising areas for possible renewal. The Corporation represents the Minister of Housing with whom a municipality has to enter into a contract for obtaining any assistance.

## 2. Provincial:

In the Province of Ontario the provincial government may officially designate redevelopment areas. The planning agency of the Province then determines policies and standards for area appraisal. In practice, standards employed by the Province must be similar to those of the crown corporation, as designation by the Province is frequently a prelude to municipal application for federal financial assistance. Here the procedure is different from the United States because each application has to be approved by the provincial government before submitting to the Crown Corporation.

## 3. Local:

The municipal council is the primary planning agency, although in the majority of the larger cities, there is a secondary advisory agency known variously as the town planning commission, planning board or planning advisory commission. The renewal projects are initiated by the municipal council on the recommendation of the advisory agency or the technical staff. There is no single department or agency at the local level responsible for the initiation and completion of the projects, but all the municipal departments cooperate. For example, in Toronto after the adoption of the renewal plans by the Council, designated officials, usually the City Solicitor, Treasurer, Real Estate Director and Commissioner of Planning, negotiate agreements with provincial and federal governments. The Real



Estate Division negotiates the purchases, and relocation of displaced persons is handled by the Housing Authority.

Financing:

Acquisition and clearance of land are financed by the federal and municipal governments. The federal government provides up to 50 percent of the costs, and shares in the revenue from sale, lease or other disposal of land in the same proportion as its contribution to the cost. The National Housing Act allows any province to share the municipal portion of the cost. So far, only British Columbia has legislated to share these costs. Under its Housing Act that Province can grant up to one-half of the amount of the federal contribution to the municipality.

France

In the previous two examples, the impact of heavy migration has been one of the prime reasons for initiation of programs resulting in better living conditions. For health reasons, the renewal programs in these two countries developed into the total concept of urban renewal as used today. France is one of the early countries which presented examples of renewal about a century back. Baron Haussmann, who was Prefect of Paris under Napoleon III in the 1850's, came up with redevelopment schemes for Paris which basically aimed at improving the circulation pattern, installing sanitary sewers and imparting a new aesthetic character to the city. His drastic measures were criticized, but this kind of approach for renewing cities swept first over France and then over Europe from 1855 until after the first World War. Examples of this style of renewal, or merely of general style of physical design characteristic of Paris can be found in cities as far apart as Brussels, Rome and Warsaw, not to mention many illustrations outside Europe.

From 1850 to 1938 France tried rehabilitation, repairing and remodeling of the urban structure under the supervision of the Ministry of Health. With the passage of the 1950 Act, the National Fund for the improvement of Housing was created and, finally, formal entry of the government came in 1955 when redevelopment of blighted areas was given due attention. Now France has an active program aiming at the objectives of renewing cities with grants available from the government.

Program:

The French program is based on a number of decrees issued in late 1958 and in 1959 although legislation seeking to broaden the earlier, small-scale slum-clearance program dates back to 1953. Concurrently with the decrees of 1958-59, an urban renewal unit was established in the Ministry of Construction. "The program confers on urban renewal projects the status of public-utility operations, requires their integration with general city plans, and provides for national aid in the form of loans and subsidies."<sup>1</sup> By vesting urban renewal projects with public-utility status, the program makes it possible to use condemnation. Most of the projects that are now visible owe their origin to earlier slum-clearance legislation and are usually limited in scope, or they are rebuilding schemes in war damaged cities. "The most remarkable genuine renewal project currently under way is redevelopment of the Defense de La Region area in Paris which was started preceding the national program. This was initiated with a decree which established a public utility-type corporation and an urban-renewal district cutting across three local government units."<sup>2</sup> Now many other projects have been started recently.

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<sup>1</sup>Leo Grebler. Urban Renewal in European Countries, University of Pennsylvania Press, Philadelphia, 1964, p. 53.

<sup>2</sup>Ibid ., pp. 55-56.

### Administrative Organization:

The administration of urban renewal is not very clearly defined and there is no single agency charged with this job.

#### 1. Federal:

As already mentioned an urban renewal unit has been established in the Ministry of Construction which is under the Minister of Housing and Reconstruction. "Advances (financial) are available to the local units and the grants, the conditions of organization, and functioning are fixed by the public administration regulation. This regulation is determined on a report of the Minister of Reconstruction and Housing, the Minister of the Interior, and the Minister of Finance and Economic Affairs."<sup>1</sup> The principal role, however, is played by the Minister of Reconstruction and Housing.

#### 2. Local:

A great deal of innovation is apparent in the regulations pertaining to the sponsorship of urban renewal projects. These provide for four types of sponsors: (1) "Mixed-economy" corporations with capital furnished by cities or other public agencies, chambers of commerce and similar organizations, savings banks and so forth - a type of enterprise that seems to have precedents in other sectors of the French economy; (2) real estate companies meeting certain minimum capital requirements; (3) social housing associations; and (4) syndicates of property owners in an urban renewal area. Land assembly, including the exercise of the power of eminent domain and site clearance may be undertaken either by the city or by the sponsor. This means that in addition to the local unit of

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<sup>1</sup>Supplement No. 1 (France) Excerpts from the Code of Urbanism and Housing in New Life for Cities Around The World, p. 92.

government, there can be other organizations undertaking renewal projects for which government support is available.

Financing:

1. Federal:

Advances can be offered to communities by the "National Fund for Urbanism" upon certain conditions being met and with the approval of the Minister of Reconstruction and Housing, the Minister of the Interior, and the Minister of Finance and Economic Affairs. From the resources of the "National Fund for Regional Planning" and under its rules of functioning, the Minister of Reconstruction and Housing can consent to the participation of this fund. Syndicated associations of owners and of certain other public and private organizations are eligible to benefit from the said fund. The contribution of the Federal Government to renewal projects can even be 100 percent.

2. Provincial:

The departments (administrative districts) and the communities have the right to guarantee the loans contracted by the syndicated associations and certain other organizations. A decree of the Minister of the Interior and of the Minister of Finance fixes the conditions of application for loans.

3. Local:

The departments, the communities, the syndicates of communities and other organizations have the right to participate in the associations constituted for the objective of promoting better utilization of urban areas. The participation of local groups in such associations can exceed, if necessary, the maximum percentage foreseen by the actual legislation.

### Conclusions

The programs existing in the countries discussed obviously differ from each other in many respects because of local circumstances, but there are very significant similarities. Perhaps the most important among these is the increasing participation of all levels of government, particularly the national government. The necessity of using public powers is frequently the cause of public action in these countries. Land ownership or right to use the land is usually divided among numerous individuals, private businesses or public authorities. A good deal of redevelopment, particularly in central areas, implies a rearrangement of property boundaries. It is not possible to convince all individuals concerned to reach an agreement on a voluntary basis so the government, which has the authority to take possession of private property in the public interest, has to step in. Also, the acquisition of properties and clearing land involves financial risks which cannot be borne by private organizations or even local units of government on their own, so grants from federal and/or provincial governments inevitably become necessary. In all the three countries, it is the Federal Government which shares the major portion of the cost required for clearing land in redevelopment schemes. However, the sharing of expenses by local and state governments depends upon the tax structure of the country. In France, where local units do not have wide taxation powers, they are eligible for federal grants up to even 100 percent of the total cost of the project.

