

**Urban Planning Policies and Practices:
Life of Home-based Workers**
(Findings from Five Main Cities of Punjab, Pakistan)

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Background

The situation analysis covers urban planning policies, practices and issues of home-based workers in urban areas of the Punjab province.

Punjab is important as it is amidst a profound transition. Driven by structural economic change, it is undergoing a process of urbanization. Punjab is transforming from an agriculture based economy to a manufacturing and service based economy. This transformation shall continue over the next decade. According to the World Bank's Development Data Platform (DDP) database (2006), urban-based manufacturing and service sectors comprised 77 percent of Pakistan's GDP in 2003 and more than 90 percent of GDP growth during 1999 - 2003.

This analysis has been carried out under a project of HomeNet South Asia Trust for Inclusive Urban Policies in South and South East Asian countries. The countries from South Asia are Pakistan, Bangladesh, India, Nepal and Sri Lanka. The ultimate objective of this study is to strengthen the organizations of urban poor home based workers for their greater visibility and participation in city governance. In this sense, it is imperative to highlight issues which urban poor home-based workers face in terms of planning and development. In doing so, it serves as a baseline to see the changes brought about in urban policies and planning developmental approaches (Annex 1).

The analysis was executed in Gujranwala, Faisalabad, Rawalpindi, Islamabad and Lahore with six groups of home-based workers with the help of a consultant engaged by HomeNet Pakistan.

The consultant, with the assistance of local organizations in the above cities, conducted six Focus Groups Discussions (FGDs). In the light of different forums and discussions held meanwhile, the consultant structured the FDGs with groups of home-based workers, especially women, and identified linkages of urban planning with the HBWs problems. Some case studies were also developed highlighting in detail how urban planning impacts lives of the home based workers. The calendar of FGDs with names of the local partners is given in Annex 2. During the exercise, the consultant met 112 home-based workers.

The participants of the FGDs were asked the following specific questions:

1. What kind of work the home-based workers do for earning their bread?
2. What are the major issues of home-based workers with reference to housing, water, sanitation, health, education, electricity and transportation etc?
3. Do the local development bodies involve the home-based workers in local development planning and decision making?

All groups categorically denied that they were ever involved in local planning and development discussions and implementation of projects. After dissolution of the local governments, the only provision available to the local populations to elect their representatives at the level of the Union Councils/Towns and get counted in planning is no more available.

Following part of the analysis tell us about the situation with respect to urban planning and practices and their impact on the lives of the women home-based workers.

Punjab Assembly for Protection of the Rights of Home-based Workers

The Punjab Assembly passed a unanimous resolution for protecting the rights of domestic workers in 2008. It states: "This session of the Punjab Assembly is determined to protect the rights of 8.52 million Home-Based Workers, major portion of which comprised of women and appreciates their role in the economy of the country. These domestic workers represent 70 per cent of the total population of women. These workers are associated with diverse domestic industries, including football and carpet manufacturing industry, woodworks, handlooms, embroidery and packing of different types of goods. This session recognizes the need of effective laws for protecting the rights of these workers. This house understands that the problems like protecting the rights of domestic workers, indiscriminate treatment at workplaces, child labor, forced labor, implementation of minimum wage policy, access to social security services and work timetable need immediate attention and solution. This house recommends the provincial and federal governments for adopting immediate measures for the solution of these problems of domestic workers with the objective of improving economy. The policy to include domestic workers in the net of labor laws and reserving funds for their progress and improvement would help making Pakistan a prosperous country. This session recommends for launching a campaign to register domestic workers at the Union Council level for effective execution of their welfare project.

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<http://homenetpakistan.org/newsletter4.php?m=4>

Issues of the Women Home-based
Workers vis-à-vis Urban Planning

The Story in a Nutshell.

This analysis was carried out in Lahore, Faisalabad, Gujranwala, Islamabad and Rawalpindi, with six groups of mostly women home-based workers. These cities are fast growing both in population as well as migration, being open to employment of those who are at the brink of social and economic collapse or have already collapsed in the rural areas.

Poor conditions of roads and streets, ill-conceived planning and implementation of the development projects, unavailability of drinking water, absence of medical facilities for mother and children, water borne diseases, unavailability of schools and colleges, long-distance transportation facilities, level of streets above the level of houses and consequential back-flow of water, shortage and failure of electricity, inadequacy of labour laws and labour department, exploitation at the hands of middle persons and factories, mismatch between earnings and expenditures by the women home-based workers and loss of savings or even income at every unfortunate downturn are some of the realities which combine together, making development planning a critical subject for life, health and prosperity of women home-based workers.

Lahore is not a different story. In Lahore, the consultant met with women groups of home-based workers at Shalimar Town, Wahga Town and Kot Lakhpat. Women workers face the problems of high house rents, contaminated water, poor health facilities, ineffective sewage system and back-flow of sewage water in rainy season due to the mismatch between the levels of households and street/road levels and high costs of transportation. There is a visible difference between direct income and expenses of women home-based workers on the one hand and the population and urbanization pressure and development planning on the other hand. These problems of women home-based workers drain away their time, energies and resources, and continue to keep them oppressed under the exploitative economic system of the middle men and factory owners. Consequently, these women compromise both their health and savings and end up as poorest of the poor.

In Faisalabad, at Iqbal Town, brackish and contaminated water, insanitation, absence of any health facility, unpaved streets, open drains and immense shortage of electricity and insecurity of home-based workers belonging to religious minorities are some of the very visible failures of the urban planning departments. These problems, among a plethora of others, understandably impact the livelihood opportunities, savings, health and hygiene, life expectancy, motherhood, childhood, security and humanity. It is surprising to note that in a community of 30,824 individuals, there is no mother and child health center, basic health unit, any water supply scheme or garbage collection system. Women home-based workers spend money for buying drinkable water, go to quacks and are left to spend the remaining days of their lives in poverty and squalor.

Gujranwala is another city growing fast and now spilling beyond its urban boundaries. Here, Abbas Nagar, Gujjar Mohallah and Girjakh offer a point of reference where a considerable number of women and men home-based workers are victims of absolute neglect. There is no supply of natural gas, water, sanitation and solid waste management. Surprisingly, there is no school for boys or girls in the vicinity. Most of the home-based workers in Abbas Nagar do embroidery, needle work, stitching, stone work on shirts, *dupattas*, make colored vermicelli and footballs during off season which deforms fingers, especially of children of tender age. Here the measurement instrument for stone work that the middle



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person uses to decide about the payment of HBWs' labor is the lid of "Pepsi", which actually decides about their income. A home-based worker gets rupees five for pasting one lid full of stones. They paste these stones with iron. Women observed that they were unable to cope with the rising cost of electricity and its shortage in peak working hours. There are also evidences of how city administration pushed the milk men out of the city without any planning and denied them their income support. Involvement of police in running prostitution dens in the garb of giving protection to women was alleged.

Posh Islamabad too is an example of bad urban development. There are many squalid settlements within main residential sectors which stand politically planted to serve the fortunate ones. Hansaan is one of such localities housing 600 household units. It is however sad that despite its, it is being there for about twenty five years is still doing without electricity, water supply, natural gas, schools, colleges, solid waste management and vocational centres etc. This is one of the areas where Muslim and Christian communities coexist peacefully. Christian communities, especially women household workers are doubly impacted partially being women and partially being from religious minority group. These poor women run poorly equipped make-up parlours, make candles and/or work as domestic servants across the road to keep up with the "living cost of Islamabad".

Rawalpindi is a twin city of Islamabad, expanding without any concrete urban planning. Some of its residents, especially those on the fringes of the main drain Gawal Mandi Nullah run the risk of being washed out every rainy season. Naseer Abad and Raja Sultan, which are areas of lower middle class, are also located here. These are densely populated with Muslim and Christian communities where women workers do various jobs, depending upon the available opportunities. Men work in a textile mill near Raja Sultan and a diapers factory in Naseer Abad. Women are mostly domestic workers. There is also a group of HBWs which packs Henna (Mehndi) and other material. Similarly, one may find yet another group of women who have turned one nook or the other of their house into a small shop which remains poorly stocked. The humid and squalid conditions wherein women home-based workers of Naseer Abad and Raja Sultan live make them victims of tuberculosis and respiratory problems. These women cannot afford the luxury of proper treatment because that would mean eating away financial reserves and compromising work. Ganjmandi is another area where Intestine cleaning business is a serious environmental and health hazard and this business goes on without any concern of the city urban planners.

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Lahore and the Life of HBWs

Wahga Town UC 51, Shalimar Town UC 18 and Kot Lakhpat of Lahore, Nov 19-20, 2009

Lahore is the capital of the Pakistani province of Punjab and the second largest city in Pakistan after Karachi. Historically the main city of the undivided Punjab is often called the Garden of Mughals because of its rich Mughal heritage.

Wahga Town, Shalimar Town and Kot Lakhpat are some of the oldest geographic factory-area pockets in Lahore and the true specimen of rural-urban migration where we find communities involved in different bread earning activities. These areas developed or, more precisely sprang up, during the phase of nationalization back in the seventies when agriculture was becoming unviable for small land owners, sharecroppers and small farm-workers etc forcing them to move to cities to try for trying their luck.

The analysis tells us that most of the women home-based workers living at Shalimar Town and Kot Lakhpat were working in embroidery, stitching and sewing sectors; sectors which highly depend on electricity. At Wahga Town, women home-based workers also make small leather items and stitch leather gloves as nearby leather shoe and gloves factory outsources some of its work to economize upon their cost of production. The duration of the labor of the women home-based workers is then understandably too lengthy, sometimes more than ten hours a day. Their labor is calculated against finished products. In some instances, there are front men or middle men working to further exploit the women home-based workers.

It has been observed generally that women home-based workers work in abysmal conditions, at the mentioned locales. They don't have sufficient housing facilities, space and light. Actually, the real estate witnessed an engineered boost from 2001 onwards. That boost not only raised the cost of the residential plots beyond the buying power of ordinary citizens but also skyrocketed the rent of houses even in areas like Wahga Town, Shalimar Town and Kot Lakhpat, and ultimately left the poor workers to live in dark and dingy small box-like spaces which owners construct within the premises of a

Lahore Development Planning in Brief

According to 1998 census, Lahore is the second largest city of Pakistan after Karachi with urban population of 5.1 million (Population Census Organisation, 2004) occupying an urban area of 343 sq KM (NESPAK, 2004).

