**In Search Of Sustainable Governance and Development Management setting for a Megacity and its Extended Metropolitan Region (EMR): The case study of Dhaka - capital of Bangladesh.**

Sirajul Haq Talukder  
Ph.D. Candidate, ISTP, Murdoch University  
Ministry of Planning  
Government of Bangladesh  
&  
Peter Newman  
Professor  
ISTP, Murdoch University  
Australia

**ABSTRACT**

Key words: Megacity, Megacity Management, Extended Metropolitan Region,

Megacities of developing economies are at the forefront of multiple sustainability issues. Successful management of megacities also requires an effective capacity to govern an extended region.

According to ‘UN Global Report of Human Settlements 2001’ there are 19 Megacities in the world. Literature on managing such settlements is vast and growing with no obvious model yet clear, particularly for the part of Third World Megacities. This paper examines one of the most complex and out of control Megacities— the city of Dhaka in Bangladesh—in order to throw light on how such Megacities and its EMR may be better governed.

The sheer number of more than 10 million people in Dhaka City and its Extended Metropolitan Region (EMR) and its contribution to the national economy argue for urgent interventions to address their governance weaknesses. The weaknesses include unclear strategies along with development policies and co-ordination, ineffective regulations and organisational structures. There are more than 42 bodies acting in an un-integrated way to manage Dhaka. Further, development planning as practised in Bangladesh is done on a sector basis and hence it disregards the spatial dimensions of integrating the development and management of the city.

The Extended Metropolitan Region (EMR) of Dhaka, include a larger urbanised area surrounding a core city, a number of municipalities and rural bodies are within its ambit. The governance, development and management setting of EMR of Dhaka City are under a multiple organisational jurisdictions and responsibilities. Increasing concentration of national economic development and urban population in EMR of Dhaka suggests that there may be a resurgence of interest in regional institutional structures.

**Introduction**

There are 19 Megacities in the world according to the UN Global Report of Human Settlemetns 2001 (Table-1). Literature on managing such settlements is vast and growing with no obvious model yet clear particularly for the part of Third World Megacities. This paper reports on one of the most complex and out of control Megacities— the city of Dhaka in Bangladesh— in order to throw light on how such Megacities may be better governed.
United Nations forecasts that even in the declining population growth rates over the next 30 years, the population living in Asian Megacities will be more than triple, from 126 million in 1995 to 382 million in 2025. This Megacity growth will take place in period of major economic and technological change, dominated by the emerging global economy, a revolution in information technologies, in increasing emphasis on market-based decision-making. These new external influences mean that megacities are competing with each other’s. If they are well managed, megacities can be productive and provide a high quality of life for their residents. If not, the megacities productivity and quality of life will be adversely affected. The less well off megacities like Dhaka, the most urgent actions required include reducing poverty, improving the environment and strengthening overall management capacities. While at the higher levels of development, demand management and reduction in pollution and congestion will be more important. Hence it will critical for governments to develop a holistic vision of the megacity evolution, involving the whole range of city interest groups in the decision making process (Asian Development Bank’s Annual Report 1996, Theme Paper p.23.)

Development planning as practiced in Bangladesh is done on a sector basis and hence it disregards spatial dimensions of integrating the development and management of the city. Urban Development within a national planning perspective has been an outcome of a process that has been also shaped by the functional roles of national sector agencies and local government organizations. Together this means that the city as a system is not developed sustainably, i.e., with a simultaneous improvement to the environmental, social and economic aspects of the city.

It has been recognized by development agencies for a long time that “the present institutional framework and the capacities of institutions in the urban sector are major constraints to urban development management in Bangladesh” (World Bank, 1981). The then (1994-2002) Mayor of Dhaka City Corporation (covering a part of the city and having only limited powers) has stated in many occasions that “the lack of proper organization and integration of agencies, among other things, is responsible for the development management problems in the city”. UN Global Review of Human Settlements (UNCHS, 2001) has asserted that the lack of an overall municipal governance structure is a constraint to Megacity management.

In a more recent study by Asian Development Bank (1998) on ‘Contemporary Approaches to Municipal Management’, it has been stipulated that at present as many as 40 institutions are involved in various capacities in service provision and development activities in Dhaka. The vital functions of area planning, development, and permission for building construction were assigned to the Capital Development Authority (RAJUK). Similarly, the responsibilities of providing drinking water and sewerage were given to Water and Sewerage Authority (WASA). While the creation of specialized agencies to cope with the increasing demand for services might have some justification, an overall coordination agency was clearly needed to administer these services that vitally affect the lives of Dhaka’s citizens.

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2 World Bank, 1981: Bangladesh Urban sector Memorandum, Dhaka
The emerging literature on the governance of Dhaka and its development problems finds some shortfalls in the original planning (Islam, N., Khan, M.M. 1996 and Siddiqui, K, 2000). However, it was natural that the then planners could not envision the future demographic and physical growth and technological boom of the 20th century.

The city in context is now huge and sprawling with all the worst aspects of a Megacity e.g., motor vehicle congestion with some of the world’s worst urban air quality; uncontrolled industrial wastes, human wastes and municipal wastes that pollute the water supply; inadequate infrastructure for electricity and gas and growing poverty and its associated problems such as crime, slums, poor land records and uncertain tenure. All of these problems have far outgrown the institutions of the small town that were created to manage them.

Bangladesh is mostly an agrarian country. However, in the recent decades the shift from agrarian to industrial economy proceeds in Bangladesh, as a result the urban areas have been and will continue to grow. The management of urban areas particularly Dhaka having reached nearly 10 million populations, will play a key role in the economic development of Bangladesh in the 21st century.

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Table 1: The World’s Megacities

<table>
<thead>
<tr>
<th>City</th>
<th>2000 (thousands)</th>
<th>Annual growth rate (1995-2005)</th>
<th>Share in country’s urban population (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tokyo</td>
<td>26444</td>
<td>0.3</td>
<td>26.5</td>
</tr>
<tr>
<td>Mexico City</td>
<td>18131</td>
<td>1.1</td>
<td>24.7</td>
</tr>
<tr>
<td>Bombay</td>
<td>18066</td>
<td>3.2</td>
<td>6.3</td>
</tr>
<tr>
<td>Sao Paulo</td>
<td>17755</td>
<td>1.3</td>
<td>12.8</td>
</tr>
<tr>
<td>New York</td>
<td>16640</td>
<td>0.4</td>
<td>7.7</td>
</tr>
<tr>
<td>Lagos</td>
<td>13427</td>
<td>4.9</td>
<td>27.4</td>
</tr>
<tr>
<td>Los Angeles</td>
<td>13140</td>
<td>0.9</td>
<td>6.1</td>
</tr>
<tr>
<td>Calcutta</td>
<td>12918</td>
<td>1.7</td>
<td>4.5</td>
</tr>
<tr>
<td>Shanghai</td>
<td>12887</td>
<td>0.0</td>
<td>3.1</td>
</tr>
<tr>
<td>Buenos Aires</td>
<td>12560</td>
<td>1.1</td>
<td>37.7</td>
</tr>
<tr>
<td>Dhaka</td>
<td>12317</td>
<td>4.9</td>
<td>38.9</td>
</tr>
<tr>
<td>Karachi</td>
<td>11794</td>
<td>3.7</td>
<td>20.4</td>
</tr>
<tr>
<td>Delhi</td>
<td>11695</td>
<td>3.0</td>
<td>4.1</td>
</tr>
<tr>
<td>Jakarta</td>
<td>11018</td>
<td>5.6</td>
<td>12.7</td>
</tr>
<tr>
<td>Osaka</td>
<td>11013</td>
<td>5.0</td>
<td>11.0</td>
</tr>
<tr>
<td>Metro Manila</td>
<td>10870</td>
<td>2.9</td>
<td>24.4</td>
</tr>
<tr>
<td>Beijing</td>
<td>10839</td>
<td>0.2</td>
<td>2.6</td>
</tr>
<tr>
<td>Rio de Janeiro</td>
<td>10582</td>
<td>0.8</td>
<td>7.7</td>
</tr>
<tr>
<td>Cairo</td>
<td>10552</td>
<td>2.0</td>
<td>34.1</td>
</tr>
<tr>
<td>Seoul</td>
<td>9888</td>
<td>-0.4</td>
<td>29.8</td>
</tr>
<tr>
<td>Paris</td>
<td>9624</td>
<td>0.2</td>
<td>21.6</td>
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<tr>
<td>Istanbul</td>
<td>9451</td>
<td>3.1</td>
<td>18.8</td>
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<tr>
<td>Moscow</td>
<td>9321</td>
<td>0.1</td>
<td>8.2</td>
</tr>
<tr>
<td>London</td>
<td>7640</td>
<td>0.0</td>
<td>14.5</td>
</tr>
<tr>
<td>Lima</td>
<td>7443</td>
<td>2.1</td>
<td>39.9</td>
</tr>
<tr>
<td>Bangkok</td>
<td>7281</td>
<td>2.1</td>
<td>54.9</td>
</tr>
</tbody>
</table>


*Urban Agglomeration refers to the contours of contiguous territory without regard to administrative boundaries. It comprises the city or town proper and also suburban fringe lying outside of, but adjacent to, the city boundaries.

