

PROBLEMS OF URBANIZATION AND MANAGEMENT

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1. INTRODUCTION

The struggle for Pakistan "had been waged to enable her people to fashion their lives - - - corporate and individual according to their genius".(1) Pakistan emerged as an independent country on 14th August, 1947. After independence Pakistan evolved a system of government of its own. The political participation at the grassroots level was the need of the hour, hence an emphasis was given on the improvement of local bodies. Subsequent Local Government Ordinances have tried to make it possible for the people to have a representative voice in the ordering of their affairs.

The paper deals with the problem of urbanization, focusing on the growth of urban population and the resultant management problems thereof. In the concluding section some policy suggestions are given to improve the lot of people at local bodies level.

2. RAPID URBANIZATION

In recent decades people have been migrating from rural country sides to highly developed urban centres. This is true not only for developing countries but also for developed countries. The only difference being that developed countries through their very orientation are better equipped to deal with the problems of urbanization and management than developing countries.

Local Self Governments are devised to deal with the problems of the people, and to render services which are essential for livelihood. Better management is the key to help resolve problems arising out of rapid urbanization.

In Pakistan urban population has expanded at a tremendous rate since 1947. "The total urban population in less developed countries increased from 267.6 million in 1950 to 972.4 million in 1980. The urban population increased from 16.2% to 30.5% leading to the conclusion that by the year 2000, as may as 2.2 billion people i.e. 44% of the population in the less developed countries, shall reside in the urban area".(2)

In Pakistan urban population increased after independence with the migration of Indian Muslims. This created a disparity in the percentage of population growth in rural and urban areas.

RISE IN POPULATION 1941 TO 1981
POPULATION IN THOUSANDS

YEAR	URBAN	RURAL	TOTAL	URBAN POPULATION % OF TOTAL
1941	40015	20267	28282	14.2
1951	6019	27761	23780	17.8
1961	9654	23226	42880	22.8
1972	16558	48422	64980	22.5
1981	23840	60413	84253	28.29

SOURCE: CENSUS REPORT OF RESPECTIVE YEARS.

It is clear from this chart that urban population rose from 14.2% in 1941 to 28.29% in 1981.

The number of urban conglomerates increased in Pakistan from 319 in 1961 to 408 in 1972.⁽³⁾ This shows a 28% increase in the number of urban centres. The urban population in the same period increased from 9.8 million to 16.8 million an increase of 7.1%

In Pakistan population in 12 largest cities increased at a higher rate than other smaller cities. See table:

POPULATION GROWTH IN PAKISTAN

CITY	POPULATION IN THOUSANDS			
	1951	1961	1971	1981
Karachi	1068	1913	3515	5208
Lahore	849	1296	2170	2953
Faisalabad	179	425	823	1104
Rawalpindi	237	340	615	795
Hyderabad	242	435	629	752
Multan	190	358	531	732
Gujranwala	121	196	360	659
Peshawar	151	219	273	566
Sialkot	168	184	204	302
Sargodha	78	129	200	291
Sukkur	77	103	159	191
Quetta	84	107	158	286
TOTAL CITIES	3441	5685	9637	13839

SOURCE: RESPECTIVE CENSUS REPORTS

3. PROBLEMS OF MANAGEMENT

Due to the rapid urbanization the demands of local bodies for providing services has increased and the situation has reached its critical point. The demands of local bodies for services which need higher priority are the provision of education, health, transport, roads, sewerage, watersupply, housing of lower and middle income groups and energy. To provide these services the allocation among budgets is needed, but the target can not be reached without matching allocation with management. To overcome the rising demands of urban population for essential services an effective management is needed to tackle the problem.

Management problems of the cities in Pakistan can be divided into four categories.

- a) Problem dealing with inter organizational relationship and linkages.
- b) Problems concerning the capabilities and resources of implementing agencies.
- c) Problems related to the community through beneficiary organization.
- d) Administrative capabilities.

a) INTER ORGANIZATIONAL RELATIONSHIP AND LINKAGES

There are various organizations which deal with the basic socio economic problems and needs of the people. But there is no proper linkage among these organizations. The problem is very acute in large cities such as Karachi. In larger cities agencies are involved in municipal

and related functions. It is estimated that 400 authorities of different nature are responsible in some measure for municipal function in 'Karachi'.⁽⁴⁾

The PEPAC report on city management states that some civil functions and resources which by their nature require unified administration and control have become dangerously fragmented. The problem of coordinations, duplication and menace of red tapism makes ordinary citizens refuse to obey the natural principles of the organized city management.⁵ The various agencies involved in municipal work are:

Electricity	Wapda (Water and Power Development Authority) KESE (Karachi Electric Supply Corporation Karachi only)
Primary & Secondary	Municipal Bodies, Provincial Government, Federal Government, Private Organization, Ministry of Defence, Religion Organization.
University Education	Federal Government, Provincial Government, Private Sector (One University in Karachi)
Health	Federal Government, Provincial Government, Municipal Bodies in the field of preventive medicine as well as curation work.
Transport & Traffic	Transport, Federal Government through traffic cell, Provincial Government Traffic Police, Private Sector.

Grassroots

Physical Planning	Provincial Government, Local Authorities, Cantonment Bodies.
Watersupply and Sewerags	WASA Water and Sanitation Agencies), Municipal Bodies, Public Health, Engg: Deptt: Irrigation Department.
Boards	Development authorities, Improvement trusts, Municipality Bodies, Cantonment Boards, Communication and Works Department, Federal Government.