The Municipal Committee for Lahore was first established in 1862 for the planning and management of Lahore and its first municipal act was passed in 1911. During that period, small housing schemes were designed and implemented.

As population was growing rapidly and one organization was unable to control the city expansion, therefore, in 1936, another statutory body, Lahore Improvement Trust (LIT) was established. However, even two authorities were functioning at that time; physical development was still incompatible with the population growth. Therefore, in 1963-65, the Provincial Town Planning Department started efforts for the preparation of a master plan.

It is however quite interesting to note that it took almost 10 years before master plan was ready for implementation. Ten years was a long time and when it rolled out, objective realities had changed altogether.

After two years of the revision of a redundant master plan, the Lahore Improvement Trust was transformed into Lahore Development Authority (LDA – 1975). This newly formed body developed Lahore Urban Development Traffic Study (LUDTS) with foreign assistance. It is unfortunate that for two decades, Metropolitan Corporation Lahore (MCL) and LDA continued to brandish their own different plans for their respective jurisdictions. It was in 2001 when efforts for a single planning and development authority were started with

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house to accommodate more and more inmates. These residential areas badly lack regular electricity supply, water and sanitation facilities. The shortage of electricity for reasons including complete shut down or local fault severely cuts into the possibility for women to earn what is generally expected.

Sanitation and water supply emerged as two of the most important issues of Wahga Town, Shalimar Town and Kot Lakhpat. At Kot Lakhpat, it was learnt, that the sewage system was between two and five decades old. The underground water at Wahga Town and Kot Lakhpat is not potable. The water supply lines and underground sewage mix together leading the population to suffer from gastrointestinal infection, hepatitis A, B and C and diarrhea, especially in summer and rainy seasons. There was hardly any household found in these pockets which was safe from these diseases.

At Wahga Town, near the Mint Gate, government has installed a water filtration plant. This was installed as the leather shoe factory renders the underground water totally unusable. But, the filtration plant is located so far off that the home-based workers do not 'waste' their time and 'energy' in fetching water from there. Consequently, people are forced to drink the same unclean water. This badly affects women's health. The women observed that their financial conditions were not in consonance with the rising costs of medication and other services such as of gas, electricity and food items. Since their incomes are very meager and education very limited, there is a strong presence of superstitious practices and quack-driven solutions in these areas. These problems get compounded and adversely affect the family life. It is also important to note that the home-based workers of Kot Lakhpat and Shalimar Town are extremely unhappy with the performance of the government health facilities while at Wahga Town, there was no appropriate health facility available to the people.

body were made by merger of LDA and MCL, during the implementation of devolution plan by new government. But that final product did not take shape. In 2004, a new Master plan was prepared by private consultants and adopted both by LDA and MCL (NESPAK, 2004). In 2007, Government of Punjab province started a project in coordination with World Bank for land record (cadastral) management with an estimated cost of US\$ 50 million (World Bank, 2007).

Whereas there have been issues of lack of coordination and malfunctioning of the government-run bodies, the Lahore Cantonment Board which does not fall under the jurisdiction of the city government, and private builders, continue to develop their own housing schemes¹. Most of the planning and development information about such housing schemes are however never integrated. This lack of coordination turns development control into a real tough job and encroachments, illegal construction, haphazard developments and ownership frauds appear to be insurmountable challenges throughout the city of Lahore - which already bears the brunt of poorly equipped and poorly performing services delivery institutions.

Source: Faisal Masood Qureshi, Abbas Rajabifard, Hamed Olfat, PhD Student, f.gureshi@pgrad.unimelb.edu.au, Director, abbas.r@unimelb.edu.au, Centre for Spatial Data Infrastructures & Land Administration, Department of Geomatics, University of Melbourne, Australia, Hamed_olfat@hotmail.com, Department of Urban & Regional Planning, Iran University of Science and Technology, "**Facilitating Urban Planning and Management at Local Level Through the Development of SDI: (Case Study of Lahore - Pakistan)**"

“**The Lahore Ring Road** at Wahga Town leaves us with no choice but to suffer every day. It makes us walk about 1.5 miles more than we used to, in order to get to the nearest bus stop. The overhead bridge which government constructed for the pedestrians is also very far. Our energy is completely lost under the weight of raw or finished material that we carry for breadwinning when we finally reach there. Pregnant women also find it difficult to use the bridge.” (Shaista Bibi, Home-based Worker)

Lahore Ring Road Project was launched on December 22, 2004 at a groundbreaking ceremony attended by President General Pervez Musharaf. The LRR Project is a large road project being developed by the Punjab Government, intended to ensure efficient and speedy movement of freight and passengers, to alleviate traffic flow problems, and to boost the city's potential for industrial development. The project includes the construction of a six-lane divided highway, interchanges, RCC bridges, reinforced earth abutments and walls, overhead pedestrian bridges, culverts, tunnels, underpasses, flyovers and related works, at a total projected cost of over Rs.20 billion and Rs.13 billion respectively.

Source Wikipedia

The Pakistan Council for Research in Water Resources (PCRWR), in 2004, as part of its **National Water Quality Monitoring Programme**, analyzed water samples taken from 163 drinking water sources in 11 cities of Punjab i.e. Bahawalpur, Faisalabad, Gujranwala, Gujrat, Kasur, Lahore, Multan, Rawalpindi, Sargodha, Sheikhpura and Sialkot. Of these samples, 90% were sourced from tube wells alone. The study revealed that:

- Most of the water quality parameters were beyond permissible limits; and
- Highest percentage of unsafe water sources was observed in Kasur, Lahore, Multan,
- Sargodha and Sheikhpura, where none of the source was found safe either due to bacteriological or chemical contamination.

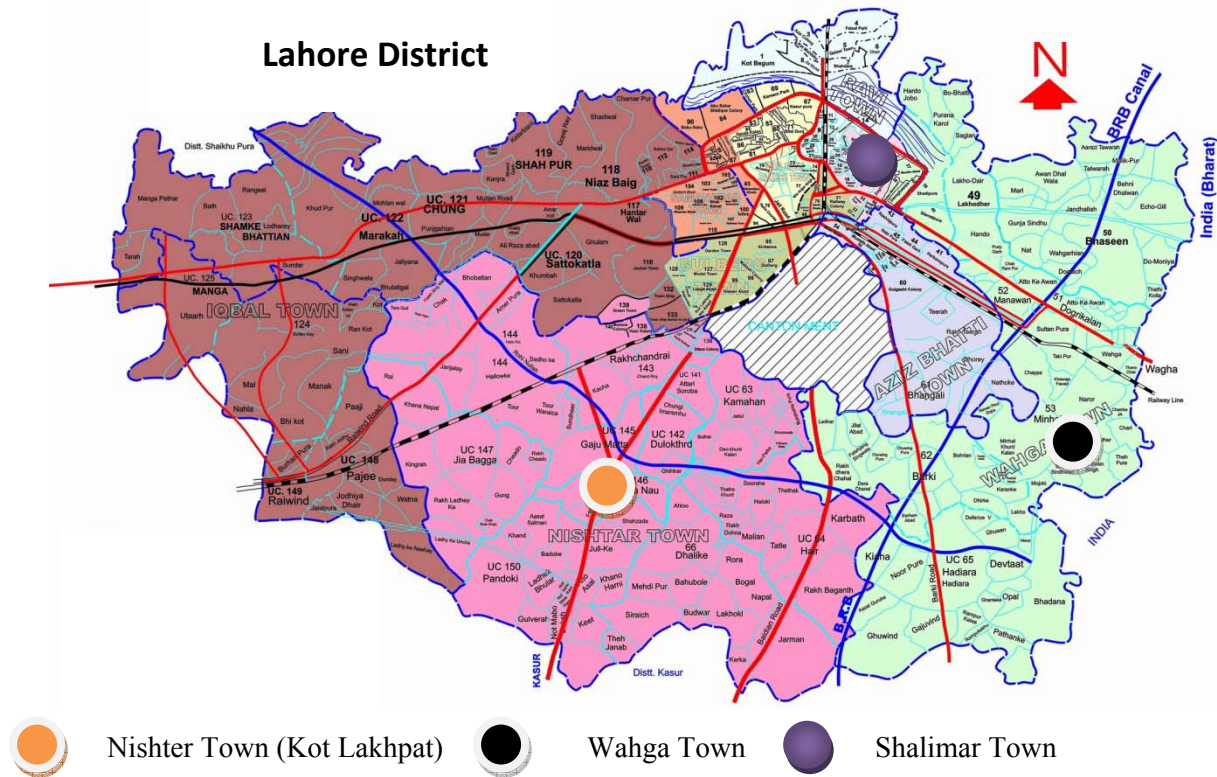
Technical and Service Delivery Standards for Water Supply and Sanitation Sectors,
Punjab Devolved Social Services Program, April 2008

Another important finding of the analysis is about the conditions and juxtaposition of roads and streets vis-à-vis with residential construction. The women home-based workers complained that their streets and roads were constructed or paved above the level of their houses at certain points. This carelessness on the part of the government causes the rain water to flow back into their houses. This flow-back consequently drains away their time, energies and money. Some women complained that they had to spend all of their savings to buy new things and getting some of the costly ones repaired due to the flow-back. Others complained that the flow-back is always a setback to their income because it disturbs their priority list. They said that they cannot work on their contracts but get busy in saving goods, cleaning etc. Sometimes they compromise on food intake to avoid extra pressure on savings which is liable to take place in the absence of work.

The construction of roads and streets above the level of the houses is a chronic malpractice of the development authorities, which are union councils in this case. They do not bother to scrape the old bed to save money. So, they overlay a new bed on the previous one and therefore cause increase in the height. One of the women respondents, at Shalimar Town, told she had to spend all her savings of the past three years on buying of household items and therefore had to compromise the college admission of her daughter. In this sense, the development of infrastructure itself is a source of calamity and deprivation in

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the Kot Lakhpat, Shalimar Town and Wahga Town. The consultant, during FGDs, met two lady councilors cum home-based workers who informed that their male counterparts never took them seriously whenever they raised issues related to the construction plan of roads and streets.



