THE ROLE OF METROPOLITAN AGENCIES IN URBAN PLANNING:
A CASE STUDY OF DHAKA

BY

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ABSTRACT

The old historic city of Dhaka is the national capital of Bangladesh. The sporadic, uncoordinated and uncontrolled developmental activities carried out within the city by various organizations are far behind the needs for the present as well as for the future. The resulting problems from rapid urbanisation are exerting pressure on the administration at a continuously increasing rate. Thus progressive deterioration in the management and administration of urban affairs caused sufferings and inconveniences to the city dwellers. The situation if remains unchecked, is likely to aggravate unless effective measure in terms of better and more effective organizational set up for Dhaka Metropolitan area to check the uncontrolled and unco-ordinated developments through comprehensive planning and development is effectuated.

This explanatory study, therefore focuses on the organizations responsible for planning in Dhaka both at metropolitan and local level to analyse their organizational framework, powers, functions, plan formulation and implementation procedures. It then highlights the major common problems faced by these organizations in performing their duties (with example and case studies where possible). Ultimately it became clear that the present chaotic situation of urban management and administration at Dhaka requires immediate action in the form of administrative re-organization.

Under this background and with due considerations of existing socio-economic and political situation in Dhaka, the study goes
In order to formulate a general framework for the proposal. For this purpose, experiences from other developed and developing countries were examined with due recognition to the nature and approach of their attempts to tackle the problems of rapid urbanisation.

Different possible frameworks were therefore formulated with details out of which the alternative of "Existing Authorities continue; Formal Co-ordinating Mechanism is established towards a two-tier system of authorities in DHA" was recommended for adoption. The central theme of the suggestion is to achieve best result out of the existing administrative structure with few additions overtime. However it is appreciated that corrective measures alone are not enough for the success of the new organizational set-up. It should recognize the role of people, politicians, administrators and others including the existing environment within which the set up has to work. The task has to be made in the right direction.


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INTRODUCTION

1.1 INTRODUCTION

Cities in ancient times were few, scattered and their sizes were restricted. With the rise and development of Industrial Revolution which started in England and spread throughout the world, the sizes of cities grew and with it started the process of urbanisation. It is only the modern times that with the advent of industrialization, urbanisation has become unimaginably widespread. It is the hallmark of 19th and 20th centuries and has changed the setting, planning, ways of living and culture of urban areas.

The rapid growth of urbanisation is a common phenomenon throughout the world. But in developing countries it is taking place at an alarming rate. Breese points out that, "The most startling change was in newly developing countries". United Nations publication indicates, between 1900-1950, the population living in cities of 10,000 or more in Asia mounted from an estimated 19.4 million to 105.4 million, while the total population did not even double in the period of 1800-1880 as compared with 1900-1950, the percentage of increase in world population living in places of 100,000 or over more than tripled in some 250 years period. The urban revolution was on its way.

"The phenomena of urbanisation, as Versulys argues, is very important in Asia". Asia's share of city population (1950) is the largest in the world i.e. 33.7% as against 26.5% in Europe (without U.S.S.R) and 23.8% in America, 19.2% in U.S.S.R. More important, the process of urbanisation of urban growth is fast in Asia which shows that process of urbanisation was more rapid in Asia than Europe, in the first half of the century.2

1.1.1. BACKGROUND OF METROPOLITAN DHAKA

The growth and pace of urbanisation in Bangladesh has also been fast. Table 1 indicates rapid increase of urban population are now concentrated in Dhaka city.

Table 1
GROWTH OF URBAN POPULATION IN BANGLADESH (1901-81)

<table>
<thead>
<tr>
<th>Year</th>
<th>% Urban population</th>
<th>% Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>1901</td>
<td>2.43</td>
<td></td>
</tr>
<tr>
<td>1911</td>
<td>2.54</td>
<td>14.96</td>
</tr>
<tr>
<td>1921</td>
<td>2.64</td>
<td>8.80</td>
</tr>
<tr>
<td>1931</td>
<td>3.02</td>
<td>22.55</td>
</tr>
<tr>
<td>1941</td>
<td>3.36</td>
<td>42.83</td>
</tr>
<tr>
<td>1951</td>
<td>4.34</td>
<td>18.41</td>
</tr>
<tr>
<td>1961</td>
<td>5.19</td>
<td>44.98</td>
</tr>
<tr>
<td>1974</td>
<td>8.78</td>
<td>137.84</td>
</tr>
<tr>
<td>1981</td>
<td>10.64</td>
<td>47.58</td>
</tr>
</tbody>
</table>

Source: Census of Pakistan, 1951, Vol. 3.
Census of Pakistan, 1961, Vol. 2
Census of Bangladesh, 1974

According to 1974 census results, only six out of total 119 towns, could be classified as cities on account of having population over one lakh. These cities are Dhaka, Chittagong, Khulna, Narayanganj, Mymensingh and Rajshahi and they together constituted about 54 percent of the total urban population of the country. Of these again only the three larger cities Dhaka, Chittagong and Khulna account for as much as 46.54 percent.

1.1.2. URBANISATION AND ITS IMPACT

The most phenomenal growth of urban population in Bangladesh occurred during the 1961-74 inter-census period. According to 1974 census results, the country had over 6 million people living in urban areas; they constituted roughly 8.78% percent of the total population. This percentage increase of urban population during 13 years period has been striking, as high as 137.84 percent. The abnormal growth is, to a great extent, the result of additions. According to 1981 census results, the country had 9.27 million people living in urban areas; which constituted roughly 10.64% percent of the total population.

THE GROWTH OF DHAKA
(1600 - 1980)

MAP - I

THE DHAKA METROPOLITAN AREA (1980)

One characteristic of urbanisation in Bangladesh has been that the towns, particularly the larger ones, which may be identified as cities, were receiving a large population from the rural and smaller towns. This became more pronounced since liberation. Dhaka, the capital and largest city of the country had 27% of total urban population in 1974 during which period only 8.78% of the total population of the country were urbanised. In 1981, while the total urban population of the country increased from 8.78 percent to 10.64 percent, the urban population of capital city increased from 27 percent to 37.3 percent. This figure represents 36 percent of National Urban population.

Concentration of population in few larger cities, specially in the capital city has resulted into overcrowding, growth of slums, lack of residential accommodation etc. As such many of the basic amenities and functions are either absent or too inadequate. Failure to keep pace with urban growth has resulted serious housing shortage, overcrowded public transport services, inadequate water supply, lack of community facilities and so on. For example, in 1974, the estimated backlog of houses in Dhaka Municipal area only was about 47,195.


DHAKA DISTRICT
AND
THE METROPOLITAN AREA
MAP - 2

Source:
The continued overcrowding of already over crowded metropolitan area of Dhaka has thus caused rapid deterioration of urban environment. The inability of existing government departments/agencies to cope with the mounting problems has raised the question of validity of existing urban administrative machineries to deal effectively with the planning and development of metropolitan area. The problems can be tackled only by proper, timely modern scientific urban planning.

1.1.3. PAST EXPERIENCE

The unfortunate fact that urban planning and administration in Bangladesh has not been given due priority at National, Regional and local levels. In the beginning, the responsibility of development and growth of urban areas was that of municipalities but they did not perform their functions properly due to lack of power, finance, initiative and drive. Apart from municipalities, the other organizations responsible for urban planning could not also perform their duties satisfactorily. This was observed in the two-year plan. It states that "the development activities of DIT, CDA and KDA were virtually at standstill during the period since whatever fund was allocated was adjusted towards debt servicing due to unsolved financial problem". Municipalities also present even worse pictures. Bhardwaj noticed rightly that "Municipalities have failed to check the unplanned growth, slum and

illegal construction. They are strained and overworked with ever increasing population of urban areas. They have to tackle many other problems of day to day and it is not possible for them to tackle the urban planning of that area.  

The Government however was aware of the situation. To deal with the rapid growth of the then provincial capital of Dhaka, Government promulgated Town Improvement Act of 1953 and established the Dhaka Improvement Trust in 1956. The sole responsibility of this organization was to take care of apparently unmanageable growth of Dhaka city. But the phenomena of urbanisation and its impact on almost every aspect of urban life continued to be felt severely in recent years in the capital city. From time to time, as the Government has felt necessity to improve the situation in Dhaka city, various agencies/organizations/bodies etc. at national, regional and local level have been created. But, nevertheless, the situation could not be controlled inspite of earnest attempts from various sectors. This has created a complex situation in the sense that overall attempts to improve the situation could neither be made adequate nor prevent the impact of increasing population pressure in Dhaka city.

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1.1.4. PRESENT STATUS

The present situation is that the local government agencies which were originally created for urban planning and management have ceased to function effectively as more and more new organizations have been created to act in the jurisdictions of these local bodies cornering them only to perform day to day routine jobs. In the words of Birkhead "The administrative apparatus was never wide or deep enough to meet the challenge".9

Fragmentation of Governmental jurisdictions of Dhaka Metropolitan Area has produced a multiplicity of local government authorities who directly administer specific services, each operating isolatedly within it's petty jurisdiction. Their insularity is a legacy of the past and symbolic of the inability of the administrative apparatus to keep in step with the dynamics of later day industrial urban growths. At present Dhaka Metropolitan Area's local administration and planning is shared by 1 municipal corporation, 2 municipalities, 1 cantonment board* and about half a dozen statutory bodies. In addition, parts of Zilla Parishad with it's constituent lower tier authorities fall within Dhaka Metropolitan Area (DMA).


* Cantonment is a restricted area for which data were not available and hence is omitted for the purpose of this study.
Table in Annex A shows some of the important agencies with the names of their administrative ministries and their major functions. Apart from this, national level organizations, as part of their duties, formulate and implement projects which significantly influence DMA.

It is apparent from the table that in reality, only four of the agencies (DIT, DMC, Narayanganj and Tongi municipalities) have urban planning functions. They have legal backing in this respect. Rest of the agencies do provide individual services to support urban development on their own. The unhappy situation calls for an urgent study.

1.2 SPATIAL DISTRIBUTION

The metropolitan area, for the purpose of the study, implies the areas under Dhaka Municipal Corporation; (the municipalities of Gulshan, Mirpur and Dhaka), the areas under Narayanganj and Tongi municipalities, Dhaka Cantonment Board, Fatullah, Demra Urban Centres and rural villages within their jurisdictions. The urban areas thus described are more or less contiguous except for the cantonment which is a restricted area and hence under separate organization. Though the Dhaka Metropolitan

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* Municipal Corporation and other municipalities within DMA are also empowered to do so by the provisions of Municipal Ordinance 1977.

** On October 9, 1978, the Dhaka Municipality has been raised to the status of a Municipal Corporation.
area has not yet been defined by any authority, the above area confirms the Statistical Metropolitan Area (SMA)¹⁰ definition by the Government (MAP 3).

1.3. AIM OF THE STUDY

The thesis is an exploratory study in the field of urban planning for a rapidly growing city like Dhaka. The underlying assumption here is that the existing metropolitan agencies are not functioning efficiently. There are many evidences to back this assumption in terms of environmental problems, overlapping functions, misuse of scarce resources etc. in Dhaka Metropolitan Area.

These among other factors arise out of weak planning organizational structure, lack of power, unco-ordination of planning and development activities etc. As a measure to make the metropolitan planning agencies more competent, it is worthwhile to investigate the causes underlying malfunctioning of these agencies.

Therefore, the study highlights the problems of planning and operations of urban planning agencies at metropolitan and local levels. It aims at understanding the prevailing metropolitan planning and administrative system and to see if the role played by planning agencies in Dhaka are in accordance with the growing need of a capital city.

DHAKA METROPOLITAN AREA (STUDY AREA)
SCALE: 1" = 1 mile
MAP - 3

1.4. SCOPE

As such, those agencies legally responsible for urban planning of Dhaka Metropolitan Area namely DIT, DMC, Narayanganj and Tongi Municipalities have been considered for the purpose of this study. Moreover other areas within Dhaka Metropolitan Area which may not be covered, thus will be accounted for against respective responsible agencies.

1.5. OBJECTIVES

The objectives of the study are:

1. To assess the nature of urban planning in Dhaka.

2. To study the working procedures of urban planning organizations in Dhaka.

3. To identify various problems of urban planning organizations in relation to Dhaka Metropolitan planning.

4. To assess the contributions by these organizations in Dhaka Metropolitan planning.

5. To explore the potentialities of the urban planning agencies in contributing towards better metropolitan planning.

1.6. METHODOLOGY

The SMA boundary of the Government was taken to be Dhaka Metropolitan Area (DMA) for the purpose of the study which covers all the parts of urbanised, semi-urbanised and rural
areas in and around Dhaka. Thereafter the agencies responsible for comprehensive urban planning of DNA having legal backings were identified. All such agencies namely DIT, DMC and Municipalities were considered. The remaining areas within DNA are looked after by the Zilla Parishad as part of its district administration.

Data from secondary and primary sources were utilized for the purpose of the study. Data from secondary sources was collected from: (a) office records, files etc. of the agencies (b) published literature (c) Government notifications, circulars, reports and concerned studies (d) acts, rules and regulations of these agencies etc. Primary source data came from (a) field investigations (b) visits to various projects-sites and (c) interviews of staff members, prominent citizens etc.

1.7. SCHEME OF THE STUDY

The study is divided into the following chapters:

Chapter I deals with urbanisation and its impact with special reference to Bangladesh. It then considers urbanisation in Dhaka city with its associated problems, and its spatial distribution. It goes on explaining aims, objectives and methodology of the study.

Zilla Parishad has no legal urban planning functions. But it involves itself with development works within and in the unserved areas of DNA.
Chapter-II deals with examination of three organizations in East and West to understand their operations in the management of the respective urban areas with brief account of the origin of each urban management system with a hope that this will be helpful in formulating future guideline for Dhaka city.

Chapter-III presents the picture of the administrative setup of urban planning agencies in Dhaka Metropolitan Area with their powers and functions. It also explains their working procedures which are supported by case studies.

Chapter-IV attempts to find out the main problems of these agencies with a note of their present activities and past achievements. It then foresees the future of these agencies as the guardians of Dhaka city.

Finally in Chapter-V a conclusion has been drawn suggesting a new urban administrative system. Different framework for the reorganization were analysed and ultimately most suitable one was proposed for effective urban administration in Dhaka.
2.1. INTRODUCTION

The management and control of urbanisation accelerating the growth in some countries and decline in others, and the problems of renewing the urban fabric, are central question. While planning system of many developed nations have been reasonably effective, developing countries have adopted various alternative planning policies, many of whom have been relatively powerless to prevent population from pouring into their cities.

