

## Section 2

### **The current situation**

#### **Introduction**

The public transport system in Karachi has suffered from a lack of integrated and comprehensive planning and financing, and has deteriorated over the years (as documented in the preceding ‘Historical Review’ section of this report), leaving the present problematic situation. This study looks at the prevailing issues relating to public transport, identified through surveys, interviews, public ‘forums’, etc., from the point of view of the ‘sustainable livelihoods’ approach towards development (details of this approach are described separately in the ‘Methodology’ section).

The official population of Karachi, according to the Government of Pakistan’s 1998 Census, is 9.8 million (although 12 million is accepted by professionals as a more likely figure), and the city generates about 1.7 motorized-vehicle trips per person each day (Qasim 1978). Most trips (70 per cent) are for direct livelihood and schooling purposes or for obtaining daily necessities, the rest being social and recreational trips, or trips that complement livelihood activities indirectly. Out of the livelihood-seeking trips, approximately 65 per cent consist of public-transport travellers (including the users of taxis and rickshaws, etc.), while about 83 per cent of the travellers are individuals who cannot afford to own any motorized means of their own (*ibid.*), and whose workplaces are too far away to be reached by walking or bicycling.

These trips, which involve more than 3.4 million people daily, are made out of necessity rather than choice, and by the cheapest mode available, that is the larger buses and mini-buses/coaches. These travellers depend on mass public transport for their very livelihood and have to use whatever is available, which means they often endure hardships which may not have been acceptable to them otherwise (URC 2000b).

Since these are the people who have the greatest stake in the existence of a proper transport system, they are the ‘key users’ of public transport in this study. According to a URC study 95 per cent of these travellers are travelling out of necessity. There are 3465 large 50-seater buses operated by the private sector,<sup>1</sup> (1469 on routes and 2096 contract carriers), 4973 mini-buses, and 2182 coaches. Out of these, an estimated 3000 or more are operating without route permits. In fact, there are no records at the Regional Transport Authority to prove the validity of the route permits for 4655 buses/mini-buses. According to figures obtained from the Excise and Taxation Dept., there are 15,906 vehicles registered in this category, while 7,165 ‘stood on road’, (further details are given in the next section, Present set-up). The Circular Railway is at present carrying only a negligible proportion of the commuters.

This section describes transport activity as it exists today, then lists the issues as expressed by the key users, categorized in terms of the two vital criteria of ‘access’ and ‘quality’. Investigations into the background and causes of these issues are analysed, while the final synthesis is included in the Recommendations section of the report (in the form of a consolidated listing of potentials and constraints, including references to the preceding ‘Historical Review’, in order to allow the formulation of future recommendations).

This study is concerned with passenger public transport activity. Cargo/freight transport services, intra-city as well as inter-city, are considered as a traffic issue, and are described separately in the Appendix as one of the significant factors that indirectly constrains passenger transport activity in the city.

### **The present set-up**

The following is a detailed overview of existing public transport activity in Karachi, including information about modes, routes, and the regulatory set-up.

#### **Modes**

There is currently little public-sector (government-controlled) involvement in passenger modes, except for the negligible service offered by the local trains (including the Karachi Circular Railway). There are government-run Sindh Road Transport Corporation buses, but they do not contribute significantly. Private-sector transport services consist of a variety of modes, ranging from relatively large buses and minibuses/coaches to smaller vans, Suzuki pickups, horse-drawn victorias, taxis, rickshaws, tangas, and also boats operating between the port and certain settlements located across the bay.

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The large modes of transport differ from the rest in that together they offer a general network or system, which allows some level of standardization, and therefore cheaper fares. The layout of the city (resulting from a number of planning decisions taken in the 1960s, see the Historical Review section of this report), is such that approximately 40 per cent of the city's labour force are directly dependent on a working transport system. The severe shortcomings of the existing set-up barely meets the definition of a system, and cause extreme hardship to the low-income commuters.

According to figures given by the Regional Transport Authority (RTA) to the URC, 72 per cent of all commuters using buses travel on mini-buses/coaches. The mini-buses are individually owned and cost around one million rupees. New buses are available for a cash payment of between one and two million rupees (URC1999a). This price includes the chassis, while the bodywork costs from Rs300,000 to Rs1.1 million (URC 2000c), depending on the specifications of the transporters. If the capital is borrowed from a money-lender, the mark-up is up to 110 per cent. The number of instalments and time period of the loan is determined from case to case and agreed between the two parties. Loans are usually only given to people already personally known to the money-lender. There are around 12 money-lenders, and in the last 14 years they have financed 6,350 buses at an approximate cost of 6 billion rupees. On average the purchaser of the bus pays back Rs3 to 4 million in monthly instalments to the money-lender over a period of three to four years. If he defaults on an instalment, the bus is taken away from him and whatever payment he has made is forfeited. The papers of the bus remain in the name of the money-lender. All money-lenders have close links with the police and as such the buses can violate all traffic rules and regulations. These buses provide an extremely cheap mode of transport where the maximum fare is no more than Rs5 to 7 (recent increases are tabulated in the Appendix). Larger buses are far too expensive for the purchasers to buy and operate and their fares would have to be much higher (and perhaps unaffordable to commuters) to break even.

The mini-buses, along with other privately owned buses, have no bus terminals, workshops, or depots. All these activities are performed on and around the road at *ad hoc* facilities where a transport service sector has developed comprising hawkers, places to eat, entertainment, toilets, and other activities that cater to the operators and to the transit population. As a result road and pavement areas in important locations and nodes in Karachi have been encroached upon and used for these facilities — sometimes taking up to 90 per

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cent of the road space. These encroachments cause huge traffic jams and large-scale environmental degradation. They are also the site of frequent disputes between residents, shopkeepers, hawkers, and transporters. In spite of these drawbacks, however, the mini-bus operators do serve otherwise inaccessible *katchi abadis* and villages around Karachi, and areas where road conditions are deplorable. It is unlikely that a government agency or private company would ever be able to do this (Hasan 1999).

The mini-bus operators have an organization known as the Minibus Driver's Association which is part of the Transport Ittehad or Transport Unity. This organization lobbies the government constantly to build new transport terminals, workshops, and depots, even offering to invest in their development, but there has been very little response. Meanwhile, the mini-bus owners pay an average of around Rs3000 per month *bhatta* to the police and other agencies so that they can continue to use the roads as depots and workshops and continue to violate traffic rules and regulations. Thus the mini-buses alone pay about Rs26.5 million informally to government agencies per month while the inter-city buses pay an additional Rs13 million or more.

The government owns 10 large plots of land which originally belonged to the KTC and which were used as depots and workshops. After the KTC was wound up, these plots were to be sold to pay off to pay KTC's debts and employees' redundancy. SHEHRI, a citizen's initiative NGO, has gone to court to prevent the sale of these plots so that they may be again used for depots and workshops. A neighbourhood organization in an area where one such plot was located also went to court to prevent its land use being changed. Because of this pressure, the Sindh Governor has decided that these plots will not be sold after all but will be used for transport-related activities.

The major problem in Karachi is how to organize a transport system around a situation where each bus is not only individually owned, but sometimes has more than one owner. In addition, the design of the mini-bus is inappropriate and uncomfortable for the passengers. It is time consuming to get on and off it, and those who have to stand cannot stand upright. No attempts have been made to design the buses more appropriately.

A brief description of each of the existing modes of transport is presented below.

## Profile of buses

No. of vehicles (city routes)	1750
No. of vehicles (contract carriages)	1250
<b>Total vehicles</b>	<b>3000</b>
No. of routes operating in the city	40
Vehicles/route	a detailed list, including the alignment/stops of each route is given in Appendix XXX
Fares	lowest Rs2.50, highest Rs4

<b>Models / Capacity</b>	<b>Acquisition / Financing (Rs)</b>
Bedford (90%) 40 to 50 seats	400,000 1,000,000
Issuzu (5%) 50 seats	350,000 400,000
Hino (5%) 50 seats	500,000 700,000

### Legal formalities

- Driving license: HTV
- Route permit for three years: Rs400 to Rs650
- Fitness Certificate for six months: costs Rs50, but transporters pay Rs800 to 1000 to ensure that they get the certificate, regardless of the state of the vehicle

### Monthly operation

- Fare collected Rs1500 to 2500 daily
- Fuel cost Rs900 to 1000 daily

### Salaries

Driver	Rs300 to 350 daily
Conductor	Rs250 to 300 daily
Cleaners	Rs1000 per vehicles monthly
Timekeeper	Rs250 to 300 daily

### Maintenance

Around Rs3000 per vehicle per month  
 When the engine needs to be overhauled it costs Rs50,000 to 60,000  
 Oil change: Oil should be changed once a week, at a cost of Rs1000 per vehicle  
 Other: Average *bhatta* (bribe) and *challan* (penalties) expenses in a month: Rs1500 per vehicle

**Source:** Mr Irshad Bukhari, Karachi Transport Ittehad

Driving license:	Rs1200 for three years
Fitness certificate:	Rs1000 for six months
Driver's wages:	Rs50-300 per day
Conductor's wages:	Rs200-250 per day
Insurance:	Rs60 per year

**Source:** Mr Mustaqeem (Interview No.6)



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### Profile of mini-buses

#### Models / Capacity

Mazda 3500cc (90%) 27 to 32 seats

Mazda 3000cc (10%) 27 to 32 seats

#### Financing (Rs)

1,000,000 1,200,000 one-off cash payment or 1,600,000 in instalments

800,000 one-off cash payment or 1,200,000 to 1,400,000 in instalments

#### Legal formalities

Driving license:

HTV

Fitness certificate:

Rs700

#### Monthly operation

Fares collected:

Rs2000-2200 per day

Fuel cost:

Rs600-700 per day

#### Salaries

Driver:

Rs300-400 per day

Conductor:

Rs200-250 per day

Timekeeper:

Rs6000 per month

#### Maintenance

Oil changes:

Rs800-1200 per week

Parts:

Rs10,000-12,000  
(brakes, gears, engine)