Excerpts from the National Sanitation Policy
Ministry of Environment, Government of Pakistan, September 2006

“The policy resolves to meet the Millennium Development Goals (MDGs) and targets whereby the proportion of people without sustainable access to improved sanitation will reduce by half by the year 2015 and 100 per cent population will be served by 2025 with improved sanitation.”

“The needs of women, children and the handicapped are given priority in all policy, planning and implementation processes”.

“The provision and **distribution of sanitation facilities and resources should be equitable between the rich and poor sections of human settlements.** Preference shall, however, be given to those areas where environmental and social impact shall be maximum”.

“Roads in kucha abadies will not be raised to a level higher than the level of plinths of the houses so as to make sewage disposal and drainage possible and to prevent flooding during rain (p. 14)”

“Government will raise funds for the O&M of sanitation system and/or hand over O&M



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responsibilities to communities and private sector so as to make sanitation system sustainable (p. 17)

Saima Akbar, Lahore

Saima Akbar Ali, second among 6 sisters and brothers, is 14 years. She is a HBW since the age of 8. She lives at Kahna Nau¹. It is located about 15 kilometers from Urban Lahore, on the brink of Ferozpur Road which was recently widened and elevated above the flanking settlements. So, there was minimum concern about drainage from the communities.

Saima is also studying in Class 9 along with doing work. Her father is blind while her mother is suffering from knee dislocation problems and is unable to walk. This 8-members family is living in a very small house which has just one room, a small veranda and a very ill constructed kitchen.

Saima is involved in chemical making and packaging bleach, *neel*, acid, etc. It takes one day for making and packing of a drum (15 packs of 6 bottles each). The work requires a lot of physical hard work and strong lungs because chemical smells virtually cuts like a dagger from inside.

From all days work, Saima's family earns Rs. 150 and about Rs.4500 per month. However, this is possible when the work is available 30 days a month. The arrangement is that the shopkeepers sell the packed bottles first then Saima's family receives the earnings. If the bottles don't sell for whatsoever reasons, (because of holidays, general shut down of the business etc) Saima's family has to survive without any money. So, the family has to push their way through come what may. Despite the fact that her father is blind, he has to go to urban part of Lahore to purchase plastic bottles for packing.

Saima said that daily utilities of her household cost around Rs. 3,000 rupees. She informed that gas and electricity Load-shedding caused severe implications on their lives. Preparation of chemicals needs fire and in the absence of gas, the family has to buy firewood. So, most of what they earn goes out immediately.

Saima mentioned that her family has to go to private clinic for the treatment of blind father and mother. Treatment at the private clinic is certainly highly expensive for them. She told the public hospitals cannot be depended on because whenever they tried, either the doctor was on leave or the medicine was unavailable and the commuting itself consumed lot of their money.

It is however amazing to note that all 6 children of the family were studying in a private school. It is also sad that they could have saved some money had the government schools been in the vicinity. Saima further said that her family however gets discount of 450 rupees in school fees yet they have to make choice on whether to spend money on treatment of their father or education of the children. So, the children drop from school and join again when the family can spare some money.

Nusrat Parveen, Lahore

Nusrat Parveen lives in a small sub-urban area, Kahna Nau of Lahore. She is an embroidery worker.

Nusrat alleged that powerful people (feudal) are involved in electricity theft. Feudal families use electricity for air conditioners, tube wells and other machinery. There is only one transformer through which electricity is supplied to this settlement. In order to cover the loss caused by electricity theft, the power supply company however, distributes the costs among all of the residents of the area, who mostly are like Nusrat. The cost is so high that most often the residents are unable to pay and the company disconnects the supply. In such scenario, two to three months pass before the dues are paid and electricity is resumed.

Nusrat told that the feudals ask tenants to illegally connect the electric wires to the main pole for them. And this is obviously highly risky. She informed that some people have even lost their lives while trying to do so. Nusrat believes that insensitivity of the authorities as well as powerlessness of the people of the area are key factors involved in electricity theft and increasing cost of living for families like that of Nusrat. She believes that a collective effort and voice is important to resolve this issue.

Nusrat's work totally depends upon the regular supply of electricity. She said "as women we have to complete our house-hold and community work during the day time while nights are for our work when all family members are asleep. Without electricity we cannot earn anything. ."

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HBWs in Faisalabad

UC 246, Iqbal Town, November 21, 09

Faisalabad is the third largest city in Pakistan, a rapidly growing town of two million (1998 census). The city faces challenges brought about by rapid urbanization. Urban areas continue to increase in population and density. The urban fringe incorporates rural areas, albeit haphazardly. Rapidly urbanizing communities face a myriad of challenges with respect to infrastructure provision and municipal services¹.

UC 246 is located in Iqbal Town. In this town, there are 28 UCs. UC 246 has some basic information available courtesy partnership between GHK International Ltd and city district government. Otherwise, almost all UCs in Pakistan have not adequately performed their due role of developing their respective profiles as required under the Local Government Ordinance 2001.

According to the statistics of UC 246 there are about 2085 households. It has a population of 30,824. The administration has completed eight sewage schemes, three water supply schemes and one road in 2003 and 2004. The sewage scheme has benefitted about 1600 households. It is however very important to note that only 50 households have the facility of paved drains in the streets and the rest do without them. There is no monitoring support from TMA, UC administration, CBO or CCB or the community itself. WASA carries the entire burden on its shoulders to oversee the sewage issues.

In UC 246, there is an elementary school for girls, a primary school for boys and eight privately run schools for both boys and girls. It is however observed that there is no government health facility in the UC. However, there are seven private dispensaries and clinics which try to meet the needs of more than thirty thousand people. Private facilities come at a high cost to home-based workers in case of pregnancies or someone falling sick in the family. In the year, 2005, 620 births were recorded in the UC.

¹ Haider, Irteza. Development of Community based Sanitation Infrastructure in Hassan Pura, Faisalabad, Jan 2008, p. 3

Faisalabad Development Planning in Focus

Faisalabad comprises of eight Towns, namely Lyallpur, Madina, Jinnah, Iqbal, Chak Jhumra, Jaranwala, Samundri and Tandianwala Town.

Faisalabad is growing without any development plan for the past many years.

The Faisalabad Development Authority took the first initiative in 1978-79 for the preparation of a master-plan for the city which did not materialize. In order to incorporate new thinking, PC II was finalized in 1981 and a separate Directorate of Structure Plan was established in 1982 which started the plan preparation process. The process however was too slow. Meanwhile the Directorate was renamed as Directorate of Environment Control. The plan expired by the time it was approved. Some of its components were implemented half heartedly in bits and pieces by the FDA. In 1997, the DEC again realized the need to update the plan, however this time resources impacted the pace of work and the authority was even unable to find town planners. Eventually the DEC ceased the updating process.

It is however interesting to note that in order to guide the growth and development of the city, the civic agencies in Faisalabad started implementation of FDA's Structure Plan 1986 on their own. The plan remained in practice till 2000 until local governments took over. Faisalabad was given the status of city district. The Works and Services Department of the newly born city district – which works under Town Administration according to the LGO 2001 - was then responsible for planning and implementation. Since 2004 to 2009, the city government has developed and has been implementing many strategic operational plans with the assistance of international agencies and local philanthropists.

Source: The Urban Unit, Planning and Development Department. Government of Punjab, Assessment of Urban Land Development and Management Practices in Five Large Cities of Punjab



- | | |
|---------------------|---------------------|
| 1. Lyallpur Town | 2. Madina Town |
| 3. Jinnah Town | 4. Iqbal Town |
| 5. Chak Jhumra Town | 6. Jaranwala Town |
| 7. Samundri Town | 8. Tandianwala Town |

UC 246 comprises both paved and unpaved roads and streets. The population is congested with almost no space for vehicles to easily commute easily.

Despite the fact that water is available through WASA-run schemes, the women home-based workers complained of low water pressure and mixing of sewage and clean drinking water underground. Partly clean water is privately available for 10 rupees a canister of about ten litres. An average household has to buy about five to ten canisters per month. The UC administration has mentioned in the community-profile of UC 246 that about eighty percent of the total population is forced to drink the unclean water because of poverty and hassles involved in getting private water suppliers to their doors steps. There is about 25 % population which survives without availability of water. Similarly, the administration informed that 90 % of the population has to live with low pressure of water.

Disposal of waste is yet another issue in UC 246. It was observed by the women home-based workers that there was no facility for the collection of the waste. Such a

facility is privately available to a small pocket of Barkat Pura. Each household here pays Rs. 450 for the waste disposal. This means that the waste lies around in the streets openly causing immense health hazards to the local population.

Women home-based workers in UC 246 separate grains, beans and pulses from chaff and waste. It is unfortunate that a woman home-based worker earns just 30 rupees after cleaning 40 kilograms of pulses/beans. Another employment source for home-based workers here is sewing of quilt covers. A woman earns only five rupees by sewing one cover. On an average, eight to ten covers are sewn in a day provided electricity is available or there is enough daylight. Packing of thread-spools is also a home-based employment in UC 246. Thread factories provide open cards, thread-spools and stickers to the home-based workers. These women use these cards to make boxes, paste stickers on the thread spools and pack them neatly in the prepared card boxes. The exploitation part of the story is that a women earns rupees 4.5 for packing of 120 thread spools. No one can calculate how much pulse can be cleaned, quilt covers can be sewn and thread spools can actually be packed in a day especially when the rest of the associated tasks have also to be fulfilled and domestic chores have to be equally dealt with in rain or sunshine. The owners of factories and contractors don't pay these women home-based workers for the transportation of material and even for the glue that is used for sticking the paper on thread-spools. This is a million dollar question how such a worker can afford to buy water canisters privately when she earns only 50 rupees a day at its best. It is understandable that she and her children are malnourished and both suffer from water-borne diseases and thereby have to spend a significant portion of their income at private clinics or quacks again risking their lives.

Up against the Apocalypse, Iqbal Begum, from Waris Pura!

Faisalabad, third largely populated city of Pakistan, spreads over 5,856 kilometers. Currently, it has a population of about 3,500,000. It is one of the most important industrial cities of Pakistan where thousands and thousands of factory workers and home-based workers are engaged, mostly in textile sector. Women are also part of this industry, from making of thread to labeling of the spools. In some parts of the city, like Barkat Pura and Waris Pura, their presence in home-based jobs like thread making and spool labeling, is relatively more.