All three countries have national legislation which spells out the objectives, organizational matters, financing and other details. It is basic to any national program because the legal framework sets the foundation. The development of

legislation varies from country to country because of the basic political philosophy and rights of individuals. In the United States, the individual is given all possible recognition because such sovereignty is basic to the national constitution, while in Canada and France, governments have increased powers, vis-a-vis individual rights.

It is clear from these examples that the complexities of urban renewal demand the cooperation of all three levels of government. The contribution of each level depends upon the political structure of the country. In the United States, local governments deal directly with the Federal Government while in Canada, each plan or project has to be approved by the respective provincial government before submitting it to the Central Government. The organizational units at the federal level vary in nature from the United States where a major agency (Department of Housing and Urban Development) is charged with administration, to France, where different ministries have to grant approval for each project. The role of the local unit is also different everywhere, but all the programs recognize the need for the local unit to play an active part. Most commonly, the initiation of renewal efforts is started at the local level which is quite significant because ultimately it is a local problem which can best be analyzed and solved at the local level.

All the renewal programs emphasize the need for a comprehensive approach and for integration with the overall city plans. This recognition is the most significant development of the new approach which eliminates the dangers of piecemeal treatment. Also there is an increasing recognition of the value of conservation and rehabilitation measures before an area reaches the condition requiring redevelopment. This trend has grown steadily and is bearing fruit in some

countries, particularly in the United States. Official support for actions requiring less than complete redevelopment is of very recent origin, but it is growing in recognition and strength steadily.

This chapter has attempted to explore some of the important aspects of urban renewal programs in three countries which have had some of the earliest experience in urban renewal and have realized some of the more significant achievements in recent years. Their experiences also illustrate some important variations in administrative and financing processes. This diversity of approaches could be beneficial in laying down policies for West Pakistan. These examples indicate some of the critical issues which have to be considered carefully so that a meaningful program could be developed. Precisely the same is attempted in the following chapter which deals specifically with West Pakistan.

## CHAPTER V

### POLICIES AND PROGRAM FOR WEST PAKISTAN

Up to this point the material presented has been related to providing background for formulating a possible renewal program. Manifestly, West Pakistan needs a fundamental approach to the total problem. The lack of reliable data, in depth, prevents the development of a detailed program for urban renewal action in West Pakistan. However, with the information available, it is possible to outline the basic policies and general framework for an effective program. A great deal of research, analysis and deliberation is required before any national or provincial program can be proposed. Many countries of the world, which are also on the verge of initiating national urban renewal programs, are faced with the same kinds of problems. Every country has been involved in some aspect of urban renewal, and that experience can be of great help. Even in West Pakistan, small scale redevelopment projects have been undertaken recently for slum clearance; and lessons learned from those experiences can be utilized for a more comprehensive program.

#### Objectives

Irrespective of scale or scope, any program must be directed at achieving certain goals which ought to be clearly defined. The successful completion of goal formulation can lead essentially to the steps for possible action programs.



Each community has to formulate its own particular goals, suited to its own unique requirements. However, there are certain objectives which can be formulated for all communities and, therefore, must be generalized.

The extremely acute housing shortage in West Pakistan has provoked wide-spread squatting throughout the larger cities. As a result large-scale redevelopment projects involving demolition of a large number of dwelling units is not practical at this stage. The critical questions are, how long can cities allow the sub-standard areas to remain in slum condition? Who should get the top priority? And what should be the scale of the projects? Linked with these questions is that of the allocation of personnel, financial, and material resources which are already inadequate. Financing and technical personnel particularly stand out in this category. But these problems should not affect laying down the goals for an overall urban renewal program. Considering all these elements, the following objectives should be adopted as the bases for developing an urban renewal program.

1. "To provide an adequate dwelling unit for every family." This standard means a living space for every family which should be physically sound and equipped with all the essential services like pure water, adequate waste disposal and electricity. This provision takes into consideration the factors which are directly related to the health of human beings and which have been one of the prime reasons for the initiation of urban renewal programs elsewhere.
2. "To provide a decent environment for every dwelling unit." Every dwelling unit is a part of a larger socio-physical unit, called a neighborhood, or "mohallah."

Soundness of individual structures, alone, is not sufficient to satisfy the shelter needs of its occupants, because the neighborhood environment has a definite effect. The negative effect is termed "environmental blight" which is a major factor for consideration in the delineation of slum areas in the United States.

3. "To provide an adequate level of community services for every resident." Essential services for the individual dwelling unit have already been included in the first objective, but in addition to those mentioned are community services like hospitals, schools, recreational facilities and open spaces. The provision of these kinds of services is basic to any balanced community, but mere provision is not enough, for the distribution in terms of availability is very critical. The relationship of these amenities to the dwelling unit in terms of distance or time must be established carefully.
4. "To improve the circulation pattern and accommodate the invading automobile to a reasonable extent." Car ownership is increasing rapidly in West Pakistan and has a great impact on the traffic situation of the cities resulting in congestion. The problem of traffic congestion is particularly true in the central older parts of the cities which cannot solve these problems without urban renewal. The improvement of traffic facilities or even a step in that direction can enlist the support of businessmen because of the resulting economic benefits.
5. "To achieve a more compatible land use arrangement." Cities of West Pakistan are faced with an intensive mixture of land uses which result in many additional problems. There is no easy solution for this problem; but urban

renewal is being used effectively in many other countries to achieve this objective.

Although these objectives focus on different segments of a city structure, they are based on a comprehensive approach with the ultimate goal of making the life of residents better. The improvement of living conditions is a continuing struggle which requires the cooperation of all concerned.

### Program

The transition of objectives into a program should be accomplished according to pre-established principles. The following general principles are proposed as guidelines for a program in urban renewal for West Pakistan.

### General Principles

1. Urban renewal should incorporate the three dimensions of renewal, namely, redevelopment, rehabilitation and conservation, as already defined in the first chapter. Acceptance of this concept will mean a departure from traditional slum clearance. The use of rehabilitation and conservation measures is relatively new; but the results achieved, in some countries, require an increased emphasis. In West Pakistan, large-scale redevelopment efforts probably will not be possible in the early stages. However conservation and rehabilitation measures could be implemented at the outset whereby sound structures can be rehabilitated, deteriorating neighborhoods can be conserved, and a minimum expenditure of capital will be needed.