The quality of life in Dhaka and/or any megacity for their residents is very much related to the quality of their management. The fundamental questions of management in Dhaka are (a) to what extent will Dhaka continue to grow? (b) how can adequate development management institutions be effective? (c) can Dhaka be beneficial to the environment as well as to the national economy? (d) can traffic congestion and long travel time be avoided? (e) can sufficient funds and cost recovery be mobilized to deliver adequate quality of life and sustainability?

While these questions can not be answered fully as yet, there are many lessons of experiences and best practices in other megacities, that can be shared and applied to meet the needs of Dhaka in the 21st century.

Islam, N., Khan, M.M., Nazem, N.I., (2000) in their article ‘Reforming Governance in Dhaka, Bangladesh ’ in ' Urban Governance in Asia- Sub-Regional and City Perspectives’ (edt.) clearly mentioned that a crisis situation persists pertaining to the governance of Dhaka City', the Capital of Bangladesh. The one dimension of the crisis is the inherent weakness of the Dhaka City Corporation (DCC) itself due to its
institutional and management deficiencies, personnel and capacity deficiencies, and resource constraints. The central government agencies control utility supply, sewerage, environment, traffic, law and order, city planning and development, and public housing. Again, there is a serious lack of co-ordination between the city authority and the various governmental agencies. No wonder the governance of the core city, with a total population of 53.4 million (Population Census 2001), is weak and ineffective, with manifestations in multifarious problems, e.g., water-logging, poor sanitation, irregular waste disposal, massive traffic jams, irregular and inadequate supply of drinking water, irregular supply of electricity and gas, inadequate housing, widespread poverty, proliferation of slums and squatter settlements, inadequate educational and health facilities, high degree of air and water pollution and a deteriorating law and order situation resulting in a higher incidence of crimes and violence. Most of these problems are of course quite typical of any large city in the developing world, but these are acute in Dhaka (Islam, 1996a, 189-213).

Governance has been viewed from different angles focusing on various dimensions of it. McCarney, Halfani and Rodriguez (1995) have placed the term in a broader context and focused on its core aspects. According to them, "Governance, as distinct from the government refers to the relationship between civil society and the state, between rulers and the ruled, the government and the governed" (McCarney et al, 1995, 95). From a 'developmental' point of view, government, local government bodies, NGOs, private sector, civil associations, community organisations and social movements that intervene into the field of development, become the part of 'shared governance' (Rahman and Haque, 1995).

In Bangladesh the governance agenda has recently surfaced as a prominent development concern in many fora. In the context of a city such as Dhaka, where the pressing need is to overcome massive poverty, socio-economic backwardness and service-related problems on the one hand, and the failure of central government agencies or DCC to tackle these problems on the other, the concept of 'shared governance' gets prominence. Shared governance, in the city context, is seen as an essential process by institutionalising participation in development planning; and a vital means of enabling people's equitable access to benefit distribution systems.

Dhaka has far grown and diversified well ahead of the capacity of existing institutions to manage the growth. Dhaka is being governed by under a variety of institutional structures, including national, local and development authorities. The institutions necessary to manage a megacity- Dhaka is typically held back in their development by a lack of a clear definition of their responsibilities, combined with a lack of necessary human and financial resources. It is often and widely argued that there is a need to strengthen the local government system in Dhaka City. This will require sustained action, since the city is large, complex and have a broad range of responsibilities.

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8 McCarney, Patricia L., Mohamed Halfani and Alfredo Rodriguez. 1995. 'Towards an Understanding of Governance: The Emergence of an Idea and its Implications for Urban Research in Developing Countries in Richard Stren and Judith Kjellberg Bell (eds) Urban Research in Developing World: Vol. 4 Perspectives on the City, Toronto: Centre for Urban and Community Studies, University of Toronto, pp. 91-141.
The emerging global economy, new communication technology and environmental concerns all have major impacts on the management functions and spatial forms of the megacity- Dhaka. There is a growing web of interest groups in business, local communities, environmental management, and other sectors that increasingly wants more say in policy development.

Dhaka has two spatial entities, the core area and the Extended Metropolitan Region (EMR). The increasing concentration of national economic development and urban population in EMR of Dhaka suggests that there may be a resurgence of interest in regional institutional structures. Because of the nature and scale of the megacity where it is developing in the form of an EMR there is a strong need for horizontal coordination of public and private actions involving options such as metropolitan-wide institutions for specific sectors, more formal groupings of local governments, and other forums that allow public and private interest groups, including non-governmental and community-based organizations to work together on the key issues. The adoption of a good governance policy, incorporating transparency, accountability, predictability, and beneficiary participation are becoming the governance issues to bring in to strengthen the structure of local government for Dhaka.

It has been mentioned in the final report (pp.3-31) on ’Bangladesh Urban Sector Strategy 2000 ‘ prepared for the Asian Development Bank that management of Dhaka poses special problem. Further, some reviews of metropolitan governance in South Asian megacities have argued that, because of excessive fragmentation of urban management, there is a need for a locally accountable political authorities that can take overall responsibility (Islam, 199610; Sundaram, 199811; Pintoo, 200012).

UNDP (1981) in a report on “Dhaka Metropolitan Area Integrated Urban Development Project” stated that the scarcity of resources combined with the complexity and scale of the task facing those responsible for the planning and management of Dhaka demands a careful approach to organization with continuity balanced against reform. The report also indicated, what was required was an interlocking system of responsible institutions, each of which having a clearly defined role which it can pursue in a single minded manner without being unnecessarily burdened with too many other responsibilities and tasks alien to its main function.

The above report asserted that main functions to be performed by the public sector need to be identified allocated to some discrete organization, whether existing or new, and coordinated to ensure that the priorities of the strategy are followed and implemented with the maximum of efficiency.

Khan, S. A. (1996)13, clearly indicated that over the past few decades government of Bangladesh has been struggling with two sets of policy issues: those concerning rapid urbanization and diffusion of urbanization and those concerning effective management of large metropolitan centers like Dhaka.

10 Islam, N., Dhaka from City to Megacity : Perspectives on People, Places, Planning and Development Issues, Department of Geography, University of Dhaka,1996.
12 Pintoo, Marina R., Metropolitan City Governance in India, Sage Publications, New Delhi, 2000.
The urban development strategy is only the first stage in the process for development planning and implementation mechanisms for implementing the policies and rationalizing the growth of the metropolitan area. It sets the general context within which the various policies are subsequently refined and expressed as detailed development programs and their physical implications are more precisely determined. In this paper I would first like to provide a general description of the range of metropolitan management in Dhaka. Secondly I shall describe the institutional framework required to lead the metropolitan management in Dhaka in search of sustainable governance, development and management setting.

Dhaka has a number of different area connotations. Dhaka City Corporation (DCC), for instance, has a clear administrative boundary and its area can easily be measured. At present DCC has an area of 360 sq. km (140 sq. miles). The population of Dhaka City Corporation (DCC) area in the 2001 Census was 5,378,023 (BBS, August 2001).

The second connotation is Dhaka Metropolitan Area (DMA), the function of which is the police administration for the maintenance of law and order. DMA is only slightly larger than DCC area. DMA consists of 14 sub-units known as thanas (lowest tier of police administration) with an average size of 10-sq. km. ranging from 3 to 37 sq. km. and population ranging from 130,000 to 750,000.

A third connotation is Dhaka Statistical Metropolitan Area (DSMA), which in 1991 had an area of 1353 sq. km. (522 sq. miles). The population of Dhaka Statistical Metropolitan Area (DSMA) in the 2001 Census was 9,912,908 (BBS, August 2001). DSMA is also regarded as Dhaka Megacity (Map-1). It comprises of Dhaka City Corporation (DCC) and the entire Narayanganj Sadar, Bandar, Keraniganj, Savar, Tongi and Gazipur Sadar Thanas (BBS, Bangladesh Census, 1991, p.66).

The fourth concept is that of the Capital Development Authority or Rajdhani Unnayan Kartripakkha. (RAJUK) area, which in fact is a planning area and is larger than either DCC or DSMA. The present planning area of RAJUK covers nearly 1530 sq. km. (590 sq. miles) (DMDP, 1997). Within the area of RAJUK (or DSMA) there are five other municipalities apart from DCC, such as Narayanganj, Savar, Gazipur, Tongi and Kadamrasul and stretches over rural areas administered by Union Parishads (lowest tier local government unit in the rural areas). The RAJUK area stretches over three administrative districts- Dhaka, Narayanganj and Gazipur.