Faisalabad is also home to different religious minorities. Waris Pura is one such locality where majority of population hails from Christian community. Christian women here work as domestic servants as well as home-based workers. But being Christian in a Muslim conservative society has its own implications. Religious minorities become victim of discrimination and even abusive language. One such incident of extreme situation took place last year when two young Christian boys were shot dead right in front of the court while they were coming out. These two boys were shot dead because they had allegedly committed Blasphemy. Whereas it was a classical example of insult to the court and the entire judicial process, it was also a question as to why all cases of blasphemy take place only in the Punjab province.

But Iqbal Begum is not a Blasphemer of course. She is a Christian widow and a mother of five girls and two boys. Her life however became literally tragic when not only the Christian boys were killed and Christians protested while Muslim community boycotted the Christian community. This immediately affected the employment of the many Christians including her. She felt threatened for her own life and security of her daughters and boys.

Iqbal Begum packs spools, from dawn to dusk. What she gets are only four rupees for a dozen. With all her might, Iqbal is barely able to fend for two meals a day because of immense price hike for every commodity in Pakistan. She is unable to pay off her bills and remains under debt most of the year. She complains that government does not have any program for the welfare of Christian community, who are already poor, poorly educated and poorly served like lesser citizens.

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Slums in the Capital

Hansan Colony G-8/1, Islamabad, December 9, 2009

Standing tall due to its planning, development and highest land prices, Islamabad is a host to 11 slums.

Slums are a common phenomenon in Pakistan partly because of the rural urban migration and partly because of the political maneuvering of the elite to get cheap servants for their households ready at hand. Hansan Colony comprises such slums.

Hansaan is a small *Kachi* locality of about 800 *Pakka* households in the heart of G-8/1, Islamabad. Women home-based workers in this locality are mostly beauticians, candle-makers and tailors.

Hansaan is about 25 years' old community, apparently neatly shaped into quarters-like-settlement which are normally constructed for the government employees in Pakistan. It is a place where Muslim and Christian communities coexist without any major trouble. Christians are in majority with about 600 households. You cannot find any school or hospital in this colony. There are about twelve churches and a mosque to meet the spiritual needs in this area. Most of the population is poor, involved in small scale business, petty jobs or informal labor in posh areas of Islamabad and elsewhere.

Hansaan appeared first on the landscape of G-8 as a makeshift arrangement when development plan of Said Pur Village was designed. In order to secure land for creating village model at Said Pur, CDA moved some families from there and gave each of them a plot (of 20 x 30 yards) at G-8/1 with a promise that they shall get possession of the land legally very soon and that it shall provide them roads, electricity, water and educational institutions. To what extent CDA's promise materialized is another issue.

Electricity came to Hansaan in 1995. This is about a decade after the households were actually relocated there. And it was provided when Jai Salik, who is a well-known Christian leader, used his socio-political contacts and forced the then government to do something for Hansaan. With all his socio-political influence, he was only able to get just one commercial connection for the entire community. This incident itself shows how strong the representatives and/or political figures of the religious minorities are in Pakistan.

Capital Development Authority, Islamabad

The Capital Development Authority (CDA) came into existence on June 14, 1960, first by an executive order issued on June 24, 1960 entitled the Pakistan Capital Regulation, which was then superseded by the CDA ordinance issued on June 27, 1960. The CDA Ordinance constituted the Authority, laid down its charter and defined its power, duties, functions and responsibilities. Initially the administration of the Authority and its functions were handed responsibility to a board consisting of three members: the Chairman, Financial Advisor and one other Member with the commissioner Rawalpindi acting as an ex-officio Member. With time, experience and added responsibilities, the CDA board is now composed of the Chairman and Members of Planning, Finance, Administration, Estate, Environment and Engineering. Each member is in charge of various directorates comprising highly qualified, experienced and capable professionals in various fields and disciplines. There are 68 directorates functioning under CDA.

Major Objectives of CDA are:

- City Maintenance.
- Citizens Satisfaction.
- Availability of indispensable necessities.
- Further expansion of city with the passage of time, making amendments to meet requirements of that time.
- To keep city and its environment clean.
- Acquire land and undertake works in "Specified Area".
- Planning and execution of development schemes.
- Procure plants machinery instruments and materials
- Enter into contracts.
- Carry out studies, surveys and research.
- Removal of any works obstructing in schemes.

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The main responsibility of the community was to pay utility charges each month. For collecting these charges, the community constituted a local committee. The idea was good enough to get things working as long as there was no permanent arrangement of electricity supply. The committee however became dysfunctional very soon because people did not pay or delayed payment. Delays and non-payments soon totaled up to a big sum beyond the capacity of the users. So, forced by the circumstances, personnel from the power supply company came one day, disconnected the supply and declared the community defaulter. Many years later, in 2008 CDA provided electricity to G-8/1, but Hansaan was not provided electricity as it was a defaulter.



Consequently Hansaan people get electricity supply through illegal means. Whenever surprise checks are made on the orders of higher authorities, it creates problems. In such circumstances, livelihood options of the poor women home-based workers get the adversely affected. These women have weaker eye sight due to the long hours of working in the night. They have to work till late night to compensate the loss of their time which is spent on the domestic chores, including fetching of water. The interruption of electricity supply forces these poor women to spend more and more on candles. The cost of candles has therefore



Network of Homebased workers in South Asia

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skyrocketed since load-shedding is frequent. This is why many women have started making candles themselves, at least to be able to cut the cost down and earn some money.

The case of water supply is almost the same. Some households have installed their own water pumps and therefore are free of worries as long as the water table, which is about 70 feet below land surface at the moment, serves them. Others have worked out their connections illegally breaking into the main supply line. The method of breaking into the main supply line does not work so effectively though. Those who are in the first row get the most pressure and those who are at the tail end have to do with few drops dripping out. So the tail-enders runs to the top row to get some share. In so doing, a lot of water gets wasted. The government - or CDA more precisely have to undertake adequate corrective measures in this regard.

Many households do not have gas connections. In the absence of gas, understandably, the entire population has to rely on wood and coal. And burning wood in 800 households at least two to three times a day causes immense pollution problems.

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Home-based Workers in Gujranwala Amen Abad, Abbas Nagar

Gujranwala is a city in the north east of the Punjab province. It is the seventh largest city in Pakistan with a population of 1706438. In 2005, Gujranwala was re-organized as a City-District composed of seven towns:

1. Khiali Shah Pur Town
2. Qilah Dedar Singh Town
3. Aroop Town
4. Nandi Pur Town
5. Wazirabad Town
6. Kamoki Town
7. Noshehra Virkan Town

Amenabad Abad is located in Khiali Shah Pur Town. Abbas Nagar is one of the localities situated in Amen Abad. Most of the home-based workers in Abbas Nagar do embroidery, needle work, stitching and stone work on shirts and *dupattas* and make colored vermicelli and footballs during off season. For vermicelli, they get 60 to 70 rupees per day. Middle men provide them with color and flour. For stitching footballs, they get 12 to 13 rupees per piece.

The measurement instrument for stone work that the middle men use to decide about the payment of HBWs' labor is the lid of "Pepsi". A home-based worker gets 5 Rs for pasting one lid full of stones. They paste these stones with iron. Women noted they were unable to cope with the rising cost of electricity and its shortage in peak hours.

For stitching one dress HBWs get 70 to 80 rupees and for peeko of one *dupata* they get 3 rupees. Some of the women were earning their living by stitching rice bags. They get 1 rupee for stitching one fabric bag for 5kg rice and 1.5 rupees for one plastic bag.

Drinking water is highly contaminated in Abbas Nagar. That's why complaints of severe pain in stomach, nausea, hepatitis, T.B. and diarrhea are quite common here. The inhabitants inform that oil factories working in the area dispose waste 100 feet down in the ground which results into contamination of ground water. They further informed that companies don't compensate for the loss and are unaware of their moral obligation to preserve the environment.

Abbas Nagar does not have a proper sanitation system. Overall 35% area of Gujranwala is deprived of any system of sanitation. The habitants of Abbas Nagar have to use hand pump for drawing water. There

Looking into Gujranwala Development Planning

Gujranwala is an industrial city which grew fast due to the huge influx of refugees from east Punjab and the town expanded beyond expectations. The town made a rapid development, emerged as a promising commercial centre, industrial trading hub and now is one of the few lively centers' of economic and social activities in the country.

The first Outline Development Plan (ODP) was prepared for Gujranwala in 1970. However the rapid urbanization and changing ground realities forced a revision in the development plan. Consequently, updating of the plan was initiated in 1984 and was finalized in next two years. The plan was supposed to provide planning guidelines from 1986 to 2010 for an area of 94.67 kilometers (municipal limits only), but unfortunately it lacked any vision statement highlighting the expectations of the government and community to improve the quality of life. Another planning exercise took place in the shape of "Urban Diagnostic Report on Gujranwala" which was prepared in 1993 under a project "Feasibilities Studies and Urban Master Planning of Ten Cities of Punjab". This document was to some extent a spatial plan focusing on land use and infrastructural provisions. Projects were identified and prioritized but these proposals never materialized.

Source: The Urban Unit, Planning and Development Department. Government of Punjab, Assessment of Urban Land Development and Management Practices in Five Large Cities of Punjab

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are no drainage pipes and drains. Like many other places, there is a great problem of electricity load-shedding in Abbas Nagar. But the duration of its absence here is greater than in other places.

In Abbas Nagar, most of the houses are kacha. It is quite exceptional that all HBWs who were interviewed owned their houses, except one who gives 1000 Rs rent per month. It shows HBWs at Abbas Nagar are really hard workers and not compromise on daily needs.

It was noted during the FGD that HBWs are deprived of many basic health services. They informed that there was no BHU or Hospital in their town. The nearest hospital is four km away and in case of emergency, they have to walk for 10 to 15 minutes to reach the stop to get any vehicle and sometimes the patient expires on the way... And in the case of pregnancies, women suffer the most.

Most of the HBWs at Abbas Nagar were found to be illiterate. A few of those who participated in FGD had passed eighth grade whereas only 3 HBWs had reached the Intermediate level.

Most of the children of these HBWs, especially girls, were not going to school because they were unable to bear the expenses of their education. The girl children were also working with their mothers to enhance their household incomes.