2. Urban renewal should be conceived as a comprehensive process designed to counteract functional obsolescence and deterioration of the urban structure, as a whole, and of parts and elements of it, and to revitalize continually,

all elements and components of the urban environment. As a process, urban renewal should utilize the full range of public powers. In the exercise of these powers, it should incorporate, by legislation and other formal means, safeguards for the public welfare and private interests that do not conflict with the greater public interests.

3. Urban renewal is a part of a larger process by which the human environment is continually transformed as a natural progression. Though it is inherent in this process that renewal has a predominantly urban application, its context is a larger one because its applications affect suburban and non-urban areas and can be applied effectively to such areas. This consideration requires coordination of all planning operations because a renewal plan alone cannot achieve the underlying objectives. For this purpose the following three-fold process is suggested:

- a. Urban renewal should develop within the framework of the general city plan for physical development.
- b. Each general city plan should be devised in the larger framework of the general plan for physical development of the region of which the city is a part.
- c. Both the general city plan and the general plan for physical development of the urban region should be formulated in the context of the internal economy, the political traditions, and the values to which the people affected adhere.

#### Relation of Renewal to General City Planning

As part of the larger planning process urban renewal should respond appropriately to the symbiotic relationship between it and the overall city planning

process. Renewal must be undertaken within the framework of the general plan, and, in turn, the plan must recognize the effects of renewal action. While each reacts on the other, renewal should, in general, be regarded basically as one of the processes of implementing the general plan. As a major tool for guiding urban renewal, the general city plan should be comprehensive, taking into consideration all the major factors having to do with the physical community as land use and population distribution, circulation facilities, and systems of facilities to serve land development.

This integration is an important prerequisite, and, as most of the cities of West Pakistan do not have even development plans, it would not be wise to start thinking in terms of embarking on urban renewal projects of a significant scale. Those cities which do have general plans should evaluate them before taking any concrete steps in this direction. Because of this consideration in many countries with long experience in urban renewal, the requirement of a comprehensive general plan is one of the prerequisites for any national grants or loans.

While it is essential that urban renewal should be undertaken within the framework of a general city plan for physical development, there are cities, as mentioned earlier, where a general city plan does not exist and is not likely to exist in the near future. Nevertheless, the process of urban transformation - growth, change and decay - will continue, and certain areas will require some form of renewal action. Under such circumstances, the renewal processes, while desirably subject to the provisions of a general city plan, can proceed on a project basis. This approach requires, initially, a definition of areas requiring renewal and, subsequently, the preparation of a project plan including design

programs for land use, circulation routes, and other community facilities in the renewal area. However, this kind of approach to renewal activity can become a haphazard, piecemeal process and should, therefore, be discouraged for any more than initial steps in embarking on a proper urban renewal program.

#### Criteria and Methods for Appraising Urban Areas

The first step in an active program of urban renewal is an appraisal of physical condition of components of the urban area. Existing appraisal methods in many countries are designed predominantly for application to residential areas for slum clearance procedures rather than a program for urban renewal. In a few countries, appraisal methods based on uniform criteria have been introduced for national use. The purpose of this step is to provide an objective appraisal method for the identification of deteriorated or obsolete buildings, for the determination of the kinds of renewal measures to be applied, and for drawing up program priorities. The appraisal systems generally make an assessment of the quality of buildings (structure, maintenance, facilities) expressed in penalty points. In some Eastern European countries, the appraisal systems in use aim not only to identify, but to provide an objective measure of renewal needs. They also are expressed in monetary terms in order to show the cost of the renewal measure in absolute terms, particularly in comparison with the cost of a new dwelling, and to assure the continuity of the supply of resources necessary for renewal.

It is possible to develop a uniform, general criteria for the whole of West Pakistan which could be adopted by cities with suitable modifications. The effort should be focused on an appraisal method for urban renewal and not slum

clearance only. It should take into account the condition and age of all types of structure, including the aspects of "economic life" and "service value." The investigation of the quality of dwellings should be expanded to include criteria regarding the situation of the dwelling in its environment and the adequacy of certain environmental features. Such environmental deficiencies as bad layout and poor access, the need for road improvements, deficiencies in open spaces and other amenities, and improper location of land uses should be taken into account. In essence, it is meant that the criteria should take into consideration both structural and environmental blight. The health aspect of the structures should form the prime basis for consideration of any renewal activity. The criteria should be developed to aim at absolute minimum from health considerations within the physical, social and economic framework of the Province. A great deal of research, analysis and pre-testing should be done before adopting any final system. Appendix presents outlines of appraisal methods used by some selected countries.

#### Property Acquisition and Clearance

In redevelopment and, to some extent, in rehabilitation projects, whole areas of structures ought to be cleared. The land ownership in such project areas might be held by a number of individuals, thereby creating legal and financial problems. There are many ways of acquiring these properties; but condemnation is the most widely practiced process by which the government can acquire an individual's property in the public interest by paying a fair compensation. The power of condemnation is always vested in government which can delegate the authority to any public or private agency. The use of this power necessitates governments' participation in urban renewal process. A detailed study of land

ownership patterns and political processes should be made before procedures for acquiring properties can be proposed.

Although housing is the major land use of any city, urban renewal should not be limited to this use only. In West Pakistan, where the mixture of land uses is so extensive, exclusive residential renewal will not yield workable and meaningful results. All land uses should be included in renewal action while governmental assistance in terms of grants can vary according to the priorities established.

Sometimes it might be possible for a private organization to undertake a small-scale redevelopment project. In such a case, the acquisition of private properties must be thoroughly investigated by some governmental agency responsible. Such a measure will eliminate the danger of direct benefit to certain individuals at the cost of others. The condemnation power must be utilized with extreme care to prevent any distortions or inequities in the use of this instrument. In West Pakistan where private enterprise is not yet very dominant, private renewal activity will be limited. However, if done, the planning processes, programming, and the related phases should be approved by the government in advance. This precaution is important so that such a project could be related to overall city plan, and, at the same time, the rights of private property owners and the public welfare may be protected.

### Relocation

Redevelopment and, to a more limited extent, rehabilitation involve the displacement of businesses or people from a project area. In all countries there is a legal and social obligation to relocate them either in the area itself after rebuilding or elsewhere with suitable arrangements.



The problem of relocation is critical in every country where urban renewal is underway. However, it becomes particularly critical in West Pakistan where the housing supply is already inadequate. This situation is most evident because of the problem of squatters faced by many cities. In starting any urban renewal program of any significant scale, relocation should be one of the prime factors considered. The principal financial problem is the provision of alternative accommodations at prices or rents which the families from clearance areas can afford to pay; for the economic rents of new dwellings are invariably higher than those in the clearance area.