#### Net profit:

Rs10,000-12,000

#### Broker

Monthly Wala:

Rs5000 salary per month

#### Source:

Mujahid Ali (Interview No.19)

Shabbir Ahmed (Interview No.21)



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### Profile of coaches

#### Models / Capacity

Mazda 3500cc (90%) 27 to 32 seats

Mazda 3000cc (10%) 27 to 32 seats

#### Financing (Rs)

1,000,000 to 1,200,000 one-off cash payment or 1,600,000 in instalments

800,000 one-off cash payment or 1,200,000 to 1,400,000 in instalments

#### Legal Formalities

Driving license:

HIV

Fitness certificate:

Rs700-750

#### Monthly operation

Fares collected:

2000-2500 per day

Fuel cost:

800 per day

#### Salaries

Driver:

300-350 per day

Conductor:

200-250 per day

Timekeeper:

6000 per month

#### Maintenance:

Oil changes:

800-1200 per week

Parts:

10,000-12,000  
(brakes, gears, engine)

#### Net profit:

10,000-12,000

#### Broker

Monthly Wala:

5000 per month

#### Source:

Mujahid Ali (Interview No.19)

Shabbir Ahmed (Interview No.21)

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### Profile of auto rickshaws

#### Models / Capacity

#### Financing (Rs)

	Name	price (chassis)	price (with body)	paying by instalments
1	Raja (Vespa)	155,000	180,000	350,000
2	KTA	75,000	90,000	180,000
3	Sirmad	80,000	100,000	200,000
4	Bolan Mail	80,000	100,000	200,000
5	Super Star	80,000	100,000	200,000

#### Legal formalities

Driving license:	LTV Rs100 for one year
Fitness certificate:	Rs500 for six months
Road permit:	Rs300 for three years
Insurance:	Rs25-100 for six months
Token tax:	Rs100 for three months
Meter price:	Rs5000-6000

#### Monthly operation

Fuel cost:	Rs250 per day
Salaries:	Rs100-150 per day
Maintenance:	Rs1000-1500

#### Source:

Alif Khan (Interview No.23)  
Gul Nimroz Khan (Interview No.24)

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### Profile of taxis

Name	Price	(cash) price	Price (paying in Instalments)
GL-1200CC		120,000 to	180,000 to 200,000
Sunny-1200CC		130,000	
Deluxe 1200CC			
Deluxe Standard			
Crolla 72, 74, 76			

### Legal formalities

License:	LTV, Rs100 for one year
Fitness certificate:	Rs600-750 for six months
Fuel cost (gas):	Rs250-300 per day
Gas price:	Rs22-30 per kg
Income:	Rs50-150 per day

**Source:** Muhammad Sheir (Interview No.22)



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### Profile of private carriers

#### Legal formalities

Fuel cost:	Rs400 per day
Maintenance:	Rs500-550 per month
Service:	Rs150 per month
Insurance:	Rs350 per month

**Source:** Abdul Jalil (Interview No.5)

### Profile of boats

New boat price with engine:	Rs600,000-700,000
Old boat price (40ft):	Rs400,000-450,000
Capacity:	50 passengers
Fare:	Rs5
Sail boat price with engine:	Rs300,000-400,000
Capacity of sail boat:	15 Passengers
Route:	Kemari, Baba Bhat- Bhit Island, Shamsi Paradise

**Source:** Mr Khuda Ganj

## Routes

The current policy for large modes of transport is that anyone can become a transporter (URC 2000c).

### *Obtaining a route permit*

After obtaining a vehicle, (either a bus or a mini-bus), operators must apply for a route permit following this process:

1. The transporter files an application for a Route Permit with the Regional Transport Authority (RTA). The application must include registration papers, a Fitness Certificate obtained from the Traffic Police, and insurance papers (usually third-party certificates). The RTA drafts two notices inviting comments/objections (in English and Urdu) which the transporter gets published in the two leading newspapers.

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2. After a period of fourteen days, the RTA forwards the applications for approval, together with any comments that have been received, to the Traffic Engineering Bureau (a department of the Karachi Development Authority, the governing body of which is directly controlled by the Chief Secretary of the province, in turn appointed by the federal government) and the Police Superintendents (SPAs) of each district that the prospective route runs through (out of a total of five).
3. The transporter pursues the case with these two offices, then the case is discussed at the next RTA Board Meeting. These meetings are held about once every fortnight, and consist of six members: the deputy inspector general (DIG) of Traffic Police; Director of the Traffic Engineering Bureau (TEB); Chief Engineer of the Karachi Municipal Corporation-KMC; Secretary of the PTA (Provincial Transport Authority); secretary of the RTA, who also serves as the Board Secretary, and the meeting is chaired by the Commissioner, Karachi. The District Magistrates of all the Districts may also attend the meeting.

A permit approved in this way is valid for three years, and the whole process is reported to cost about Rs100,000 for the transporter of a new mini-bus/coach, even though the official RTA fee is only Rs400 (and renewals involve lesser amounts) (URC 1999b). Details of the RTA's functions (including the procedures for taxis and other modes) are given in the Appendix, with interviews with a number of transporters, operators (drivers/conductors), and bodymakers, etc.

### *The present situation*

The existing bus routes have been designed in a haphazard way, often totally ignoring the needs of the citizens. A number of mini-buses and buses with different route numbers operate on the same routes, provoking strong competition between operators. They will therefore speed, overtake, and flout traffic laws to get an edge over each other. They are free to pick up or drop passengers anywhere along their route, sometimes stopping in the centre of the street far from the curb. This can result in accidents and even death. The bus drivers follow their own schedule, often speeding dangerously to meet deadlines or staying in one place for up to 30 minutes waiting for the bus to fill up, causing problems for commuters. Often the drivers, at their own convenience, choose to leave their trip unfinished and turn back midway, causing further problems for travellers. Rationalizing the bus routes according to actual needs of the low-income area is essential to provide access and quality

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of transport services. It is also important to have an effective regulatory framework to rein in the opportunistic tendencies of the private sector.

Bus routes were last rationalized in Karachi in 1972. New routes have been added since then, but a rational system, taking into account the way Karachi has spread out, has not been developed. If the routes were rationalized, a more convenient and speedier network that would ease traffic flows, especially through Saddar, could be developed (Hasan 1999).

### *A lack of supporting facilities*

At present local buses and mini-buses terminate at 150 different places in the city; private/KTC buses at 71 locations, mini-buses at 79 locations, and inter-city buses at 48 locations. A survey of these locations revealed that no proper facilities were available for vehicle parking at any of these points. Separate locations for workshops and service stations are also unavailable to the transporters. This forces the bus operators to park their vehicles on the roadside where all kinds of repair and service work is also carried out. The absence of facilities at termini has resulted in 'intermediate' stops in the city. Usually drivers stop their buses at busy shopping centres between five and 30 minutes and the drivers and conductors use this time to find food, tea, toilets, and even to take a bath. Commuters suffer by losing time waiting in the bus or mini-bus.

These intermediate bus stops also attract street hawkers who frequently cause traffic flow problems by covering parts of the road.

### *The creation of bus terminals*

In 1992 the city administration decided to develop terminals for local and inter-city buses across the city to restrict stopping to a few locations and hence reduce traffic congestion and pollution. The Traffic Engineering Bureau of KDA identified and proposed 31 locations where these terminals could be developed. The sites are located in Quaidabad, Malir Extension, Malir Cantt., Landhi, Korangi, Shah Faisal Colony, Airport, gulzar-e-Hijri, Metroville, New Karachi, F.B. Area, Buffer Zone, Nusrat Bhutto Colony, Qasba, Orangi, Baldia, Moach Goth, Saddar, DHA, Shireen Jinnah Colony, Kemari, Lea Market, Tower, West Wharf, and Hawkes Bay.

The city administration has still not implemented this plan. One of the major reasons behind this is the lack of co-ordination among various government agencies. This is exacerbated by the fact that the terminal plans were prepared by the TEB, the KMC is the implementing agency, and the land falls under

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various other agencies including KDA, DHA, Cantonment Boards, and Board of Revenue (BOR).

In some cases it takes years to issue clearance certificates from the relevant authorities, while in others issues relating to the jurisdiction of various authorities limit progress.

The other factor delaying the project is said to be the illegal settlements on various proposed sites. Despite getting physical possession of the plots located in Clifton, Qasba, and Malir Extension, the KMC is unable to execute the work because people are living on the sites. The plots in Clifton, Malir Extension, Korangi, and Qasba township are partially or fully encroached upon.

A similar situation persists for inter-city bus terminals. The Sindh Government had earmarked an 18-acre piece of land in sector 5-B in scheme 33. This land was subsequently found to have been allotted to an 'influential individual' thereby delaying the implementation of the plan. After sustained efforts from the TEB, in June 1995 the government agreed to allot a new 45-acre site for the inter-city bus terminal measuring at the Super Highway in Scheme 33. The allotment was not made by the Sindh Board of Revenue, however, and physical possession has not been handed over to the TEB.

Most of the locations proposed by the TEB were found to be feasible as terminals, but according to the transporters proposed sites at Lea Market, Tower, and Shireen Jinnah Colony are not feasible as there is not enough parking space, and new sites will have to be found.

There is also some dispute over just what a 'terminal' is. The KMC officials describe a bus terminal as a boundary wall around an open space with adequate parking space. The KMC constructed boundary walls on three such plots in Korangi Township Korangi Industrial area and Shah Latif Township. For many urban planners, however, a terminal should have not only parking capacity but also facilities for transport workers, shops for spare parts, and servicing/repairing facilities.

Detailed lists of all the present bus and minibus/coach routes are given in the Appendix (maps are available from the URC), while a map showing the density of these routes on the roads of Karachi is given on the next page.



### *The Karachi Circular Railway*

The Karachi Circular Railway was planned as one of the alternative modes of public transport for the urban poor. A success in the beginning, the KCR has since declined and is no longer much use to commuters. This section briefly outlined the background of this decline of a useful alternative mode of transport.