However, to most people, "Dhaka" generally means the central city only, i.e., the jurisdiction of Dhaka City Corporation and some adjoining built-up areas.

The Extended Metropolitan Region (EMR) of Dhaka can be regarded as identical to the area of RAJUK, include a larger urbanized area surrounding the core city Dhaka, a number of municipalities and rural bodies are within its ambit. The governance, development and management setting of EMR of Dhaka City is under a multiple organizational jurisdictions and responsibilities.

Dhaka is the capital and the largest city of Bangladesh, a country with about 120 million people. The city is very centrally located in the country.

In the Constitution of Bangladesh it has been mentioned that 'Dhaka is the capital of Bangladesh' [article 5(1)] and the boundary of Dhaka will be determined by law [article 5(2)]. However, any law has not determined the boundary of Dhaka. Further who will take care of the boundary of Dhaka City has not yet also been determined.
Objectives of the paper

The objectives of this paper, is how to make provision within the governmental structure for the performance at the metropolitan level of the lead strategic planning and investment coordination functions for Megacity-Dhaka—the capital of Bangladesh and it’s Extended Metropolitan Region (EMR).

The purpose of this paper is to present from independent standpoint for consideration of the stakeholders the institutional alternatives for Dhaka City by (i) defining the Metropolitan Management Process; (ii) assessing the present institutional arrangement in Dhaka City; (iii) history of management initiatives in Dhaka; (iv) experience of other Asian countries in tackling very similar problems of metropolitan organization; and finally in the light of the experiences of institutional structures operational in of some other megacities, (v) proposing some options for a lead organization to constitute for strategic decision making and coordinate the multi-sector investment programming for Dhaka and its Extended Metropolitan Region.

(i) Metropolitan Management Process

David Pasteur (1992)14 has summarised the concept of 'Metropolitan Management Process' which according to Pasteur was missing in Dhaka as follows: -

‘Management below the national and/or provincial scale and above the local/municipal scale, which gives identity to the metropolitan area, i.e., the urbanised area and its fringe as defined for planning purposes. Management in the sense of monitoring the major dimensions and forces of development (land use, demographic, economic, social, environmental, financial, institutional, infrastructure and services) and their interrelationships and impact. Management for the purpose of increasing the efficiency and eliminating the inefficiencies of the metropolitan system, and increasing its capacity to meet socially defined needs/objectives and to cope with rapid urban growth. Management at the level of strategic planning and policy decisions which will influence decisions and actions of different agencies and actors at lower levels, rather than attempting to control everything. Management through exercising influences over and co-ordinating the major public sector investments.’

David Pasteur (1992), specified the term, the tasks, which was require to be undertaken, and maintained on a continuing basis, to fulfil the metropolitan management / planning in Dhaka is as follows: -

(a) Data collection and analysis, both for the initial preparation of plans, and for continuous monitoring of progress and change.
(b) Formulation of a broad strategy or set of strategies for the metropolitan area.
(c) Preparation of a basic spatial growth pattern or structure plan within the broad strategy.
(d) Formulation of broad programmes and policies for direct and indirect action.
(e) Preparation of integrated area/local/zone/action plans for particular areas, problems or target groups within the terms of the structure plan and the programmes/policies.
(f) Programming and co-ordination of public sector (and certain types of private sector) investment (Multi-Sector Investment Planning),

to be consistent with structure plan, programmes/policies and action plans.

Dr. Pasteur has indicated that necessarily, most of these tasks need to be handled by a lead organisation for metropolitan management. Integrated action plans might be prepared by an organisation at the metropolitan level, but they might also in some cases be prepared by lower level agencies. In the case of all the tasks, it should be noted that there are two stages of the tasks to be performed: the formulation stage performed at staff level, and the decision stage performed at political or boards level.

Map 1: Dhaka City and its Extended Metropolitan Region (EMR).
(ii) Metropolitan Development Management: Initiatives in Dhaka.

Dacca (Dhaka was spelled as ‘Dacca’ until February, 1987) Municipality was created in 1864 (then called ‘Dacca Committee’) under the District Municipal Improvement Act of 1864 in order to bring order in the then small district town. Under the act direct election provision was made and the Then District Collector headed Dhaka Committee, elected Commissioners assisted him in the operation of the business. Dhaka had piped water supply since 1870 when ‘Dhaka Water Works’ was established in Chandnighat, piped water was supplied to very limited areas after certain interval. First fully planned residential area was built in 1885 (Wari area) after the name of the then collector Fredrick Wyer with broad roads and proper drains. Dhaka has first electricity supplied in 1901 from Paribagh powerhouse. The first report on town planning came in 1917. The report was the first document prepared for the then Dhaka’s existing physical setting of human settlements and it’s possible extensions, creating open spaces, possibilities of using canals to prosper city’s economic life, city’s cleansing and sanitation. The then famous British Town planner Professor P. Geddes prepared the report. The (implementation of) recommendations of the report did not get importance due to the cost cutting exercise of the then British Government after the World War-I and the government had to spend a good amount of money in the process of establishing the University of Dhaka (started functioning in 1921).

The East Bengal Building Construction Act-1951 was the first document where the component ‘development control’ was first introduced in Dhaka. The act provided some code of building constructions. Town Improvement Act (TIA)-1953 was a landmark in the development process of Dhaka City and Dhaka Improvement Trust (DIT) was created under the one of the provision of the Act. Creation of Dhaka Improvement Trust (DIT)-1956 was another landmark event and DIT was the executing agency for preparation of First Master Plan for Dhaka City. DIT started to build the new capital of the then Eastern Pakistan. The Master Plan Report of 1959 proposed renaming DIT (Dhaka Improvement Trust) as Dhaka Planning and Development Authority in order to indicate its increased responsibilities, since planning had been added in 1958. This was not implemented. No changes in powers were proposed. A good number of residential area like Dhanmondi, Gulshan, Banani, Baridhara and Uttara have been developed by DIT and the plots have been transferred to the allottees.

After independence in 1971 in order to bring more order in the city ‘Dhaka Metropolitan Development Authority Ordinance 1974’ was passed. In that ordinance there was a proposal to replace DIT with a much more powerful metropolitan development authority with strong planning coordination and directive powers modeled on Calcutta MDA. The ordinance was published but not enacted, and was overtaken by political events. In 1979 UNDP undertaken a project ‘Dhaka Metropolitan Area Integrated Urban Development Project’. The project came out with a report in 1981 and the report recommended setting up two authorities:

(a) Dhaka Metropolitan Planning Authority (DMPA) with powers of strategic and structure planning, area/ local planning, supervision over development control, land assembly and investment coordination.

(b) Dhaka Metropolitan Development Authority (DMDA) to replace DIT and to concentrate on land development without planning. Development control would be transferred to the municipal level, under DMPA supervision.

In 1982-3 ideas were emanating from the then leadership of the Dhaka Municipal Authority for creation of a Metropolitan Government for
Dhaka City, which would embrace possibly as many as 11 public agencies working in the city into a single organization. Government resisted this. A variant on this was that DMC should fake over DIT and WASA. In 1983 Dhaka City Corporation Act-1983 was passed. Under the act Dhaka City Corporation was constituted making provision of elected Mayor for the City.

Over the ensuing years up to 1985 there was also considerable effort put into the drafting of new planning legislation and the proposal for a National Physical Planning Council.

In 1987, TIA of 1953 was modified and DIT was renamed as ‘RAJUK’ (capital Development Authority). The act changes the internal structures of official setting. Having replaced permanent members instead of temporary members under DIT structures.

In 1992 Government of Bangladesh undertaken a project ‘Dhaka Metropolitan Development Planning (DMDP) Project’ to update the already old master plan of 1959 and RAJUK was the executing agency of the project. DMDP project had three objectives e.g. (a) preparation of multi-sector development plan comprised of Structure Plan, Master Plan and Detailed Area Plan; (b) Develop Human Resource capabilities and strengthen urban management operation for installation of sustainable capacities in RAJUK for preparation and implementation of metropolitan plans with their associated, regulatory, promotional and management support functions; (c) Upgrading of RAJUK and related national training research and advisory institutions. DMDP Project (1992-1995) had been able to produce and submit to the Government “Dhaka Metropolitan Development Plan (1995-2015)” for Dhaka in two volumes:


Reportedly RAJUK was in the preparation of urban area planning in August, 2003.