Urban areas have tended to grow faster than the capacity of the government to manage and control them. Institutional lag has limited both the authority and effectiveness of government over areas appropriate for a growing range of service functions. There has generally been inadequate power to act, and inadequate resources for action locally, so that central government is seen to be intervening, if not usurping the powers and responsibilities of the cities.

The origin of any urban planning administration came into being basically from environmental crisis. This holds good for cities from developed and developing nations. For this purpose if we look into the origin of urban planning administration in London, Delhi and Calcutta, a more or less similar picture will emerge at different time period.
In this chapter cities from developed and developing nations have been studied to understand their reactions to rapid urbanisation. For this purpose, three cities, namely London, Delhi and Calcutta have been examined to assess how these city governments seek to manage their complex and constantly changing situations. London, Delhi or Calcutta of 1983 is vastly different from that of 1950 and it has largely been the urban authorities that have had to cope with these changes.

Special emphasis, in this chapter has been made to focus on British urban planning and her Local Authorities as she occupies a pioneer position in the European Town Planning history. Moreover Indian and our planning heritage owe much to British planning system. Hopefully the knowledge gained from their experiences will serve our purpose in judging where we stand and how we ought to act in the field of urban planning.

2.2. LONDON: STEPS TOWARDS PLANNING

Hygiene and sanitation were primary concern behind the creation of Local Government Board for London in as early as 1971, providing a scope of public control over urban areas. But the control always seemed inadequate in the face of rapid growth of sub-urban development. This Local Government Board, over time, was empowered to deal with more and more service provisions for London area.
The scene began to change rapidly after World War I, when improved transportation caused rapid sub-urban development and also post war situation demanded major advances in housing rather than town planning. The power and role of local authorities were made more effective and stronger by many acts providing definite provisions of town planning by country council (1929 local govt. Act). The important characteristics of planning schemes by Local Authorities were its regulatory nature. It did not secure that development would take place; it merely secured that if it did take place in a particular part of the area covered by the scheme, it would be controlled in certain ways. The plans thus conceived, in fact was zonal plans for land uses and by 1937 half the country was covered by planning schemes and there was sufficient land zoned for housing to accommodate 350 million people.

With the housing boom of thirties, problems increased and implications of urbanization were obvious, particularly in London area. Between 1919 and 1939 population of greater London rose by 2 million of which 60% was due to migration. This growth of metropolis which existing structure and power of local government were incapable of halting and handling, despite opinion favouring some degree of urgent control.

Therefore, at least 7 major advisory committees were constituted between 1923 to 1937 to check and device measures for such a situation. This reflects strong government desire to
strengthen the Local Authorities and improve the existing situation. But the London Area continued to present the largest problem, not simply because of its huge size, but also because the trend of migration to London is on so large a scale and of so serious a character that it can hardly fail to increase in future the disadvantages already shown to exist.

Pre-war planning machinery in London was defective in several ways. It was optional on Local Authorities, planning powers were essentially regulative and restrictive; such planning as was achieved was purely local in character, the central government had no effective powers of initiative or of co-ordinating local plans etc. bedevilled the efforts of all who attempted to make the cumbersome planning machinery work. Moreover-administration was highly fragmented and London was essentially a matter of the lower tier Authorities. New Acts (Town and country Planning Acts, the distribution of industry Acts, the National Parks and Country side Access Acts, the New Town Act and Town Development Act etc.) and new ministries such as Ministry of Town and Country Planning, the Ministry of Health and the Board of Trade were established to be responsible for town and country planning, housing and industrial location respectively, with standing arrangements for co-ordination where necessary.

Meanwhile new committees, reports on the management of Local Government and staffing of Local Government 1967 and a
comprehensive attempt was made to rectify the deficiencies caused by fragmented, outdated, poorly staffed, badly structured, ill-based and too often hostile system of local government. Redcliffe-Naud Commission (1969) also criticised the existing administrative structure stating that 'it did not accord with the changing social and economic patterns of an urbanised community, the proper planning of land use and development was not feasible with so great a piecemeal dissemination of authority and delegation of power, particularly as between Country Boroughs, Countries, Districts and finally many Local Authorities were too small and lacking in both funds and expertise to carry out their works completely, which in turn led to excessive interference from the central government'.

Accordingly new types of Local government emerged. Smaller of the new countries would be administered by one-tier system and the larger (like London) on the two-tier system. The top tier of the two-tier system would be responsible for preparing overall development plans while lower tier would look after local level planning in the light of development plan. 1947 Act further improved the situation which required consultation among various local authorities in the preparation of their plans and delegation of powers to other bodies if necessary.

With this background of continuous change and restructuring of urban administrative machineries to meet the challenge of

* Also A Royal Commission on Local Government in England.
urban dynamism, Local Government Bill of 1974 yet brought further improvement. In the metropolitan areas, now, there will be 'Metropolitan Country Councils' and below them there will be 'Metropolitan District Councils'. Elsewhere there will be 'Non-metropolitan Country Councils' and 'Non-metropolitan District Councils' thus covering the whole country by effective local government administrative system.

2.2.1. NATURE OF METROPOLITAN AGENCIES

In London, planning powers are now shared between the Greater London Council (GLC), who prepare the overall structure plan, and the 32 greater London Boroughs plus the city of London, who also prepare structure plans on the line of Greater London Development plan as well as prepare the local plans. The GLC may not prepare local plans other than action area plans indicated in the structure plan. GLC is now responsible for the strategic planning of an administrative area of over six hundred square miles and eight million persons. The overall responsibility, however, lies with the secretary of state.

2.2.2. ORGANIZATIONAL FRAMEWORK

The Greater London Council is the local planning authority for Greater London as a whole, but with certain limits the individual councils of London, Boroughs are the local planning authorities for certain planning purposes, within the Boroughs.

The important administrative structure of GLC at the apex level is a council which consists of 92 members, each elected
for 4 years. The council meets every third Tuesday and the
meeting are open to public. The Chairman is elected annually
by the council members. During his/her year of office, the
Chairman refrains from political activities. There are also
one annually elected vice-Chairman and Deputy Chairman to
assist the Chairman.

The council appoints 14 standing committees to determine
policy issues, priorities and allocation of resources accor-
ding to set objectives. They also make sure that the programme
of works are implemented, controlled and monitored for effec-
tive use of resources. There are some non-members of the
council, usually nominated by organizations whose works are
related to that of the committee.

Several of these committees have 23 subsidiary bodies, some
with power to act on the committee's behalf, known as panels
or sub-committees. Meetings of these committees and subsidiary
bodies are usually open to public.

There are also office co-ordinating Board headed by Director
General who is the council's Chief Executive. His board,
consisting of the council's most senior officers, considers
policy matters and major issues and is responsible for drawing
together the activities of various departments.

There are 9 programme areas (housing, transport etc.) each
managed by a Board chaired by a Controller and made up to
representative of all departments concerned.
The council's permanent staff are organized into 15 specialist departments each with its own internal management headed by a Chief Officer.

2.2.3. POWERS AND FUNCTIONS

GLC is now responsible for strategic planning including the preparation of structure plans, traffic, roads, education, social services (non-metropolitan only) refuse disposal, police, weights and measures, museums, playing fields and clear air.

The London Borough Councils are responsible for local planning, local roads, local housing, welfare, social and amenity services. They also greatly emphasise on survey and research before making any plan.

2.2.4. WORKING PROCEDURE: PLAN FORMULATION AND IMPLEMENTATION

The Greater London Development plan is the structure plan for Greater London, which may be altered if necessary (T.P. Act 1971). The development plans are prepared into two stages, Structure plans and Local plans. The Secretary of State is required to confirm the structure plan only; the local plans are prepared and approved by GLC and sent to the Secretary of State for information only.

GLC gives much importance in survey and data collection which covers land, population and population movement. The structure
plan of GLC must be accompanied by a general written statement and shall have regard to:

(a) the current policies of the region as a whole
(b) the resource available
(c) other matters as directed by the secretary of state.

The structure plan must also indicate action area i.e. priority areas selected for early development/redevelopment etc. It also provides provisions of adequate publicity, peoples participation, joint venture for combined areas and other flexibilities to make the plan a success.

Local Plans: The metropolitan districts of London (local Authorities) must prepare local plans following the guidelines of the approved structure plan. The maps and written statements of the plans will formulate proposals for development and other uses of land. It becomes obligatory for Local Authority to prepare local plan for any 'action area' indicated in the structure plan. There may be 'action area plans' or 'district plans' covering larger parts of the area of the Local Planning Authority; and even much smaller local plans dealing with a particular problem of some area within the district.

The local plan guides the developers for possible development of land and is highly flexible to accommodate changes. The plans are approved under declaration ensuring adequate public participation.
2.3. CALCUTTA: STEPS TOWARDS PLANNING

The Calcutta-Howgley side area, comprising nearly 580 sq. miles on both sides of the Hoogly river, is one of the most populous urban-industrial regions in the sub-continent. ¹

As a result of population pressure, living conditions in Calcutta have deteriorated and there is a mounting backlog of essential urban facilities such as water supply, drainage and sewerage, housing, transportation, power supply and so on. Unplanned urbanisation has caught them almost unaware, bringing in its trail, some of the most miserable conditions found anywhere. Bulsara points out that "looking at cities, large and small with an eye to civilized living and general human well-being, one is struck with the fact that a very small minority of population of India's cities lives in comfort befitting a civilized community."²

In India, like many other developing nations, relationship between growth in urbanisation and consequent aggravation of urban problems has been inverse. The system of urban local government (municipalities) which was established during the middle of the last century, till recently, largely remained static, although in the case of Calcutta, it stood badly in need of repair and renovation. Even the most optimistic

² Bulsara, J.E.; Problems of rapid urbanisation in India, 1964.
observer would express concern about the system’s performance and call for thorough examination and suitable reform.

2.3.1. NATURE OF METRO AGENCIES

The Calcutta Metropolitan Development Authority’s (CMDA) local administration is shared by 3 municipal corporations, 31 municipalities, 1 Cantonment, 1 notified area authority, and about half a dozen statutory special purpose authorities. In addition parts of Zilla parishads with their constituent lower tier authorities fall within CMD area. On the top of this various state departments and the areal units of state administration (division, district, sub-division) and quite a few union government agencies, such as the Railway, the Port Authorities and like are directly involved in the administration of CMD area. Thus government in about 450 sq. miles of CMD area inhabited by more than 6 million of people presents a picture of chaotic fragmentation. The CMD has many governments, yet it is pitifully lacking in government. This governmental chaos sets the background of Calcutta Basic Development Plan 1966-86. The Calcutta Metropolitan Planning Organisation (CMPO) then, “to secure and promote the development of the Calcutta Metropolitan Area according to plan”, published “The Basic Development Plan for Calcutta Metropolitan District 1966-86” in December 1966.
2.3.2. ORGANIZATIONAL SET-UP

Present set-up does not owe very much to the past. Basic Development Plan (BDP) of Calcutta is the forerunner of urban administrative re-organization. It has sought to provide "a suitable organizational framework for planning and action as aspects of a single development process".3

BDP proposed to (a) establish a statutory planning Authority for CMD (b) establish organization of functional and area development agencies (c) rationalisation of the structure of local self government and (d) the improvement of fiscal machinery. Four statutory special purpose authorities (like a water and sanitation Authority, a traffic and transportation Authority, a park and recreation Authority, Hooghly River Bridge commission), three Development Authorities (the East Bank Development Authority, the West Bank Development Authority, the Kalyani Bansberia Development Authority) and three special purpose bodies (a Bustee Improvement Authority, a Housing Authority CMD division of State Housing Board, an education commission for CMDA) were also proposed.

However, recently CMDA was created to avoid disadvantages of fragmented metropolitan areawide functional agencies.4 Municipal consolidation were also made as remedy against fragmentational difficulties.


2.3.3. POWERS AND FUNCTIONS

The primary purpose of Basic Development plan is "to provide a rational and comprehensive framework of growth for Metropolitan Calcutta over the next two decades." With this purpose the BDP concerns itself with a very specific feature i.e., its treatment of local Government in the growth and development of the metropolitan area. BDP clearly affirms, "strong and well organized local governments, with efficient and purposive administration, should play vital role in the collective progress of the metropolitan area and in raising the standard of living of the individual citizens."6

Accordingly, within the framework of state planning legislation, the administrative framework is mainly responsible for:
(a) formulation of plans and policies for the development of CMA, (b) preparation of a capital budget and (c) co-ordination and enforcement of development controls only in respect of major projects and policies, most of the enforcement powers are vested in the hands of local authorities.

There is also a wide range of governmental functions, of importance both to the individual and to the community, which are best performed at the local level. Furthermore, the encouragement of responsible elected leadership at the local level must, in a democracy, itself be one of the functional goals of all comprehensive development plans. BDP, therefore has rightly

6. Ibid, P. 129
assigned roles for local government agencies within the framework of development administration for the entire Calcutta Metropolitan Area. Here the emphasis has been deliberately laid on the local self Government bodies for the simple reason that they are the main suppliers of municipal services.

However, recently established CMDA is engaged in the task of undertaking infrastructural development works in the metropolis. These include water supply, traffic and transportation, sewerage and drainage, slum improvement, new township. Besides, it is engaged in the construction of primary schools, health projects, parks and playgrounds, cattle resettlements, beautification of roads and advancement of sanitary latrines in place of service privies.7

Local Authorities (Municipalities) are responsible for maintaining local roads, public health, primary education, sewerage and drainage facilities, parks and playgrounds, street lighting etc. They are also responsible for inspection of food and drugs, markets and slaughter houses, building regulations and zoning. Suitable legislative measures were also there to enhance the powers and functioning of these agencies.

2.3.4. WORKING PROCEDURE: PLAN FORMULATION AND IMPLEMENTATION

The present situation of Calcutta Metropolitan Planning is that the CMPO acts as overall planning agency for the metropolitan

area while CNDA undertakes developmental works according to the plan. CNDA also plans for their individual functional activity but within the scope of strategic plan of CMPO. Other agencies which have been mentioned in BDP but not amalgamated with CNDA, such as Bustee Improvement Authority, Housing Authority (as part of state organization) works within the framework of CMPO’s plan. The important body in the scene is however the Council of co-ordination which is presided over by the Chief Minister of the state, and consists of seven other ministries, some member of the state legislature, a few journalists and eminent public figures, representatives of the bigger urban local bodies and some civil servants.