The Karachi Circular Railway (KCR), which ceased operation on 15 December 1999, was designed by Marz Redell Vatten Pakistan (MRV), a Swedish–British consortium of consultants, and built in 1961 to join the main train line at tower, near the port. The railway line used to pass through Karachi Port Trust, Shah Latif Site, Mangopir, Orangi, Azimabad, North Nazimabad, Liaquatabad, Gillani Urdu College, and Landhi. It carried thousands of commuters punctually every half an hour, charging only 25 paisas for its fast and reliable service.

It used to cover an stretch of 23km with 14 up and 14 down trips. In 1969 the railway planners initially aimed to use this line as a by-pass for freight traffic, and accordingly they built a big goods train yard at Wazir Mansion. Initially about 12 trains ran. The fare for a one-way trip was 15 paisa, which was raised to 25 paisa in 1980 and at the time of its closure it was Rs2.

The KCR provided the main means of transport to people living in Liaquatabad, Nazimadsad, and North Karachi on one side and Malir, Korangi, and Landhi on the other. These areas have many pockets of poor people. During its first 15 years of operation, nearly 300,000 commuters travelled on the trains every day. It was very popular with the urban poor, but also very convenient for middle- and lower-middle-income urbanites. According to railway figures each bogie (carriage) has a seating capacity of 88 and can accommodate around 224 standing passengers. It is perceived to be much safer and more spacious than other transport options, such as buses and coaches.

### *Decline of KCR*

The decline in KCR services was a result of the failure to tackle infrastructure, managerial, and social issues. The key problems included:

- The lack of proper maintenance of the systems, as no one replaced worn-out bogies, maintained tracks, or improved and maintained railway stations.



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- Longer waiting times at level crossing and during peak hours slowed down the system horrendously. There were 17 or 18 level crossings along the routes 23km, so the train used to take over an hour to travel from one station to the next.
- Too few passengers to generate enough revenue to cover the costs of the service. At the time of suspension, the KCR was running the service with only two trains and the number of passengers reduced from thousands to hundreds. In these conditions it was bringing in only Rs70,000 to 80,000 per annum while expenses were to the order of Rs500,000 per annum.
- Access to the railway stations was difficult and time consuming.. Links were not provided between the stations and the other modes of transport, so people had to travel long distances to reach the station.
- The timing of the buses/mini-buses and KCR were not synchronized, which lengthened the time it took for people to reach their destination.
- The land on either side of the track was used for residential purposes, which meant the trains had to slow down. Because the residences were so close to the track, safety hazards were also increased.
- It is believed that when the circular railway network functioned, prostitution and drug trafficking was rampant along its route. This perception may have deterred many potential customers.
- The lack of proper facilities at the railway station and on the train deterred customers, as there were no catering services, no provision of clean and cool water, and no provision of hygienic toilets.
- There were frequent attacks on the railways by criminals. It is reported that the train was stoned daily at Orangi, Liaquatabad, and Gillani stations. Some respondents also suspected that this could be an activity of land mafia.
- It is believed that a mafia runs the road transport sector, and that they have bribed the relevant officials to cause the railway to fail so that they would have a monopoly on transport.

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### *What is happening now?*

Since the suspension of service there has been a lot of pressure to reopen it from many groups, such as civic societies and former railway users. Now a committee has been set-up by the chief secretary transport to consider its early revitalization. Presently four trains are running on the routes below. The routes cover only two ends of the city. I thought it had been suspended!

Circular Railway Routes				
Directions and time			Names of trains	
Up time	KCR-1 4:35pm	KM-1 3:15pm	KM-3 5:15pm	KD-1 1:55pm
Down time	KCR-2 5:35am	MK-2 6:45am	MK-4 7:35am	DK-2 4:10am

### **Organizational set up**

The partners in the delivery of urban public transport can be classified under three broad categories:

- users
- operators
- regulators

The administration of public transport activities in Karachi involves many different groups of actors. For an efficiently operating system these actors must work together, but this is rarely the case and frequently they are more of a hindrance to each other than a help.

### **The regulating agencies**

Many of the actors consulted during the URC survey suggested that a change in the regulations regarding transport and public transport facilities is needed for improvements to occur. In order for this to be a worthwhile process, however, the new regulations must not only be relevant but also effectively enforced. The creation and enforcement of traffic regulation is the job of the



regulating agencies. These include the traffic police, governmental organizations and, to some extent, private sector organizations.

### **The traffic police**

The traffic police in Karachi have a very poor record. They are often unprofessional and during routine encounters on the street prove themselves to be uneducated and ill mannered. They are commonly known to be corrupt and will extract bribes at every opportunity to supplement their poor pay. They ignore bus drivers breaking the rules if they are paid *bhatta* regularly (an average of Rs3000 per month for mini-buses and coaches). This force must be reformed if better facilities for public transport are to be provided.

Structure of traffic police	
Designations	No.
Deputy Inspector General (DIG)	1
Additional Deputy Inspector General (ADIG)	1
Superintendent of Police (SPs)	5
Deputy Superintendent of Police (DSPs)	10
Inspectors	82
Sub-Inspectors	260
Assistant Sub-inspectors (ASI)	70
Head Constable	305
Constable	1800

The removal of encroachments, placing of proper traffic signalling systems, and enforcement of traffic regulations would ensure uninterrupted traffic flow on major city arteries. During the URC survey a large number of citizens and transporters suggested changes in existing traffic regulations. The government should form a committee of experts with participation of citizens and transporters to review these regulations and propose changes. Corruption is perceived to be the main problem affecting the enforcement of law.

### **The public sector organizations**

As Karachi is a large metropolitan city, many public sector organizations have an interest in and effect on the performance of the public transport system. The sheer number of organizations involved has made inter-organizational coordination a real issue.

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### *Organizations dealing directly in transport activity and infrastructure*

- 1 Excise and Taxation
- 2 Karachi Development Authority
- 3 Karachi Metropolitan Corporation
- 4 Provincial Transport Authority
- 5 Regional Transport Authority
- 6 Secretary Transport
- 7 Traffic Engineering Bureau

### *Organizations dealing indirectly with transport and infrastructure*

- 1 Governor of the Province
- 2 Chief Minister of the province
- 3 Provincial ministries of:
- 4 Communication and Works
- 5 Housing and Town Planning
- 6 Industries
- 7 Labour
- 8 Law and Parliamentary Affairs Local Government and Rural  
Development Katchi Abadis
- 9 Planning and Development
- 10 Revenue and Land Utilisation
- 11 Science and Technology Transport
- 12 Relevant government departments and offices
- 13 Chief Secretary
- 14 Executive Policy Action Co-ordinator Organization (EXAPACO)
- 15 Commissioner
- 16 Additional Commissioner
- 17 Assistant Commissioner General
- 18 Deputy Commissioners of the Districts
- 19 Board of Revenue
- 20 Land Utilization

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- 21 Registration and Evacuee Property (RS & EP)
- 22 Recoveries and Settlement
- 23 Taluka Mukhtiarkar - Karachi Division
- 24 Communication and Works Department
- 25 Excise and Taxation
- 26 Co-operative societies
- 27 Home Department
- 28 Sindh Secretariat
- 29 Home Secretary
- 30 Additional Secretary I
- 31 Judicial - I
- 32 Law Enforcement ( LE - I )
- 33 Law Enforcement ( LE - II )
- 34 Army
- 35 Inspector General of Police Sindh
- 36 Housing and Town Planning Department
- 37 Karachi Development Authority
- 38 Layari Development Authority
- 39 Malir Development Authority
- 40 Industries, Commerce and Mineral Development Department
- 41 Information Department
- 42 Labor and Transport Department
- 43 Law Department
- 44 Local Government Public Health Engineering & Rural Development
- 45 Directory General Rural Development
- 46 Secretary Local Government Board
- 47 Sindh Katchi Abadi Authority (SKAA)
- 48 Planning and Development
- 49 Population Welfare Department
- 50 Directorate of Social Welfare
- 51 Women Development Department

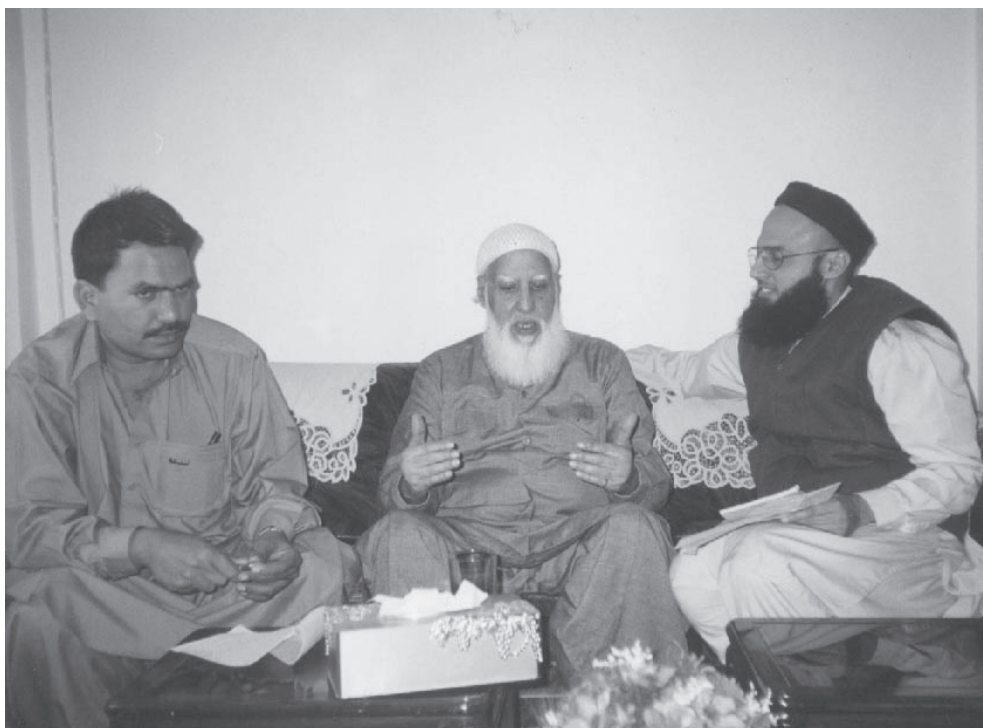
### **Private sector associations and organizations**

It is noteworthy that many private sector providers have been organized. They not only act together as a powerful bargaining force but in case of riots in the city, they can use their ‘muscle’ to defend their interests. Any policy derived without the representation of such organization will be hard to enforce.