In almost every country, relocation is given a special consideration where the local, provincial and national governments subsidize the housing for displaced persons in one way or another. In Belgium, for example, the Central Government makes its loans to the two national low-cost housing societies conditional upon their undertaking, as a first priority, to use part of these loans to construct or buy homes for displaced slum occupants. In the United States, low-income families displaced from urban renewal areas have a first priority for new or existing low-rent public housing constructed with federal subsidies. Federal legislation, with the U. S. Housing Act of 1937, made available development loans and annual subsidies to cover operating deficits to local housing authorities for low-rent housing under their jurisdiction. "In Ireland, the Central Government pays two-thirds of the loan charges on dwellings built by local authorities for families displaced by clearance, as opposed to the normal one-third for public housing in general, and gives loans and grants to displaced families for the purchase and building of homes."<sup>1</sup>

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<sup>1</sup>United Nations Report of the Urban Renewal Symposium Organized By The Housing Committee of the U.N., p. 55.

Because of the acute housing shortage and the predominantly low economic condition of families in West Pakistan, the following policies should be adopted.

1. The squatters should be restricted to designated areas of the city from which they could be relocated in new housing projects.
2. There should be a minimum of demolition of structures so that the relocation problem does not add to the number of already shelterless people.
3. The relocation from slum areas should be linked to the new development projects like colonies, new towns or town extension schemes being undertaken by the government. Priority should be given to these displaced families in the new housing projects.
4. Relocation must form an integral part of any renewal project to insure the welfare of displaced people. A satisfactory relocation plan must be a prerequisite for any governmental assistance.
5. Particular social characteristics of the people affected should be considered when making any relocation plans.

#### Development of Cleared Sites

Urban renewal is an expensive and complicated process which must be planned, programmed, and administered with more care and skill than most public works projects. One of the steps in the overall process which needs thorough consideration is the ultimate development of sites after they have been cleared and reduced to raw land. There are many component features of this stage, such as the type of land use to be permitted, the overall and detailed design and the density of development. Among these elements, the concept of density has been

a central one around which the planning profession attempts to measure and generalize about types of urban development with wide differences of opinion. Inasmuch as each urban area and sub-area may have special factors affecting densities, no universal formula is available which has any real validity. The needs and desires of individuals, families, and groups of people vary in time and place; and land use plans and regulations should be adjusted accordingly.

There is a general trend toward decreased density in various countries; but increased density is not undesirable in itself. In areas of higher density the important considerations are how the density is resolved in terms of building pattern on the land, whether or not adequate open space and amenities are available, and whether or not the general quality of the living environment is satisfactory. The critical shortage of developable land for urban areas in West Pakistan demands constant and serious attention whereby increased density of development could be adopted and successfully utilized as a workable policy.

#### Organization and Financing

The implementation of an urban renewal operation is difficult and complex because urban renewal, by its very nature, is a relatively costly and complicated process requiring cooperation between different public authorities and agencies on the one hand and different professions and private interests on the other. As examined in the last chapter, there are varying organizational structures being used in different countries; but, even in the least complicated administrative pattern, close cooperation and liaison among all the agencies involved is essential. Pakistan is a nation with limited resources which must be carefully supervised and pooled. The utilization of all resources is authorized by allocating priorities

on the basis of requirements through 5-year national plans prepared by the Central Government.

This element of central planning should be directly linked to the total urban renewal process. The structure of government vests considerable authority in the Central Government which requires that this level will have to play the leadership role in the overall process of urban renewal. However, the provincial and local governments have to cooperate closely to make the total process a success. Each of the three levels of government should play the following complementary roles:

1. Federal:

To provide leadership, financing and control, there has to be an agency or department at the federal level which will be entrusted with the principal responsibility for administration. There are two alternatives for the creation of such an organizational agency. One is an independent agency acting as the top authority like the "Housing and Home Finance Agency,"<sup>1</sup> in the United States, or the Central Housing and Mortgage Corporation in Canada. The creation of such an agency can be a big step in strengthening the role of Federal Government; however, the feasibility aspect must be given thorough consideration.

The second possibility is the creation of an "urban renewal cell" in an existing ministry which should program the total needs and supervise the functioning of urban renewal programs. The Ministry of Works, in the absence of a separate ministry of Housing, might be the logical choice as a beginning. Every

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<sup>1</sup>Effective January 1, 1966, this agency has been placed under newly created Department of Housing and Urban Development (HUD).

effort should be made to eliminate direct involvement of many ministers, as practiced in the French system. However, a close link will have to be maintained with the Central Planning Commission which prepares the national economic development plans in conjunction with provincial and local authorities for the country as a whole. This integration is quite important because the timing and scope of urban renewal projects and the allocation of funds and other resources have to be laid down in these plans. The ministries of Finance, and Health and Social Welfare should be linked with the "Urban Renewal Cell."

In general, the cost of acquisition of land and buildings in redevelopment schemes will have to be shared by the Central and the Provincial Governments. Even in the case of the development of cleared sites, assistance should be available to local authorities because private enterprise is not sufficiently developed and strong enough to provide sufficient financing for development projects. However, all efforts on the part of private organizations to become involved in urban renewal schemes should be encouraged by all levels of government. Such an encouragement can generate interest, thereby strengthening and stimulating the economy of the country. The obvious area of choice for private enterprise will be the development of cleared sites. The land can be leased or sold to private individuals or organizations; however, it can also be retained by some public agency. The policies can be laid down after detailed study of land ownership pattern and the consideration of related legal and financial aspects.

The principal financial components in urban renewal projects are:

1. Planning Stage

- a. Hiring of staff and establishment of offices

- b. Carrying out of appropriate studies
  - c. Preparation of plans
- 2. Acquisition of Properties
  - a. Appraisal of property values
  - b. Payment of compensation
  - c. Court review processes
  - d. Demolition of structures
- 3. Relocation
  - a. Relocation of public services like sewers, electric lines, water mains
  - b. Relocation of community facilities like school, health clinics
  - c. Financial losses to individuals in moving their properties particularly small businesses
  - d. Provision of alternate accommodation to displaced families
- 4. Development of cleared sites
  - a. Preparation of engineering, architectural and site development working drawings and allied documents
  - b. Site preparation
  - c. Construction of new structures

In all the above mentioned steps, acquisition and relocation are critical ones for which a major share will have to be paid by the Central and the Provincial Governments. The detailed procedural matters can be laid down after a thorough investigation of financial structure and interaction of various governmental units.

## 2. Provincial:

The provincial level of government must play an important central role in the overall process for which there has to be an administrative agency or

department. There are many possibilities which can be considered before reaching the final decision. The first possibility is to create an "urban renewal division" in the existing department of Town Planning under the Minister of Communication and Works. Location of an urban renewal division within the Planning Department will help coordinate the activities with overall provincial, regional and local plans. However, this department has to render planning services to those cities which do not have competent staff in which case the review of plans for any grants cannot be entrusted to this division.