Police can protect but also exploit!

Kaloom (name changed) and her daughters worked as domestic servants and home-based workers until they were charged by a family of theft and handed over to Gujranwala police (area undisclosed).

Kaloom raised hue and cry and tried to prove their innocence but law is the law, and in local police culture mostly, it is above the law itself.

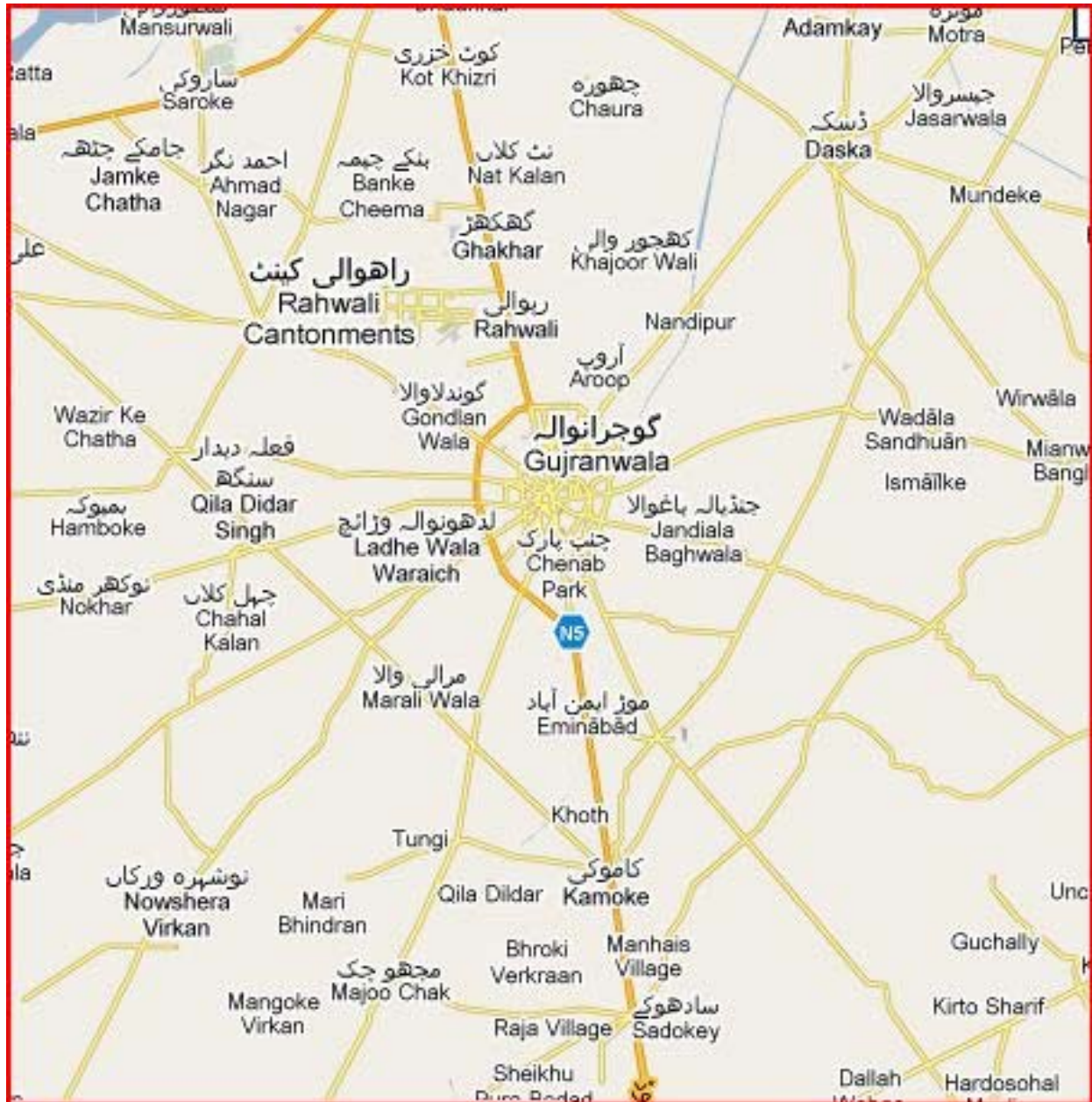
It happened so that one of the custodians of this above-the-law gave a favor to Kaloom and got her out of the problem when her daughters were alleged to be involved in theft. Then the police official started visiting Kaloom's home. He gave money to her and created such an image that Kaloom got influenced and thought she was safe. In no time, that police official became too intimate and the proximity became a threat to her well being and that of her daughters when he brought along a man with him and coerced Kaloom into sexual favors. And soon, it became regular. So, Kaloom sitting in her own house in need of protection became a prostitute exposed to physical exploitation.

Kaloom repents a lot and seeks God's forgiveness. But she is so threatened that she cannot even dare to take a step. She questions as to why law cannot prove their innocence when they were genuinely innocent. She questions as to why the law cannot protect her from physical exploitation, and is unable to return to her the lost dignity. She is trying to rebuild her home-based work by sewing rice-bags. She gets 85 Rs. per unit for stitching 5 KG rice bags which include the cloth, zip and thread etc.

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The HBWs informed that half of the population of Abbas Nagar is deprived of the facility of natural gas. Some of the HBWs told that they have given application for gas almost two years ago and were still waiting. Since natural gas is unavailable, they were using wood for cooking and heating purposes. They added that the price of the dried wood was so high that they could hardly afford to cook meals. Winters and rainy season are always crucial for Abbas Nagar population. In winters, people have to rely on in-door burning of wood and coal, which are already costly by then, to keep warm. Burning of coal indoors is lethal. There are people in Abbas Nagar who share stories of women and children who died due to suffocation. So, women home-based workers informed that they have to keep themselves awake in order to make sure things were right. In rainy season, it becomes a hard nut to crack for them to burn the wood. To ensure rapid combustion, these women have to spend extra money on kerosene oil. So, both these seasons have complications for women workers.

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Abbas Nagar is also deprived of any regular maintenance of its roads and streets. Due to the negligence of the concerned administration, the roads are broken and streets are littered with wastes. People throw litter out on the streets because there is no system of garbage collection. The community has also not tried any system of their own. The reason is obviously the low level of consciousness and collective social responsibility as well as the absence of any catalytic force in the area.

It is however interesting to note that some households in Abbas Nagar have pooled money and bought a piece of land for boys' school. Every household pays 600 rupees as its share. The idea is to use the plot as a school in very near future. Though the school shall be without any boundary wall, drinking water

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facility and toilet and classes will be held under trees, it is clearly indicated that the people of Abbas Nagar feel that education is the only way forward. At the same time, it is also sad that girls are out of priority at this stage.

During the FGD, it was also revealed that women of Abbas Nagar (Gujranwala) have never cast votes. They told they did not have their ID Cards. They were of the view that participating in the electoral process as voters was a meaningless exercise because no elected representative has ever visited their community after he was elected to learn about their problems and talk with them about the possibility of addressing them.

HBWs at Abbas Nagar informed that health department personnel visit them for vaccination of their children. Some organizations like KASHF are running credit programs in the area for the poor. One of the HBWs took the credit of 30,000 Rs for small business and was paying back the installments.

Salma Rani

Salma Rani, around 40 years old, is struggling to survive by doing embroidery and stone work on shirts and *dupatas*. She gets 100 to 150 rupees for a shirt and *dupata* that she prepares in 2 days. She said, with great grief, *"The middle man pays very low and even that payment is sometimes delayed."*

Salma used to live in Sialkot. She came to Gujranwala because her husband got seriously ill and lost his job consequently. She moved to Gujranwala for his treatment. Here she was living with her family (one husband and nine children) at her mother's house.

Salma used to stitch footballs in Sialkot. She got 50 to 75 Rs for stitching one football. Her husband used to get orders for her. But when she came to Gujranwala she had to rely on what the middle man had to offer, she got only 12 to 13 Rs for stitching one football. It was a very low price for a very tough and hard work. Her fingers are deformed and eye sight is weak. Salma said when she came to Gujranwala nobody in her locality knew how to stitch football. So she taught some women how to sew the football. She further said that she had to stitch footballs night after night sitting in a posture that caused backache and stress in her muscles. She said, *"I have seen very hard days in my life. Sometimes I had to work the whole night for my husband's medicines and to meet the household expenses, especially of my children's education. I brought up my children with great difficulty."*

Salma informed that she has nine sisters-in-law. Her husband was their only brother. So, after her husband's illness, she got her sisters-in-law married and gave them dowry as well. She is satisfied her husband recovered and got a job of picking stones from railway lines.

Shafiq and Gama Quit Livestock keeping, Courtesy City Administration

Shafiq and Gama, residents of Gujjar Mohallah and Girjakh, have several dissimilarities expect one thing, i.e., they used to rear flocks and then both quit.

It is almost an year since Shafiq and Gama said goodbye to their business because they were just unable to pay their bills from their income.

There were, however, two more reasons which prompted Shafiq and Gama to quit livestock keeping and prefer absolute hunger. The first reason was the decision of the city administration to push them out of the city premises because livestock 'littered' the city. This caused immense economic burden, from re-settlement to transportation costs. The second reason was that many times, the livestock injured or killed themselves by falling in one or the other open-manholes that were in abundance, courtesy to the addicts. The addicts sold manhole lids and performance of the city administration, including police, is such that they cannot even protect lids of the manholes. It is almost an year since Shafiq and Gama, and God knows how many, left their business but they are wondering as to why the city has not become clean. They say it has become even filthier. The open manholes are also still open and they continue to injure children and the elderly especially in rainy season when water in the streets makes it impossible for one to notice manholes.

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Rawalpindi and HBWs Naseer Abad and Raja Sultan

Rawalpindi took its current compact shape during 1968-1996 due to maximum development momentum. The city being the military headquarters has a very strong economic base.

Naseer Abad and Raja Sultan comprise lower middle class, on the outskirts of Rawalpindi. They are densely populated with Muslim and Christian communities which have migrated from Sialkot, Narowal, Pasroor, Faisalabad and Chakwal.