#### *Karachi Transport Owner’s Federation*

1. All Karachi Rickshaw Taxi Owner’s Association
2. Mr. Raja Rafiq 5676902
3. Suzuki Owner’s Association
4. Mr. Sabir Shah 5676902
5. United Yellowcab Owner’s Association
6. Mr. Mustafa Jamal 6628262
7. Yellow Cab/Coaches Owner’s Association
8. Mr. Raja Rafiq 5676902
9. Karachi Minibus Owner’s Association
10. Mr. Yaqoob Janjua 0321/4322090 Res. 6318453
11. A/C. Bus Owner’s Association
12. Mr. Raja Rafiq 5676902
13. Sindh Truck/ Tractor Owner’s Association
14. Al- Haaj Malok Ahmed Khan 7735812/773635 Res. 6344718
15. Water Tanker Owner’s Association
16. Syed Mohammad Shah Res. 5890724
17. Rati Baira Truck Owner’s Association
18. Mr. Ayub Khan 5676902
19. Karachi Bus Owner’s Association (Forward Block)
20. Moulana Ashraf Res. 6627873
21. Mr. Iqbal 4936790
22. Pakistan Bus Owner’s Association
23. Mr. Raja Rafiq 5676902
24. Private Bus Owner’s Association
25. Mr. Atiq Qureshi Res. 5043180
26. Mr. Kaleem Pasha Res. 5048520

## URBAN PUBLIC TRANSPORT



## THE CURRENT SITUATION

### *List of transporters/associations*

#### **1. Karachi Bus Owner's Association**

- |                             |  |
|-----------------------------|--|
| 1. Ch. Mohammad Ismail      | Off. 7722687/7765878 .<br>Res. 7210806 |
| 2. Syed Irshad Hussain Shah | Res. 6316660                           |

#### **2. Muslim Mini-bus Association**

- |                          |   |
|--------------------------|---|
| Mr Mohammad Tehmas Malik | Off. 7722687/7765878<br>Res. 4521741. Off. 45794396 |
| Mr Tawab Khan            |   |
| Syed Mehmood             |   |
| Mr Hashim Khan           | Off. 6318453<br>Res. 63423931                       |

#### **3. Karachi Coach Owner's Association**

- |                           |   |
|---------------------------|---|
| Malik Khalid Mussain Awan | Off. 6911229.<br>Res. 6911927<br>6981994- 6913229 |
| Haji Amin Jan             | Res. 5015924/5014066<br>9321/7270588              |

#### **4. Reti Bairi Truck Owner's Association**

- |                   |           |
|-------------------|-----------|
| Mr Allauddin Shah | President |
|-------------------|-----------|

#### **5. Karachi Mini-bus Association**

- |               |                             |
|---------------|-----------------------------|
| Haji Nasir    | President                   |
| Haji Amin Jan | 5015924/5014066 321/7270588 |

#### **6. Sindh Balochistan Bus Owner's Association**

- |                |                  |
|----------------|------------------|
| Mian Khan Rind | President 747896 |
|----------------|------------------|

#### **7. Rickshaw Taxi Owner's Association**

- |                |           |
|----------------|-----------|
| Mr Muneer Khan | President |
|----------------|-----------|

#### **8. Gadvani Goods Owner's Association**

- |                    |  |
|--------------------|--|
| Mr Saleem Sulemani |  |
|--------------------|--|

#### **9. United Yellow Cabs**

- |            |  |
|------------|--|
| Abdul Aziz |  |
|------------|--|

## URBAN PUBLIC TRANSPORT

- 10. Mutehada Mini-bus Owner's Association**  
Syed Badshah      President      Res. 6693657
- 11. Rickshaw Taxis and Mini-bus Association**  
Raja Rafiwue      President      Off. 5676902  
Mr Yaqoob Janjua      4580711/6310373
- 12. Karachi East Bus Owner's Association**  
Mr Attiq Qureshi      Res. 5043180  
Mr Kaleem Pasha      Res. 5048520
- 13. Pakistan Yellow Cab Karachi Federation**  
Mr Waqar Ahmed Khan      4554899
- 14. Karachi Bus Owner's Association (Forward Block)**  
Mr Iqbal Ahmed      Off. 4936790      Res. 6911805
- 15. Karachi Transport Federation**  
Mr. Saleem Bungush      7781029/7783156.7781030  
Mr. Nazir Ahmed Utmazai      0321/7293038
- 16. Karachi Goods Carrier's Association**  
Chairman      7524536/7524537/7514563

### **NGOs dealing with transport issues/research**

Non-governmental organizations have started to realize that urban transport is a key issue effecting the livelihoods of the poor. Some of the key NGOs are listed below:

- 1 All Pakistan Road User's Association (AROUPI)
- 2 Chartered Institute of Pakistan (CIT)
- 3 Urban Resource Centre (URC)
- 4 Citizen Police Liaison Committee (CPLC)
- 5 Traffic Management Programme

As on 30th June, 1999, statement issued by Motor Registration Wing, Excise and Taxation, Karachi, and nos. for November, 1999 given by the Karachi Bus Owners Association



## Issues of access and quality

Interviews with more than 100 users living in eight different low-income settlements in Karachi (in five different locations, four peripheral and one central) form the basis of this section, while certain other individual passenger-related incidents have also been used for reference purposes. More details about the interviews can be found in the section on methodology.

The eight settlements visited and their *approximate* locations are:

1. Ghaziabad	(Orangi Town)	(west)
2. Siddiq Goth/Nasri Colony	(New Karachi)	(north)
3. Dhani Bakhsh Goth	(Gulistan-e-Jauhar)	(east)
4. Pehlwan Goth	(Gulistan-e-Jauhar)	(east)
5. Awami Colony	(Korangi)	(south-east)
6. Zia Colony	(Korangi)	(south)
7. Shireen Jinnah Colony	(Clifton)	(south)
8. Nawa Lane	(Lyari)	(central)

One of the core assumptions established during the initial project identification stage, that low-income users of public transport have the greatest stake in this crucial activity, has been confirmed by these interviews. Respondents' income depends directly on their ability to reach the areas where most jobs are located, mainly the city centre, from their homes, mainly squatter settlements on the boundaries of the city (as explained earlier in the History section). Excessive time and money is spent reaching work places, and mental tension, physical discomfort, and stress are common. The lack of access to and poor quality of the public transport further reduce the opportunities available to the poor. The opportunity costs of the resources spent on public transport, both financial and social, is huge. The same resources could be spent on other more productive activities like spending time with the family, primary education, and income-generating activities.

A number of issues that affect the assets of the urban poor directly or indirectly have been identified, grouped broadly under 'access' and 'quality'. Adjustments in structures and processes to address these issues will improve the livelihoods of the urban poor. The classification is not rigid and many of the access issues affect quality and vice-versa. The gender-related problems have

been classified separately, with their own access/quality issues. Only brief descriptions are presented here, while an analysis into their root causes follows.

### **Access**

- the peak hour crisis
- limited hours of operation
- absence of schedule
- inadequate coverage
- high fares
- lengthy duration of travel

### **Quality**

- safety hazards
- missing bus stops
- pollution
- ill-maintained vehicle exteriors
- in the vehicles

### **Minority group issues**

In this category are a number of issues important to women, children, and elderly.

### **Access**

#### *Peak-hour crisis*

Passengers have to travel hanging on the doors or sitting on the roof-tops of public transport vehicles during peak hours. More than sixty different problems were recorded during interviews. The interviewees complained about:

- travelling while standing throughout the duration of travel in great heat;
- hanging partly or completely outside the vehicle;
- travelling in the ladies' section, which is embarrassing for both men and women;
- having to sit on roof-tops (with the obvious fears);
- getting to work late because of the unreliable service;
- been fired because of regular lateness;
- the non-availability of seats and the bad condition of the seats. In some cases the passenger's dresses were torn or smeared with dirt and/or oil;

## THE CURRENT SITUATION

- pick-pocketing;
- having to walk to other stops in the hope of securing seats;
- clothes and shoes getting soiled and wrinkled;
- suffocating from smoke and lack of fresh air;
- people spitting *niswar* or *pan* (chewing tobacco);
- losing their balance or even falling over while standing in the fast-moving vehicles; and
- speeding and dangerous driving.

The following are excerpts from some of the interviews (translated from Urdu).

### What people say about peak-hour problems

‘By getting onto the roof one is spared the suffocation inside’.<sup>1</sup>

‘Every day I have to travel dangling from the bus, there is space only for one foot....because of the rush inside the bus there is a lot of pushing and shoving and the passengers end-up getting into quarrels with each other.....the conductor keeps on loading the people in his greed for money.....while stepping out after traveling in a ‘Mazda’ one finds that ones clothes have become soiled’.<sup>2</sup>

‘...men climb on the roof-tops, often putting their feet onto our shoulders as well.’<sup>3</sup>

‘Things are often stolen from pockets during the rush... when we come out of the bus, our appearance is so appalling that it looks as if we have been pulling at each others’ hair’.<sup>4</sup>

‘there is a severe rush in the buses, the passengers are stuffed like goats and sheep into the buses....a person becomes so exhausted that he feels as if he has just returned from plowing a field’.<sup>5</sup>

‘once I was travelling through Saddar and there was a traffic jam, it became difficult to breath in the extreme heat’.<sup>6</sup>

‘since I live within an industrial area, the vehicles arrive here already filled with passengers arriving from other residential ares, therefore the local residents do not get a chance to even stand in these vehicles... I am afraid to travel on the roofs of the vehicles’.<sup>7</sup>

### *Limited hours of operation*

Small-scale enterprise is very active in public transport. Many owners only own one vehicle or even share the ownership. Purchase of the vehicles is financed through the informal sector, and the owner's profit needs to serve the debt and meet the operation and maintenance expenses. Competition is cut-throat and unregulated. In many cases the vehicles are effectively sub-contracted to the driver; he pays a certain amount to the owner daily, and the remaining income is shared between the driver and the conductor. The tendency is to cut costs and maximize profit on each trip. There is no room to run 'under-loaded' vehicles at any time.