In October 1996 a Co-ordination Committee was constituted in order to ensure metropolitan-wide better services through coordination among the agencies extending services in the city. Heads of all most all the agencies working in the city were made member of the committee including the Parliament Members (having parliamentary areas within the city corporation jurisdictions). The committee did not have any statutory regulatory authority to over rule any act of any other ministry or organization to ensure the better services in the city if it happened to be deemed necessary. Moreover, the Minister for Local Government headed the committee and Mayor was the co-Convenor, which had cast shadow to the image of the Mayor among the agencies concerned. The Committee could meet for 10 times only, after that the activity of the committee could not be traced. The agenda of the Committee Meetings were not taken in orderly manner. As there was no specific Terms of Reference (TOR) for the committee the agendas were full of request from the Parliament Members to implement the development projects in their respective areas. However, some coordination had been done while Dhaka City Corporation (DCC) was constructing few underpasses in some busy locations in the city. The Committee had also tried to erase the water logging in some places in the city. At later dates the lower level officials of the concerned agencies were attending in the meetings, as a result no substantial decision could be taken instantly in the meetings. The committee has been reconstituted in 2002 and Mayor of Dhaka City Corporation (DCC) was made the Convenor. Unless the Terms of Reference (TOR) of the committee is defined clearly and a Statutory Regulatory Order (SRO) is notified, the committee would not be effective enough to ensure
metropolitan wide decision making body. The committee is for Dhaka City Corporation area only.

A common thread running through the above history, which has persisted into the coordination committee was the difficulty of reaching a consensus between the various sector Ministries and agencies and local authorities involved and rising above these interests to find a solution that serves the national interest.

(iii) Metropolitan Development Management: Present Institutions in Dhaka

The agencies with responsibilities for urban planning, development, service provision and control operating in the core Dhaka Metropolitan Area (DMA) and its Extended Metropolitan Region (EMR) is shown in Figure-1. The agencies may be categorised as follows: –

- Central government resource management ministries (Ministry of Finance (MoF), Ministry of Planning (MoP))
- Central government functional ministries e.g., Ministry of Water Resources (MoWR), Ministry of Local Government Rural Development and Co-operatives (MoLGRD&Co), Ministry of Housing and Public Works (MoH&PW), Ministry of Health and Family Welfare (MoH&FW)
- Central government departments or directorates with a national scope of operation e.g., Urban development Directorate (UDD), Department of Public Health Engineering (DPHE), Local Government Engineering Department (LGED).
- Central co-ordinating organisations with a national scope of operation Water Resources Planning Organisation (WARPO)
- parastatal agencies with a national scope of operation e.g., Bangladesh Water Development Board (BWDB), TITAS Gas.
- parastatal agencies with a metropolitan scope of operation Capital Development Authority (RAJUK), Power Development Board (PDB), Dhaka Electric Supply Authority (DESA)
- Central government departments with a sub-metropolitan scope of operation e.g., Dhaka Metropolitan Police
- parastatal agencies with a sub-metropolitan scope of operation e.g., Dhaka Water and Sewerage Authority (DWASA)
- Urban local government authorities Dhaka City Corporation (DCC), Dhaka Cantonment Board (DCB), Savar, Tongi, Narayanganj, Kadamrasul and Gazipur Pourashavas (Municipalities)
- Administrative structures of the central government e.g. Dhaka, Narayanganj and Gazipur Districts.
- Administrative structures of Ministry of Local Government e.g., District Councils of Dhaka, Narayanganj and Gazipur Districts.
- Rural local government authorities (Upazila/sub-District and Union)

RAJUK (Capital Development Authority)

The only agency with clear responsibilities for planning and management at the metropolitan scale is RAJUK. It has occupied this central position since its creation as Dhaka Improvement Trust (DIT) in 1956, by virtue of its powers of master planning, development and building control, and development through land/estate development, area improvement and major road improvement. It should be noted, however, that in the original legislation DIT was only a development authority: the planning powers were added by an amendment in 1958, but without apparently any organisational and staffing adjustment to match.
While still institutionally and legally central, RAJUK has not succeeded in maintaining the function of strategic planning over the period since the 1959 Master Plan, and its primary function has been that of a land development and development control agency: Further more the focus of its activities in the land development role has mainly been on the profitable upper income sector, and it has barely attempted to meet the needs of the lower income sector, which was at least a significant part of its terms of reference under the Act.

RAJUK's development activities are to a degree multi-sectoral and co-ordinated, but only at the project level, between project components within a project area. Its co-ordinating role at the city-wide scale geographically, and at the intersectoral level functionally has declined with its declining role in the master planning function. It has exercised strategic influence through initiating major projects and determining their location, and it continues to do so: but some of these initiatives have been contrary to metropolitan-wide physical and infrastructure planning interests and generally in terms of policy and clientele they have not been directed at wider social interests. A further factor is that RAJUK has considerable effective freedom since it is only dependent on government funding for its major road improvement projects and not for its estate developments which are self-financing.

The reality is that RAJUK is now regarded as one sector development agency among others. Other agencies take initiatives without reference to RAJUK equally RAJUK takes initiatives without reference to them. These other agencies regard themselves as equal in status: this includes DCC (Dhaka City Corporation) as well as government directorates such as HSD (Housing and Settlement Directorate) and parastatals such as DWASA (Dhaka Water and Sewerage Authority).

For RAJUK to provide metropolitan development management leadership, a very marked change in its priorities, perceptions and style of working would be required, both in relation to the performance of the strategic planning function, and also in relation to the promotion of poverty-oriented programs. It will also be argued below that combining strategic planning and coordination with executive development responsibilities is not necessarily the best way to provide for and protect the integrity of the strategic planning function.

DCC- Dhaka City Corporation (Municipal Government)

The level of municipal government has also to be considered. It has traditionally been weak and its responsibilities are mainly for maintenance of basic services with few planning and development functions. Dhaka City Corporation (DCC) is thus not providing the kind of co-ordination at the area level that a local authority can normally provide interdepartmentally through controlling a comprehensive range of functions and as the town planning authority. In any case DCC's role is at the Dhaka City level and not at the metropolitan level. There are understood to be considerable managerial and financial weaknesses in DCC, and the capacity of the peri-urban Pourashavas, though this is not to say that there is not potential for improvement.

Ministries / Planning Commission

There are at least 42 organisations (Appendix 1) belongs to various ministries are now working in Dhaka City and there is no superior level of co-ordination at either metropolitan or central government level. Major urban functions are divided between two ministries of equal status, MoH&PW and MLGRD&C, neither possessing lead powers in respect
of urban development, but each controlling important functions: the former for urban planning and housing and the latter for local government and for water and sewerage. The Planning Commission is responsible for allocating government development expenditure, but is not structured to co-ordinate at a level below that of national inter-sector balance and priorities.

Urban planning and management is thus fragmented and uncoordinated, and there is no agency capable of exerting strategic policy leadership at the metropolitan level.

(iv) Planning and Development Management Process of Asian-Megacities

The study is to get an insight into planning approach, development management process of Asian-Megacities through exchange of ideas and experiences where from plausible solutions to urban planning and development management problems for Dhaka could be extracted.

In February 1995, a three member team, headed by Secretary, Ministry of Housing and Public Works (other members were Chairman RAJUK, Chief Town Planner/National Project Officer, Dhaka Metropolitan Development Planning Project), visited some of the Asian-Megacities like Metro-Manila, Tokyo, Beijing and Bangkok to study their planning approach, development process and to discuss with planners, implementing agencies and high officials in the decision making process at the national and metropolitan level. The visit was conducted in response of the project report on “Draft Structure Plan for Dhaka City, including proposal for institutional development of human resources capabilities and strengthening of urban management operations”. The following paragraphs are drawn on the experiences of the team.

METRO-MANILA

Metro Manila Development Authority (MMDA):

In 1995, the Congress of the Philippines passed a law setting up the Metro Manila Development Authority (MMDA), and designating Metro Manila as a special administrative region. Decision-making and policy-making powers were vested in an expanded Metro Manila Development Authority, consisting of 17 Mayors, government officials, and the chief of police. The MMDA was given the powers of development planning, transport and traffic management, solid waste disposal and management, urban renewal, zoning and land use planning, health and sanitation, pollution control, and public safety. The MMDA could pass ordinances in matters covered by; these functions, but this authority conflicted with the legal powers of the municipal councils.

Metro-Manila in an area of 630 sq. km consisting of 7 cities and 10 municipalities headed by a chairman. The Mayors act as a collegial body, making policy decisions relevant to and benefiting from their individual experiences in their respective jurisdictions ensuring better-coordinated and planned deliveries of services.

Co-ordination in Metro Manila

Metro Manila has been the subject of several attempts at horizontal and vertical co-ordination. The first was the creation, in 1975, of the Metropolitan Manila Commission, established after many studies to determine the most appropriate organisation to manage the National Capital Region. The Commission, headed by the then First Lady Imelda Marcos, was a strong organisation with planning, implementation, taxation, and regulatory powers. An innovative feature of its work was the introduction of the Capital Investment Folio to address the then current problems of sector isolation of planning, inadequate
involvement of local governments, inadequacies in planning methods, weaknesses in resource allocation and institutional fragmentation. In essence, the Fund linked the Structure Plan for Metro. Manila with available financial resources uses a systematic method of prioritisation of projects to determine sector programs and projects for the megacity. However, while technically sound, the Fund suffered, with the Commission as a whole, from a lack of involvement of local governments, weak enforcement and monitoring of development and political pressures.