An alternative will be to create a new independent urban renewal or urban development agency which must be charged with the important responsibility of conducting research, gathering relevant information, laying down criteria and guiding communities in carrying out different projects. A similar arrangement can be to entrust the same responsibilities to the West Pakistan Housing and Settlement Agency which can initiate the program until an appropriate administrative framework is evolved. In this arrangement the Provincial Department of Town Planning, through its regional offices, can render planning services to the cities which can be in the role of consultants. These services will be necessary in the absence of competent consultant firms. However, the cities must be encouraged to undertake the initiation and planning at the local level.

Unlike the role of states in the United States, the Provincial Government of West Pakistan will have to offer financial assistance which, in partnership with the Central Government, will help the local communities to undertake urban renewal projects. Explicit criteria should be developed to form a basis for any such assistance. It is strongly felt that various departments and agencies of the Provincial Government will have to coordinate their roles and participation

in urban renewal programs. It is not possible to recommend any percentage of the cost which should be borne by the Provincial Government, but sharing ratios can be worked out based upon detailed studies of the tax structure and the capability of the individual cities to collect revenues.

### 3. Local:

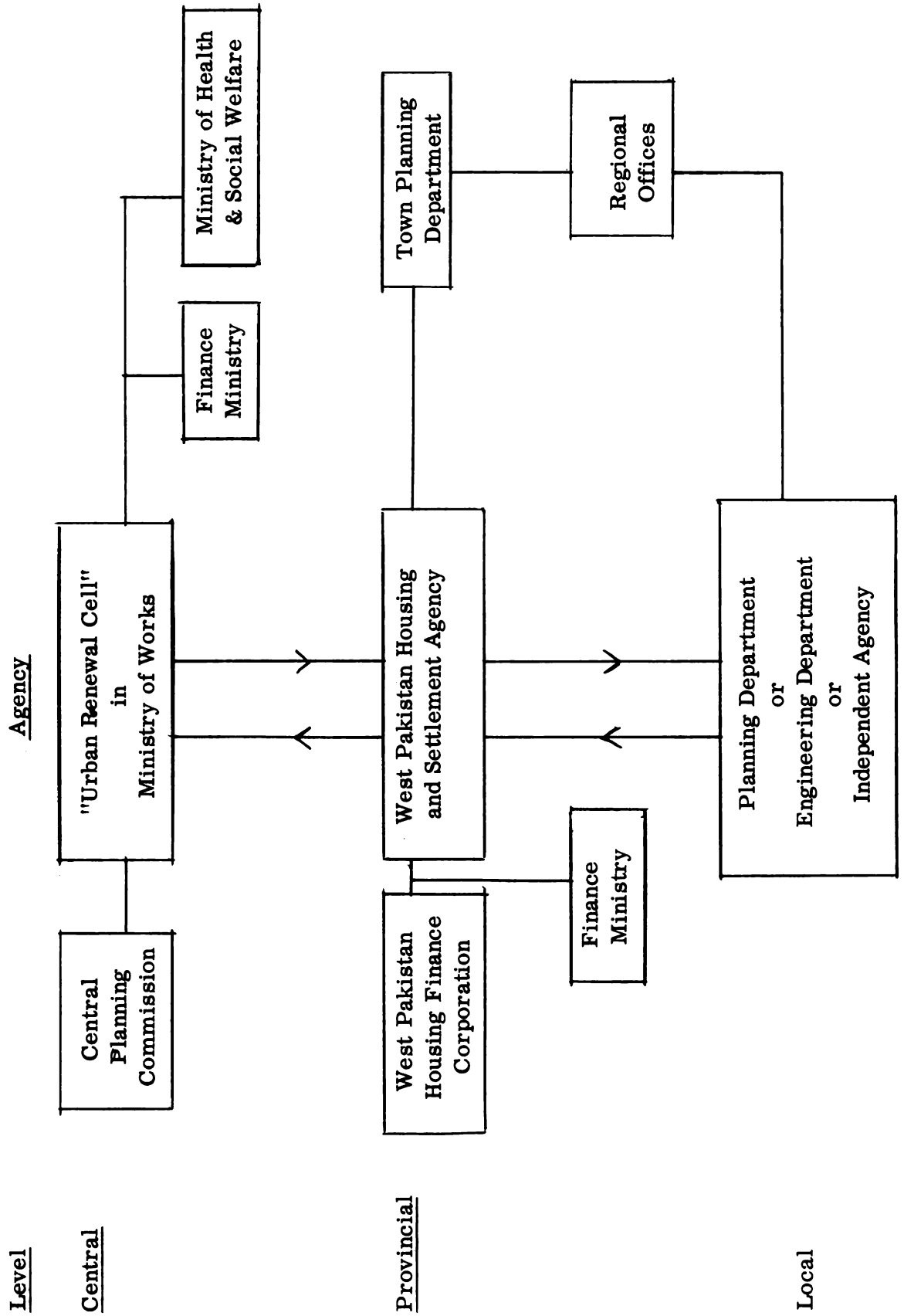
In most of the countries studied, the initiation and direction of redevelopment projects is in the hands of local governmental authorities. The local units are also responsible for the provision of housing and public services. This arrangement seems quite logical, but it is essential that a local government must be competent enough to undertake such a project. With the exception of Karachi and Lahore, no other city in West Pakistan has a well established planning department, so certainly in West Pakistan, the emphasis of the role of the city can not be as great as that in many other countries.

The most workable role for local units appears to be that of initiating the request for a project while the technical advice and financial assistance should be given by the Provincial and Federal Government. In the absence of a planning department, and until one can be established in each city, the standard department of engineering might be entrusted with the responsibility for managing urban renewal projects. Another arrangement can be to create an independent agency like a housing or development authority as the present Karachi Development Authority. Some experience in this area will help a great deal to suggest the most effective kind of organization at the local level.

Although most of the project costs will have to be borne by the Central and Provincial Governments, local governments should be required to put in a share



Fig. 4. Suggested Urban Renewal Organization



which can vary according to the nature of the project and the financial ability of the city. Such participation, which may be even a small percentage of the total cost, will help involve the communities in the process. The small scale projects might be undertaken by private organizations; but the local and the Provincial governments can be helpful in providing technical advice and even financial assistance to a certain extent. Any effective integration of urban renewal with the city development plan can best be achieved by local government in its role of reviewing the planning and execution of projects. The critical problems of relocating displaced families and activities satisfactorily can best be supervised by local governments because of its direct, daily involvement in local affairs.