The private sector does not have the capacity to meet the peak demand rationally. More frequent shuttle services during peak hours connecting the main routes may be a simple solution.

In many cases the bus will not leave until it is completely full and then the service will terminate without notice once the bus is empty. While the vehicles can be bumper to bumper during peak hours, passengers have difficulty in finding a bus and travelling during non-peak hours.

Almost half of the interviewees complained that transport services were not available at all after 9pm (this time varies, depending on the remoteness and law and order situation of each locality). Transport services are not available during emergencies or for a special occasion such as dropping or collecting relatives from the airport or railway station, weddings, patients going to hospital, etc. The concerns expressed included drivers turning around half-way through their route in the early and late hours. In case of emergencies and to attend family occasions in the evening, 22% reported that they often have to use taxis, 20% said they use rickshaws on such occasions, while 3% people said they hire Suzuki pick-ups.

## THE CURRENT SITUATION





## What people say about limited hour problems

'In our locality, the vehicles stop coming after 9pm, and instead turn back from the earlier block. In fact often if the 'Gulistan' coach happens to be returning empty they change the name-plate of the vehicle and take it on a route which they think will yield more profit for them. Many of the operators do this, causing tremendous inconvenience to the public".<sup>8</sup>

'...about one year ago my father suddenly fell ill, and [in the absence of any transport in late hours] we had to call an ambulance which came after an hour, and only then were we able to go the hospital'.<sup>9</sup>

'in emergency situations it is even difficult to catch a taxi after 9pm'.<sup>10</sup>

### *Absence of schedules*

Passengers cannot rely on the transport service. Daily timetables or even lists of the number of services available on a given route are non-existent. Passengers have to rely on verbal information and guess when planning their trips. Approximately 27.7 per cent of people said that they often have to wait fifteen to thirty minutes at bus-stops without knowing when the bus will arrive. The result is long waits and anxiety for the urban poor. The problems caused as a result of the non-existence of a schedule include:

- Vehicles race each other to reach the bus-stops first to pick-up all the waiting passengers. Informally a 'token' system was introduced to prevent road race. This systems is based on issuing tokens and timekeepers being posted at different bus stops. The drivers manage to find loopholes by driving slow until the last stop and then racing to get the next token first. This behavior is in line with the profit maximizing on each trip.
- Drivers wait at bus-stops until the next vehicle has also reached the stop in order board all the waiting passengers, leaving no one for the next bus.
- Delays as a result of engine/mechanical break-downs leave passengers helpless as they do not know when the next bus will arrive. There are no formal vehicle recovery systems.
- Long delays caused by the random checking of documents on route also effect bus timings.
- The vehicles sometimes skip stops, if the conductor decides that there will be more passengers at the next stop, leaving the smaller number to the next bus.

### What people say about lack of schedules

(Two young boys said) 'we have to wait with our books (the books can be very heavy for young children) for a long time at the bus stop every day'.<sup>11</sup>

'on every route there are some stops at which the drivers stop the vehicles for long duration, at that time even if the passengers, out of an emergency or any other concern, request the driver to move on, they do not move until they see the next vehicle of their route approaching'.<sup>12</sup>

A young girl said 'the place where our bus-stop is located is a very deserted area, old people have no choice but to sit down on the ground while waiting for the bus... if it were not for the problems of transport and the time wasted, ... I would have been able to give more time to my studies, and more time to my household chores'.<sup>13</sup>

### *Inadequate coverage*

Many low-income settlements are not served by any routes at all, while for others the nearest available stop is a long walk away. The availability of connections is limited, causing the users to take long out-of-the-way trips to catch a vehicle which can take them to their final destination.

Approximately 98 per cent of respondents reported that it took them on average up to thirty minutes to walk to the nearest bus stop. Suggestions were also made about the need for rationalization of the routes to ensure proper coverage to all localities, and the standardization of distances between bus-stops.

### What people say about inadequate coverage

'a survey of the routes should be conducted, and modifications should be made in the present network in accordance to the needs of all the different localities'.

'the distance between two bus-stops should be fixed at one kilometre.'

"I have to change vehicles three times to reach the airport from my home."<sup>14</sup>

'... most of our time is spent travelling or walking.'<sup>15</sup>

'the bus sometimes stops a long distance before the college and other times long after the college.'<sup>16</sup>

*High fares*

The operators claim that the fares are too low for them to provide a proper service. They also claim that profit margin is so low that they are barely surviving in the business. Regardless of whether the operators are making money or not, the amount spent by the poor on transport is a substantial burden on their daily/monthly budgets. An increase in fares is predictable. With annual national budget announcements, the oil prices go up and with it the fares for public transport. These disproportionate increases in fares effect the livelihoods of urban poor. Figure 2.2 shows spending on routine work-related travelling, excluding all other kinds of travelling, such as social gatherings or trips to the doctor. Most of the poor spend 10 per cent or more of their monthly earnings on their work-related transport. Overall transport expenses could be much higher. The monthly incomes of most of the people interviewed were between Rs1500 and Rs6000 (see Figure 2.1). Most of the students were spending at least 30 per cent of their monthly pocket money on transport costs, while some spend more than 60 per cent (see the table below).

Example of student's expenditure on transport		
Pocket Money Monthly (Rs)	Monthly expense on transport (Rs)	Percentage of expense on transport
250	175	70.0
250	75	30.0
375	250	66.6
500	175	35.0
375	150	40.0
500	175	35.0
500	250	50.0

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### What people say about high fares

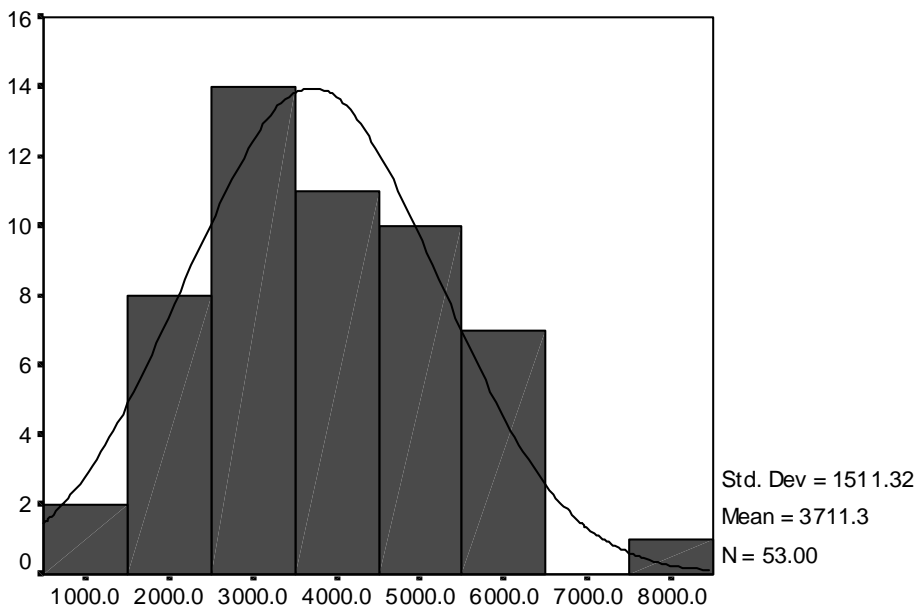
‘in our home six people use public transport daily, the total monthly expenditure on transport is therefore about Rs2500 to 3000, whereas the income of the household is Rs12,000.’<sup>17</sup>

“my monthly income is Rs.7200, while my transport expenditure is Rs.25 daily, and monthly it comes to Rs.800”.<sup>18</sup>

‘I spend Rs20 on transportation every day, about Rs 600 a month, whereas the ‘Conveyance Allowance’ that I get is Rs96.’<sup>19</sup>

‘If anyone should demand to see the fare list, he is immediately off-loaded from the bus’, reports Khurram of Zia Colony.<sup>20</sup>

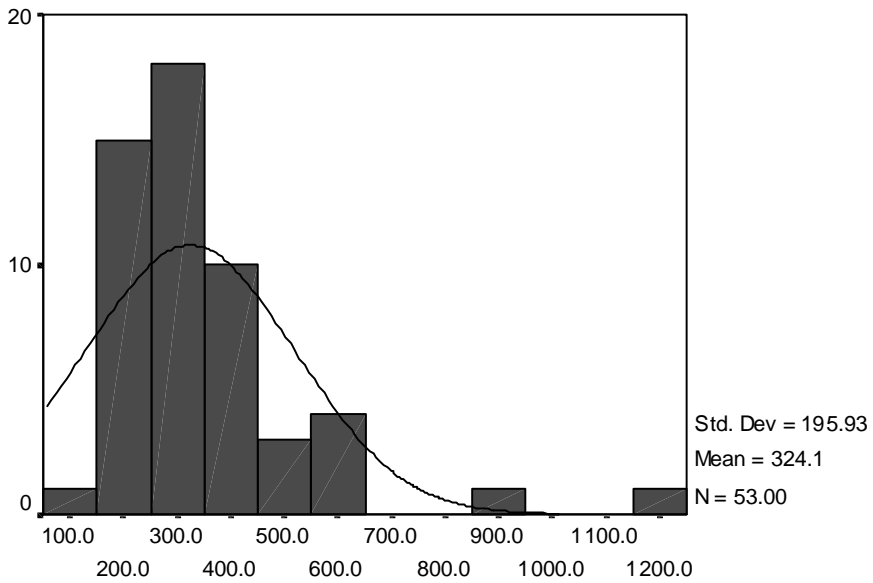
**Figure 2.1: Distribution of monthly income**