With a very high powered co-ordinating body like this, the plan and planning administration in Calcutta Metropolitan Area have every reason to be effective, in the present context as well as in the future.

2.4. DELHI: STEPS TOWARDS PLANNING

With the rapid growth of population during the last decade, Delhi began to sprawl in all directions, and new settlements grew up without utilities and community facilities. Unauthorized construction mushroomed with the population increase from 2.20 million in urban Delhi in 1961 to 5 million in 1981. During the same period population of Delhi Metropolitan Area increased from 3.20 to 6 million. In the meantime, she has also experienced the traditional fragmented jurisdictions
of many of authorities/agencies to cope up unmanageable situations resulting from rapidly increasing population.

But Delhi, one of the most important cities in India, always got due attention from every quarters. Attempts, though however insufficient, were made during various regime in the past to tackle her urban problems. Today the capital city of India, for understandable reasons, gets top priority and prompt actions for her urban affairs.

Urban administration and management in Delhi, therefore, progressed reasonably systematically. Yet rapidity in urban growth created many associated problems like slums, shortage in housing, service facilities etc. and kept the urban Governments for behind. Many agencies/authorities other than Municipalities etc. came into being to meet the challenge.

2.4.1. NATURE OF METROPOLITAN AGENCIES

The metropolitan area (DMA) was defined to include the ring towns adjoining the Delhi Urban area, which included one urban area within the Delhi Territory (Neral) and two urban centres each in the states of Harayana and Uttar Pradesh (Faridabad and Bahadurgarh in Harayana and Ghaziabad and Loni in Uttar Pradesh). To further improve the situation, Government in early sixties decided that urban affairs of Delhi could best be managed on metropolitan basis.

The master plan for Delhi, which came into force in 1962 was therefore conceived in a regional context concerning the
metropolitan area' (DMA) and the influence area of Delhi. Certain policies and decisions which were to be followed for the administration of Delhi Master Plan can be found having two main scopes: those that are applied to the Metropolitan Area, and those that are restricted to the territorial sector of that area.

2.4.2. ORGANIZATIONAL SET-UP

Delhi Planning and Development Authority acting on behalf of the Union Government is the plan making agency of the territory. DPDA on behalf of the Government of India, acts as central overseeing agency for plan implementation throughout its jurisdiction. In case of Delhi Metropolitan Planning Council, representatives from the Government of India, the states of Uttar Pradesh and Punjab and the Union Territory of Delhi sit on this council. Moreover, Delhi Metropolitan Area, as indicated above, has a high powered official joint planning agency known as the Metropolitan Planning Council.

2.4.3. POWERS AND FUNCTIONS

The Delhi Planning and Development Authority is to look after the development of territory according to plan. It is empowered to prepare and maintain a master plan and ensures that all precise plans prepared by other agencies conform to the master plan. Only Delhi Master plan and its amendments need to be sanctioned by the Government of India. The precise plans are approved by the DPDA and the individual layout plans and
building plans are approved by the respective competent authorities.

DPDA is authorised to receive, revise and amend, where necessary, the plans of other agencies according to approved Master Plan and can call for records, documents, materials etc. of all other agencies within the jurisdiction.

Master plan is the overall programme for the development of the territory consisting of texts, maps, or other materials sanctioned by the Government. Precise plans of Action agencies (sometimes by the Authority itself) are prepared along the guidelines of the Master plan. The general policy is that the DPDA concentrates on Master plan (strategic nature) leaving the local Authorities and other departments the task of preparing precise plans. The Authority also ensures co-ordination at every level in the preparation of plan.

The function of Metropolitan Planning Council is to advise member bodies concerning the planned development of the metropolitan area. The Council reviews and sanctions the Master plan, precise plans of all member bodies which affect the development of metropolitan area. It receives reports, information and conduct investigations regarding plan making and implementation throughout the area. The Council becomes the clearing house and advise centre for dealing with the development of the metropolitan area.
2.4.4. WORKING PROCEDURE: PLAN FORMULATION AND IMPLEMENTATION

DPDA approves all precise plans within its jurisdiction. Sanctioning of all plans renders any development activity contrary to them illegal and shall constitute a positive authorization and mandate to implementing agencies, public or private, to carryout the programmes of the plans.

DPDA ensures co-ordinated implementation conforming the master plan. For this purpose, it calls for periodic or special reports of development and regulatory activities and other similar kinds of reports or information from all agencies working within its jurisdiction. It also issues instructions, clarifications for the provisions of Master plan to resolve any dispute as to the meaning and implementation of that plan.

2.5. LESSONS FROM THE EXPERIENCE

Town planning was therefore not altogether a leap in the dark, but could be represented as a logical extension, in accordance with changing aims and conditions of earlier legislation concerned with housing and public health. The changing conditions were predominantly the rapid growth of sub-urban development in all the cities. The essential characteristics of earlier planning schemes by Local Authorities was it's regulatory nature which, with the passage of time, proved inadequate to manage the urban affairs. The experience of British urban planning and her Local Authorities which occupies a pioneer position in the town planning history, recognised the fact
and acted accordingly under constant watch of the situation.

It is therefore essential to understand that the dynamism in urban growth must be recognised. The solution of problems at a particular time do not tend to last longer. The balance once achieved is disturbed by other unforeseen variables. The nature and role of the Authorities who are responsible to look after the urban affairs must also be changed under changing circumstances. Such Authorities must be made to move as quickly as possible to tackle the changing situation.

The Government must also have firm desire to see that situation are kept under control. Constant review of policies and programmes of Government and Local Authority brings out an evaluative picture of the circumstances. Flexibility and freedom gives Local Authorities to develop their own expertise and a sense of belonging. It also encourages people's participation which cultivates democratic spirit to manage their own affairs.

As regard to Indian experience, the past of Calcutta and London, though similar at the beginning, differs in many ways. There seemed to be lack of awareness of the problems caused by rapid urban growth in Calcutta. Ignorance and negligence might have formed part of it. No serious attempts therefore, have earlier been made. The reorganization of
planning machinery in Calcutta started with the International assistance and adoption of the Basic Development Plan in 1966. The reorganization was sudden and will take time to settle. The success of such an attempt will however be known at the end of the plan period (1986).

But important characteristic of reorganization recommended in EDP is a tendency to introduce elements of two-tier system of British model having CMPO as the planning Authority for entire Calcutta Metropolitan area while CMDA will implement according to CMPO's strategic plan. Other agencies will follow CMPO's strategic plan and policies (as in London).

The high powered co-ordinating Council resembles the policy co-ordinating committee of GLC.

The field of urban administration and planning in Delhi is enriched with British experiences which were introduced in the past and carefully maintained. Consolidation of fragmented authorities in Delhi was done as early as fifties to effectively tackle the problems of rapid urbanisation. Gradually Municipal Corporation, Delhi Metropolitan Development Authority, the Metropolitan area and the Metropolitan Planning Council etc. were established and a Master plan was approved.

Essentially elements of British model of the two tier system was introduced here by creating the Metropolitan Planning Agency which is responsible for strategic planning and policy.
issues throughout the metropolitan area when Delhi Planning and Development Authority plans and implements within its own jurisdiction according to the strategic plan. Precise or local plans by other agencies and their implementation by them must be according to the strategic plan and under approval of DPDA (reflects Borough plans of GLC). The high powered body of the Metropolitan Planning Council at apex level comprising of central Government and other State Ministers, experts, representatives from concerned sections makes the metropolitan administration most effective. It can rightly be assumed that having top priority from the central government and with a strong administrative structure, the Delhi Metropolitan Area will prosper and the planning agencies will also be able to assume their proper roles to match the changing situations.

The knowledge thus obtained from these experiences will be helpful to judge where we stand in Dhaka. The experiences gained through years of practice surely will give insight to solve our problems.
CHAPTER-III
DHAKA METROPOLITAN AREA AND
ITS PLANNING

3.1. INTRODUCTION

Dhaka became the national capital of Bangladesh in 1971. The city now enjoys the highest status among all the cities of the country in various ways. Although, Dhaka remained an unstable city due to power politics, it has been growing in area and population, the extent of which has been discussed in chapter I.

Each time of rising in status, the city of Dhaka experienced new developments. At Mughal time, Dhaka was the seat of sovereign power but hardly having any people oriented planning/development. At the beginning of British rule, Dhaka experienced colonial trade and commerce, but later on, with the expansion of housing, education and administration, developmental activities accelerated. During Pakistan period (before 1971) considerable development took place but at no time these developments were comprehensive. The developmental activities were mainly characterised by engineering works of sectoral development and were very sporadic in nature. Continuation of this can be found even today in the existing system of planning in Dhaka.

Present chapter attempts to examine the metropolitan planning system and its administration in Dhaka. For a clear overview, planning at National level has first been reviewed which is
followed by detail examination of planning and administrative system in Dhaka at Metropolitan and local level. The general procedure of the system is then examined in terms of case studies at all level which is followed by observations and conclusions.

At present, broad country wide policies and programmes are prepared by the national government. The administrative machinery of the state covering the whole country is responsible to effectuate these policies and programmes. The head of the state at the apex level is followed by the Ministers of different ministries. Each Ministry has its agencies who deal with planning and implementation of individual sectoral developments. For example, DIT, FWD, Municipalities and many other agencies are responsible to different ministries and they prepare plans for their individual sector, irrespective of overlapping jurisdiction and functions. They then submit these plans to the Planning Commission through their respective Ministries. Planning Commission, the national body of Planning, reviews these sector plans of individual ministries/agencies and gets financial approval of the National Economic Council (NEC) headed by the President of the country. Accordingly the Planning Commission incorporates the approved sectoral plans in the five years plan and block allocations are made for each sector. The following table shows such sectors with allocations.
### TABLE-2

Different Sectors and their Allocations (1978-79)

<table>
<thead>
<tr>
<th>Sectors</th>
<th>Allocations (Tk. in Lacs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Agriculture</td>
<td>1,92,62.00</td>
</tr>
<tr>
<td>2. Rural Development and Institutions</td>
<td>87,93.00</td>
</tr>
<tr>
<td>3. Flood control and water resources</td>
<td>1,46,93.00</td>
</tr>
<tr>
<td>4. Industry</td>
<td>2,53,30.00</td>
</tr>
<tr>
<td>5. Electricity</td>
<td>1,31,71.00</td>
</tr>
<tr>
<td>6. Natural Resources</td>
<td>59,94.00</td>
</tr>
<tr>
<td>7. Scientific and Technical research</td>
<td>17,83.00</td>
</tr>
<tr>
<td>8. Transportation</td>
<td>2,09,30.00</td>
</tr>
<tr>
<td>9. Communication</td>
<td>52,49.00</td>
</tr>
<tr>
<td>10. Physical Planning and Housing</td>
<td>1,13,84.00</td>
</tr>
<tr>
<td>11. Education and Training</td>
<td>77,49.00</td>
</tr>
<tr>
<td>12. Public administration</td>
<td>5,02.00</td>
</tr>
<tr>
<td>13. Health</td>
<td>54,20.00</td>
</tr>
<tr>
<td>14. Population Control and Family Planning</td>
<td>44,14.00</td>
</tr>
<tr>
<td>15. Social Welfare</td>
<td>730.00</td>
</tr>
<tr>
<td>16. Labour &amp; Training</td>
<td>735.00</td>
</tr>
<tr>
<td>17. Cyclone &amp; Reconstruction</td>
<td>277.00</td>
</tr>
<tr>
<td>18. Miscellaneous:</td>
<td></td>
</tr>
<tr>
<td>a) Development Board</td>
<td>2,326.00</td>
</tr>
<tr>
<td>b) Planning Commission</td>
<td>359.00</td>
</tr>
<tr>
<td>Total</td>
<td>14,7,047.00</td>
</tr>
</tbody>
</table>

It can therefore be seen that the Annual Development plan is split up into sectoral plans. The Ministry of Finance is authorised to release money to the agencies who then draw money either in part or in full, through their respective Ministries, and implement various projects.

This sectoral approach at national level enables the sectoral agencies to implement their projects and perform various services almost independently. This affair throughout the country including urban areas results in a complicated conflicting and un-coordinated nature of planning and developmental works. Like other urban areas, Dhaka also experiences developmental activities by these agencies as parts of their national programmes in which case, these agencies do not consider and are not obliged to consider the overall plan and programme for Dhaka city.

3.2. URBAN PLANNING IN DHAKA

With the idea, knowledge and experience of the urban problems in Britain, the British set-up a body named the "Dhaka Committee" to look into the urban affairs of Dhaka. Out of this organization, the Dhaka Municipality was established in 1864, which took some interest in developmental works mainly to improve sanitary or hygienic condition in the area. Annexation of new areas (Civil lines etc.) were also done during British period. This was the period when Britain was making health legislation, giving powers to Local Authorities to make and enforce building
by-laws and to initiate 'imaginative measures' for town planning. Dhaka Municipality or other Municipalities in India were established along this line of approach. But afterwards the British Government reversed the policy, vesting powers of development in newly created government controlled agencies instead of Municipalities. Thus, Calcutta Improvement Trust, within the jurisdiction of Municipality was created in 1971. This reflects that government did not have any trust in the local leadership and wanted to strictly control developmental activities of the areas. In the mean time, local bodies were converted into platforms of politics by the politicians. Khan rightly remarks that "the local self governing institution, both rural and urban, suffered a set-back in the last twenties and thirties as a result of the independence movement in the country as these institutions particularly the Municipal bodies were converted by the national leaders into a platform for political agitation". 2

However, after partition in 1947, the then provincial capital had to accommodate new functions and increasing population including large number of refugee from India. The C & B (Communication and Building) Department was then the central body to initiate major infrastructural development and building


2. Khan, S.D., and S. Hussain; Evaluation of Municipalities in Bangladesh in urban affairs, ed. Local Govt. Institute, Dhaka P. XVIII.
activities in public sector and all planning functions were naturally handled by this body. There is little doubt that this department then lacked seriously trained staff members. Yet it is worthwhile to mention that C & B Department prepared layout plan of Tejgaon Industrial Area in 1950 which unfortunately remained paper work mainly for two reasons.

Firstly, there was acute shortage of capital in the country that "suffered from years of colonial exploitation and missed opportunities, with debilitating effects on initiative and enterprise and secondly, there was lack of initiative on the part of Pakistani Government." With painfully slow industrial development, planning efforts were not supported by economic development.