### Legislation

The implementation of urban renewal at a local level involves the use of a wide variety and range of powers by public renewal authorities and supervising agencies. The most important powers for conservation and rehabilitation are those permitting the legal prescription and enforcement of standards in relation to building maintenance and occupancy and the control of the use of land and buildings. For this purpose, the Provincial Government has to authorize these powers through appropriate enabling legislation which will delegate such authority. Among the most important legal issues relating to redevelopment are the purposes for which renewal authorities are authorized to acquire land through appropriation powers and the expenditure of public funds. Although it is desirable to acquire private properties by agreement and direct sale transactions, the success of redevelopment is to a large degree dependent upon the ease and success of bypassing obstacles of indeterminate ownership, clouded titles of ownership, tax and

other financial and legal impediments to acquisition. These obstacles are altogether too common and can only be surmounted by compulsory acquisition or condemnation. All legislation relating to this problem needs to be reviewed and strengthened, including careful provision for adequate compensation to the affected property owners.

The use of the condemnation power must be made with extreme care because of the ethical and moral factors involved where a big number of people have only temporary shelters and whose economic condition is below a level of adequacy. However, the legislation must clearly mention the justification and use of any such public powers and must define the limits. In many cases where the land is owned by a public agency, the acquisition for any redevelopment project may not be difficult from a legal point of view; but even then there are political and social implications which cannot be ignored. The most important among these issues might be the eviction from such areas and for that purpose satisfactory relocation arrangements must be available.

There are many issues regarding the compensation paid to the private land owner. What should be the basis for determining a fair price? Who is going to appraise values and make the final decision? How is compensation going to be paid and who is going to be responsible for any loss in moving, particularly for business? All these questions demand an extremely careful study and should be handled, through laws, on a basis of justice for all persons and agencies involved. There is considerable experience in this area which can be evaluated as a basis for policies and statutes which will conform to constitutional limits. Also, the more abundant experience gained in some of the small scale slum clearance

projects in Karachi and Lahore should provide valuable evidence and precedents.

All these provisions dealing with legal powers, organization and financial features have to be spelled out through legislation at all the three levels. Without this step, no significant progress can be made. The federal legislation should deal with the policy matters of the overall process, laying down objectives and the essential framework. Provincial legislation should deal with the delegation of authority to local communities for undertaking renewal projects, laying down the procedures for the initiation of projects, processing and the final authorization. It should also establish the criteria for any financial assistance and fix the ceiling of the share to be paid by the Provincial Government. The local governments should pass the local laws within the authority delegated to them. The most important consideration for local units will be the adoption of adequate housing and building codes directly related to conservation and rehabilitation, which must be backed by periodic inspection for effective enforcement. However, zoning and development regulations which have an effect on the total urban development must be adopted as well.

The framing of appropriate legislation at national and provincial levels is not an easy task. This undertaking should be entrusted to a task force of competent persons. The newly-formed professional organization of Town Planners, along with the Provincial Bar Association, can be of great help. Once basic and effective legislation is achieved, a start on a significant scale can be made to improve the living conditions throughout West Pakistan.

#### Effectuation

A thoroughly arranged composite of legal and financial provisions making energetic renewal possible is to be considered as a prerequisite for the effectuation

of any renewal programs in West Pakistan. In renewal, more than in other fields of planning, **inadequate measures** are almost certain to entail undesirable consequences in the long run, resulting in further deterioration of the urban structure, or in **excessive additional costs**. Such inadequacies may prove to be even worse than abstaining from any renewal action at all. Statutory provisions concerning urban renewal should adequately express public policy relating to:

- . the general plan for physical development
- . specific renewal plans
- . condemnation of substandard buildings
- . compulsory purchase
- . consideration of objections by affected property owners
- . compensation for damages as a result of removal
- . restrictions on land ownership
- . relocation of displaced persons and activities
- . financial aid

An important factor in the effectuation of renewal programs consists in the proper timing of the announcement of renewal proposals in relation to the execution of plans. There is a relationship between the announcement of proposals on one hand, and land acquisition and land use in the interim, on the other. The timing of different phases must be given due consideration to facilitate the execution of renewal plans.

An effective combination of public and private enterprise, even on a small scale, can help a great deal in undertaking some projects. This kind of small-scale cooperative enterprise can be important because, as a capital-using process, urban renewal demands a flow of investment which may be stimulated by

opportunities for private enterprise in renewal action. Another important factor in renewal action is the city's capacity to relocate households and firms to be displaced; for estimates of the amount of subsidy required for relocating; for rehousing may determine the scale, pace, and timing of a given renewal undertaking. Therefore, relocation should be coordinated with the proposed development schemes being undertaken by the government to provide shelter to refugees and other shelterless people.

In addition to strong official support, active participation on the part of the public is necessary. The success of renewal measures depends, to a large extent, on the comprehension and acceptance of the purpose and the suitability of these measures by the people. With a high rate of illiteracy, public relations might be a difficult job, but at the same time, government-owned radio and television can be easily used. Private and semi-public organizations, like chambers of commerce and other community organizations, can be of great help in introducing the urban renewal concept to the people. The different tiers of "basic democracies"<sup>1</sup> can be used in enlisting public support for urban renewal programs. It all means that the successful effectuation of renewal schemes cannot be realized without a well conceived public relations program.

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<sup>1</sup> A newly evolved system in Pakistan under which elected representatives of people called basic democrates, take part in governmental projects both at policy formulation and effectuation. This is done at village, city, district and provincial level.

## CHAPTER VI

### SUMMARY AND RECOMMENDATIONS

Urban renewal is a costly and complex process which needs huge sums on the one hand, and an efficient administrative framework on the other. However, the proportions of scale and scope of any program are quite important. It is not necessary to embark on huge projects. Instead, a systematic outgrowth of a program is more meaningful and effective. Allocation of financial resources for a country like Pakistan is an enormously complicated job where assistance is required in every field. Allocation of priorities have to be established on the basis of prime needs. Areas like agriculture and industry should be ranked high because of their relationship to the structure of the basic national economy. Establishing an urban renewal program in West Pakistan at this stage might be questioned because of other pressing problems, but a careful consideration of the facts must be made prior to any judgments.

Pakistan's economy has been growing steadily since independence in 1947, and remarkable achievements have been made in its growth. In 1947, Pakistan was characterized by TIME magazine as "an economic wreck" because there seemed to be no basis for significant development. Yet recently, when there is pessimism about the growth of developing countries in general, Pakistan has been cited as an example of rare success. "Its overall growth, estimated at 5.5 percent is approaching the rate at which it will be twice that of population growth.

Gross investment is approaching 20 percent of Gross National Product and domestic savings exceed 10 percent."<sup>1</sup> All these data suggest that Pakistan is moving on a road of sustained prosperity and further economic development. Per capita income at this stage is not very good as compared to many other countries, but if the current rate of development is maintained, it is estimated that it will double by 1985. With such an economic rate of progress, coupled with demonstrated political stability in the country, attention can be diverted to other problems which are no less important.