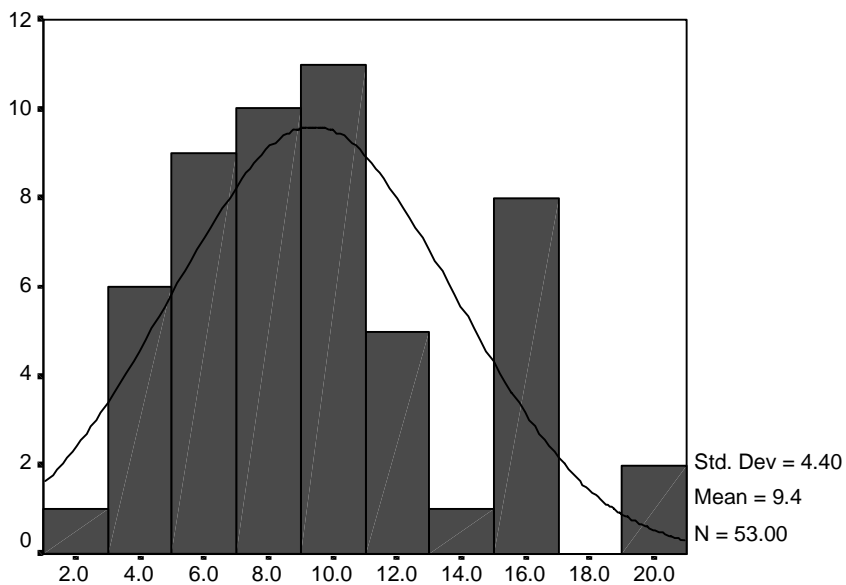
Monthly income (RS)

## URBAN PUBLIC TRANSPORT

**Figure 2.2: Monthly expenses on transport**



**Figure 2.3: Percentage of monthly income spent on transport**





### *2.1.6 Lengthy duration of travel*

Long distances and lengthy travelling times are the two fundamental problems of public transport activity in Karachi. The decision taken in the 1960s to locate low-income settlements in the outskirts of the city, and the failure of the accompanying re-location of blue-collar job-markets, has created this perennial paradox. Originally the vision was to have a 'grand' mass-transit system to allow the near-perfect segregation of a 'beautiful' city-centre and white-collar residential areas on one hand, and industries and blue-collar settlements on the other. In practice the majority of blue-collar jobs remained near the city centre, whereas the government had already shifted the low-income residents by force to the outskirts. The passage of time has revealed that the city, nor the country for that matter, has never had the financial or technical/manpower resources to sustain that 'grand' vision. The increasingly limited resources over the years have made the repercussions of that decision virtually irreversible, trapping the city into a vicious cycle of transport-triggered degradation as it attempts to desperately join two irreconcilable ends.

A number of other factors combine to further accentuate this issue, such as:

- non-rationalized route-layouts and connections;
- neglected traffic bottle-necks;
- frequent stoppage and harassment by traffic police on false pretext of document checking (allegedly, one way to demand bribe);
- illegal/unauthorized sub-division of routes increasing overall travel time for the passengers but maximizing the profit from each route;
- deliberately pre-planned lengthy breaks in journeys at certain stops, especially by mini-bus/coach operators in order to force the passengers to board afresh onto duplicate vehicles, thereby creating an excuse for extracting additional fares from the passengers; and
- long waiting times at major stops until the next bus arrives, in order to attract the maximum number of passengers.

Approximately 65 per cent of respondents reported that they spent a total time of more than two hours every day going to work and coming back, while 13 per cent spent more than four hours daily, and 1 per cent spent five hours on their roundtrip.

### What people say about lengthy travel duration

‘people who travel long distances in the vehicles undergo tremendous strain’<sup>21</sup>

‘it takes two to three hours just to get to Saddar from Korangi.’<sup>22</sup>

(A woman said) ‘because of having to spend four hours everyday in travelling, I am not able give proper time to my children...and my home is being neglected’.<sup>23</sup>

‘It takes me two-and-a-half hours each way to go to my work-place.’<sup>24</sup>

(A woman said) ‘because of the long distances, many of the passengers fall asleep in the vehicles, I myself also have fallen asleep many times, the conductor recognizes me and so he wakes me up when the bus reaches my stop.’<sup>25</sup>

‘whenever there is a traffic jam it makes me very angry, it is at such moments that I feel one should have a vehicle of one’s own.’<sup>26</sup>

‘because of the rush and smoke inside the vehicles, I have to change the shirt of my uniform every day, the clothes get all wrinkled-up....I reach my college after a journey of about 35 to 40 minutes, at the end of the journey I have a headache, my mind loses its freshness, I feel a strange restlessness during classes, and I keep sensing the smell of oil in my breath.’<sup>27</sup>



## THE CURRENT SITUATION

### User's daily walking time, one way from house to bus stop A

Time (in minutes)	%
0-15	67.92
16-30	30.19
30-45	1.89

### User's daily waiting time, one way at bus stop B

Time (in minutes)	%
0-15	68.75
16-30	25.00
31-45	2.09
46-75	4.17

### User's daily time spent in the public transport vehicles (one way) – C

Time (in minutes)	%
0-15	10.77
16-30	30.77
31-45	24.61
46-60	20.00
61-130	13.85

### User's daily total travelling time (from house to work/study)

Time in minutes	%
0-15	1.89
16-30	5.66
31-45	15.1
46-60	20.75
61-75	20.76
76-90	13.2
91-150	22.64

### Quality

#### *Safety hazards*

In the 'Quality' category, the foremost issue is the numerous safety hazards that travellers have to put up with. Speeding and dangerous over-taking and manoeuvring of vehicles is a cause of many accidents, while the poor mechanical maintenance of vehicles also threatens the safety of the passengers (worn-out brakes, etc.). Many people are injured or killed while hanging off doorways and ladders, or travelling on rooftops. The situation is particularly dangerous for children, older people, and disabled people. The unsafe manner in which passengers are picked-up and dropped is another frequent cause of injuries, accidents, and even deaths, as passengers have to run into the road to get on and off the bus. On this issue seventy-three different types of complaints and comments were recorded.



### What people say about safety hazards

'Some of the drivers appear to be driving under the influence of various intoxicants, their eyes are red, and when I see the colour of their eyes, it seems as if they will soon hit another vehicle....sometimes their eyes are drooping with tiredness, this is also another reason for the numerous accidents which happen.'<sup>28</sup>

'When the vehicles race with one another, the drivers run them at such speeds that most of the ladies who happen to be standing fall this way or that, and end up getting hurt.'<sup>29</sup>

'The buses over-speed, and the drivers make bets with each another.'<sup>30</sup>

'The drivers try to overtake dangerously, and if anyone should happen to object then they threaten to fight, or they will stop the vehicle in the middle of the road and tell all the passengers to get off...upon reaching the wide roads of the industrial area, the drivers hand over the driving of the vehicles to the conductors, so that they can also become future drivers. About a year ago a serious accident occurred in similar circumstances, and 23 precious lives were lost.'<sup>31</sup>

.A 'single' driver is a driver who drives from 8 o'clock in the morning to 8 o'clock at night, while a 'full-time' driver is one who drives from 6 o'clock in the morning to 12 midnight, exchanging his duty with another full-time driver every other day.'<sup>32</sup>

'Due to speeding, a few days ago my nephew was involved in an accident, and both the poor youth's legs have been broken.'<sup>33</sup>

'Once a Mazda (mini-bus) hit me and my leg was broken in three places. I remained in the hospital for two months and a rod had to be installed inside my leg.'<sup>34</sup>

'Once I was traveling in the No.20 bus when suddenly because of overspeeding it went out of control and ran onto the green belt in the middle of the road, and as a result I had to get five stitches just above my eye.'<sup>35</sup>

'I was once standing at the Laloo-khet stop, a Mazda came and hit me from behind, I was hurt severely, the driver escaped...'<sup>36</sup>

'About five or six months ago, the U-9 bus had a collision with another bus, and as a result four people died on the spot, including the driver, and another 18-20 people were injured, including my twelve-year-old daughter, who received stitches on her head and nose.'<sup>37</sup>

'Once the P-1 fell over the bridge at Natha-Khan because it was over-speeding, in which some people died while others were injured, after this incident I feel afraid of the P-1.'<sup>38</sup>



### *Missing bus-stops*

Bus-stops have never been built at many of the places where the buses stop and passengers wait to board them. Most of the bus-stops which do exist are improperly located, designed and/or built, and poorly maintained: they are dirty, not properly shaded, the seats/benches are inadequate, and drinking water arrangements are absent. Most of the bus-stops are encroached by vendors, tramps, and drug-addicts. The absence of proper terminals at important stops or junction points, with loading/unloading platforms, shaded waiting/sitting areas, time-keepers' booths, transit facilities and refreshments, transporters' facilities, depots, and workshops is a cause of great inconvenience. Taxis and auto-rickshaws, and even large intra-city and inter-city vehicles are often parked or are being repaired in streets and lanes, constricting traffic and disturbing residents, and sometimes even blocking the entire road, posing serious consequences for emergency situations.

Interviewees had sixty-five different concerns about bus-stops.