The large number of agencies which perform municipal functions, are development authorities and improvement trusts. As there is no proper linkage between these agencies there is lot of duplication of work and multiplication of problems. There are four main institutional and management problems which can be classified under the following heads:

- i) Co-ordination among relevant agencies.
- ii) Allocation of functions among various levels.
- iii) Standardization of mechanism for communication and control.
- iv) Monitoring and Evaluation system.

The role of urban self government units in this regard has been minimal because they have neither the authority nor the finances to co-ordinate the work of various development agencies.

The best way to rationalize is to bring all municipal work directly under the control of representative bodies.

b) PROBLEMS CONCERNING CAPABILITIES AND RESOURCES OF IMPLEMENTING AGENCIES

The allocation of functions, responsibilities and resources to the metropolitan entities and urban local government have been in several cases not based on rational criteria.⁽⁶⁾ Furthermore there are many controls on the planning and management of the activities of municipal government agencies. Most senior staff which is in higher position is working on deputations from government. Another management problem is that municipalities are not allowed to levy or impose sufficient taxes to meet their financial needs. This has made them entirely dependent upon higher authorities. Thus in many cases, though the urban self government bodies are empowered to perform a large number of functions they lack the financial resources to do so.

c) PROBLEMS RELATED TO COMMUNITY THROUGH BENEFICIARY ORGANIZATIONS

The development authorities and government agencies and the super imposition of centrally controlled metropolitan bureaucratic existence has weakened the role of the urban local self government bodies in providing services.

As the most pressing problems in Pakistan urban areas relate or pertain to the provision of services to the urban poor (housing, watersupply, sewerage, education, health etc.) the need for the beneficiary organization (voluntary bodies) and participation is particularly significant. The work of voluntary bodies, is to help those middle and lower groups and push their demands to the higher authorities.

d) ADMINISTRATIVE CAPABILITIES

There is always a complaint about the inefficiency of the local bodies. These complaints are based in the following items which is given in the report of the sub-committee on effective city administration (1981). These include the delay in response from local bodies to public complaints, financial mismanagement, lack of accountability, lack of motivation of employees due to absence of career planning, low salaries, lack of opportunity to get a higher job, lack of internal co-ordination etc.(7)

The observation made by sub-committee can be classified under three heads:

- i) Coordination and control.
- ii) Recruitment policy, service and salary structure.
- iii) Financial management.

i) COORDINATION AND CONTROL

The issue of inter-organization and inter-organization co-ordination lies at the very root of urban management in Pakistan. The local government cadres of bureaucracy, under present arrangements, are controlled fully by the director general of local government, to implement policies formulated by city council, the latter have no administrative control over them.

ii) RECRUITMENT POLICY, SERVICES & SALARY STRUCTURE

The absence of rational recruitment policy and service structure has permanently restricted the already

small number of professional and technical workers to stationary positions. Consequently the morale of the very people who ought to be the life blood of the local government system is at the rock bottom. The salaries of lower officials, and the cadre of local government employees also remains extremely low.

iii) FINANCIAL MANAGEMENT

In urban government the financial management is still primitive and also the systems which are adopted in financial management do not satisfy procedures, suffer its manuscript. So this system of urban government neglected for a long time needs immediate attention.

4. CONCLUSION

Pakistan is in the midst of a revolution both economic and sociological. It has a growing population which needs to be fed, clothed decently and educated properly. In times of national emergency the people should not be indifferent to poverty and hunger which is so much inherent in our society. Service to the sufferings of humanity should be ideal which should be faced by the representatives of the people. If people have become aware of being basic democrates then they should not succumb to corruption which may lead them to mismanagement and chaos.

The federal government, and the provincial governments must help in improving the financial position of local bodies: increase in grant-in-aid, power to in-

crease the rate of local taxes, ecological disaster, and authority to raise charges on essential services such as water supply, and sewerage instead being subsidized, improvement in tax collection system and empowered to launch a drive for recovery of arrears.

The most important objective of the local self government institution is to co-ordinate and knit together the nation, building departments, and create an atmosphere conducive to inter-organizational linkage. The fundamental problem being to alter the present socio-economic situation of stagnation. Particularly, the municipal governments of urban areas would be playing the role of socio-economic uplift. If the urban areas are left to fend for themselves, the municipal bodies may not be able to make much improvement in the economic situation, and problems of grave immensity: housing, water supply, sewerage and drainage, environmental hygiene and health services, roads, transport and traffic control, supply of energy, provision of facilities for education and recreation, maintenance of law and order.

NOTES

1. Syed Abdul Quddus, Local Self government in Pakistan, Lahore: Vanguard Books, 1981, p.7.
2. John, J. Donohue, "Some Facts and Figures in Urbanization in Development World", Assignment Children. 57158 1/1982, p.21-42.
3. The Census Organization of Pakistan Classified Settlements of more than, 5,000 Population as Urban.

4. S.H.Hashmi, "Problems of Urban Government and Administration", Pakistan Journal of Local Government, July, 1974, p.19.

5. Preliminary report on inter government relations and scheme formulation system, Pakistan Environmental Planning and Architectural Consultants (PEPAC) November, 1982, p.25.

6. For general discussion on this problem see Jennifer R.Thronley and Brian Mcloughlin "Aspect of Urban Management", Paris Organization of Economic Cooperation and Development, 1974 and Carlos P.Ramus, Financial Issue of Metropolitan Planning and Management. Tokyo: Japan Society for promotion of Science, 1982, p.257-273 and 277-198.

7. Government of Pakistan, Report of Subcommittee on Effective City Administration, September, 1981, p.15-19.