With gigantic migrations in 1947 and with an increased birth rate, the cities of West Pakistan have become overcrowded to a critical limit. The provision of physical facilities like housing, utility, protective and educational services and basic community facilities has not kept up with the net increases in city populations. The result is that the cities have been overcrowded thereby resulting in the creation of slums and other unhealthy living conditions. The increasing trend in individual car ownership has already resulted in too many automobiles on streets which are not adequate even for pedestrians, bicycles and carts. Because of this increased and complex mixture of traffic, the streets are choked, resulting in delays and frequent accidents. Cities are a reflection of a society's aspirations and every effort is required to give such an image. The cities of West Pakistan need a wide spread and elaborate attack and urban renewal can be an important part of the logistics for improvement. The experience of other countries in this regard support expectations for definite and positive results, giving hope to others for improving living environment.

The development of a comprehensive and successful urban renewal program involves a thorough investigation of all related aspects. The program has

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<sup>1</sup>Papanek, Gustav F., Pakistan: Growth in the Mixed Economy, p. 3.



to fit into the economic structure of the country; otherwise, effectuation measures may be discouraging. A look at other countries points out that most of urban renewal programs are strongly supported by their national governments in financing and legal provisions. Special circumstances and features ought to be considered closely before final decisions are made. The social characteristics of the people come into the picture because all the effort in urban renewal is directed at improving the living conditions of the people. The orientation of renewal plans must be made to achieve the desired goals accordingly. However, the resulting economic benefits provide greater interest and motivation for private sector.

This study has been initiated and developed on a very thin base because of inadequate information. In the first instance, there are no pertinent data available regarding any renewal schemes undertaken in West Pakistan along with other economic and political data and secondly, whatever was available could not be obtained because of its distant source and time limitations. The inadequate information is the prime reason for not suggesting an explicit and detailed program, but an effort has been made to expose certain important and critical features of a suggested program. However, it is hoped that this initial effort will provide a starting point in the right direction resulting in greater recognition on the part of government and all concerned.

Such programs need a great deal of research and deliberation, not only at the initiation stage, but also during the process of programming and effectuation. A continued linkage should be maintained whereby accumulated experiences could be used, making each succeeding program more effective. The beginning, however, must be made with utmost care because expensive experiments are beyond

the resources of a country like Pakistan. Taking all the previous points into consideration, the following three-fold recommendations are made:

1. Long Range Program:

A "Study Commission" should be immediately appointed to probe the total problem of housing and propose a detailed urban renewal program. This Commission should consist of competent people from all related fields such as economics, political science, health and physical planning. Special task forces should be created to help the commission in carrying out its responsibilities. If needed, the services of consulting firms and universities should be used in gathering information in addition to collating, codifying and analyzing available data from different governmental agencies. Basic data should be available regarding:

- The overall housing needs for the present and reasonably correct estimates for the future. Additional data on the quality of housing and adequacy of community services are closely related.
- A detailed study of the tax structure of the country with particular reference to cities is quite important. This step will enable the Commission to recommend the proportions of project costs to be borne by central, provincial and local levels.
- A detailed study of the administrative framework, particularly that which would relate to development projects. Experience with independent agencies like Water and Power Development Authority and Pakistan Industrial Corporation must be evaluated to recommend a structure. Administrative machinery at the local level must be given a

special consideration.

- A thorough investigation of the legal provisions and planning laws should be made to accommodate the total urban development objectives. The adoption of specific legal instruments, after this stage, will be the actual start of any meaningful program.
- The general social characteristics in slum areas of big cities should be studied. Case studies on this subject by universities could be initiated to provide a data bank for continued reference.
- Health aspects of living in cities and minimum shelter requirements should be worked out by a team of specialists. Such a step will help a great deal in proposing any criteria for delineation of renewal areas.

All this kind of information, coupled with experiences from other countries should form the basis for a detailed evaluation by the Commission in recommending the final program.

The specific features of the National or Provincial program will be spelled out by the Commission; however, the limited insights provided by this study suggest the following salient features:

- . A comprehensive urban renewal program should be adopted encompassing conservation, rehabilitation and redevelopment.
- . Any major urban renewal project should be preceded by the adoption of the physical development plan of the city of which it must form an integral part.
- . Because of extreme shortage of housing, there must be a minimum demolition of structures.

- . Special consideration should be given to relocation problems and the total relocation should be closely related to new urban development schemes.
- . General but uniform criteria should be developed at the provincial level which could be used by cities in delineating areas for urban renewal.
- . Special consideration should be given to the development of cleared sites and redevelopment should be done on the basis of reasonably high density because of land limitations.
- . A central agency or department should be created at the federal level. A logical choice might be the creation of an "urban renewal cell" in the Ministry of Works.
- . A provincial administrative organization should be evolved which might be an independent agency or an "urban renewal division" in the department of Town Planning. West Pakistan Housing and Settlement Agency can be the most obvious choice.
- . At the local level the planning department, or in its absence, the engineering department, should be entrusted with the planning and administration. However, a separate housing agency or authority should be given serious consideration.
- . A major share of the total urban renewal expenditures will have to be provided by Central and provincial governments, but a small amount on the part of cities should be made a requirement in order to generate a sense of involvement.
- . A detailed and integrated legal structure at federal, provincial and local levels must be established.

## 2. Short-Range Program:

All the suggestions and recommendations in the previous pages are directed at a province-wide urban renewal program which cannot be developed and started immediately. However, the daily pressing problems of cities demand that something should be done in the interim period. Waiting for the initiation of a national program will mean further deterioration of existing conditions thereby increasing the ultimate capital required for making necessary improvements. Therefore, efforts should be started immediately on a project basis which can help provide some experience along with producing some positive and definite benefits. Such a project approach must be carried out with extreme care and must be within an overall framework. The planners and engineers involved in such projects will have to see into the future for reasonably long periods so that they become part of a comprehensive urban renewal approach. The Provincial Government should take some immediate steps to start this kind of short-range program.

## 3. Public Relations:

A program of public relations must be started at the federal, provincial and local level to acquaint the public with the problems of cities and to enlist their support. The government-operated radio and television can be used effectively. The newspapers can also be used by explaining significant features and the resulting benefits of urban renewal to the publishers and editors. A series of articles and other news features may be started in all the leading newspapers and magazines. The system of "basic democracies" which establishes tiers of elected representatives at different levels of administrative structure can be

used quite effectively. These tiers can help provide the information to even the common man through this formal structure. An active interest on the part of the public leaders can be a great help in the overall attack on city problems. Support should also be enlisted from private and semi-private organizations which can contribute a great deal in the direction of urban renewal.