However, with the growing importance of Dhaka, the tempo of development at the beginning of fifties increased. As a result T.I. Act of 1953 was promulgated to guide and control development. It vested certain powers in Local Bodies, Municipalities etc. for this purpose. Afterwards, as it happened under British rule in Calcutta, the Pakistani Bureaucrats established Dhaka Improvement Trust in 1956 to keep the developmental activities in their hands. Other functional agencies were also created from time to time to manage urban affairs as and when it was felt necessary and were headed by the Civil servants from the

3. Ibid.
then West Pakistan. These acted heavily against the development of local leadership to manage their own affairs cornering and undermining the Municipalities and other democratic local institutions.

3.2.1. PLANNING AT METRO LEVEL

The procedure, system of planning and implementing framework as developed within Dhaka Metropolitan Area, has now created chaos and confusion to such an extent that development works unduly suffers much. Functional agencies, for individual services with their own powers and functions act independently without consideration of comprehensiveness in planning and development.

For example, 'Sitas Gas', as part of their national distribution programme, works in Dhaka Metropolitan Area but without having any consideration of other development programmes and projects of similar or other organizations including DIT, Municipalities etc. Similarly functional agency like WASA (Water Supply & Sewerage Authority) operating within Dhaka Metropolitan Area, formulates their own plans and programmes as and when necessary. Local level agencies also like Zilla Parishad including private organizations like Housing Societies work independently. Present administrative system can not compel these unco-ordinated individual efforts to be channeled for comprehensive development of DMA.
As such different programmes of various agencies do not become supportive to each other. The accountability of such agencies being toward different Ministries and in the absence of any strong co-ordinating body, there occurs many conflicts and wastages.

The list, which appears in Annex "A" gives the names of the important agencies with the names of their administrative Ministries and their major functions whose works directly or indirectly influence the development of DMA.

It will be clear that out of so many agencies who are working in DMA, only DIT (Dhaka Improvement Trust) Municipal Corporation and Municipalities have urban planning functions. DIT is empowered to prepare comprehensive master plan for its jurisdiction (which includes Municipal Corporation, Municipalities etc.) while Municipal Corporation and other Municipalities within DMA are also empowered to do so by the provisions of Municipal Ordinance, 1977. Accordingly urban planning responsibilities of DMA are officially vested upon DIT, Municipal Corporation and other two Municipalities. Remaining area within DMA either remains unserved or are very negligibly served by local institutions like Zilla Parishad as part of its overall programme. It's actions have nothing to do with Master Plan of DIT, Municipalities etc. or vice-versa. Moreover, Zilla Parishad time to time carry out developmental works within urban areas as and when instructed by the government. Overlapping functions and jurisdictions are therefore most common in DMA.
At present, DHA has one Improvement Trust, one Municipal Corporation, two Municipalities, one Cantonment Board, part of Dhaka Zilla Parishad along with its constituent lower level bodies. At metropolitan level, therefore, DIT is supposed to be the sole agency for comprehensive urban planning.

3.2.2. PLANNING AT LOCAL LEVEL

At lower level only Municipalities have legal provisions for preparing master plans for their areas. Though other agencies involve themselves in developmental activities at local level when required. The Cantonment Board is responsible for development of its own area. The following table indicates the number of existing Local Level Authorities in DHA.

**TABLE - 3**
Existing Local Level Authorities in the Dhaka Metropolitan Area (As of August 1983)

A. Urban Local self Government

1. Dhaka Municipal Corporation comprising of:
   a) Dhaka Municipality
   b) Mirpur Municipality
   c) Gulshan Municipality

2. Narayanganj Municipality

3. Tongi Municipality

B. Cantonment

1. Dhaka Cantonment Board

C. Rural Local Self-Government

1. Part of Dhaka Zilla Parishad

*Names of the unions with their respective thanas under Dhaka Zilla Parishad which constitute rural part of Dhaka Metropolitan Area appears at Annex 'B'.*
It is apparent from the table that two broad classifications amongst the existing Local Level Authorities within DMA can be made in terms of powers and functions. One classification is Municipal Corporation and Municipalities having jurisdictions of highly urbanized areas within DMA, have powers and functions of not only maintenance and taxation etc., but also to prepare master plans for their respective jurisdiction.

On the other hand, Rural Local Self Government of Zilla Parishad and its lower level bodies having jurisdictions within DMA cover its unurbanized areas (rural areas). They mainly act as parts of the national administrative system and respond according to the need of Dhaka District as a whole. Their developmental activities being initiated by the District Administration do neither coincide nor are sufficient for the need of Dhaka Metropolitan Area.

As such, spatially speaking two distinct areas within DMA can be seen. One is highly urbanized area under Municipalities and the other is rural areas/urban villages under District Authorities. The Municipalities cannot consider any area outside their boundaries for merging with them without proper directives from the Government.

They also do not willingly want to extend their municipal boundaries because of shortage of resources to meet the demand for services from such new annexation. Moreover, such areas do not yield satisfactory revenue.
Planning at Local Level therefore provides a miserable picture. In reality, though Municipalities have urban planning functions so as to prepare comprehensive master plan for their areas, they can not do so due to many constraints. Traditionally Municipal bodies have been very week and ultimately confine themselves with only maintenance works and day to day routine jobs. As such they could never handle the job of preparing master plans for their areas. Apart from this, other authorities have, time to time, interrupted with their functioning by providing services directly within their jurisdictions.

Infact urban planning function of Local Level Bodies within NLA is nil. There occurs few, piecemeal developments within the jurisdiction of these Municipalities either by themselves or by other authorities but none of such attempts can be attributed to urban planning functions of these bodies. Moreover revenue income of such bodies are always deficit to meet the demand for ever increasing services within their jurisdictions. They depend heavily on government grant, loan etc. and are therefore obliged to go along with the directives and instructions of the Government. These activities do not give priorities to the local needs and discourage public participation in the planning process.

Mr. Singh rightly points out that "The local authorities are caught in a vicious circle: low tax receipts from a narrowly limited field breed poor administration, poor administration
puts a brake on the imposition of new taxes on the increase of existing ones.\textsuperscript{4}

3.3. ORGANIZATIONAL FRAMEWORK OF PLANNING AGENCIES

Organizational structure of agencies functioning in Dhaka at Metropolitan and local level are as follows:

3.3.1 ORGANIZATIONAL FRAMEWORK (DIT)

Dhaka Improvement Trust is the only metropolitan level organization operating within DIA. The organizational set-up of DIT is composed of a Board of Trustee (11 members) headed by a Chairman who is the soul authority of DIT. He is a senior Government Officer appointed for two years term. There is one Secretary to assist him who co-ordinates various office work. The services of part-time legal Adviser is also available to the Chairman. There are eleven members in the Board of Trustee which includes the Administrator and two other members from the DNC, the Chief Engineer of the Water and Sewerage Authority and the Chief Engineer of FCHED. Under the Chairman there are four departments namely (1) Administrative (2) Engineering (3) Account and Audit and finally (4) Town Planning department. The administrative branch is headed by the Secretary under whom three sections perform their functions. The name of those sections are (1) Estate section (2) Valuation section and (3)

Law section headed by Estate Officer, Valuation Officer and a lawyer respectively. The Engineering branch is headed by the Chief Engineer under whom two divisions have been performing their functions namely (1) Project division (2) Design division. The Account and Audit branch is headed by the Controller of Accounts under whom (1) Account section and (2) Finance and Audit section have been functioning. The Town Planning branch is headed by the Town Planner under whom about 8 Assistant Town Planners, one Assistant Chief Architect and one Plan Authorisation Officer work.

All the departments are responsible to the Chairman, who, from time to time, issues directives and orders as to their efficient functioning. The linkage between the Chairman and various departments is maintained through the Secretary of DIT. For a policy decision a file from the lowest level must move through Secretary to the Chairman and return back through the same channel. Amongst the various departments, communication occurs through the Secretary who, as necessary, either directs the file to the Chairman or sends directly to the concerned department marked for. Thus vertically the organizational structure is like a ladder through which one moves up and down while horizontally movement occurs through the Secretary.

3.3.2. ORGANIZATIONAL FRAMEWORK AT LOCAL LEVEL: (DMP)
Dhaka Metropolitan Area includes five Municipalities who are among others, entrusted with urban planning functions for their
respective areas. But among these, the three Municipalities (Dhaka, Mirpur, Gulshan) have been merged into Dhaka Municipal Corporation (on Oct. 9, 1978 by the Paurashava (Amendment) ordinance No. XXXVIII). Apart from the Municipalities, other local bodies such as Dhaka Zilla Parishad exists to look after the rest of the DMA but having no legal backing for urban planning. Accordingly local level organizations within DMA are taken here to be Municipal corporation and Municipalities.

Dhaka Municipal Corporation (DMC) is headed by the Mayor who is the elected representative of the people. He is assisted by the Secretary of the Municipal Corporation, who apart from being the head of Establishment Section, co-ordinates various activities in between the departments and keeps a liaison between the Mayor and the departments. An Executive Officer, deputed by the Government, works within the system to check and control various activities on behalf of the Government. Mainly he looks after the Government interest in Municipal activities and reports directly to the Government.

At present there are five divisions working within the organizational framework of the Municipal Corporation. They are Establishment, Finance and Accounts, Engineering, Health and Estate Divisions.

Secretary heads the Establishment Division under whom various department like Administration, Registry, Law, Budget, Public

* At present an Administrator is appointed by the Government to perform the jobs of the Mayor.
relation, Security and Records are engaged. Finance and Accounts Division is headed by the Finance Officer, who looks after the Assessment, Tax collection, Octroi and Revenue Departments. Chief Engineer heads the Engineering Department of the Corporation under whom there are six executive Engineers for different areas. Health Division is headed by the Chief Medical Officer who looks after the conservancy section also. Apart from this the Estate Division is headed by the Estate Officer who looks after movable and immovable property and the stores of the Municipal Corporation.

The three Municipalities which were functioning (Mirpur, Gulshan & Dhaka) before the Corporation emerged are still functioning as Zonal Offices of the Dhaka Municipal Corporation. Respective departments of such Zonal Offices are accountable to the parent department, of the Head Office (Municipal Corporation's Office). Thus Engineering Department of Mirpur Zonal Office (erstwhile Mirpur Municipality) is responsible to the Chief Engineer of DMC and looks after the Engineering works of Mirpur zone. Their original functions, thus remaining unchanged, continue under the organization (DMC). The elected members of such Municipalities now act as members of DMC.

The other two Municipalities within DMA namely Narayanganj and Tongi respectively consists of a Chairman and such members of elected Commissioners and nominated Women Commissioners as are fixed by the Government. Their organizational framework
consist of similar departments as DMC, but in smaller scale with the exception of Executive Officer in Tongi Municipality.

3.4. POWERS AND FUNCTIONS OF THE AGENCIES

Powers and functions of these agencies provide a poor picture from the urban planning point of view.

3.4.1. POWERS AND FUNCTIONS OF ORGANIZATION AT METROPOLITAN LEVEL (DIT)

For all practical purposes, the Dhaka Improvement Trust (DIT) is the planning and land development authority for DHA and was established under T.I Act of 1953.

"The development, improvement and expansion of the towns of Dhaka, Narayanganj and certain areas in their vicinity and the constitution of a Board of Trustees therefore is the key note

Only Class I municipalities in Bangladesh require to have Government deputed Executive Officers. Tongi not being a Class I Municipality does not have an Executive Officer.

Rural parts of DHA, which is under no Municipality and Cantonment Board are the responsibility of Dhaka Zilla Parishad and its lower level local organizations. Dhaka Zilla Parishad looks after these areas as part of its District administration and has no responsibility for planning such areas. But their development projects within the District covers these areas also and sometimes they implement projects within urbanised part of Dhaka under directives from Government.

It is an autonomous organization run by elected and nominated members with elected Vice-Chairman and Deputy Commissioner (DC) of Dhaka District as ex-officio Chairman. Secretary, District Engineer, District Health Officer of Zilla Parishad assist the Chairman in running its affairs.

5. Government of East Pakistan, Law (Legislative) Department; The Town Improvement Act, 1953, (E.B. Act XIII of 1953); P.1.
of TI Act 1953 which provides the planned development efforts. Under this Act, the Dhaka Improvement Trust and the Board of Trustees came into existence. The powers of the Board of Trustees are as follows:

1. Board of Trustees of DIT will acquire all the land under the provision of Land Acquisition Act of 1894.

2. The Board of Trustees is headed by the Chairman, empowered to check and approve the schemes in respect of planning and development.

3. The Board may have power to form a committee time to time for enquiry and report.

DIT is an autonomous body charged with the responsibility for preparation and execution of the Master Plan, i.e. of planning, installing and improving roads, housing, commercial and industrial zones, market places, parks and playgrounds etc. The Master plan is basically a development control document.

In its planning role, DIT is responsible for the administration of current master plan and for preparation of new master plan. The master plan prepared in 1953 is now well out of date. It has not been able to review or update the existing master plan as to produce a new one. However the customary procedure of DIT has been to undertake projects which can be classified in 9 categories according to their types. They are:

Areas 5) Construction of Shopping Centres 6) Development of Rehabilitation Zones 7) Creation of Recreation and Service facilities 8) Construction and sale of flats and 9) Construction of Building and staff quarter.

DIT is also empowered to exert Development Control function.

The East Bengal Building construction Act 1952 was framed in for "the prevention of haphazard construction of buildings and excavation of tanks which are likely to interfere with the planning of certain areas in East Pakistan". 6

The East Bengal Building Construction Act 1952 is a development control document of uncontrolled developments. This act has created the office of Authorised Officer. The powers of the Authorised Officer are mentioned as follow:

a) Approval of any construction of building, excavations, cutting or filling.

b) Approval of the plan consisting of proposed building excavation.

c) Approval of the plan consisting of repairing proposed building.

It is a minimal system requiring application for permission to develop/construct in conformity with the Master Plan. The

* A complete list of the projects is at table - 4.

permission may be refused on reasonable grounds. An Official of DIT is also designated as the Authorised Officer for the purpose of the EBBC Act.

Even this minimal level of development does not seem to be particularly effective. Firstly, it is related to an outdated Master plan and the old (existing) system cannot cover all the varied nature of cases. Secondly, there appears to be little control over the activities of public bodies and law enforcement actions are rarely taken which, even when taken, takes too long time to be settled.

For its land development functions, DIT can compulsorily acquire land and frame improvement schemes with the consent of the Government. Improvement schemes/projects can be prepared for dealing with an existing bustees area, for general urban improvements or for planning and development of new areas. Most of the DIT's activities have fallen into the later category.