### What people say about bus-stops

'some of the bus-stops are officially designated while others have been created by the people, the passengers tend to make the driver stop right in front of their houses.'<sup>39</sup>

'because the bus-stops are not properly marked, the passengers have to search for them.'<sup>40</sup>

'When it rains the men take refuge in the nearby tea-shack, but that is not a suitable place for women to enter.'<sup>41</sup>

'The location of the bus-stop moves forwards and backwards with the movement of the sun, when the sun is directly in front then the people move to one side or the other.'<sup>42</sup>

'The Natha Khan stop has virtually been taken over by the beggars and vendors.'<sup>43</sup>

'There are no fixed stops, the driver stops wherever he sees the people standing together, the off-loading passengers also call-out and get the vehicle stopped at their destinations.'<sup>44</sup>

'Often there is no indication to show that a place is supposed to be a bus-stop, usually people stop the bus by shouting or gesturing.'<sup>45</sup>

'There is so much dust and garbage at the bus stops, forget about any provision of shade or seats.'<sup>46</sup>

'It is not even possible to think of having any facilities at bus-stops.'<sup>47</sup>

'Gutter (sewerage) water flows across the bus-stop.'<sup>48</sup>

### *Pollution*

There are three sources of noise disturbance and pollution:

- pressure horns; not only the volume but the type of noise is also a disturbance, e.g. the imitation of a screaming child;
- engine and muffler noises; and
- calling-out for routes and stops by the conductors. This includes high-pitched

whistling, shouting, and banging on the sides of vehicles to indicate how soon the vehicle intends to be on its way – a means of attracting prospective passengers when more than one vehicle happens to reach a stop at the same time.

The exhaust fumes of the usually poorly maintained public transport vehicles, including buses, mini-buses, taxis, rickshaws, as well as heavy freight vehicles, is a major source of the high air pollution levels in the city. The following excerpts taken from the interviews illustrate the impact on passengers:

### What people say about pollution

‘Because of the pollution our clothes get soiled more quickly, and energy is consumed in washing them, along with money, in the form of soap and water, and also time...because of the increased air pollution, the residents of our area are frequently inflicted by colds, flu, and coughing.’<sup>49</sup>

‘Because of the rush and smoke inside the vehicles, I have to change the shirt of my uniform every day, the clothes get all wrinkled-up....I reach my college after a journey of about 35 to 40 minutes, at the end of the journey I have a headache, my mind loses its freshness, I feel a strange restlessness during classes, and I keep sensing the smell of oil in my breath.... because of the continuous use of pressure horns the mental strain on the people increases, people are developing a habit of speaking loudly.’<sup>50</sup>

‘The sudden blast of a pressure horn startles people and an accident can occur, and pedestrians and motorcycle riders are especially vulnerable to accidents.’<sup>51</sup>

‘People’s minds are getting affected by the loud noise of the pressure horns.’<sup>52</sup>

‘The pressure horns installed are very powerful, and the passengers get frightened and startled.’<sup>53</sup>

‘The horns should have uniform sounds, instead the transporters install ones which sound like a dog or like a baby crying; they have a revolting effect on the listeners.’<sup>54</sup>

‘Pressure horns should not be present in public transport vehicles, from the scientific point of view, this increases noise pollution...some days back a new type of a pressure horn appeared in the market, it sounds like the wailing of a baby, many women’s eyes fill with tears when they hear this horn.’<sup>55</sup>

## THE CURRENT SITUATION

### ... continued

'When the vehicles are in the midst of a race, the drivers pass signals to each other with the sounds of the horns, with the help of which the other driver finds out about the next move of the first one.'<sup>56</sup>

'The noise of the engines of the vehicles and the horns are the enemies of human health.'<sup>57</sup>

'Daily exposure to such high levels of noise makes one irritable.'<sup>58</sup>

### *Ill-maintained vehicle exteriors*

Most of the private buses are more than twenty-five years old, while the mini-buses are also in the ten to twenty-year age bracket, and many have poorly maintained body-work. People are reportedly injured or their clothes torn while boarding or stepping down from the vehicles.

The lack of route numbers and list of stops not properly displayed on the vehicles or absent altogether is almost an separate issue on its own. Many of the prospective passengers are illiterate, but those who can read are deprived of this information, and there is no way of checking in case of any disputes over the deliberate by-passing of any section of the route. Sometimes the drivers take sudden unauthorized short-cuts in order to overtake the vehicle in front and pick-up prospective passengers from stops further ahead.



### What people say about vehicle exteriors

'Once while stepping off a bus my shirt got torn.'<sup>59</sup>

'Once while stepping off a vehicle my shirt got caught on a nail, I landed on the ground alright but half of my shirt remained attached to the vehicle, it was the front part of my shirt.'<sup>60</sup>

'Younger brother was injured (see photograph), by a protruding strip of metal of a vehicle.'<sup>61</sup>

'Our white uniform becomes dirty (very quickly).'<sup>62</sup>

'Many accidents happen because of the wrong design or poor condition of the foot-boards; (a man) got tangled while getting off the bus and was run over and killed.'<sup>63</sup>

'The condition of the bus is such that it seems to say to itself that it should not be driven...once while trying to jump off the bus my 'burqa' (veil-gown) got caught somewhere in the door of the bus (as a result of which I fell down also), and the vehicle pulled me along for quite a distance, until the people shouted to the driver and he finally realised what was going on.'<sup>64</sup>

### *In the vehicles*

The interiors of vehicles are not designed for the needs of the users, particularly the disadvantaged such as disabled people and children. Safety aspect like emergency exits or fire extinguishers are not provided. The tendency is to increase the space so that as many people can stand as possible. Seats are not comfortable. Women sit in the front, very close to the hot engine. Deafening/loud music is played, often containing vulgar (as perceived by the users/women) lyrics. In the mini-buses and coaches the doorways are narrow, causing inconvenience to male as well as female passengers. Broken/rusted foot-boards, handrails, seats, windows, floorboards, and ceilings are a source of damage to clothes as well as a cause of injuries. Seat size and spacing is not standardized, resulting in excessively cramped interiors, and causing discomfort whether sitting, standing, or passing through the aisles. Garbage and dirt is often not cleaned up, and sometimes the seats are oily or damp. It is noteworthy that although the basic design considerations are lacking, the vehicles are well 'decorated' with engravings, photographs, and amateur paintings. It is not the lack of resources and but different priorities. On some



routes there is a competition among the operators for the best decorated vehicles.

### *Behaviour of driver and conductor*

The behaviour of the conductors and drivers is extremely rough and rude. They often do not return the change due after payment of the fare, and seem ready to squabble and fight at the slightest provocation. The interviewees have recorded more than a hundred different complaints on this issue, some quite vivid:

#### **What people say about inside vehicles**

'I usually wear *shalwar* (loose trousers), according to the Sindhi tradition. Oil and dirt inside the vehicles tends to permanently stains the cloths which cannot be removed by washing. The clothes get so ruined that one cannot wear them to office or to any social gathering.'<sup>65</sup>

'Often there is oil on the seats, which spoils our school uniforms.'<sup>66</sup>

'If a passenger sitting beside me starts smoking then I leave that seat.'<sup>67</sup>

'Once a person spat his *pan* (chewing tobacco) out the window of a bus in such a manner that [it landed on me and] the white shirt of my uniform got stained, and when I entered my college all the girls made fun of me...my clothes once got torn while getting off the G-10 bus.'<sup>68</sup>

'White clothes get blackened because of the smoke inside the vehicles, one feels embarassed in front of colleagues in the office, and senior officials point out the condition of my clothes.'<sup>69</sup>

'Once in the P-1 near Tin-hutti a young boy spat his [red] *pan*-spit onto the clean uniform of a Navy employee sitting in the vehicle, spoiling his clothes, then the navy man made the youth wash his white shirt for him.'<sup>70</sup>

'Two or three times it has happened that my clothes got burnt because of the (exposed) battery kept inside the bus [under the seats].'<sup>71</sup>

'Some people even feel nauseous while travelling in the (public transport) vehicles.'<sup>72</sup>

'The drivers and traffic police officials often openly use foul abusive language while talking to each other, which is a source of disgust for us women.'

**... continued**

‘When I am returning home from my work and I happen to get the seat right under the speaker installed on the roofs in mini-buses, with loud music blaring from it.’

‘Whenever passengers complain about clothes or brakes being torn or getting hurt by an exposed nail, the driver and conductor answer in unison that repairwork is the responsibility of the owners of the vehicles...I witnessed an incident myself, near NIPA Chowrangi, when the shirt of a lady once got torn from a sharp nail or loose metal piece, and she had to get on an auto-rickshaw to go back to her home.’<sup>73</sup>

‘I usually do not like to hear music while traveling, but sometimes I happen to like a song, then I wish that the song would be played again and again...the first thing a driver does after starting the engine of the bus is to turn on the switch of the cassette-player.’<sup>74</sup>

‘Once I had an exchange of harsh words with a conductor on a dispute about return of change after the payment of the fare, the conductor was insisting that he had returned the money whereas I had not received it, then after another passenger sitting beside me confirmed it he finally returned the money.’

‘Ever since I was young I have never liked listening to music while travelling.’<sup>75</sup>

‘It is usually the younger men who ask the driver or conductor to play music cassettes, while the middle-aged people do not participate in pressurizing the driver or conductor to stop the music...sometimes working women take out cassettes from their purses to give to the driver, so that he can play those cassettes during the journey.’<sup>76</sup>

‘Once as a result of the shameless dialogues in a song all the passengers sitting in the vehicle lowered their gaze in embarrassment.’<sup>77</sup>

‘Vulgar songs are played very loudly inside the buses, and the driver swoons in his thoughts.’<sup>78</sup>

‘Because of the smoke, diesel, and rust the white uniform of the college gets soiled.’<sup>79</sup>

‘We enter the bus looking like pageants and emerge looking like paupers [in Urdu : *‘bus ke andar baboo bun kar dakhil hote hein aur abulhoal bun kar bahir aate hein’*], remarked Safia Maryam of Nawa-lane.’<sup>80</sup>

### **Minority groups issues**

Gender issues in Pakistan are rooted in the overall socio-cultural context of the society. There are some issues which could be addressed by better transport arrangements. These are highlighted here to show the effect of this poor transport system on the livelihoods of the women.

The women identified forty-eight different types of problems. Seventeen problems concerning children and students were also recorded. The issues of disabled and elderly people are the most neglected areas. The transport system basically has no provision for anyone with slow body movements or limited agility.