The inhabitants of Naseer Abad and Raja Sultan do various different jobs, depending upon the opportunities. Some people work in a textile mill near Raja Sultan and a diapers factory in Naseer Abad. Others are domestic workers. One may find other groups of workers too in both these localities. For example, there is a group of HBWs who pack Henna (Mehndi) and other miscellaneous items. There is also a group which has converted some small space of their house into a small shop which remains poorly stocked. The most affected group is of domestic workers whose livelihood entirely depends on the possibility of getting some space in the nearby areas. Some get employment at wages, which are not more than 500 rupees per task (for example, cleaning, dish-washing, ironing, etc.). Their employment or wages get severely affected, for example, if electricity is shut down for four hours in a day. They cannot wash clothes during that time. This not only reduces their income but also puts on them extra burden for compensating their loss. Similarly, if natural gas pressure is low in winters, they cannot cook as early as they might do when gas pressure is regular.

Naseer Abad and Raja Sultan offer a Haveli culture for poor residents. This concretely means that people live in a big house further compartmentalized into several single-room units which have kitchens. Toilets are commonly shared by 5 to 8 families who are forced by the circumstances to live in such squalid conditions. But it is learnt that each family pays about 2500 rupees rent for their room. Needless to mention that utility are a heavy burden on them. Families here don't have enough resources to spend on their own wellbeing. It was reported in the FGD that most of the home-based workers in Naseer

Brief on Rawalpindi's Development

Rawalpindi is (feeder of Cantonment and General Head Quarters) an administrative city with the given name "Interim Capital" of Pakistan.

The first Master Plan of city was prepared in 1968-69 for a period of 20 years. However, it was not implemented in its true spirit thus resulting in an unplanned growth of the city and shanty settlements sprang all over. The main reasons for the ineffective implementation are as follows. First, the officials of the Municipal Corporation (the agency for implementation) did not bother at all to go through the proposals of the plan. Second, due to the shifting of the Federal Capital from Karachi to Islamabad/Rawalpindi and bringing more demand for residential and office accommodation. Hence, transit agreements were made by overlooking the plan proposals.

In view of the accelerated growth of the city, the Directorate Metropolitan Planning, Rawalpindi Development Authority (RDA) formulated a Guided Development Plan in 1990s. The main objective of this plan was to ensure the proper way of constructing roads in the expansion of Rawalpindi. To a certain extent, the RDA has been successful in ensuring the same for some roads proposed in the Guided Development Plan. However, this plan could not be approved by the Authority. The latest planning tool has been implemented in the form of Rawalpindi Master Plan (1996-2016).

The Rawalpindi Master Plan is claimed to provide broad guidelines for a systematic and planned growth of the city. This plan was prepared by the Regional Physical Planning Office, Housing & Physical Planning Rawalpindi in 1991.

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Abad and Raja Sultan suffer from tuberculosis. It is however sad that the community is not aware about the hospitals where government has special arrangement for treating TB patients.

With regards to catastrophes, Rawalpindi features high in the national scenario every two to three years. This is because the main sewage drain - which is known as Lai Nullah - runs through the city. In 2001, this Nullah was in spate and rendered about 400,000 people homeless. Sewage water had risen up to about 50 feet at that time, ruining everything of the poor lot and leaving them nothing to fall back on.

Globalization has led to direct foreign investment in Asian cities along with the development of a more aggressive business sector at the national level. This has resulted in the establishment of corporate sector industries, increased tourism, building of elite townships with foreign investment, gentrification of the historic core of many cities and a rapid increase in the middle classes. As a result, poor communities are being evicted from land that they occupy in or near the city centres, often without compensation, or are being relocated formally or informally to land on the city fringes far away from their place of work, education, recreation and from better health facilities. This process has meant an increase in land prices due to which the lower middle income groups have been adversely affected and can no longer afford to purchase or rent a house in the formal land and housing market. They are relocating to the peri-urban areas.

Confronting the Urban Paradigm by Arif Hasan



Lai Nullah Basin (Nullah in Pakistan’s National Language URDU means Tributary River/Stream) has a catchment area of 239.8 Km² (161.2 Km² in Islamabad and 73.6 Km² in Rawalpindi) and a length of about 30 Km, stretching from the Margalla hills in Federal Capital City Islamabad at the Northwestern edge until Soan River at the South-eastern edge in District Rawalpindi of Province Punjab.

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The present water supply capacity of the Lai Nullah Basin area is about 785 Million Litres per day. Out of the total water supply, the service area of Capital Development Authority in federal Capital, Islamabad shares 507.33 Million Litres per day, while the service area of Water & Sanitation Agency (WASA) OF Rawalpindi city and its Cantonment share 122.74 Million Litres per day and 155.48 Million Litres per day respectively. The source of above water supply capacity is consists of surface water and groundwater. Groundwater is abstracted in the Case Study area by 450 tube-wells (182 in CDA Area, 194 in WASA area and 74 in Cantonment area).

The surface water supply capacity of the study area is 528.70 Million Litres per day, which actually is the capacity of seven treatment plants. They abstract raw water from dam reservoirs, or directly from the natural flow discharge of small distributaries. Principal surface water sources in Lai Nullah basin come from Simly Dam on Soan River, Khanpur Dam on Haro River and Rawal Dam on Kurang River. Presently the flood water, as it originates from the upper four major tributaries, is not being utilized for any of the urban or irrigation purposes. Rather whatever flood water is generated goes as waste water to Soan River besides inundating low lying areas.

Parts of descriptions about the post flood situation, as collected from several study reports indicate that, in the Lai Nullah Basin area, flood has occurred with the frequency of 19 years, at least in 59 years from 1944 to 2002.

In Rawalpindi City, being on the lower elevation, low-lying areas along Lai Nullah and tributaries suffer from even small floods. Serious flood events occur particularly along the main stream between Gunj Mandi Bridge and Railway Bridge and the tributaries of Arya Nullha (Dhok Rata Nullah Dhok Charaghadin). Flood inundation starts in these areas once the water level of Lai Nullah reaches 491.5 m at Gawal Mandi Bridge.

Sanitation is an interesting subject for health as well as class politics in Naseer Abad and Raja Sultan. Mr. Xavier P. William, Director Life for All, noted in the FGD that Christian community had traditionally been involved in sanitation related jobs for the past many decades because they are poor and mostly illiterate class. However, for some years, trends have positively changed, he told. According to his, Christian parents in Rawalpindi now want their youth to receive education and consequently join formal workforce. The Muslim community, being in majority and privileged, does not join the sector of sanitation. This situation has led the Municipal Corporation of Rawalpindi to perform badly. There are about 300 vacant posts in the Municipal Corporation since 2001. The insufficiency of sanitation workforce in turn affects the poor communities because posh areas take away the remaining sanitary workforce.

The flood in 2001 has been the largest and heaviest among the recorded floods, and thus can be taken as a national disaster. On July 23, 2001, a total of 620 mm rainfall was recorded in a span of only 10 hours (0600 hours to 16 hours PST) AT Islamabad Met station. A total of 74 human lives were lost, about 400,000 people were affected, 742 cattle head totally perished, 1,087 houses were completely damaged in Rawalpindi besides some 2,448 partially damaged. Estimates indicate a damage/loss of more than 15 billion rupees (US \$ 0.25 billion) to infrastructure, Government property and to Small and Medium scale Business Enterprises².

² Source: Integrated Flood Management Case Study, Pakistan: Lai Nullah Basin Flood Problem
Islamabad – Rawalpindi Cities, the Associated Program on Flood Management. January 2004, Edited By Technical Support Unit

Naseem Akhtar: Up against the Odds!

Naseem Akhtar, aged 45, is a resident of Rawalpindi, Mohalla Baghdadi, Chaklala. Hers is an irregular, low income settlement, sprawling on the sides of the railway lines. Naseem is mother of four boys and a girl. Her husband is now 80 and retired long ago, from a black-collared job in the Supreme Court of Pakistan. Since his retirement, he has been unable to find a respectable job and now his age and physical condition do not allow him to do anything of his own.

Naseem is a home based worker. She weaves cots and knits trouser strings and sweaters, depending on which thing comes first. She gets 100 to 150 rupees for a cot, 25 to 30 rupees for a trouser string, 50 for a hair string and between 200 to 400 rupees per piece of embroidery. She can weave two trouser strings in a day. Similarly, she can weave a cot in a day while sweater needs at least three days.

Things seem to have taken the worst turn for Naseem. She suffers from tuberculosis, poor eyesight and muscular spasms. She along with eleven members lives in one and a half roomed house which does not have a cemented roof. Her family has to do without water and gas supply connections. So, the family has to run to the public water supply scheme between 9 and 12 a.m. every day in order to avoid missing water related jobs. They have to buy firewood to keep their stove operational. So, against the total income of 13,000 rupees at their best, they spend 16,000 per month. They are constantly under debt. Naseem's brother also lends support when he recovers from protracted epilepsy. His daily medicine costs 100 rupees. Her children also contribute whenever possible.

Naseem said her life was miserable as she could not afford even her own medication. She further stated that the public health institutions were located far away and commuting was costly and time consuming.

Disease Bomb Is Ticking!

Rulli Begum, 50 years, lives at Fazal Town, Chaklala. Hers is a very small house with 10 members crammed together. Her husband died five year ago. Rulli's life has been equally miserable before and after husband's death. Her husband, who was an employee of Air Force did not give her any money.

Rulli has been working for 20 years as home based worker. She receives a small amount of her husband's pension while the children's allowance was stopped when they turned 18. Her eldest child a boy works at a Compressed Natural Gas (CNG) Station. The younger one is an employee of a printing press. She herself runs a poorly stocked shop located at her doorstep. When time permits, she knits sweaters or does embroidery work. Collectively her household income does not exceed Rs. 20,000/- per month. Individually she is able to earn Rs. 300/- per day on an average.

Rulli stated that most of her income is consumed by medical expenses. Herself being a TB patient, shegot treated for 3 months in a hospital which was not properly equipped. She expressed that her family had almost starved during that time. She added that her daughter-in-law and her daughter are also patients of TB and they are unable to afford her medication on a regular basis. Her daughter in law suffers from epilepsy too. Her own elder son suffers from Hepatitis C. All these members are living together and they don't have awareness or provision to avoid a health disaster. Rulli feels that the extreme hardships in life and unhygienic living conditions along with lack of minimum basic facilities need to be addressed urgently by the concerned government authorities.