3.4.2. POWERS AND FUNCTIONS OF ORGANIZATIONS AT LOCAL LEVEL (DMC)

The local level organizations such as DMC, Municipalities have various powers and functions which are discussed individually in the following paragraphs.

Dhaka Municipal Corporation: The Municipalities are governed by the Paurashava Ordinance 1977. The functions of the Municipalities both at metropolitan and local level are listed as follows:

These are the stipulated functions in general as the Corporation/Municipalities does not perform many of these functions. The major activities include maintenance of services and day to day routine jobs.

3.5. WORKING PROCEDURE: PLAN FORMULATION AND IMPLEMENTATION

Working procedure of DIT and Municipalities in DMA are complex ones. One gets confused by the number of steps they have to take from the inception of a project to it's completion which usually takes a considerable length of time and causes unnecessary delay.

3.5.1. PLAN FORMULATION AND IMPLEMENTATION BY METRO-LEVEL ORGANIZATION (DIT)

In general, since it's inception, DIT has undertaken 9 types of projects which have been discussed earlier.

Usually there are two options for DIT to act for the formulation of any project/scheme. Firstly, it can take it's own initiative to undertake a project in which case it has to seek permission from the governing Ministry. Secondly, by directives from the Government, DIT acts and formulates necessary projects/schemes.
In either case DIT has to depend on government for financial assistance.

The Chairman of DIT while deciding to go for a new project either by own initiative or by Government directives consults the concerned department/departments so as to judge the feasibility of the project.

A project under Government directives, has to be agreed on principle by DIT, because it depends heavily on Government resources. It is also unwritten responsibility of the Government deputed Chairman of DIT to oblige the Government directives irrespective of their implications. When it is thus decided to go ahead with the project, the Chairman refers it to the Board of Trustee, who, empowers the Chairman to take necessary actions regarding the project. Then the Chairman instructs the concerned department, say town planning department, to prepare the scheme accordingly. The Town Planning section, as necessary, consults Estate department, Legal department etc, to prepare a plan.

If land is not available presently, Town planning department submits requisitions for such land which, through the Ministry, goes to Deputy Commissioner, Dhaka for necessary action. D.C., after assessing the requirement, may or may not agree with the requisition. The disagreement may be due to prior decision for another project to be sited on the location asked for, or may be, the land in question has been kept in reserve for some

* D.C. is the chairman of land allocation committee.
other purpose etc. In such case D.C. sends back the requisition with regret meaning that DIT has to locate its project elsewhere or if it is desperate about the site, it has to successfully pressurize higher authorities to release the same land.

On the other hand, if the land asked for is free, D.C. then asks for the value of the land either in full or in part before final acquisition. In case DIT has no money against this project already sanctioned by the Government, it writes again to the Ministry to sanction the money. The Ministry, according to the status of the project, either approves it or sends it to the Planning Commission or to NEC through the Planning Commission as the case may be.

After necessary approval, the Ministry requests the Ministry of Finance to release the money in favour of DIT and notifies the Chairman of DIT accordingly. DIT in turn writes to the Finance Ministry to release the money which may again do so in part or full. In case the release has been in part, DIT has to reapply to the Finance Ministry through its own Ministry, for the remaining portion of money when necessary. Thus when money is received, D.C. acquires the land, compensates its owners and hands it over to DIT. Town Planning department of DIT then conceives a tentative plan of the land and consults with the

* Ministry is empowered to sanction a project worth Tk. 2 crores. The Planning Commission scrutinizes all the project, and sends them to National Economic Council, where necessary, for approval.
Chairman for any of his comments. Thus a modified plan, if necessary, may be produced. This plan is then placed before the Board of Trustees of DIT for approval which again can approve it or can ask for further modification, in later case, Town Planning department has to work again on the plan. The plan of DIT is then forwarded to the Ministry (FWD) for final approval. At this stage also, the Ministry may refuse to grant approval in which case, DIT has to work again on the plan according to instructions from the Ministry.

However an approved plan thus ready for implementation goes to the Engineering department of DIT where its design section takes care of the design aspect of the development. After this, the project section of the Engineering Department prepares detail estimates, calls tender etc. and issues work order. The work starts which is from time to time, evaluated by the project section of DIT and accordingly necessary adjustment is made. Thus ultimately a work is completed.

In case of on-going projects, the incompleted ones are placed in Annual Development Budget (ADB) for reallocation of money so that ongoing projects can be continued and completed. Apart from this, disapproved plans/projects are also placed in ADB with the hope that current year’s financial grant may be achieved for these projects.

The discussion above conveys the laborious and tedious procedures that have to be covered by DIT and other bodies like Municipalities etc. to conceive and implement projects.
The embodied delaying elements in the system reflect a very lengthy time consuming process for project preparation and implementation. The duration of a project may be so lengthy that, sometimes it defeats the purpose of the project.

Internally, working procedure of various departments of DIT, sometimes, becomes inconsistent and makes unnecessary delay and hence consume considerable time. The picture is more or less same for other local bodies as well. However, the following case studies will be able to give a clear picture of working procedure for plan formulation and implementation of DIT and Municipalities working within DWA.

3.5.1.1. Case Studies (DIT)

The name of the project taken as a case study is "Shampur Kadamtali Industrial Estate, DIT" which was originally known as "Reclamation and Development of low lying land between Dhaka-Narayanganj Railway line and Dhaka-Narayanganj Road." 7

As per instructions from the then Ministry of Works, Government of Pakistan, DIT had prepared a project accordingly and after three modifications, it was approved by the Ministry. The approved project did not get the financial allocation then and there. After several reminders, about Rs. 85 lacs were allotted during 1963-65 though estimated cost was Rs. 57.5 crores. Proposed date for commencement and completion of the project was 1963-68. The project could not be completed in time. During

7. Town Planning Department; File No. CP/81-207/8, DIT "Shampur Kadamtali Industrial Estate", DIT.
the early part, as the file shows, much of the time was consumed by various nature of correspondances between several Ministries/Departments and DIT. The nature and procedure of these correspondences are similar as has been mentioned under heading working procedure of Metropolitan Agency (DIT). Another part of considerable lengthy time devoted for preparation of the project was due to internal faulty working procedure of DIT itself. Various correspondence of the files reveal the following facts:

1. Though the estimated cost of Rs. 57.5 crores were never released, DIT placed requisition on 10.1.67 to acquire 894.94 acres of land for the project covering 9 mauzas under T.I. Act 1953 (L.A. case No. 2/66-67). The Deputy Commissioner of Dhaka being the acquiring authority, demanded Tk. 2.8 crores from DIT as compensation money in response to which DIT released Rs. 46 lacs only in instalments. But subsequently, DIT expressed it's inability to pay for the land for financial reasons and requested Deputy Commissioner to derequisition the land except in mauza Kadamtali comprising only 174.97 acres of land. But difficulties arose in the question of derequisition and realisation of advance money (Rs. 46 lacs) already paid to the owners because T.I. Act did not provide provisions for realisation of advance money. Under the instructions from the Secretary, Revenue department (2.12.68), D.C. served notices to the owners to refund the money which they totally refused. This was referred to the Legal Department of DIT who opined that owners must be paid compensation for the period of requisition. Ultimately the case had to be
referred to the Ministry of Law under argument that though D.C. requisitioned the land and paid compensation (part) in advance, he did not take possession of the land. Again the Ministry confirmed that owners should be paid for the period of requisition, under intimation to the Attorney General who also agreed with the Law Department. This then had gone to Supreme Court and was ultimately kept in pending.

However, after long battle, DIT got possession of 146.27 acres of land of Kadamtali Mauza and 12.10 acres from the Railway and Roads Department; while the remaining 16.63 acres could not be delivered as the land was occupied by Fire Department, private brick fields, few industries and homesteads. DIT excluded some of these again to go ahead with the scheme. Meanwhile landowners of Kadamtali Mauza filed cases for further payment as compensation and alternate accommodation. At the same time, the owners of the existing industries within the project area obtained a stay order from the Minister on 29.10.81 (Land Administration and Land Reforms Section, Ministry of Finance). Further, the letter asked DIT to accommodate the existing industries within their project. Accordingly, DIT, accommodated these along with other four running industries and revised their plan again.

2. Eleven years after the placement of requisition, the Town Planning Department of DIT was finally able to prepare a layout plan and invited suggestions if any from CE, AOC, EO, and VO of DIT through letters, dated 8.7.78.
3. In the meantime, the field staff of Engineering Section of DIT could not however locate the area of the project on the site as there was no permanent reference point in the layout plan and also the C.S. map was not followed in the layout plan to demarcate site boundary. Moreover 16 bighas of land already allotted to Dhaka Match Factory before actually demarcating plots and a strip of land for WASA within the layout could not be traced on the site because other industries were already existing on the same site (thus marked for DIT & WASA). This meant that T.P. again, apart from working for rectification of the layout plan, has to consult with EO, and Ve for already allotted plots. Therefore Engineering Section returned the layout plan to T.P. Section for proper corrections and amendments.

4. Meanwhile, though the layout plan was approved in 1978, the estimates for construction of roads in the project area could not be finalized even in 1979. Therefore CE on request from T.P. Section asked Executive Engineer to finalize the same vide a letter dated 9.10.79.

5. The Chairman DIT, then wrote a letter on 26.1.81 to the Chairman PDB, for power supply in the area. A layout was also enclosed for convenience.

6. In reply, the PDB, on 16.2.81 pointed out that the layout plan which was drawn to the scale of 1"-165' was not convenient for them since PDB works for their power supply schemes on survey sheets of 1:200. They also requested to show details
of other associated services, existing or proposed, on the layout such as T & T overhead line, underground cable, gas line etc. It was also required to show each phase of development along with definite programme. Furthermore PDB requested schedule of all allotted plots with name and business address and nature of development i.e. types of industries to be permitted, such as textile, workshop, oil mill etc. Along with these, detail of electrical equipments, maximum electrical power per plot to be consumed was also demanded. This is to be noted here that HT (High-tension) consumers have to produce their own voltage equipment and transformer room which require extra space on the plots of such consumers. DIT had to incorporate these pre-requisites while producing the layout plan.

7. In reply on 4.5.81, DIT informed PDB that number and sizes of the plots have been shown in the layout and the industries were medium type. No further information was available to DIT.

8. Meanwhile, layout and construction of roads inside the project area became difficult due to presence of gas pipes below the ground, overhead electric lines and poles belonging to Titas gas and PDB. Therefore the organizations were again requested on 30.3.82 to rearrange their respective service facilities according to DIT road alignment so that the lines do not cut across the plots. Many meetings, correspondences, were made in this connection and ultimately in a meeting held on 20.10.82 comprising representatives of DIT, Titas Gas and PDB, it was agreed that DIT would pay for a strip of land 20'
wide to provide a new location of Titas Gas pipe junctions near the project but the Titas Gas pipe lines will only be shifted partially. The cost of material for partial shifting of gas line and the cost of shifting PDB's overhead electric lines and poles will be borne by DIT. But again, the layout plan of DIT also has to be revised because some portion of Gas line and electric line could not be shifted due to their strategic location. DIT agreed to supply the revised layout plan to PDB & Titas gas accordingly.

9. Lastly, again on 30.3.83, DIT approached WASA for water connection to the project area when allotment of plots were being considered.

10. It is not known if WASA, in turn, made any queries/suggestions over the layout plan of the project but after long painful period of 16 years the project was at last partially ready except for few service lines, roads etc. This is one of the many projects which took impossible lengthy time.

3.5.2. PLAN FORMULATION AND IMPLEMENTATION BY LOCAL LEVEL ORGANIZATION (LLO)

Plan formulation and implementation by Local Level Organization also takes considerable lengthy time. The system are more or less similar as discussed under item 3.5.1 (plan formulation and implementation by Metro-level Organization, D.I.T.).
3.5.2.1. Case Study (DNC)

The name of the project is 'Construction of Modern Slaughter House at Dhaka.' The above scheme was prepared by the then Dhaka Municipal Committee on 13.7.64 and was submitted to the Government. The total cost of the project was estimated at Rs. 95.00 lacs including Rs. 33.00 lacs as Foreign exchange. The foreign exchange component was proposed to be met out of Yugoslav credit. As per original project proforma, proposed date of commencement was within 3 months from the date of sanction of loan subject to the approval of Government. The project was to be completed within 2 years from the date of commencement.

Accordingly a contract was signed between Dhaka Municipal Committee and M/S progress Invest of Beograd, Yugoslavia on 20.6.65. The purpose of the contract was to prepare all details of the project, supply of technical equipments including transportation cost, general supervision of the construction works, erection, installation and test running of the project etc. by M/S Progress Invest, Beograd, Yugoslavia on credit.

As per provisions of the scheme and on the basis of the contract, the construction works were started in the year 1969 and the Technical Machineries were imported on credit from Yugoslavia.

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8. Engineering Department, Chief Engineer's Office, DMC, File No. 1755 Est., "Establishment of modern Slaughter House at Dhaka. 6.5.82."
But soon dispute started in the question of number of Yugoslav experts to be permitted to work in the project. Many correspondences in this regard were made between Dhaka Municipality and various Ministries of the Government consuming considerable time. Meanwhile the work was stopped in early 1971 due to liberation movement in the country.

After liberation, the contract was revalidated and signed on 8.2.75 in pursuance of the protocol of 25th October 1972 and supplementary protocol of 11.2.74 signed between Bangladesh Government and Yugoslav Government.

During this period, when the work remained stopped, some of the imported machineries were damaged as they were not kept in proper shelter and some were stolen. Also during this long period the cost of construction increased many times. Hence the question of revision of the scheme came up.

For the revision of the scheme Dhaka Municipality again had to write to various Ministries justifying for such action. During early 1975, a revised scheme was submitted to the Government. After long time, as per decision of P.E.C. (Project Evaluation Committee) meeting dated 21. 1.77, verification of imported machineries was made by Yugoslav experts during February 1979 for loss and damage. On the basis of the report and recommendation a 15.5% replacement of the machineries was taken into consideration. The cost of the machineries to be replaced was estimated at £ Stg. 1,45,000 as mentioned in the report and was valid upto June 1979.
On the basis of the report and considering the increase in the cost of construction a revised scheme was prepared as per instructions issued by the Planning Commission vide memo. No. NC/FP & H(A) Dhaka Fauna 10(1)/7a/3 dated 2.1.1980. The scheme was submitted to the government on 20.2.80.

But as per decision of the P.S.C. (Project Scrutinizing Committee) meeting held on 25.3.80 the scheme was recast in the P.P. form and resubmitted to the Government on 19.5.80. The total cost of the revised scheme was Tk. 783.46 lacs.