### *Womens' issues*

There were a wide variety of comments, covering:

- shortage of seats;
- seating on top of the hot engine cover;
- women themselves not using empty seats in the men's section;
- harassment in the vehicles: from male passengers, by rubbing body-parts; from drivers, staring through mirrors and playing vulgar music; and from conductors by rude behaviour and unnecessary touching like tapping on shoulder; and
- harassment while waiting at stops: by men staring, taunting, and spitting *pan* on ladies' shoes: and similarly by the vendors/street hawkers.



### What women say about travel

'Old women and women accompanied by children are instructed (by the conductors) to step on quickly (so as to not waste the time of the other more important people).'<sup>81</sup>

'The drivers make the college girls sit beside him on top of the engine compartment and then, with the excuse of needing to change the gear, tries to touch them again and again.'

'Women are treated unfairly inside the vehicles, the men pass indirect remarks on them.'<sup>82</sup>

'If any lady happens to use the mens' door for entering the bus, the men say, "Bi-bi shame on you, you are entering from the mens' door".'

'Because of the problems my daughter has had to abandon her schooling ... Shama's cousin is handicapped because of her leg, but because of the problems and rush of the buses she cannot use public transport, and has no choice but to walk every day to school.'<sup>83</sup>

'I consider it unsafe to walk from the bus-stop to the Rahat-Gah Training Centre, while walking someone or the other always passes a teasing/taunting comment.'

'If men happen to be sitting on the ladies' seats, and two women should get on the bus together then the men vacate the seats, but if only one woman gets on the bus, then they feel hesitant to release the seats ... during the journey the men stare at the women ... it is a necessity for working women to wear presentable clothes ... 90 per cent of the conductors ask for the fare from ladies by tapping on the shoulder.'

'Supporting rods are present on the ceilings for passengers who are standing, but because of the height of the rods it is difficult for the women to catch hold of it ... when the men pass through the ladies' section, they have wrong intentions to begin with, they try their level best to bump into the women while passing ... a myriad of mirrors are installed inside mini-buses and coaches, so that a woman can be viewed from different angles.'<sup>84</sup>

'If the public transport system starts functioning properly then men and women can travel together, there would not be any problems.'<sup>85</sup>

### *Childrens' issues*

The children receive no considerations in the operation of public transport services. There is a lack of space and seats for children and students. There is no space for them to keep their heavy school bags. The children have to haul most of their workbook everyday from home to school and back. One can see little hands going blue while struggling to hold their school bags. The conductor also does not treat them well. They learn many impolite gesture and words while travelling. In the peak hours the children are among the most vulnerable.

Informally some small-scale entrepreneurs have responded to meet the demand for transport services for children. Private vans, mini-buses, buses, taxis, and rickshaws are used to pick up and drop children at the designated times. The travel time is still not satisfactory, but the condition of travel have improved. The coverage is still inadequate. The target of these initiatives are mainly middle-income households. The poor are generally not the beneficiaries such initiatives.

#### **What children say about travel**

'The conductor does not let the schoolchildren get in on the way back from school ... the conductor misbehaves and pushes as he passes through ... our head aches because of the noise of the loud music inside the bus, and we even forget our lessons ... getting pushed around everyday in the vehicles is irritating and disgusting.'<sup>86</sup>

'Because of the rush in the buses, dirtiness, and other problems, they are unable to use public transport for going to school, therefore they walk every day to school.'<sup>87</sup>

'The conductors consider us students unimportant, they do not stop the vehicles for us, just because our bus-fare is half.'<sup>88</sup>

### *Issues for disabled and elderly people*

There is absolutely no consideration for the disabled and elderly in the design and operation of public transport. Disability is still a taboo in society. There are no dedicated seats or space for disabled people. People do leave space for disabled people, on voluntarily basis, if it is not a peak time. The inferior quality service to the poor has left the poor disabled and elderly with no

choice. They have to walk long distances even in harsh weather. For longer distances, they are dependent on relatives to accompany them.

Some NGOs and small-scale entrepreneurs are providing services to the disabled. The coverage is inadequate and the poor are not the main targets.

### **What disabled and older people say about travel**

'The system of stepping on and getting off the bus is so dangerous that even the young people find it difficult to get off the bus, let alone the old people.'

'(A 60-year old ) 'Uncle had an accident while trying to step off a bus, and his leg was fractured.'<sup>89</sup>

'My left arm is non-functional, because of the rush in the bus I find it extremely difficult to stand (while travelling).'<sup>90</sup>

'We do not consider ourselves safe after boarding the bus.' While trying to board a bus an Uncle who uses crutches while walking got his knees badly broken.'<sup>91</sup>



## THE CURRENT SITUATION

1.	URC Interview,	data-base ref. ....	P-2.5
2.	URC Interview,	data-base ref. ....	A-1.1
3.	URC Interview,	data-base ref. ....	G-1.2
4.	URC Interview,	data-base ref. ....	NA-1.2
5.	URC Interview,	data-base ref. ....	D-4.15
6.	URC Interview,	data-base ref. ....	NS-3.13
7.	URC Interview,	data-base ref. ....	A-3.8
8.	URC 'User' Interviews,	ref. no. ....	G-4.12
9.	URC 'User' Interviews,	ref. no. ....	G-4.13
10.	URC 'User' Interviews,	ref. no. ....	NS-3.9
11.	URC 'User' Interviews,	ref. no. ....	S-1.1
12.	URC 'User' Interviews,	ref. no. ....	NS-3.14
13.	URC 'User' Interviews,	ref. no. ....	P-1.2
14.	URC 'User' Interviews,	ref. no. ....	NS-3.12
15.	URC 'User' Interviews,	ref. no. ....	A-1.1
16.	URC 'User' Interviews,	ref. no. ....	P-1.2
17.	URC 'User' Interviews,	ref. no. ....	NS-3.9
18.	URC 'User' Interviews,	ref. no. ....	NS-3.12
19.	URC 'User' Interviews,	ref. no. ....	A-3.12
20.	URC 'User' Interviews,	ref. no. ....	Z-1.1
21.	URC 'User' Interviews,	ref. no. ....	P-2.3
22.	URC 'User' Interviews,	ref. no. ....	A-1.1
23.	URC 'User' Interviews,	ref. no. ....	S-1.2
24.	URC 'User' Interviews,	ref. no. ....	G-1.2
25.	URC 'User' Interviews,	ref. no. ....	S-1.2
26.	URC 'User' Interviews,	ref. no. ....	NS-3.14
27.	URC 'User' Interviews,	ref. no. ....	A-3.11
28.	URC 'User' Interviews	.....	NS-3.11
29.	URC 'User' Interviews	.....	G-4.13
30.	URC 'User' Interviews	.....	Z-1.2
31.	URC 'User' Interviews	.....	A-3.8

## URBAN PUBLIC TRANSPORT

32.	URC 'User' Interviews .....	A-3.7
33.	URC 'User' Interviews .....	A-2.5
34.	URC 'User' Interviews .....	A-2.4
35.	URC 'User' Interviews .....	S-2.4
36.	URC 'User' Interviews .....	G-2.7
37.	URC 'User' Interviews .....	Z-2.4
38.	URC 'User' Interviews .....	NA-2.6
39.	URC 'User' Interviews .....	NS-3.9
40.	URC 'User' Interviews .....	NS-3.11
41.	URC 'User' Interviews .....	A-3.8
42.	URC 'User' Interviews .....	P-2.3
43.	URC 'User' Interviews .....	P-2.5
44.	URC 'User' Interviews .....	NS-1.2
45.	URC 'User' Interviews .....	NS-1.3
46.	URC 'User' Interviews .....	A-1.1
47.	URC 'User' Interviews .....	S-1.2
48.	URC 'User' Interviews .....	Z-1.2
49.	URC 'User' Interviews .....	A-3.8
50.	URC 'User' Interviews .....	A-3.11
51.	URC 'User' Interviews .....	NS-3.14
52.	URC 'User' Interviews .....	P-2.5
53.	URC 'User' Interviews .....	NS-1.3
54.	URC 'User' Interviews .....	G-4.12
55.	URC 'User' Interviews .....	D-4.15
56.	URC 'User' Interviews .....	D-4.14
57.	URC 'User' Interviews .....	NS-3.13
58.	URC 'User' Interviews .....	S-1.2
59.	URC 'User' Interviews .....	NS-3.14
60.	URC 'User' Interviews .....	S-2.4
61.	URC 'User' Interviews .....	S-1.1
62.	URC 'User' Interviews .....	P-1.2

## THE CURRENT SITUATION

63.	URC 'User' Interviews .....	NA-1.2
64.	URC 'User' Interviews .....	NA-1.1
65.	URC 'User' Interviews .....	NS-3.13
66.	URC 'User' Interviews .....	S-2.3
67.	URC 'User' Interviews .....	A-3.11
68.	URC 'User' Interviews .....	G-1.1
69.	URC 'User' Interviews .....	A-3.12
70.	URC 'User' Interviews .....	NA-2.6
71.	URC 'User' Interviews .....	D-1.2
72.	URC 'User' Interviews .....	G-4.12
73.	URC 'User' Interviews .....	NS-3.12
74.	URC 'User' Interviews .....	NS-3.15
75.	URC 'User' Interviews .....	A-3.9
76.	URC 'User' Interviews .....	A-3.7
77.	URC 'User' Interviews .....	NS-2.7
78.	URC 'User' Interviews .....	NS-1.1
79.	URC 'User' Interviews .....	NS-1.2
80.	URC 'User' Interviews .....	NA-1.1
81.	URC 'User' Interviews .....	A-3.8
82.	URC 'User' Interviews .....	D-4.15
83.	URC 'User' Interviews .....	A-1.1
84.	URC 'User' Interviews .....	NS-3.11
85.	URC 'User' Interviews .....	G-4.12
86.	URC 'User' Interviews .....	NS-1.4
87.	URC 'User' Interviews .....	NS-1.5
88.	URC 'User' Interviews .....	S-2.3
89.	URC 'User' Interviews .....	A-1.1
90.	URC 'User' Interviews .....	NA-1.4
91.	URC 'User' Interviews .....	S-1,2