Intestine cleaning business perturbs residents

Khalid Iqbal, Sunday, February 12, 2011

The residents of some densely populated localities particularly Ganjmandi are suffering due to the booming business of cleaning intestines of slaughtered animals. The residents of Ganjmandi have registered a case against the people behind this annoying business with the Ganjmandi Police Station, but to no avail, as the people attached to the business are freely polluting the streets and narrow alleys of the locality. Police have registered a case under Sections 278, 268/269 against Sher Khan and some others, but so far no action has been taken against them.

A survey conducted by ‘The News’ revealed that the workers of big businessmen buy intestines of animals from slaughterhouses and butchers in bulk. “The initial cleaning of intestines is being carried out in Safdarabad near Ganjmandi, Lalkurti, Ratta Amral and Sihala for decades,” he added. The sources said that intestines are then boiled for further cleaning. The process of boiling intestines gives a foul smell, which is unbearable and unhealthy for people, living in the vicinity.

Tehsil Municipal Officer (TMO) Rawal Town Shahzad Haider admitting the fact said that people living in narrow alleys are facing great difficulties because of cleaning process of intestines. He said that many a time he had imposed fines on people affiliated with the intestine business. Final drive against the people attached with this business will be launched soon, he added.

Rawalpindi-Islamabad Slaughterhouses former general manager Dr. Shahbaz Anjum said that businessmen purchase intestines from slaughterhouses and take them to different localities for initial cleaning process. After initial cleaning process, they send intestines to Lahore and Karachi for sterilization. Different companies use these sterilized intestines for packaging, he informed.

Dr. Mehmood Ahmed of the Holy Family Hospital said that the cleaning process of intestines is very dangerous for human health. People may suffer from eye allergies due to it. He advised people to cover their noses and eyes while passing through a place where such an activity is taking place.

The residents of Ganjmandi, Safdarabad, Dhoke Ratta complained that people attached with intestine cleaning business clean them in their houses. According to them, offals are thrown in garbage dumps outside their houses. Mohammad Jamil, a resident of Ganjmandi, said that it is hard for them to breathe as foul smell is all over the place during the process of cleaning of intestines.

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Policy Recommendations

Common people are the main stakeholders in the urban development activities because all plans and development projects affect their lives. They also form the ‘informal sector’ of our economy. People are the real ‘clients’ for all welfare projects and in fact they are the sponsors/ financiers of all community development projects. However, different interest groups are the stakeholders for different types of development works. For example, a business community (of shopkeepers) in a bazaar may be interested in the improvement of a road in front of their shops, while a group of Katchi Abadi dwellers may be interested in the provision of sewerage system in their area. When the people are involved in various community projects, they own them and happily cooperate in the maintenance and safeguarding the services being provided. Similarly, the cost of the development projects is also reduced because of people’s contribution in the form of labor or cash in matching grants projects. People’s participation in the implementation of the plans increases their level of satisfaction with the services and results in empowering them. A famous proverb says, ‘Union is strength’. Therefore, community organization i.e. bringing unity among people leads to community empowerment. This empowerment of powerless and disintegrated ‘have-nots’ consequently helps resolve all types of community problems. Therefore, people must be organized and involved in the development activities at the planning, implementation and maintenance stages. This is the first lesson for government as well as non-government institutions which are working on home-based workers rights. People, especially the home based workers, must be involved in planning, implementation and maintenance stages of the Master Plans. This research tells us that since no socio-economic surveys were conducted for the preparation of master plans, the opinions and suggestions of the target group population have not been obtained³.

Given the complexity of issues and ground realities, Pakistan needs to introduce the concept of Urban Governance given the size and complexity of the issue of urban planning with regards to problems of home-based workers, especially women. Urban governance is one of the fundamental pillars of good governance if we explain its credentials. For example, according to the Urban Development Index set by the UN Habitat, “The result of good governance [should be] development that gives priority to poor, advances the cause of women, sustains the environment and creates needed opportunities for employment and other livelihood⁴. Such a priority cannot be given unless the poor themselves are part of the urban planning process. This is best reflected in the UNDP report while it defines governance as “the exercise of political, economic and administrative authority in the management of a country’s affairs at all levels. It comprises the mechanisms, processes and institutions, through which citizens and groups **articulate** their interests, **exercise** their legal rights, **meet** their obligations and **mediate** their differences”⁵. Similarly, a good governance vis-à-vis urban planning and development is the one which is based on seven principles

³ Implementation Of Master Plans In Punjab, Pakistan By
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⁴ Re-conceptualizing Governance, UNDP, 1997. Pg. 1

⁵ UNDP (1997) Governance for Sustainable Human Development, UNDP, New York, pp. 2-3. See also the draft Working Consensus Definition of Governance presented to the U.N. Consultative Committee on Programme and Operational Questions (ACC/2000/POQ/CRP.20 of 14 September 2000).

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of sustainability, subsidiarity, equity, efficiency, transparency and accountability, civic engagement and security and finally recommended the adoption of five UN principles of Good Urban Governance⁶.

Here effectiveness refers to efficiency, subsidiarity and strategic vision. It measures the existing mechanisms and the socio-political environment for institutional efficiency (through subsidiarity and effective predictability) in financial management and planning, delivery of services and response to civil society concerns⁷.

Equity means sustainability, gender equality and intergenerational equity. It implies inclusiveness with unbiased access (be it for economically weaker sections, women, children or elderly, religious or ethnic minorities or the physically disabled) to basic necessities (nutrition, education, employment and livelihood, health care, shelter, safe drinking water, sanitation and others) of urban life, with institutional priorities focusing on pro-poor policies and an established mechanism for responding to the basic services⁸.

Accountability stands for transparency, rule of law and responsiveness. Transparency means that mechanisms are present and effective for transparency in the operational functions of the local government; responsiveness towards the higher level of the local government, local population and civic grievances; and standards for professional and personal integrity and rule of law and public policies are applied in transparent and predictable manner.

Participation entails citizenship, consensus orientation and civic engagement and security means conflict resolution, human security and environmental safety. It means that mechanisms that promote strong local representative democracies through inclusive, free and fair municipal elections. It also includes participatory decision-making processes, where the civic capital, especially of the poor is recognized and there exists consensus orientation and citizenship⁹.

These are basically the most important cardinal values using which urban governance needs to be mapped.

In the light of the issues and standards of development planning, this analysis proposes following policy recommendations:

1. The urban development policies should be developed with the integrated approach, especially by coordination of all development authorities working in specific district and province and by closely monitoring the growth of population and urbanization

6 See UN-HABITAT Global Campaign on Urban Governance Minutes of Inter-Agency Meeting on the Principles of Good Urban Governance, June 2001 at <http://www.unhabitat.org/governance/>

7 Definition proposed as result of the recommendations of the EGM on UGI, 2002. The meeting recommended the inclusion of concepts of mandate and subsidiarity and less emphasis on local government and finance in the definition.

8 The EGM on UGI, 2002 recommended that the emphasis of the definition should be on the institutional mechanism and efforts that promote pro-poor policies.

9 Definition proposed as result of the recommendations of The Expert Group Meeting on Urban Governance Index, 2002. The meeting recommended the inclusion of key words, local democracy, role of national government, civic capital and segregating representative and participative democracy. The indicators for private sector participation were not detailed out due to the complexities in measurement.

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2. International instruments, such as International Labor Organization's Convention 177(Annex 3) and, the National Policy, which holds "Equality and Non-discrimination, Elimination of Exploitation, Empowerment of Women, Social and Economic Well-Being of the People and Freedom of Association at the center, should be the guiding principle.
3. The Government [*must*] devise a mechanism for the mandatory and free registration of all HBWs, in all public and private sectors of the economy, especially industries, through a tiered system at the Federal, Provincial, District, Tehsil/Taluka and Union Council levels. The details of this mechanism [*must*] be formulated in consultation with all the relevant federal line Ministries and provincial Departments, in order to avoid duplication and to promote coordination. Registration [*must*] automatically entitle HBWs to social protection and insurance provisions¹⁰.
4. The urban planning development should be based on sex-desegregated data which is generally unavailable due to the absence of any such mechanism of data collection and management. There must be functional mechanisms within ministries, departments, directorates, attached departments and local government authorities (especially of planning and development related) which must ensure gender responsive budgeting. The component of gender responsive budgeting cannot be complete unless women are part of the decisions about budgeting making itself. The database should essentially reflect the issues and needs of the women home-based workers.
5. The capacities of the concerned staff of the development authorities, institutions and ministries should be enhanced so that they are able to effectively conduct gender analysis beyond simple division of sex, by looking into complex and subtle needs of specific population groups, especially women home-based workers
6. Capacity of the organizations working with and for home based workers needs to be strengthened through strategic planning and other means so that they are able to efficiently take up the issues and create successful models of home-based workers rights¹¹.
7. Peoples' awareness about policies should be raised. Those policy components and approaches should be given prime considerations which seek to involve communities in policy formulation and implementation, such as taken up in national sanitation policy, local government ordinance, health policy, etc.
8. There must be a minimum level of compliance with building and sanitation rules. The authorities need to develop low cost plans that must ensure ventilation, electricity supply and sanitation services and assist communities in building houses according to the plan. Also, the urban planning departments need to make sure that the alternative places for any particular business must be allocated after assessment of the possible impact on environment, growth and expansion rate of the cities, distance from market and facilities and economic implications involved especially for the home-based workers. It is advisable to work with the people in order to map new possibilities.

¹⁰ National Policy on Home Based Workers, Ministry of Women's Development, in Collaboration with Ministry of Labour and Manpower, Islamabad, 2009

¹¹ Rafiq Jaffer & Razia Jaffer, "Structure Study of Organizations of or Working with Home Based Workers in Pakistan" HomeNet Pakistan, 2010; <http://homenetpakistan.org/HNPSSReport.pdf>



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9. Corporate sector needs to be involved in clean water supply schemes. It is however important to note that monopoly does not serve the purpose. Another arrangement is community control services through their own but high-powered bodies.
10. It is also important for home-based workers to be educated about movements of their rights and of examples that different groups have set in different countries. Organizations that are working for and with home based workers have an added role to collect and disseminate such pieces of information so that home-based groups replicate them and connect to the overall picture and small movements grow to a larger footprint. Organizations have to put together a lot of efforts on the urban planning front.