It was proposed in the revised P.P. to complete the scheme by June 1984. But NEC meeting decided to complete the scheme within one year hence the scheme had to recast again showing date of completion in June 1983 and other necessary changes were incorporated. The scheme was once again submitted to Government in September 1980 and was approved in December 1980.

Meantime, while DMC was communicating with various Ministries and Jugobanka United Bank, Yugoslavia to expedite the matter as quickly as possible, the Chief Engineer of DMC paid his third visit to Yugoslavia from 14.4.81 to 20.4.81 at the cost of DMC to be acquainted with similar projects there. The Mayor of DMC was to follow CE to Yugoslavia on 11.5.81 at the expense of DMC which could not be held due to his preoccupation and the date was fixed on May 26, 1981.

The Ministry of Local Government in its meeting held on 15.3.82 discussed the agreement and found that the cost of the machineries
for replacement has increased abnormally to £350, 4,57,000 against the previous estimated cost of £350, 1,43,000 (est. of 1979). In the supplementary agreement there was provision of increase in the cost if it was not implemented within the stipulated time of 12 months.

In the meantime the cost of the civil construction also increased in addition to the increase in the cost of the machineries for replacement. As such the question of economic viability came up and the Administrator of DMC was requested to submit a report considering different aspects of the scheme. Accordingly a report was submitted to the Ministry. In the meantime, the scheme for establishment of a Modern Slaughter House at Dhaka has been deferred from A.D. 1982-83 and also no provision was made for the year 1983-84.

Local Government Ministry in its meeting held on 7.3.83 discussed the report and was not in favour of executing of the scheme and requested Planning Commission to place the matter before the EC, NEC for deciding it's future.

Planning Commission in the PEC meeting held on 3.4.83 discussed the issue and formed a Sub-Committee consisting of four members headed by Director General, I.H. & E. Division, CHLA's Secretariat to review different aspects of the scheme.

The sub-committee made a thorough study of the scheme including field survey concerning slaughtering of animals in the existing
Slaughter houses, meat consumption of the city etc. On the basis of the observations, the Sub-Committee was in favour of abandoning the project. Thus after 18 years and till date under a heavy burden of Tk. 407.00 lacs, DMC had to abandon the scheme.

3.6. PRESENT SITUATION

It is clear that none of the organizations at any level within DIA performs comprehensive urban planning functions. The piecemeal development works on project basis are the main activities of these agencies. It is also revealed that Government has very strong control over urban planning mechanism in Metropolitan Dhaka. The limited powers and scarce resources of DIT and Municipalities have made them heavily dependent on Government. Government sectoral agencies/specialized functional agencies readily respond to the dictates of the decision makers and have the privilege of conducting the whole business of what they think, planning.

It has also been pointed out that, in the Government's Annual Development Programme, there are various sectors concerning planning and development. (Table - 2). Under these sectors there are 76 sub-sectors or activities. Apart from DIT and Municipalities, there are various agencies who carry out these activities. One or more agencies perform the same or similar services in different and/or in same parts of the Metropolitan area. There are also multiplicity of functional responsibilities due to irrational thinking, vested interest and power politics.
Even new departments have grown out of these. The creation of various agencies is not blame worthy by itself; the problem in Dhaka lies in their independent functioning. The multiplicity of functional agencies and their resulting multiple approaches in planning without co-ordination among themselves have caused serious problems in Dhaka Metropolitan area. The sectoral approaches do not blend into a common approach. Planning has not yet been able to resolve this problem in Dhaka. Faludi rightly points out that planning is a general approach to decision making and is not tied to the activities of any profession or department of Government which is not applicable in Dhaka. Here each of the agencies, apart from DLT and Municipalities, comes forward with its own plan. There are thus many plans for the same area in Dhaka.

Planning in Dhaka has become piecemeal and inconsistent in the sense that it does not include all the areas of the city and all its socio-physical aspects. In this way, planning in Dhaka has become undemocratic by giving priority to the vested interest of some people and neglect the interest of the general mass. Moreover there are traces of under-utilization of the potentials of human and physical environment in Dhaka. This trend, if continues, may cause further damage to the urban planning system. These are also contrary to the massages of the Vancouver Conference (UN 1976) which emphasised improved physical environment for urban habitat.

4.1. INTRODUCTION

At present the situation is that the responsibility for metropolitan planning does not fall on any single planning Authority/Organization. Many Ministries, Agencies and Local Government Authorities perform planning functions as part of their everyday duties. There is currently an acute shortage of appropriate administrative, professional and technical manpower at all levels and these problems are accentuated by an unwieldy rule bureaucracy, poor organization and lack of co-operation.

The point has been emphasised in the foregoing chapters. This chapter, given the existing situation, tries to focus on the current activities of the planning authorities in Metropolitan Dhaka with a note of their achievement so far. This will be followed by the problems faced by such agencies pin-pointing their shortcomings with a conclusion about the future of metropolitan planning and its agencies in Dhaka.

4.2. CURRENT ACTIVITIES OF THE AGENCIES

4.2.1. DHAKA IMPROVEMENT TRUST

DIT, as has been mentioned earlier, works in terms of projects usually under 9 heads. Its current activities have also been conceived in terms of various projects. They are as follows:

1. Town Planning Section, DIT, "Future Programme of DIT" a prepared copy by the Town Planning section.
1. Development of two residential Model Towns at Narayanganj: With a view to create planned residential accommodation at Narayanganj, DIT has taken up a scheme to build two residential model Towns. The locations of these two model towns are at Bandar and Panchabati which fall within the residential zones of the Master plan.

2. Preparation of Zonal Plans: The main objective of the preparation of zonal plans is to avoid haphazard and unplanned growth. DIT already prepared a number of zonal plans and is also working on 5 new areas. The Zonal plans also indicate the internal road network, provision of park, community centre, school etc.

3. Preparation of land use plans on the other side of river Buriganga and low land on the west of Rayer Bazar and Mohammadpur: The purpose of this scheme is to prepare a land use plan on the other side of river Buriganga, and low land on the west of Rayer Bazar and Mohammadpur. The main objective of this scheme is to avoid haphazard growth and make a provision of planned development.

4. Housing facilities for Bangladeshi wage earners abroad: The main objective is to channelize foreign exchange earnings. For this purpose DIT has taken up a housing for Bangladeshi wage earners abroad. The sites have been selected at Badda, Gulshan and Banani.
5. Development of lakes in Dhaka City: In order to avoid unauthorised and undesirable development on low lying areas and water bodies in and around Gulshan, Banani and Kawran Bazar area, DIT has taken up an ambitious scheme for beautification of the city.

6. Preparation of structure Plan, Zonal Plans and detailed area plans for Dhaka Metropolitan Area: DIT has proposed to prepare a development plan using local manpower instead of seeking foreign technical assistance. This will be a three tier process of plan making as (i) structure plan (ii) zonal plan (iii) detailed area plans.

7. Development of Uttara Model Town (2nd Phase): The 2nd phase of Uttara Model Town covering an area of 1100 acres is going to be started by DIT very soon.

8. Greater Baridhara Township: DIT has a programme to develop the area of Baridhara into a Township with a view to have a planned expansion of the city.

4.2.2. DHAKA MUNICIPAL CORPORATION (DMC)

There are two types of schemes which have been undertaken by the Municipality. One type of scheme is conducted by Government fund (A.D.P) and another type is conducted through Municipality's own resources. The following schemes are covered under its current activities against A.D.P. allocations (1982-83) and own resources.
1. Special schemes for improvement of some city roads and drains.

2. Installation of road traffic signals at Dhaka city.

3. Improvement of city roads under second five year plan (1st phase)

4. Improvement of Dhaka city street lighting under second five year plan.

5. Widening of different roads in Dhaka city.

6. Construction of peripheral roads

7. Improvement of 8.41 miles of roads in Mirpur Area (2nd phase)

8. Setting up of 3 inter district Bus terminal at Dhaka

9. Special miscellaneous schemes for playground, school, maternity centres, multistoried shopping centres and flats etc. and so on. ²

4.3. ACHIEVEMENT SO FAR

The achievement of these agencies can reasonably be identified in terms of projects which they have been implementing since their inception. These unco-ordinated projects/schemes (table 4) have been implemented in Dhaka without recognising the fact that developmental activities are inter-woven and are directly or/and indirectly affecting others. Moreover the table will clearly indicate that nature and number of developmental works fall far behind the apparent need of the urban population in Dhaka.

². Engineering Department, DMC. "Budget estimate and the Revised Budget for the year of 1982-83", DMC.
In a nut-shell the activities of all these agencies have been confined to specific project type of works and day to day maintenance/routine jobs in isolated attempts. The comprehensive planning tasks which was one of the important responsibilities of these agencies were not performed at all. The performances of individual functional agencies also do not provide any encouraging picture. With the rapid growth of population, all the agencies along with DIT, could not meet the demand of the population of DMA. These are further explained in the following paragraphs.

As indicated earlier, some efforts have been made to develop the basic infrastructure of Dhaka city by providing land for housing, commercial buildings, industries, developing water supply system, building new roads and improving sanitary condition over the past years. But the population expansion has far exceeded the services and facilities provided. The failure to keep pace with urban growth has created slums of worst kind. Serious housing shortage, overcrowded public transport services, inadequate drainage and water supply, roads remaining unrepaired for years etc, have become essential features of the urban scene in Dhaka. For example, in 1974, the estimated backlog of houses in Dhaka Municipal area only was 47,195 which presumably increased considerably by 1979. An estimate shows that the lowest income group (Tk. 0-299 per month) residing in Dhaka Municipality have constituted 45.95% in 1979.\(^3\) If the figure of medium low

### Table 4

Ongoing and completed projects of DIT and Municipalities, 1983

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<th>Agency</th>
<th>Types of projects</th>
<th>Status</th>
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<tr>
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<td>2. Housing Estate</td>
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<td>3. Rehabilitation of affected people</td>
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<td>4. Industrial Estate</td>
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<td>5. Commercial Area</td>
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<td>6. Shopping Centre</td>
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<td>7. Services and Recreational facilities</td>
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<td>8. Construction and sale of flats</td>
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<td>34 bldgs.</td>
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<td>9. Building and staff quarters</td>
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<td>Routine maintenance job</td>
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<td>1. Roads, (Construction, Improvement, Street lighting etc.)</td>
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<tr>
<td>2. Miscellaneous project related to day to day work</td>
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Source: List of projects undertaken by DIT, Town Planning section, DIT, 1982.

"Dhaka Municipal Corporation, 2nd five year plan", Engineering Department, DMC, 1983.

Note: Data from restricted area such as Cantonment Board, were not available.

- Narayanganj and Tongi Municipalities are mainly concerned with day to day routine maintenance works.
income group (Tk. 300-749 per month) is added to this, then the urban household within the income range of Tk. 0-749 per month gives a figure of 75.59%.

But DIT, provided 5725 residential plots in Gulshan, Banani and Uttara, the cost of which varied from Tk. 5 to 8 lacs per bigha which was far beyond the reach of the majority poor citizens of Dhaka. It is therefore not surprising to note that about 25% of 4 lakh people of Dhaka was slum dwellers (1973).

Other independent nature of services provided by functional agencies have also failed to meet the requirements of Dhaka city. For example, majority of 20,552 separate domestic connections of Titas Gas in Dhaka District in 1979 were located within the DMA which then had a population of 3,458,602. Assuming 6 per household more than 5,558,82 household within DMA did not have gas connection in 1979.

Sewerage facilities in Dhaka in 1969 consisted of about 86 miles of sewer and six intermediate pumping stations which were not increased till 1979. IDA mission in 1979 reported deficiencies in Dhaka's sewerage system and recommended that there should be further development of the sewerage system consisting of the provision of 55 miles (immediately) of primary and secondary sewer lines.5

On the other hand, DMC, as part of its conservancy services have engaged 12 trucks, 60 labourers, 117 sweepers in new Dhaka and 17 trucks, 82 labourers, 174 sweepers in old Dhaka for solid waste disposal which have turned to be quite inadequate. As a result, it is not uncommon to find packed garbage bins on the roads for days even weeks.

The achievement of Water Supply Authority also provides a poor picture. WASA produced a total of 47 mgd of water to distribute only to 1.2 million out of 3.46 million population of Dhaka in 1979.

Many examples of similar nature showing the inadequacies of services provided by functional and planning agencies within DMA can be cited. It is clear that the various agencies engaged within DMA could not satisfy required demand. Much were wasted due to heavy fragmentation and lack of co-ordination. The absence of any responsible Planning Authority for DMA, presence of many Ministries, Agencies and Local Government Authorities performing various functions as part of their everyday duties etc. have caused a serious bottleneck in the field of urban planning within DMA. There is, therefore, currently an acute shortage of appropriate administrative, professional and technical manpower at all levels and these problems are further accentuated by an unwieldy bureaucracy, poor organization and lack of co-operation.

4.4. MAIN PROBLEMS

The main problems of the organization can be distinctly identified under the following heads:

4.4.1. LENGTHY PROCESS IN PROJECT FORMULATION AND IMPLEMENTATION

Administrative decisions are essential in all the cases of development schemes/projects undertaken by the Planning Agencies within the Agency. In order to identify such delay, considerable time was spent for going through the files of various projects of the Agencies. It was found that the following factors were directly responsible for the delay.

4.4.1.1. Incomplete Processing of the Case

Proposal of projects/schemes of the agencies presented for decision making were wrongly processed. Many of them lacked necessary information, documents and had not gone through the prescribed routes.

4.4.1.2. Large Number of Hierarchies

For finalizing a project/scheme, a large number of hierarchies were found to be involved. Cases travelled through each tier more than once.

4.4.1.3. Too Many Queries

There have been usually large number of queries against each project/scheme. For this purpose, concerned file among the
various departments within the same organization moved for a considerable period of time.

4.4.1.4. Lack of Urgency

The files and personal observations confirm that finalization of most of the projects/schemes were not stimulated by a sense of urgency. In almost all the cases specified time for project formulation and implementation could not be maintained. The Agencies were found to be pre-occupied with one or two high priority projects as dictated by the Government much to the neglect of their other functions.

4.4.1.5. Absence of any Checking

Many projects have unduly suffered from the absence of any effective supervision both at the formulating and implementing stages. Lack of accountability were prominent.

4.4.1.6. High Incidence of Consultation

Any single project had to be referred to different branches of Ministries of the Government for one reason or another. Most obviously, the fate of the projects being heavily dependent upon Government approval, consumed much time at the initial stage of formulation. This reflects high concentration of power in the central Government.