With the change of government, the Metropolitan Manila Authority replaced the Commission in 1990. The Metropolitan Manila Authority was a much weaker organisation with its functions limited to co-ordination of basic services. Seen as a temporary organisation, it was replaced by the present Metro Manila Development Authority (MMDA) in 1995. Meanwhile two important pieces of national legislation were established to strengthen local government powers: the 1991 Local Government Code and the 1992 Urban and Housing Development Act. The structure of the Development Authority reflects these developments: Metro Manila is treated as a special development and administrative region and certain metro-wide services are to be managed by the Authority, without prejudice to the autonomy the 17 local governments in the megacity. The Authority includes a Metro Manila Council with membership of local government mayors and key central government agencies chaired by an appointee of the president at Cabinet level. The metro-wide services include development planning, transport and traffic management, solid waste management, flood control, and sewerage management. The power to tax is vested in the 17 local governments but not in the Development Authority. There are specific provisions in the Local Government Code for local governments in Metro Manila to raise additional taxes. The Metro Manila Development Authority (MMDA) represents a compromise institutional structure and it is too early to evaluate its success in managing Manila's growth.


The development since 1986 evidently manifested gains towards reviving democratic forces in the National Capital Region (NCR). An essential element towards sustaining this transformation was to integrate efforts, which have shaped and directed growth in the country's primate metropolitan areas. It was in this context that the preparation of the National Capital Region (NCR) Medium-Term Development Plan, 1993-1998 becomes imperative. The plan translated national and local government policies and thrusts into an integrated physical, economic and social program for the region. The over riding concern for the plan period was to evolve the region into a stable metropolitan community where residents enjoy access to essential services and facilities and economic opportunities to develop their full potentials. The NCR Medium-Term Development Plan shall serve to guide and integrate all development plans envisioned for the entire Metropolitan Manila Area. A higher degree of optimism and commitment accorded by government agencies both local and regional and by the private sector and non-government organizations lead towards an effective implementation of the plan.

Strategies and Policies:

To realize the vision, goals and objectives of the plan for Metro-Manila, the following policies and strategies were adopted:

a) Moral rearmament and values formation;
b) Develop capabilities and capacities of local governments;
c) Provision of improved climate for business and trade;
d) Decongestion and re-planning of stress areas; and
e) Effective integration of all population management endeavors within the framework of sustainable development.

**Potentials and Advantage:**

The NCR is the premier center of the country accounting for 30 to 32 percent of national output. It contributes about 40 percent of the national industrial production and 42 percent of national services output.

As the seat of government and the center of trade, industry, finance and education, the capital region exerts a dominant influence on the rest of the country. The presence of a large pool of skilled manpower, academic and research institutions, infrastructure and telecommunication services make Metro-Manila a haven for international trading, commerce and finance.

Metro-Manila has been evolving into a stable metropolitan community where its residents enjoy access to essential services and facilities and economic opportunities to develop their full potential. Metro-Manila has been transformed as a prime international transactional center in the Asia-Pacific Region able to serve the financial, trading, consulting and communication requirements of both local and foreign clienteles.

On the basis of the policies and objectives defined in the national development plan and considering the vision for Metro-Manila, its concerns and potentials, the following regional development goals were set:

a) Comprehensive human development;

b) Alleviation of poverty and

c) Unified and sustained development.

**The concerns of the National Capital Region (NCR):**

The NCR is confronted with the following major concerns: water and air pollution, inefficient garbage collection and disposal system, traffic congestion, flooding, squatting and inadequate social housing, peace and order problems. Within the 1993-1998 period, the following concerns of the local governments have also been identified: capability building improved revenue generation, greater participation of local governments in planning and implementation of urban projects and greater community participation.

**Major Projects and priority activities.**

The major sector programs / projects and priority activities implemented in Metro-Manila within 1993-98 were the following:

- Population Management
- Sustainable Economic Development : Trade & Industry/ Labor/Tourism
- Environmental Management
- Human Development: Health/Nutrition/Social Welfare/Housing/Education.
- Development Administration: Peace & Order/Disaster Management / Public Information/Local Govt. Administration.

**TOKYO METROPOLIS:**

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Tokyo is a self-governing unit consisting of 23 special wards, 26 cities, seven towns, and eight villages. Its population was about 11.85 million (1994) in an area of about 2,182 square km. Its population density is 5430 people per sq. km.

Tokyo Metropolitan Government (TMG) is a local govt. The constitution and laws of Japan guarantee autonomy to local governments. TMG, therefore, must respond to urgent housing, sanitation and environmental protection needs and work to decentralize the city by creating sub centers, in order to achieve a balance between Tokyo as a place to work and as a place to live.

The concentration of central administrative bodies in Tokyo has given the city massive economic might and multiple assets in terms of the variety of urban services it can offer. But excessive centralization has brought with it the following problems: rising housing costs due to soaring land prices; long commuting times and severe rush hour traffic due to the distance between people's homes and their places of work, chronic traffic congestion; an increasingly serious waste disposal systems; destruction of the community as business offices crowd out residential areas, reducing the population and starving local businesses. Thus, one of the premier issues Tokyo faces is rectifying this situation and ensuring the sound development and orderly growth of the metropolis.

The TMG has formulated long-term plans calling for integration of business functions into and balanced development of, satellite city-centers and the central Tama region, and transformation of Tokyo from its current concentration upon one single point to a metropolis with multiple centers and a viable balance between work places and residences. An array of steps are being taken in order to restore gradually disappearing residential features to the city center, which include the building of combined public facilities and residences and systems for increasing floor area ratios when residential units are incorporated into private office buildings.

In June 1992, the urban planning law was revised and additional categories established within district zoning to further preserve and restore residential features. The TMG intends to re-designate certain designated use zones in the future with the principal objective of maintaining residential features, while also making the most of districts newly zoned for mid-and high-rise residential buildings. Tokyo's roads radiate outward from the city center, meaning that in many cases drivers must pass through the center in order to reach their destination, a major factor contributing to the city's chronic traffic jams. Accordingly, in future road planning emphasis has been placed on creating roads that circle the city or run north-south and efforts are being made to enhance the flow of traffic to and networks with satellite city centers. The average number of people using public transportation in Tokyo daily is about 27 million. Public transportation operated-by the TMG currently includes four subways, one streetcar, and 111 bus lines along with the private sectors.

In order to promote systematic urbanization, urban planning areas are divided into urbanization promotion and urbanization control zones. The former comprises existing urban zones and ones suitable for systematic urbanization in the near future, while the latter are zones where urbanization is to be restricted. The system of districts and zones, which serves as the basis for land use plans, classifies urbanization zones by function and places restrictions on land use, primarily in terms of floor-area ratio and building coverage for specific types of buildings. Districts are classified into designated use, special use, and other zones and an effort was being made to
achieve pleasant and functional urban environments. Revision of the urban planning law increased the number of designated use zones from eight, comprising three types of residential, two commercial and three industrial zones, to a total of twelve zones achieved through a further classification of residential zones into seven different types.

BEIJING

Beijing is a centrally administered municipality, comprising an area of about 16,800 km² with a population of about 10.40 million (1991) resulting a gross density of about 619 persons per sq.km. Beijing metropolitan area includes 1 municipality, 7 districts and 10 counties. The City Planning Act of the Peoples Republic of China is to be observed when city planning is formulated and implemented and when construction is carried out within the city planning area. With the changes of time, the changing faces of Beijing strikes on the sky-scrappers, modern hotels, super-markets, high rise residential buildings, condominiums along its splendid straight Avenues, roads & lanes; light rails and sub-ways are also in operation.

In China, land belongs to the state; city means centrally administered municipality. Municipality and towns are established through administrative institution. City Planning area, means city districts, inner suburban districts and those area needed by urban development and construction within the city administration region. The scope of the city planning area is determined by the city peoples government during the compilation of the comprehensive planning for the city. The State puts into effect the principle of keeping strict control over the size of large cities and developing rationally medium-sized cities and small cities, so as to promote a rational structure of productivity and population. The compilation of city planning is based on the national economic and social development planning as well as upon the natural environment, resource, historic conditions and present characteristics of the city. The urban infrastructure construction items defined in the city planning are included in the national economic and social development planning according to the specified procedures of national capital construction and carried out step by step in a planned way.