**Annex 1
Urban Planning in Pakistan: Historical Perspective**

Stages in Urban Planning: Urban Planning at Independence (1947-1960)	
Concepts	Functional efficiency and public health: wide, straight roads, provision of water and sewage system, segregation of land use, open space provision, garden suburbs; regulation of new development
Plan	No comprehensive plan; piecemeal layout of areas by military/civilian engineers
Agencies	Public Works Boards, Improvement Trusts, Cantonment Boards
Law	Town Improvement Act 1922; Cantonment Acts
Skills	Civil and Sanitation engineering
Comments	Transplant of nineteenth century; British analysis of urban problems and remedies, planning emphasized role of public health dealing with urban renewal, by-laws to define minimum road widths; planning schemes for suburban expansion in larger towns and cities
Planning Approaches (1980-2000)	
Concept	Long range development plan system prepared and examined in the light of national and regional policies, regulation of private sector land development; segregation of land uses, road widening in existing areas and road building in expansion areas
Plans	Structure Plans, Master Plans, Outline Development Plan
Agencies	Development Authorities, Defense Housing Authorities, Local Councils, Housing and Physical Planning Department
Law	Land Acquisition Act 1894; Development of Cities Act 1976; Punjab Local Government Ordinance 1979; Pakistan Environmental Protection Act 1997; Land Disposal Act 1998
Skills	Data collection in limited time than plan making; more emphasis on policy rather than detailed maps, move away from architectural/engineering style to planning style, town planners and economist as experts
Comments	Influenced by the British Development Plan System of 1970s; attempt was made to introduced Structure Plan and Local Plan System. However, lack of expertise in the preparation and interpretation of policies could not sustain this effort
Urban Planning in the Context of Devolution Plan 2001	
Concept	Private sector development, environmental protection, community involvement and empowerment, cost effectiveness with limited resources, flexibility, innovative demonstration projects
Plan	Master Plans, Zoning Plans, Land Use Plans, Spatial Plans
Agencies	PHATA, City District Government, Tehsil/Town Municipal Administration, Development Authorities, Defense Housing Authorities
Law	PLGO 2001, Land Disposal Act 1998, Land Acquisition Act 1894, Development of Cities Act 1976, PHATA Ordinance 2002, DHA Order, 2002
Skills	Listening, networking, negotiating, management, monitoring, appraisal and impact assessment
Comments	New "wine" in "old" bottle, urban planning has yet to take its shape to apply the above concepts

Local	Planning Related Functions
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Government Tier	
City District Government	<ul style="list-style-type: none"> • Approval of master plans, zoning, land use plans, including classification and reclassification of land, environment control, urban design, urban renewal and ecological balances • Review implementation of rules and by-laws governing land use, housing, markers, zoning, environment, roads, traffic, tax, infrastructure and public utilities • Approval of development schemes for beautification of areas along rivers • Preparation of spatial plan for the town in collaboration with Zilla and Union Councils including plans for land use, zoning, functions for which the TMA is responsible within the framework of spatial/master plan for the city district
Town Municipal Administration	<ul style="list-style-type: none"> • Exercise control over land use, land subdivision, land development and zoning by public and private sector for any purpose including agriculture, industry, commerce, markets, shopping and other employment centers, residential recreation parks, passenger and transportation freight and transit stations within the framework of the spatial and master plan of the city districts. • Compilation of information provided by union and village councils of prioritized projects • Coordination of development plans and projects with Union Administration
Union Council	<p>Collection and maintenance of statistical information for socio-economic surveys Consolidation of ward and neighborhood development needs and to priorities these into union-wide development proposals Identification of deficiencies in the delivery of services and making recommendation for improvement thereof to the concerned TMA</p>

Annex 2
FGDs Calendar and Partners

S.#	City	FGD Date	FGD Organizing Partner	Participants
1	Lahore	November 19-20, 09	Aghaz Foundation & Bulleh Shah Foundation	39
2	Faisalabad	November 21, 09	Sarsabz Foundation	20
3	Islamabad	December, 09	Punkh Livelihood Development Society	15
4	Gujranwala	February 17, 10		19
5	Rawalpindi	February 27, 10	Punkh Livelihood Development Society	19
Total				112

Annex 3
International Labour Organization's Convention 177

C177 Home Work Convention, 1996

Convention concerning Home Work ((Note: Date of coming into force: 22:04:2000)

Convention: C177

Place: Geneva

Session of the Conference: 83

Date of adoption: 20:06:1996

Subject classification: Conditions of employment

Subject: **Specific Categories of Workers**

Status: Up-to-date instrument This Convention was adopted after 1985 and is considered up to date. The General Conference of the International Labour Organization,

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Eighty-third Session on 4 June 1996, and

Recalling that many international labour Conventions and Recommendations laying down standards of general application concerning working conditions are applicable to home workers, and

Noting that the particular conditions characterizing home work make it desirable to improve the application of those Conventions and Recommendations to home workers, and to supplement them by standards which take into account the special characteristics of home work, and

Having decided upon the adoption of certain proposals with regard to home work, which is the fourth item on the agenda of the session, and

Having determined that these proposals shall take the form of an international Convention; adopts this twentieth day of June of the year one thousand nine hundred and ninety-six, the following Convention, which may be cited as the Home Work Convention, 1996:

Article 1

For the purposes of this Convention:

- (a) the term **home work** means work carried out by a person, to be referred to as a home worker,
 - (i) in his or her home or in other premises of his or her choice, other than the workplace of the employer;
 - (ii) for remuneration;
 - (iii) which results in a product or service as specified by the employer, irrespective of who provides the equipment, materials or other inputs used, unless this person has the degree of autonomy and of economic independence necessary to be considered an independent worker under national laws, regulations or court decisions;
- (b) persons with employee status do not become home workers within the meaning of this Convention simply by occasionally performing their work as employees at home, rather than at their usual workplaces;

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(c) the term *employer* means a person, natural or legal, who, either directly or through an intermediary, whether or not intermediaries are provided for in national legislation, gives out home work in pursuance of his or her business activity.

Article 2

This Convention applies to all persons carrying out home work within the meaning of Article 1.

Article 3

Each Member which has ratified this Convention shall adopt, implement and periodically review a national policy on home work aimed at improving the situation of home workers, in consultation with the most representative organizations of employers and workers and, where they exist, with organizations concerned with home workers and those of employers of home workers.

Article 4

1. The national policy on home work shall promote, as far as possible, equality of treatment between home workers and other wage earners, taking into account the special characteristics of home work and, where appropriate, conditions applicable to the same or a similar type of work carried out in an enterprise.

2. Equality of treatment shall be promoted, in particular, in relation to:

- (a) the home workers' right to establish or join organizations of their own choosing and to participate in the activities of such organizations;
- (b) protection against discrimination in employment and occupation;
- (c) protection in the field of occupational safety and health;
- (d) remuneration;
- (e) statutory social security protection;
- (f) access to training;
- (g) minimum age for admission to employment or work; and
- (h) maternity protection.

Article 5

The national policy on home work shall be implemented by means of laws and regulations, collective agreements, arbitration awards or in any other appropriate manner consistent with national practice.

Article 6

Appropriate measures shall be taken so that labour statistics include, to the extent possible, home work.

Article 7

National laws and regulations on safety and health at work shall apply to home work, taking account of its special characteristics, and shall establish conditions under which certain types of work and the use of certain substances may be prohibited in home work for reasons of safety and health.

Article 8

Where the use of intermediaries in home work is permitted, the respective responsibilities of employers and intermediaries shall be determined by laws and regulations or by court decisions, in accordance with national practice.

Article 9

1. A system of inspection consistent with national law and practice shall ensure compliance with the laws and regulations applicable to home work.
2. Adequate remedies, including penalties where appropriate, in case of violation of these laws and regulations shall be provided for and effectively applied.

Article 10

This Convention does not affect more favourable provisions applicable to home workers under other international labour Conventions.

Article 11

The formal ratifications of this Convention shall be communicated to the Director-General of the International Labour Office for registration.

Article 12

1. This Convention shall be binding only upon those Members of the International Labour Organization whose ratifications have been registered with the Director-General of the International Labour Office.
2. It shall come into force 12 months after the date on which the ratifications of two Members have been registered with the Director-General.
3. Thereafter, this Convention shall come into force for any Member 12 months after the date on which its ratification has been registered.

Article 13

1. A Member which has ratified this Convention may denounce it after the expiration of ten years from the date on which the Convention first comes into force, by an act communicated to the Director-General of the International Labour Office for registration. Such denunciation shall not take effect until one year after the date on which it is registered.
2. Each Member which has ratified this Convention and which does not, within the year following the expiration of the period of ten years mentioned in the preceding paragraph, exercise the right of denunciation provided for in this Article, will be bound for another period of ten years and, thereafter, may denounce this Convention at the expiration of each period of ten years under the terms provided for in this Article.

Article 14

1. The Director-General of the International Labour Office shall notify all Members of the International Labour Organization of the registration of all ratifications and denunciations communicated by the Members of the Organization.
2. When notifying the Members of the Organization of the registration of the second ratification, the Director-General shall draw the attention of the Members of the Organization to the date upon which the Convention shall come into force.

Article 15

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The Director-General of the International Labour Office shall communicate to the Secretary-General of the United Nations, for registration in accordance with article 102 of the Charter of the United Nations, full particulars of all ratifications and acts of denunciation registered by the Director-General in accordance with the provisions of the preceding Articles.

Article 16

At such times as it may consider necessary, the Governing Body of the International Labour Office shall present to the General Conference a report on the working of this Convention and shall examine the desirability of placing on the agenda of the Conference the question of its revision in whole or in part.

Article 17

1. Should the Conference adopt a new Convention revising this Convention in whole or in part, then, unless the new Convention otherwise provides -

- (a) the ratification by a Member of the new revising Convention shall ipso jure involve the immediate denunciation of this Convention, notwithstanding the provisions of Article 13 above, if and when the new revising Convention shall have come into force;
- (b) as from the date when the new revising Convention comes into force, this Convention shall cease to be open to ratification by the Members.

2. This Convention shall in any case remain in force in its actual form and content for those Members which have ratified it but have not ratified the revising Convention.

Article 18

The English and French versions of the text of this Convention are equally authoritative.