This study has been treated somewhat as a reconnaissance basic exploration in the direction of developing and initiating a comprehensive urban renewal program. However, it is hoped that this study does not remain only an academic exercise, but can stimulate an effort to recognize the problems of cities of West Pakistan and the need to organize a meaningful beginning. The problems which are here are not going to be solved automatically. The solutions will be expensive and complicated, but the urgency of the need, which demands immediate attention, is quite evident.

## APPENDIX

### Criteria Used in Appraising the Quality of Dwellings in Selected Countries

#### I. BELGIUM

A method for the study of the quality of dwellings, developed by the Institute National du Logement ("Methodologie d'enquete sur La qualite' des Logements.")

#### Items of Appraisal

##### A. Qualitative aspects of the dwellings

##### 1. Construction of:

- a. foundations
- b. roof
- c. outer walls
- d. inner walls
- e. floors
- f. staircases
- g. plastering

##### 2. Dampness:

- a. accidental dampness
- b. permanent dampness (caused by periodic flooding, high ground water level, etc.)

3. Ventilation:

- a. height of the rooms
- b. window surfaces, among other things, in relation to width of streets
- c. area of gardens and inner courts

4. Exposure to direct sunlight:5. Equipment:

- a. water supply
- b. electricity supply
- c. sewerage
- d. sanitary installations

6. Method of access to the dwelling:B. Characteristics of the building site

- 1. Deterioration of district
- 2. Deterioration of the block
- 3. Situation in an area to be cleared
- 4. Situation in an area to be expropriated
- 5. Building out of alignment

C. Capacity of the dwelling

- 1. Uninhabited dwelling
- 2. Maximum capacity
- 3. Number of inhabitants
- 4. Number of potential families (if a separate dwelling could be placed at the disposal of the inhabitants)



## II. FEDERAL REPUBLIC OF GERMANY

Study of the quality of dwellings, made by order of the Federal Government.

<u>Items of Appraisal</u>	<u>Points</u>
<b>A. <u>Criteria for buildings</u></b>	
1. <u>Properties of components</u>	
a. qualities of components (load capacity, stability and durability of components)	4
b. humidity and fire resistance	3
2. <u>Operating facilities</u>	
a. utilities (electricity, gas, water supply)	3
b. sewerage	5
3. <u>Open spaces of the premises</u>	
a. surface of open spaces	3-5
b. state of open spaces	4
4. <u>General impairment of dwellings</u>	
a. sources of nuisance	6
b. situation of the premises	3
<b>B. <u>General descriptions of buildings and premises</u></b>	
(The following five data are not evaluated by points.)	
1. Type of building	
2. Appearance of the building as a whole with regard to its state of repair, e.g. well maintained or neglected	
3. Classification of buildings into five groups according to age (pre-1850, 1850 to 1900, 1900-1914, 1914 to 1945 and post 1945)	

- |   |               |
|---|---------------|
| 4. Number of storeys of residential buildings | <u>Points</u> |
| 5. Index estimate of open spaces of premises  |               |

C. Criteria for dwellings

1. Structure of dwellings

- |  |   |
|--|---|
| a. orientation of rooms within the building      | 4 |
| b. orientation of rooms within the dwelling unit | 3 |

2. Living-rooms and bedrooms

- |  |     |
|--|-----|
| a. dimensions and orientation of inhabited rooms | 4   |
| b. natural light                                 | 4-6 |
| c. sunlight                                      | 3   |
| d. ventilation                                   | 3   |
| e. damp resistance                               | 6   |
| f. thermal insulation                            | 4   |
| g. sound insulation                              | 5   |
| h. condition of rooms                            | 6   |

3. Secondary rooms and operating facilities in the dwelling

- |   |   |
|---|---|
| a. toilet   |   |
| - outside the house   | 6 |
| - outside the dwelling unit, for use by the occupants<br>of several buildings | 5 |
| - outside the dwelling, for use by the occupants<br>of the dwelling unit      | 4 |
| b. secondary rooms  |   |
| - no bathroom, no storage space   | 4 |

	<u>Points</u>
c. heating facilities	5
d. water supply	
- water tap outside the dwelling unit	4
- water tap outside the building	5
e. equipment of the dwelling	
- insufficient equipment of kitchen and bathroom	3

### III. THE UNITED STATES

"An Appraisal Method for Measuring the Quality of Housing," developed by the American Health Association.

#### Part II: Appraisal of Dwelling Conditions

##### Items of Appraisal

<u>A. For the dwelling</u>	<u>Maximum Penalty Score</u>
1. <u>Facilities</u>	
buildings: a. main access	6
b. water supply (for the building)	25
c. sewer connection	25
d. daylight obstruction	20
e. stairs and fire escapes	30
f. public hall lighting	18
dwelling: g. location in structure	8
h. kitchen facilities	24
i. toilet	45
j. bath	20
k. water supply	15
l. washing facilities	8

Maximum Penalty Score

m. dual egress	30	
n. electric lighting	15	
o. central heating	3	
p. rooms lacking installed heater	20	
q. rooms lacking window	30	
r. rooms lacking closet	8	
s. rooms of substandard area	10	
t. combined room facilities		
(p, q, r, and s combined)	<u>10</u>	360
2. <u>Maintenance</u>		
a. toilet condition index	12	
b. deterioration index	50	
c. infestation index	15	
d. sanitary index	30	
e. basement condition index	<u>13</u>	120
3. <u>Occupancy</u>		
a. persons per room	30	
b. persons per sleeping room	25	
c. sleeping area per person	30	
d. non-sleeping area per person	25	
e. doubling of basic families	<u>10</u>	<u>120</u>
Maximum score per dwelling		600

Part III: Appraisal of Neighborhood EnvironmentItems of Appraisal

1. <u>Land crowding</u>	<u>Maximum Penalty Score</u>	
a. coverage by structures	24	
b. residential building density	20	
c. population density	10	
d. frontage daylight obstruction	<u>6</u>	60
2. <u>Non-residential land uses</u>		
a. areas incidence of non-residential land use	13	
b. linear incidence of non-residential land use	13	
c. specific non-residential nuisances and hazards	30	
d. hazards to morals and the public peace	10	
e. smoke incidence	<u>6</u>	72
3. <u>Hazards and nuisances from transportation system</u>		
a. street traffic	20	
b. railroad and switch yards	24	
c. airports	<u>20</u>	64
4. <u>Hazards and nuisances from natural causes</u>		
a. surface flooding	20	
b. swamps or marshes	24	
c. topography	<u>16</u>	60
5. <u>Inadequate utilities and sanitation</u>		
a. sanitary sewerage system	24	
b. public water supply	20	
c. streets and walks	10	

Maximum Penalty Score6. Inadequate basic community facilities

a. elementary public schools	10	
b. public playgrounds	8	
c. public playfields	4	
d. other public parks	8	
e. public transportation	6	
f. good stores	<u>4</u>	<u>40</u>

Maximum score for environment		350
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