The comprehensive planning of a city encompasses co-ordination with territorial planning, regional planning, water space planning and land use, comprehensive planning. The state encourages scientific and technical research on city planning and promotes advanced techniques to raise the scientific and technical level of city planning. The city planning administrative authority of the state council is responsible for the city planning work of the whole nation. The city planning administrative authorities of the regional and local people's governments above county level are responsible for the city planning work of the areas under their respective administrative region. All organizations and individuals have the obligation to abide by the city planning and have the right to inform against and accuse whatever action runs counter to city planning. The city planning administrative authority of the state council and the peoples governments of provinces, autonomous regions and centrally administered municipalities organize the compilation of urban hierarchical planning for the whole nation, the province, the autonomous region and the centrally administered municipality respectively to give guidance thereby to the compilation of city planning. The county people's government is organizing the compilation of the city planning for a town, which is the seat of the county government.

City Planning is usually compiled in two stages, i.e.
(a) Comprehensive planning and
(b) Detailed planning.

(a) Comprehensive planning

For large cities and medium-sized cities, district planning is to be compiled on the basis of comprehensive planning in order to further control and define the use of land, scope and capacity of each plot, as well as to co-ordinate various items of infrastructure and public amenities and facilities. City comprehensive planning includes the designated function of a city, the development goal and development size of the city, the standards, norms and criteria for the main constructions in the city, and the land use structure, zoning, comprehensive arrangement for all types of constructions, comprehensive transportation systems, water space and green space system, planning for specific sectors and planning for short term construction thereof. Comprehensive planning for cities with municipality and towns, which are seats of county governments, include the urban hierarchical planning for the administration regions of the city or of the county.

The comprehensive planning of a centrally administered municipality is submitted by the municipal people's government to the state council; while for other towns are to be submitted to the county people's government related therewith, for examination and approval.

(b) Detailed planning

Concrete planning for various construction projects within the short-term development area of the city is mapped out in the detailed planning on the basis of the comprehensive or district planning of the city. The detailed planning of a city include the land use scope for each construction project within the planned plot, control indexes for building density and building height, general layout, utilities engineering and site engineering. City Planning is being adopted at different levels:

The detailed planning of cities with district planning are to be submitted to the planning administrative authorities of the city people's governments with the exception of important detailed planning to be submitted to the people's government of the cities for examination and approval.

BANGKOK

Bangkok Metropolitan Administration (BMA) is an example of the Metropolitan Government solution, but its role is a weak one due to the dominance of central departments.

Bangkok has grown into a huge city (590-sq. km.) comprising of 4 provinces where approximately seven million people live. The recent rapid economic growth has brought about prosperity along with many urban problems. Lack of urban infrastructure such as road network and mass transit system and lack of effective town planning control lead to a seriously bad effect on social activities and quality of life.

Department of Town and Country Planning (DTCP) under the Ministry of Interior, is a sole government agency responsible for urban planning and development throughout the country. Under the Town and Country Planning Act 1975 its specified function is to plan or supervise specific plans for towns and related areas.
The Act provides the possibility for the local authorities to draw up plans by themselves under the prior consent of the Board of Town and Country Planning and under the supervision of the DTCP. With the exception of the Bangkok Metropolitan Administration (BMA) no other local authorities have made use of this possibility. Governor, Bangkok Metropolitan Administration (BMA) is the Chief Executive Officer of Bangkok Metropolitan region (BMR).

Bangkok's traffic jams are legendary. According to some estimates Bangkok loses about a third of its Gross City products, because of traffic induced congestion. Traffic crises'94 a forum organized public debate on the solutions for the transport problem increased and major transport projects were initiated or accelerated.

There has been an ever increasing demand for shelter or housing supply in Bangkok and as such National Housing Authority (NHA) places an emphasis on development of housing projects for the general public, civil servants and workers in BMR particular attention is paid to the low and middle income housing development.

The recent strong growth of the Thai economy has brought about rapid development and industrialization especially in the Bangkok Metropolitan Area concerns utility agencies in meeting the increasing demands for new services, Each agency has created its own extensive mapping and recording system extremely difficult to integrate and mostly incompatible with the others. Recognizing this problem the urban development agencies established in Bangkok Land Information System (BLIS) to assist the policy and planning development and administrative management activities.

DHAKA

Since achieving the status of national capital with independence in 1971, Dhaka’s population has grown at a rapid rate (6% per year). The strains imposed on the physical and social fabric of Dhaka by extremely high rate of growth have been completed by the city's unique problems of widespread poverty and physical vulnerability providing the infrastructure (to ensure an acceptable quality of life for present and future population) has become a challenge which must be met through a more responsive strategic vision and dynamic planning procedure.

**Striking feature to note:**

The process of planning and development to meet urban challenges in most of the cities vary due to varying social, economic political and location factors. Integrated approach for implementation of coherent policies in a co-ordinated manner is a prerequisite to desirable growth and planned growth requires plan-frame that covers national/regional/metropolitan/local levels.

Urban projects should, therefore, be identified on the basis of concerned Metropolitan/Urban Area plans and be orchestrated in the detailed area plans to meet local demands and for effective implementation. The plans at various levels need constitutional guarantee/legal support with delegated responsibilities to the appropriate authorities having accountability and transparencies, to ensure favorable development climate.

Metro-Manila:
Creation of multi-sector management planning and development body (to manage the needs and to provide solutions to the problems of the Metro-Manila Area) to combat the ill effects of unplanned modernization at metropolitan level. The recognition of the crucial role of existing authorities in managing local affairs for respective area level plan preparation and implementation of development projects.

**Tokyo Metropolis:**

Creation and reorganization of public facilities/urban infrastructure, (which are so necessary in city planning) leading to the birth of a safe and livable city through:

- land readjustment project that plays an important role in the realization of land that was previously difficult to utilize;
- planning of the "Mutual contact and communication Metropolis" in co-operation with citizens;
- dividing the planning zones into two categories e.g., (a) urbanization promotion zone and (b) urbanization controls zone.

**Beijing:**

The Ministry of Construction, a Department of the State under the leadership of the State Council, is responsible for the overall administration of the planning and construction sector nation-wide. All organizations and individuals have the obligation to abide by the city planning and have the right to inform against and accuse whatever action runs counter to city planning.

**Bangkok:**

Department of Town and Country Planning (DTCP) under the Ministry of Interior, is a sole government agency responsible for urban planning and development throughout the country. Under the Town and Country Planning Act 1975 its specified function is to plan or supervise specific plans for towns and related areas. The Act provides the possibility for the local authorities to draw up plans by themselves under the prior consent of the Board of Town and Country Planning and under the supervision of the DTCP. With the exception of the Bangkok Metropolitan Administration (BMA) no other local authorities have made use of this possibility.

**Dhaka:**

Dhaka City problems resemble the problems of Metro-Manila. The sporadic development of Megacity-Dhaka had cast shadow on its institutional structures and arrangements.

**Management Structure and Experience of other South and Southeast Asian cities**

Dhaka has not developed its institutional structure to the same extent as most other countries in the South and Southeast Asian region. Dhaka has the opportunity to benefit from the experience of other Asian cities. Accordingly a summary is offered of the lessons of Asian
experience in the past 25 years or so, drawn mainly from the EDI/World Bank study by Sivaramakrishnan and Green (1986).  

Calcutta Metropolitan Development Authority (CMDA) was created in the 1970s with bureaucrats to implement the large-scale infrastructure projects with donor funds and also from the funding from the union government of India. CMDA was the creation of the union government of India with hired human resources from different organizations to be champion in the development management agendas of the federal government of India. As such it has implemented few large-scale infrastructure projects in Calcutta. CMDA combined planning, infrastructure execution and investment coordination in 1970s to early 1980s. In 1977 when 'Left Front' came to power at the West Bengal State; they demanded more say in the development agendas in Calcutta. The state government wanted 'Calcutta City Corporation' to work for the development of Calcutta as the elected body of the city. As a result CMDA withdrew from execution in 1980s to concentrate on planning and investment coordination. Madras (now Chennai) Metropolitan Development Authority (MMDA) has limited role to planning, investment coordination and development control not executing. This has been one of the most successful metropolitan structures. UNCHS has executed few successful projects under the auspicious of the MMDA in Chennai. Chennai has been one of the most successful examples of the ‘Sustainable Cities Program’ of UNCHS. Bombay Metropolitan Regional Development Authority (BMRDA) is an elective and federative agency with powers to review physical or financial plans, review, coordinate and supervise projects of other agencies. Jabotabek (Jakarta and its extended region) Metropolitan Development Plan illustrates effective strategic planning at the level of Jakarta Provincial Government, but the difficulty of creating a coordinating structure for the greater metropolitan area including parts of neighboring provinces.