The other side of the picture is that the officers of the Agencies were least interested to take the possible responsibilities of decision making.
Specifically, in almost all the cases, land required for development projects of DIT (and others) belong to private persons. Every approved scheme has to go to the Administrative Ministry (Central Land allocation Committee), Urban Development Directorate and the Ministry of L.A. & L.R. Only after approval of all these Authorities, Deputy Commissioner can acquire the land for them.

The acquisition and requisition of land, payment of compensation and final settlement of claims are quite lengthy. Moreover, the required land is not generally made available to DIT (or any other Agencies) at a single time in one piece. The final verdict of tribunals and arbitration also takes long time for fixation of awards. These hinder the progress of works and lengthens the gestation period of a project.

4.4.2 LACK OF CO-ORDINATION

Lack of proper co-ordination in planning and development, among other things, has been one of the principal factors for the deteriorating situation in Dhaka. The debilitating effects of overcrowding, strain on public services, slums and unhygienic conditions have already started to be experienced.

Lack of co-ordination exists at all level i.e. (a) decision making (b) planning (c) implementation and (d) maintenance.
4.4.2.1. Lack of Co-ordination at Decision Making Level

Politicians and administrators at this level consider the prevailing conditions and give decisions for carrying out developments. The decisions, in many cases, have had debilitating effects on development in Dhaka city.

For example the problems as an after effect of decision making is Mohammadpur Housing Estate. The estate had 3405 plots, designed for single family dwellings which at the rate of 5 persons per family meant a population of about 17,025. Provision for service facilities were made for a target population of 20,000. But continuing population pressure on Dhaka city had already led to increase density. Moreover this has further been extrapolated by the decisions of H3PC to issue loans at lower rate (5%) to construct multi-storied flat buildings and higher rate (11%) to build single story houses.

With the increased density, the problems of increasing capacities of existing service facilities are being acutely felt. The effects are easily recognised with children playing on roads, shops invading the plot frontages along roads and so on.

4.4.2.2. Lack of Co-ordination at Planning Level

Planning in Dhaka has almost been taken over by sectoral developmental Agencies. As a result planning remained unco-ordinated and sporadic. Uncontrolled private sector planning also remained highly unco-ordinated. These plans, therefore failed to take
care of the local needs as well as the need of the metropolitan area as a whole.

The following examples will clarify unco-ordinated planning in Dhaka. Tejgaon Industrial Area which was planned in 1950 to accommodate consumer industries and to check haphazard growth, remained paper work for a long time. The effort was not supported by economic development. The authority (C & B) also overlooked the need for workers housing. Afterwards, DIT also failed to reorganise the housing needs for industrial workers and planned high class residential area nearby (Gulshan, Banani and subsequently Uttara model town). As a result, squatting population increased which were renewed and again the tendency has become prominent in and around industrial areas and workplaces. Another example can be cited as Dak-Bungalow at Narayanganj constructed by Zilla Parishad in 1981. The site of the Dak-Bungalow is at the entry point to Narayanganj from Dhaka where a major railway crossing has already created much problems to the road traffic and surrounding area. The existing veterinary hospital on the site was made to squeeze for this purpose without consideration of the space requirement for the sub-divisional hospital. Moreover, when serious thinking are being made to widen Dhaka-Narayanganj Road, the Dak-Bungalow was constructed abutting the property line leaving virtually no space for widening the existing road. The District Authority at no time consulted any concerned agency except to inform the Narayanganj Municipality of the decisions for such construction. This and
many other cases reflect that Agencies engaged in developmental works within Dhaka Metropolitan Area do not find it necessary to co-ordinate planning and implementation of their respective schemes.

4.4.2.3. Lack of Co-ordination in Implementation

Planning in Dhaka being pluralistic and non-comprehensive, unco-ordinated implementation of the plans/projects are found everywhere. For example, the scheme of "widening of Dhaka-Narayanganj Diversion road upto Jatrabari" could not be finished (still continuing) long after schedule time (12.4.83) because of lack of co-ordination from other Government Agencies. The Roads and Highways department of the Government could not supply the promised rollers. Coal and bitumin could not be procured from other Government agencies due to shortage, some areas along the road length have been claimed by another Government agency and private owners. Moreover on hearing of the scheme people started to build along roadside overnight. Such cases are most common with every planning projects/schemes by any agency in Dhaka.

4.4.2.4. Lack of Co-ordination in Maintenance

Frequently, the functions of Authorities overlap, resulting in wastage of scarce resources and delay. The maintenance

works suffers also due to lack of co-ordination in maintenance. The scheme "Construction of overbridge at Nawabpur Road" bears this testimony. The file reveals that DMC did not respond to a request by Dhaka Zilla Parishad to repair the site though cost of repair was paid in advance. The argument of DMC was that Nawabpur Road being under R & H Department, should be repaired by them and hence referred the case accordingly to R & H Department.

DMG and Municipalities, within some areas of their jurisdictions again charge fees to accord permissions to various Authorities/Agencies against road-cutting for maintenance work. During the last six months of 1978, various Agencies like Titus gas, WASA, Electric supply, T & T, PWD, PHE, and Individuals paid about Tk. 4.79 million to DMC for cutting the roads within its jurisdiction, the maintenance of which is the responsibility of DMC. Dhaka Municipal Corporation, then according to its convenience and priority, repaired part of the damaged roads while considerable length of roads remained unattended for years.

These are examples of unco-ordination that exist amongst various Agencies during and after implementation of schemes. Lack of unified approach and multiplicity of the agencies are the main causes of such problems.


9. Engineering Department, DMC.
Development projects of DIT are financed by Government loan. All existing schemes which are in preparation received approval from the Government. DIT is now facing serious financial problems. The outstanding principal loan alone till now is Tk. 159.25 million excluding the amount of Tk. 59.04 million converted into grant by the Government.\textsuperscript{10} The Local Government Authorities also have to depend on loans and petty grants from the Government as there is no expansion of the tax base and utilization of indigenous finance. The DIT, DMC and Municipalities are to refund the loan with interest. This compels these Authorities to invest more on earning schemes than on non-earning schemes. For example, DIT invested Tk. 59.57 million in non-earning schemes and Tk. 241.40 million in earning schemes during 1965-75. As such DIT cannot take an active role in schemes for the uncontrolled development areas, specially in the low lying areas where investment would bear social overhead costs.

DIT had to run into financial crisis on many occasions in the past because of non-availability or inadequate financial help from the Government and inadequacy of fund available out of profitable projects of DIT to meet the development costs of the unproductive projects and to provide subsidy to housing.

\textsuperscript{10} Planning Department, Dhaka Improvement Trust, "Write up on the functions, problems of DIT with necessary recommendations, 1982, P. 3."
and rehousing projects. DIT has to wait for allocation of Government funds. Sometimes drastic cuts are made by Government on account of paucity of fund which hampers the execution programme of DIT.

Further, estimated amount of money expected out of the projects of DIT do not come as expeditiously as expected. Moreover, the gestation period of execution of projects take enormously long time due to litigations resulting addition of unnecessary costs to the schemes and accumulation of debt liabilities which accrues further unexpected interest. These points have duly been stressed in previous chapter.

Other projects also become affected since money is not released for default in respect of earlier projects and also for pre-occupation of DIT staff in the delayed projects.

The Municipal Corporation and the Municipalities also faced serious financial difficulties, as far as its income sources (such as tax rates, rents, voluntary contributions, government grants) were concerned. Their actual income from the tax collection was far behind the estimated income receipts for the last 8 years. Gorvine observed that being "starved for financial and personnel resources, many of its functions had been allocated elsewhere."\[^{11}\] The internal sources of income

\[^{11}\] An amount of Tk. 3 crores were sanctioned to DMC as special grant by the President on 25.12.83 to carry on its normal functioning. (News report and Bangladesh Observer 26.12.83).

\[^{11}\] Gorvine, A; Birkhead G.S.; "Dhaka Urban Division: A proposal, Pakistan Administrative Staff College, 1963."
of these Municipalities were not only limited in size, but were also not being fully realised. The result was that after salaries, maintenance charges and obligatory payments (i.e. Municipal contribution to DIT) had been paid for, there was very little left to spend on development activities.

It is therefore evident that these Agencies virtually have no substantial resources and tax base. Their budget is heavily dependent upon Government loan and allocation. The picture is not the same in Calcutta, Delhi and in other cities of developing nations. It was mentioned in chapter-II, that fiscal machineries in these cities were vastly improved along with administrative reorganization, so that these cities could forward gradually towards self-sufficiency.

4.5. COURT CASES

The situation is worsened by court cases. The gestation periods of execution of development projects become lengthened due to court cases. Court injunction halts all works of ongoing projects till disposal of such cases. 291 civil cases concerning DIT was pending in different courts of Munisifs, Sub-Judge and District Judge including 46 cases in High Court and Supreme Court. The Shampur Kadamtali Industrial Estate discussed earlier is one of the many cases to bear this testimony.

Similarly DNC and other Municipalities have been facing many court cases in various courts. A breakdown of court cases are shown in the following table.
4.6. LEGISLATIVE PROBLEMS

Many problems inherent in legislation impede co-ordination and integration. For example, there exist no agency and no law as such so as to achieve co-ordination among various agencies in DMA. At national level, the Planning Commission integrates all development planning activities. Understandably it is too far from the micro level agencies in DMA.

DIT, DMC and Municipalities, though have powers under T.I. Act, EBBC Act and Paurashava Ordinance to prepare master plan and undertake developmental activities etc. do not enable them to enforce co-ordination among themselves and others involved in DMA. DIT has the responsibility to carry out overall planning within DMA according to Government approved master plan. Government approval means planning/development activities
outside the contents of the approved master plan are prohibited. But DIT being entirely dependent on Government in every respect can neither itself effectuate the plan nor compel others to organize for planning activities.

On the other hand, the Government sectoral agencies (i.e. Roads and Highways, P.W.D. etc.) are more powerful than these Authorities because their sources of law and status are within the National Government. These laws and procedures are made to serve the intention of Government over Local affairs. The weak Local Bodies cannot withstand the intervention of the Government sectoral agencies in their affairs. For example, Road and Highway's Department developed and maintains 22 miles of roads within Dhaka city which were previously served by DMC. Similarly, the primary school which were previously run by the Municipalities have been taken over by the Ministry of Education.

As a result, developmental works both in public sector and private sector within LMA remain unco-ordinated and uncontrolled.

The split in power, within the DIT, itself again has caused serious problems in comprehensive and co-ordinated approach in planning and development. The Authorised Officer of DIT consults only by-laws while controlling building activities under EBBC Act, which is inadequate for overall planning of the city. The EBBC Act only enable the Authorised Officer to restrict building activities partially. During sixties, the
Authorised Officer considered about 4000 building applications when population of Dhaka increased by over one million (1961-1974) and large number of houses, planned or unplanned, have been constructed. DIT could not do anything for those building constructed without planning permission. For example:

A main road has been constructed by DIT from the point of Razorbag to Outer Circular road towards East, crossing the railway line up to Goran in order to connect the city by the opposite side of railway line. But a thatched house in the midst of the road blocks the construction work unusually.

Apart from this, EBBC Act cannot control the spontaneous building construction activities in uncontrolled development areas and low lying areas etc. Such laws are not comprehensive for overall planning.

The other existing Local Authorities in DMA (Zilla Parishad) are governed under different rules and are different forms of Local Government. They come under the Deputy Commissioner of Dhaka. The TI Act and EBBC Act cannot do anything to break through these rural based legislations of such Local Authorities though they very much operate within the DMA. The matter does not end here because the Paurashava Ordinance gives powers to the Commissioner of Dhaka to control Dhaka Municipal Corporation and Deputy Commissioner to control other Municipalities within

12. Authorised Officer, DIT, Dhaka, Dhaka Improvement Trust; "Twenty Five Years of DIT 1956-1981".

Personal Observation.
DNA. The legislations therefore created enormous problems for co-ordination in urban planning and developmental activities within DNA.

4.7. UNAUTHORISED OCCUPATION

DIT have been facing trouble with some unauthorised occupations of some litigants who filing the cases in the court of law have been enjoying the benefit of land whereas DIT have been deprived from revenue earning. At present about nine properties are under the possession of nine unauthorised persons. To cite other example of unauthorised occupation the case of Baridhara Model Town is in point; where unauthorised kutchha roads have been constructed inside the lake between Baridhara and Gulshan Model Town.

Similarly Dhaka Municipal Corporation have been facing with trouble of so many unauthorized occupations in different areas. They are: Satrauza Bangladesh Math 2 bighas (near Agasadek Road), French road, Karim colony 2 bigha, English road 2 bighas, West of Nawab Yusuf Market 2 bighas, South side of Dholai Khal 1 bigha, adjacent to Gulistan Cinema 9 Kathas and some small pockets at Mohammadpur.

13. Town Planning Section, Dhaka Improvement Trust, "Write up on the functions, problems of DIT with necessary recommendations 1982". Page 70, 11.

14. File No. TR/5-15, Part II, DIT. "Baridhara Scheme", Town Planning section, DIT.

15. The Bangladesh Times, Dated, Dhaka 29.5.82.
4.8. **UNCONTROLLED DEVELOPMENT**

Haphazard private sector developments in Dhaka have never been effectively controlled. Uncontrolled development includes bustees/slums in vacant, low lying areas, along the side of the roads and on the right of the way etc. DIT (or any other agency) acquires land for roads but do not give plans for the development of land along roadside. If there is at all any plan, it cannot be enforced by DIT due to staff shortage. Even the portion of land left along the sides of the road in its right of the way easily goes under unauthorised construction and occupation. Till to-day, Henderson Road (Salimullah Road) at Narayanganj is a very good example of such a case where, right of the way has been covered with unauthorised construction by private sector according to their will.

4.9. **DEVIATION FROM MASTER PLAN**

As per master plan provision, DIT has different types of land use which are indicated as residential, commercial, industrial and recreational. But there have been deviation in the use of land in almost all designated areas. Such examples are as follows:

At Tongi Industrial Estate, some unauthorised structure of the Municipality on the road affecting the right of way is obviously in violation of the master plan. 16

Another example is that a commercial plot of Kawran Bazar Commercial area has been given to a saw-mill owner for his existing saw-mill, which falls under the category of industrial use. This is a gross violation of the master plan.

Moreover Section 74(V) of TI Act 1953 of DIT provides for the revision of Master plan after each five years. But such revision has not yet been done.