The lessons of experience of the above organizations are suggests that limited incremental objectives are more likely to succeed than ambitious attempts at comprehensiveness and control (MMDA). Comprehensiveness is not likely to succeed in an environment of organizational fragmentation and of a competitive and defensive management style among the agencies involved (CMDA). Combining strategic planning with development activities in one organization may not work well, if planning is neglected in favor of execution of development. Madras was more successful as a strategic planning agency than Calcutta. Metropolitan management is more likely to be successful if it concentrates on the key functions, which are not at present performed by other agencies, namely (i) Strategic planning; (ii) Investment programming and coordination; (iii) Monitoring. Creating new institutions with authority may fail to create a metropolitan perspective; instead the metropolitan management function is more likely to be achieved through teamwork, participatory involvement of stakeholders with a vested interest 'networking and consensus-building'. At the same time the network or team structure must ultimately be backed by political power. This is more likely to come from the support or involvement of political leadership than from formal legal authority to control executing agencies. The leverage of allocating or channeling capital investment finance is usually the most effective tool of influence. There is a need to build up an institutional base at the level of the metro area and its constituent communities for advocacy of their interest to central government. There is a danger of metropolitan management systems making insufficient provision for the growth of municipal institutions which can provide democratic support and legitimacy for metropolitan action.

and for community based structures which can generate relevant human settlement plan, resource mobilizations, self help and private sector action.

As regards the city examples, the Calcutta Metropolitan Development Authority (CMDA) of the 1970s and Madras Metropolitan Development Authority (MMDA) of the 1980s as the most appropriate and successful metropolitan agencies, and to the Manila Capital Folio system as being the best model for investment coordination.

vi. Four possibilities for a lead organization for Dhaka City’s sustainable development management process.

Given the above study, this paper considers the following four possibilities for Metropolitan Regional Governance for Dhaka:

Option-A: To create Dhaka Metropolitan Planning Authority to the metropolitan lead functions of planning and investment coordination under the Ministry of Planning;

Option-B: To develop RAJUK as the lead organization for metropolitan planning and coordination by equipping it to perform planning in addition to improving and re-orientating its existing land development and control functions, and to set up an interagency committee for investment coordination linked to RAJUK;

Option-C: To create a new top tier Metropolitan Government with representation from the municipal authorities in the Dhaka Metropolitan Area to perform the lead functions of planning, with an investment coordination structure linked to it;

Option-D: To create Dhaka Metropolitan Planning and Coordination Cell in either the ministry of Planning or the Ministry of Housing and Public Works.

Option-A: Metropolitan Planning Authority (MPA) under Ministry of Planning

The organization will be placed with the key metropolitan planning and coordination functions in a new statutory authority at a level above the executing agencies and local authorities.

A statutory authority located under the Ministry of Planning. Location under the Prime Minister or Council of Ministers could also be appropriate in view of the importance of national Capital. It should have a policy board with Minister of Planning as Chairman, chief executive officer as full-time board member at secretary rank, and membership drawn from officials of key ministries, at secretary level with RAJUK, DCC (Mayor), Pourashava (municipalities) and some strategic private sector, NGO and community representation. The authority should be supported by interagency structure of officer committees or sub-committees covering the range of metropolitan agencies, local authorities, NGOs, CBOs and private sector. It shall be a permanent organization and staffing would be patterned for the functions below: the top management would be structured and appointed to provide both assured continuity and adequate professionalism.

The organization would provide strategic guidance and structure planning. The organization should be responsible for local area/zonal/action planning, development control and building control, with power to delegate these to RAJUK or to local authorities, subject to guidelines and/or performance audit. It would make investment
planning and coordination, by annually pooling and sifting proposals, of ministries, parastatals and local authorities checking them against metropolitan strategy, structure and action plans and providing advice to the Planning Commission for ADP allocations. The organization would monitor the implementation of the decisions.

Madras Metropolitan Development Authority (MMDA), Calcutta Metropolitan Development Authority (CMDA) are the examples of above setting.

Option-B: Strengthened RAJUK as Metropolitan Planning and Development Authority (MPDA)

The organization is to provide a powerful command structure for both metropolitan planning and development functions at the apex of the metropolitan system, based on the existing RAJUK, with an inter-agency structure for investment coordination.

The present RAJUK structure of Chairman/chief executive and full-time members would be retained. The permanent organization and staffing would be modified to provide a separate new Strategic Planning department for the structure planning and investment planning (MSIP) functions. A separate department is needed to maintain the identity and momentum of these functions in RAJUK. RAJUK should also give more specific institutional focus to policies and programs for the urban poor, preferable by creating a new department or interdepartmental task force for low-income land development and related activities, with recruitment of suitably qualified staff. This should be backed by a review of the corporate policy and program formulation process, which serves the Chairman and the RAJUK Board. There would be a new Dhaka Metropolitan Coordination Committee/Council, chaired by the Minister of planning to support investment coordination, with appropriate working sub-committees. But the possibility of introducing some (part-time?) membership from government, private sector, NGOs, academicians and the community into the Committee should be considered, for the purpose of increasing accountability (with new Act). The investment-planning unit within RAJUK’s new Strategic Planning department would service this. The committee should be statutory.

The organization would provide strategic and structure planning. It would make local/area/action planning, monitor development control and building control, with power to delegate these to local authorities, subject to guidelines and/or performance audit. The organization would make provision of supporting secretariat for investment programming and coordination (MSIP), by annually pooling and sifting proposals of specified sector agencies and local authorities (including all RAJUK’s own self-financed projects), checking them against metropolitan strategy, structure and action plans and providing advice to the Metropolitan Coordinating Committee for transmission to the Planning Commission for ADP allocations. It would assemble land, land readjustment and guide land development, including provision of affordable land with secure tenure to meet the needs of the urban poor. The organization would execute development projects (residential, commercial, industrial estate, area improvement), and facilitating private and informal sector development, (which are likely to constitute the great majority of growth). The organization would monitor the implementation of the decisions.

Calcutta Metropolitan Development Authority has been an example of above setting during the 1970s and early 1980s.

Option-C: Metropolitan Government (MG)
The rationale of this organization is to place the key metropolitan management functions in a higher level representative local government body capable of providing leadership and coordination.

There would be a Greater Dhaka Metropolitan Council which would be a statutory authority. The most likely method of constituting it would be by indirect election from the lower tier local authorities, rather than direct election. Its political head could be either elected from the Council or at large, or appointed by Government with the rank of Cabinet status. The Planning Department would include divisions for:

- Strategic/structure planning and
- Multi-Sector Investment Planning and Coordination (MSIP), as for MPDA above.

The MSIP function would be linked to a new Dhaka Metropolitan Coordination Committee/Council, constituted and located as for MPDA above.

The Metropolitan Government would provide strategic and structure plan. Local/area/action planning and development/building control could be wholly or partly delegated to RAJUK or municipal level. Direct responsibility for a limited range of large-scale services such as water, sewerage, drainage, and electricity (taking over DWASA, DESA and DPHE functions in the metro area), and refuse disposal. Investment planning and coordination for the MG's own function and those of municipalities to which it would channel central funds. Advisory investment planning and coordination to the Dhaka Metropolitan Coordination Committee/Council and the Planning Commission in respect of central ministry and parastatal functions. Monitoring of implementation schedule of the investment programming in accordance with the strategic decisions.

Bangkok and Manila are cities where there is metropolitan government without a parallel development authority. Metropolitan government was considered for Calcutta but not adopted, nor anywhere else in India.

Option-D: Dhaka Metropolitan Planning and Coordination Division in the Planning Commission.

This is based on the assumption (as in alternative A) that the strategic functions should be at a level above RAJUK and other executive agencies, but avoiding the creation of a new statutory agency, and working within the existing central government framework. The justification for location in the Ministry of Planning or Prime Minister's Office is the importance of the capital city and the need to clearly command sector ministry support.

A Division (the name may be ‘Urban Division’) under the Member (Physical Infrastructure) or Member (Programming) of the Ministry of Planning, the Division would have sections for strategic/structure planning and investment planning (MSIP). It would be a new Dhaka Metropolitan Coordination Council/Committee as in other alternatives above.

The division would take strategic and structure planning decisions. Provision of the supporting secretariat for investment planning and coordination (MSIP) would be made by annually pooling and sifting proposal of specified sector agencies and local authorities, checking them against metropolitan strategy, structure and action plans and providing advice to the Metropolitan Coordination Committee for
transmission to the Planning Commission for ADP allocations. Monitoring of implementation schedule of the investment programming in accordance with the strategic decisions.

Local/area/action planning, development control and building control, would in this alternative be allocated to RAJUK and/or local authorities.

What would happen if things go as suggested?

It can be noted that each of the alternatives involves similar, but not identical arrangements for an interagency structure for investment planning and coordination linked to the Ministry of Planning and the ADP. This is modeled on the arrangements in Manila under the title of the Capital Investment Folio System. Further detail would need to be worked out on procedures for MSIP at metropolitan level and for the progressive development of integrated planning at municipal and community levels, and for their inter-linkages.

It should be noted that there are possible detailed variations to the above suggestions for the structure and responsibilities under the four alternatives, but these would not affect the main principles.

Each of the alternatives has advantages and disadvantages. These can be assessed in the following way:

Metropolitan Planning Authority (MPA) is more likely to be innovative, as it will make a new start, with greater opportunity to bring in new staff. Metropolitan Planning and Development Authority (MPDA) will carry with it the inherited values and practices of RAJUK. The democratic base of MG could support innovation, but with a more political base of technical emphasis. DMPCC would exercise influence but not forceful leadership.

Experience elsewhere in Asia has shown that combining responsibility for planning with development execution (MPDA) has led to the planning function being overshadowed by execution and to the possibility of a conflict of interest, e.g. as between planning and revenue earning activity. This is confirmed by the history of DIT/RAJUK. At the same time, if the planning function is well maintained there is advantage in linking planning closely to development. MPA is more likely to succeed, being a specialized planning organization, and if influence over capital investment is maintained, strategic planning could be effective. If MG's executive responsibilities are limited, planning could receive sufficient emphasis, but the implications of multi-party politics for planning in the capital city have to be taken into account. DMPCD would be in a similar position to MPA.

MPA and MG would both require substantial new legislation more so in the latter case: both would remove planning functions from RAJUK. MPDA would require amendment and updating of the Town Improvement Act, which is relatively straightforward. The new structure plan could probably be brought into force under the present law. MDPCC would require legislation to transfer planning functions from RAJUK.

While the incremental cost of planning staff is the same for both alternatives, MPA and MG would involve higher additional overhead costs than MPDA. MDPCD would take over the present DMDP planning unit from RAJUK, which would be a cost to government.

MPA and MDP CD are more likely than MPDA to gain support, due to the current weak credibility of RAJUK. MG could also command support from
central agencies, provided it is given strong political backing and it would automatically have support from the municipal level.

If the political and bureaucratic culture of Bangladesh is resistant to and suspicious of new institutions and reluctant to giving them support, MPDA and MDPCD are preferable to MPA and MG.

Both alternatives involve the application of a degree of authority to the situation, rather than adopting the approach of attempting to achieve consensus entirely through teamwork using a committee approach, as has been adopted in some other Asian situations (e.g., Manila). The competitive/defensive style of agencies in Bangladesh appears to require the use of authority. MPDA and MDPCD are the weakest in this respect.

**Development of municipal level government: how far does the structure help to promote the future growth of capacity at municipal level?**

MG is clearly superior in this respect. All approaches involving the strengthening of central agencies imply limitation of the growth of municipal government, but the existing municipal institutions can still be fostered under the MPA and MDPCD approaches, through transfer or delegation of planning and development functions. MPDA leaves least scope for the growth of municipal planning functions.

**Support for meeting the needs of the Informal Sector and Urban Poor**

How likely is the structure to provide the policy leadership for key national objectives in the Urban Sector, especially poverty alleviation and the provision of land, urban services and employment opportunities for the informal sector and urban poor?

MPDA is only likely to do this if there is a marked change in priorities, values and perceptions in RAJUK. In the absence of such a change, the creation of a new agency for poverty-oriented programs should be considered. This could be linked to the municipal authorities, MPA and MG could both provide a new force for such policy leadership, MPA could only influence resource allocation, and there would still be a need for an executive agency. MG could include an executive arm for such programs.

**Issues of Institutional Change**

A number of issues can be identified which have not been fully discussed above and which need to be taken into accounts:

- Command and control versus consensus, teamwork and networking; which of these approaches is appropriate for making a Metropolitan Planning and Coordination system work in the Bangladesh context? Will improving communication channels and sitting round a table work? Or will competitive/defensive behavior and vested interest persist and have to be met with superior power?
- New Institutions: Will setting up a new institution work? Is this the best way to secure innovation? Will it be allowed to succeed?
- Change: is it possible to change well-established institutions such as RAJUK? Is the necessary political will and leadership available? Are the participants capable of the change required?
- Leadership: What kind of organizational leadership will command support, respect and cooperation in the metropolitan and inter-ministerial arena? Political, professional/technical, administrative? In what combination?
- Local Government: How much importance should be given to building up local government? How much capacity does it have now to take on
additional responsibilities, e.g. for planning and building control? What are the political implications?

Conclusion

Dhaka needs regional governance in its ‘Extended Metropolitan Region’ in order to achieve any kind of sustainability based solutions. The best option is a ‘Metropolitan Regional Government Structure’. Some interim solutions to improve coordination are suggested above.
Figure 1: INSTITUTIONAL FRAMEWORK OF GVERNMENT IN DHAKA METROPOLITAN AREA and its EXTENDED METROPOLITAN AREA (EMR)

<table>
<thead>
<tr>
<th>LEVEL</th>
<th>CENTRAL MINISTRIES</th>
<th>RESOURCE MINISTRIES</th>
<th>SECTORAL MINISTRIES</th>
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<tr>
<td></td>
<td>PLANNING</td>
<td>FINANCE</td>
<td>LOCAL GOV., RURAL DEV., &amp; CO-OPERATIVES</td>
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<td>PLOUGHLAND COMMISSION</td>
<td>NPC</td>
<td>MINISTRY (POLICY LEVEL)</td>
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<td>MINISTRY (LEVEL)</td>
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<td>DISTRICT ADMINISTRATION</td>
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<tr>
<td>RURAL LOCAL AUTHORITIES</td>
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Islam, N., Dhaka from City to Megacity: Perspectives on People, Places, Planning and Development Issues, Department of Geography, University of Dhaka, 1996.
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## Appendix 1  Agencies for Urban Development in Dhaka City: Their Major Functions

<table>
<thead>
<tr>
<th>Name of Agency</th>
<th>Administrative Ministry/Agency</th>
<th>Major Functions</th>
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<tbody>
<tr>
<td>03. Urban Development Directorate (UDD)</td>
<td>Ministry of Housing and Public Works</td>
<td>Nation-wide Urban and Regional Planning.</td>
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<tr>
<td>05. Housing and Settlement Directorate (HSD)</td>
<td>Ministry of Housing and Public Works</td>
<td>Provision of Public Housing in Urban Areas.</td>
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<tr>
<td>07. Deputy Commissioner of Settlements (DCS)</td>
<td>Ministry of Housing and Public Works</td>
<td>Land Lease, Title Transfer.</td>
</tr>
<tr>
<td>10. Registrar of Co-operative Societies (Housing Sector)</td>
<td>Ministry of Housing and Public Works</td>
<td>Registration of Housing Co-operative Societies.</td>
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<tr>
<td>11. Dept. of Environment</td>
<td>Ministry of Environment and Forest</td>
<td>Control of Air and Water Pollution.</td>
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<tr>
<td>18. Civil Aviation Authority of Bangladesh (CAAB)</td>
<td>Ministry of Civil Aviation and Tourism</td>
<td>Development and Maintenance of Airports</td>
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<tr>
<td>20. Bangladesh Inland Water Transport Authority (BIWTA)</td>
<td>Ministry of Port, Shipping and Inland Water Transport</td>
<td>Expansion and Maintenance of Water Transport.</td>
</tr>
<tr>
<td>25. Space Research and Remote Sensing Organisation (SPARRSO)</td>
<td>Ministry of Defence</td>
<td>Collection and Analysis of Satellite Data,</td>
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<tr>
<td>26. Board of Investment (BOI)</td>
<td>Prime Minister's Office</td>
<td>Approval of Foreign Investment</td>
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## Appendix 1 cont.

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<tr>
<th>Name of Agency</th>
<th>Administrative Ministry/Agency</th>
<th>Major Functions</th>
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<tr>
<td>33. Uddayan Unnayan Board</td>
<td>Ministry of Agriculture</td>
<td>Development of Horticulture.</td>
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<td>35. Housing Estates</td>
<td>Ministry of Housing and Public Works</td>
<td>Construction and Maintenance of Local Urban Services</td>
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<tr>
<td>36. NGO Affairs Bureau</td>
<td>Prime Minister's Office</td>
<td>Construction and Maintenance of Local Urban Services</td>
</tr>
<tr>
<td>37. Ministry of Land</td>
<td>Ministry of Land</td>
<td>Khas Land Management</td>
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<tr>
<td>38. Directorate of Health</td>
<td>Ministry of Health</td>
<td>Health Facilities</td>
</tr>
<tr>
<td>40. Department of Women Affairs</td>
<td>Ministry of Women and Children Affairs</td>
<td>Protection of Women's Right, Uplifment of Women's Development.</td>
</tr>
<tr>
<td>41. Geological Survey of Bangladesh (GSB)</td>
<td>Ministry of Power and Natural Resources</td>
<td>Conduct Geological Survey in the Country</td>
</tr>
<tr>
<td>42. Bangladesh Road Transport Authority (BRTA)</td>
<td>Ministry of Communication</td>
<td>Provide fitness certificate to the transports operated in Dhaka City and issue driving licences.</td>
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</tbody>
</table>