4.10. MULTIPLICITY OF AGENCIES

Many agencies are functioning in Dhaka for providing specific services to the citizens. Once agencies are established, an increasing tendency is to multiply or branch off newer agencies and departments. This results in the problem of integration and control and needs more time and resources to remain in touch with each other. Establishment of branches also needs additional space, stationary, transport, telephone, postal services etc. and hence multiply social overhead cost. In the long run many of the establishments lose their importance, causing misuse of manpower and resources.

4.11. OVERLAPPING FUNCTIONS

The functions of the different agencies overlap continuously when schemes are executed. For example the Housing and

17. Town Planning Section, DIT. File No. TP 5/48, "Development of Kawran Bazar Commercial Building" working paper prepared by the Committee for observation of the Kawran Bazar Commercial Area.
Settlement Directorate has no priority to act as an executive agency for taking a housing scheme when DIT exists for this purpose. But yet the Housing and Settlement Directorate has been making scheme within the jurisdiction of DIT without any reference to it.

Sometimes DIT faces serious problems during the implementation of projects. During the development of Shampur Kadamtali Industrial Estate, a line of Titas gas distribution and transmission lines have cut across the road alignment of the project which ultimately had to be realigned.18

Moreover, there are lot of overlapping functions in respect of development which do not allow smooth functioning of the agencies involved in development. Such cases have been arising between the Municipal Corporation and WASA, WASA and Titas gas or the Municipal Corporation and DIT.

It is apparently true that after a good road is constructed by DMC, Water Supply and Sewerage Authority provides its services, Electric Supply lines are drawn and Telephone lines are provided.

Apart from this, different agencies have different boundaries of control for performing respective services. As such conflicts and antagonism are common among the organizations.

18. Town Planning Section, DIT, File No. TP/M-207/2, "Shampur Kadamtali Industrial Estate".
4.12. POWER POLITICS, VESTED INTEREST AND BUREAUCRATIC CONTROL

The Local Authorities and even the Sectoral Agencies have to be very selective in drawing up schemes. Power politics, vested interest and bureaucratic control tend to pull and exhaust investments in favoured areas and favoured sectors. This allows social and political exploitation to penetrate into modern sectors of investment.

The problems mentioned are not uncommon for a city of developing nation. City like London once faced similar problems at the beginning. But attempts were made for timely and proper rectification. At present GLC and others make sure that complete updated information for any project/plan according to prior determined policy must be the responsibility of an appropriate authority who constantly watches and evaluates the progress and implications in the light of present circumstances and future need. Here the process of planning has to remain somewhat automatic to keep the situation under control. Other important aspects of urban planning administration such as co-ordination, development control, public participation, etc. are ensured through legislative measures. The apex level body in London, Calcutta and Delhi are empowered to ensure co-ordinated efforts of all Agencies involved in urban planning.

In Dhaka lack of appropriate organization and policy forbids such smooth functioning of urban planning and administration.
4.13. PUBLIC PARTICIPATION

In practice public participation in planning at Dhaka is absent. The system and procedure of electing Commissioners to the Municipalities and DIT to encourage public participation do not have any technical implication in the practical field because these Agencies have had to depend heavily on Government for financial assistance, and thereby respond to Government dictations. This also is highly exploited by elitism and vested interest.

Other Agencies who do not have popular participation at all obviously cannot create any interest among public. The overall inefficiency of these Agencies creates frustration and erodes interest and respect. This in turn prevents co-operation and participation from public. Most of the illegal cases go unnoticed because people do not want to go through the hardship of court cases continuing for a long time when they have to appear in courts as witnesses. Also there is lack of participation by trained Planners in DMC, Municipality, DIT and Sectoral Agencies and as such there is lack of imaginative planning and co-ordinated development control.

4.14. FUTURE OF URBAN PLANNING IN DHAKA

DIT, DMC, Narayanganj and Tongi Municipalities are the Local Government Authorities within DMA. It is clear that none of these Authorities can act independently and their functions and responsibilities have been invaded by other agencies causing
delay, overlapping, and waste. At metropolitan level, these agencies have multifarious problems of allegiance to different authorities. DMC and Municipalities, owe their allegiance to Divisional Commissioner, Deputy Commissioner and Ministry of Rural Development and Local Government. These Authorities (DIT, DMC and Municipalities, etc.) have remote relationship in the regional context. Problems of co-ordination is more pronounced between them and other similar organizations in Dhaka. It is impossible on the part of DIT to force it's planning strategy through such barriers. UDD, on the other hand, does not function in DMA. The other national level agency, the Planning Commission is engaged in only strategic and policy oriented planning having remote spatial context.

Under these circumstances, none of the agencies, the DIT, the DMC, the Municipalities and Sectoral Agencies can administer urban planning functions effectively within DMA. The problem is the absence of an effective urban planning organization for DMA backed by legal provisions and Government support to run urban affairs smoothly. The problem, if allowed to continue, will further deteriorate the situation at heavy cost of future generation. The challenge must be confronted in the face of rapidly deteriorating conditions and severe administrative and resource constraints to establish an efficient urban planning organization for Dhaka metropolitan area.

It must be pointed out here that unified centrally controlled efforts by one responsible Organization for DMA for a common
plan of action may solve the problems to a great extent. With the existing financial constraints, some kind of developments are still taking place within DHA. A responsible organization for Dhaka would minimise the incredible problems of the city. It is also noteworthy that there is no lack of awareness or willingness on the part of any agency or quarter. Attempts were earlier made to re-shape the urban planning administration for Dhaka (Birkhead and Gorvine Report). The problem lies in the evaluation of proper administrative system for Metropolitan Dhaka. There are awareness and intention of the people, Government, Political Leaders and in existing Agencies. But every quarter seems to be silent spectator. Once a new responsible Organization is set up for urban planning administration in Dhaka, it will rightly contribute to the planning and implementation of developmental activities for the city.

For this purpose, the lessons from the experiences obtained (Chapter II) can be a helpful guideline for administrative reorganization of Dhaka city. Obviously we have much to learn from the lessons in an attempt to handle our problems in an effective manner.
CHAPTER-V
RECOMMENDATIONS

5.1. INTRODUCTION

Few governments of less developed countries can cope with the range, variety and complexity of urban administrative problems. In India the late Prime Minister Nehru stressed the need for a complete revitalization of the country's administration and attributed the Government's failure to implement plans to the many weaknesses in the administrative machinery. The urban administrative system in almost all less developed countries, established long ago to meet conditions which differ greatly from that prevailing today have not been adopted sufficiently to greatly changed circumstances.

Countries like Bangladesh, which were colonial areas, inherited government administrations established in their territories primarily to preserve law and order, collect taxes and provide basic government services. In these countries, deficiencies in urban administration arise largely because government machinery which worked well enough in colonial societies no longer is able to operate effectively in independent societies which seek to accelerate greatly their development.

The primary administrative task in most ex-colonial territories is to re-orient machinery to meet the demands of accelerated development. Urban administrative structure must not only be

modernized to meet the needs of urban planning; they must also be made to function with efficiency in providing the usual urban services, collecting taxes etc.

Ideally, a plan should be prepared with the co-operation and participation of every interested party, both within and outside the government. In Bangladesh, the Master plan for Dhaka was formulated by a few technicians without much resources to governmental administrative machinery. It was therefore impossible to implement the plan. A government must usually rely heavily on its administrative apparatus to prepare and carryout projects and programmes. It may obtain foreign technicians to help, but because of the character, volume and continuing nature of project and programme preparation, execution and operation, it must, as it should, place great reliance on its administrative machinery. In Dhaka, it is at this point that the condition of urban administration is seen to limit development policy and planning.

5.2. PRESENT NEED

The point that there exists ineffective urban planning and administration in Dhaka has duly been emphasized in the foregoing chapters. Also that the problem of urban planning administration have often led to the creation of new agencies. This has led to a proliferation of government agencies and even greater need for co-ordination. Waterstone rightly points out that where autonomous agencies are established to perform
public services normally conducted by regular government/local
government offices in an effort to escape existing administrative
deficiencies or onerous financial and accounting controls,
they are likely to create more problems than they solve. If
we now really want a progressive, dynamic and quick acting
urban government for our metropolitan area, it is high time
that we evolve a more integrated system of city administration
at Dhaka. In the words of Robson, "An integrated rational
organization is the exception rather than the rule in most
metropolitan areas. Meanwhile, the difficulties are to such an
extent that the problems can no longer be ignored and a solution
can not be postponed indefinitely."

Previous chapters point out that unsatisfactory administrative
and organizational arrangement in Dhaka Metropolitan Area is
the most single factor responsible for poor results in urban
planning. Numerous agencies at various levels are involved in
almost every field of activity in Dhaka often with little
co-ordination. There are twenty or more agencies, corporations
or boards, in addition to the Ministry whose activities affect
Dhaka Metropolitan Area in one way or another. Under such a
set-up, it is difficult to plan co-ordinated programmes for
DMA as a whole, to determine the proper degree of emphasis on
different parts of the programme, establish priorities
and provide a rational allocation of available funds. The facts

1. Waterstone, A; Development Planning, Lessons of experiences,
rightly suggest an administrative reorganization for Dhaka city. Present chapter will therefore suggest remedial measures for the existing situation in the form of urban administrative reorganization for DHA. In doing so it will decide the possible course of action out of suitable alternatives having options for immediate action and long term strategy.

5.3. REORGANIZATION

The point in the foregoing chapter has already been made that it is not so much the question of resources, scarce and needed as they are, as it is the poor administrative system and practices of management with which to use those resources in DHA that underline failure in achieving results. The problems in Dhaka have included unsatisfactory land use planning, the inadequate provisions of services and difficulties over coordination and co-operation between Authorities. These have compounded already existing difficulties and generated severe administrative consequences.

Professor John James (1973) in his paper, entitled 'Some aspects of Town and country planning in Bangladesh' thoroughly examined the situation and suggested the following: "At the Metropolitan level the existing organization needs radical overhaul. There is a major responsibility both at operational and plan making level. Planning and implementation should be brought together as a single process. Power should be undivided. That is not to say that a government department concerned, for example,
with the building of trunk road should not do so but as far as possible all executive action should be brought under one authority. When this does not happen, it leads to waste and public annoyance. Roads are constructed, taken up again for enlarged sewers or water supplies and appear never to be finished. Again it should be of value to examine the experience of Calcutta in relation to the problems that have arisen from the inter-related and none too clearly defined responsibilities of the CIPO and GEIDA, the Howra Improvement Trust, the Municipalities and the Government. Option is moving strongly towards a single plan-making executive authority. It is plain that a single authority should be created for each of the three metropolitan areas in Bangladesh.

In the past, attempts were made to tackle such a situation in the capital city. Few studies were made, reports were published, and government and public seemed to be aware of the deteriorating situation in Dhaka. Recently NEC decided in its meeting (28.10.83)** to include Tongi within Dhaka Municipal Corporation expressing its concern over urban administration in Dhaka. But serious attempts to rectify the situation were never made to meet the challenge. The administrative reorganization for Dhaka city in appropriate ways have already been long overdue.

Detail discussions earlier in chapter II suggest that solutions evolved within the metropolitan areas of different countries of

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* Dhaka Urban Division, A proposal by Gorvine A; and Birkhead, B.G.;

the world to get out of their governmental chaos. The basic lessons from the cities (London, Delhi and Calcutta) are:

(1) Strengthening of local authorities for urban planning

(ii) Creation of opportunities for popular participation in decision-making, planning and implementation and

(iii) Recognition of dynamic nature of urban problems and administration incorporating maximum possible flexibility in policy decision.

In England the new administrative structure in 1965 were introduced which became much more sweeping reform of Local Government would be necessary to adopt the system to the challenges created by contemporary pattern of living and the progressively increasing range of services and responsibilities with which Local Authorities were now required to contend. Local Government in London is a two-tier system where power is shared between GLC and London Borough councils. GLC is responsible for the large scale strategic administration of the whole Greater London Area, while the London Borough Councils are responsible for more local matters within their particular areas. The effective government of London depends largely on spirit of co-operation and partnership between different levels of government which are united in pursuing a common objective — an overall improvement in the standards and quality of life of individuals. Special statutory authorities with varying areas (such as hospitals, port facilities, gas, water, electricity) in London exist where GLC appoints representatives. London police is under
the Home Department except the city of London which maintains its own police department.

The Delhi Metropolitan Area administration provides a more or less similar picture. It has one plan-making Agency which operates like Greater London Council while Delhi Development and Planning Authority prepares detail local plans according to DMPO and implements them. The other existing agencies for specialised services plan according to the guidelines provided by DMPO and execute them with prior approval.

Calcutta Metropolitan Planning Organization is also meant for strategic planning for the whole of Calcutta Metropolitan Area where other agencies make detail plans and implement them accordingly.

The most prominent feature in the three cases is that individual planning (micro-area, service facilities etc.) of the Metropolitan Area is separated from and subjugated to the strategic planning of the whole area. The whole metropolitan area has been taken as one unit for the purpose of planning and accordingly appropriate administrative machinery has been set-up.

It follows from the discussions that one should borne two things in mind before suggesting reorganization in DMA. Firstly, for certain specific purposes such as overall planning, water

* However there is the council of co-ordination in Calcutta which is presided over by the Chief Minister of West Bengal and consists of seven other ministries, MPAs, few journalists, eminent public figures, representatives of larger urban local bodies and some civil servants.
supply, transportation etc. DHA needs to be viewed as an unity and as experience proves, fragmentation of governmental jurisdictions is a positive hindrance to the much needed integrated and single minded approach to these problems. Secondly, the local problems and needs are best understood by the Local Authorities and they should be allowed to do their planning under a general guide line from the top.

5.4. FRAME WORK FOR THE REORGANIZATION (ALTERNATIVES)

The proposals for the restructuring of Government in Dhaka Metropolitan Area can take variety of structural forms which could be treated as the basic framework of a new metropolitan-wide government.

(a) EXISTING AUTHORITIES CONTINUE, INFORMAL CO-ORDINATING MECHANISMS ARE ESTABLISHED

The emphasis here is on the co-ordination of the work of the member authorities. Existing authorities would continue to be responsible for the delivery of services throughout their areas. The metropolitan authority headed by an elected chairman would be part of the metropolitan council, composed of representatives of member Chairmen from the Municipalities/Local and other Bodies. The Metropolitan Authority would have general power to co-ordinate the works of member Authorities. But certain services may suffer from particularly intractable problems. Therefore the Metropolitan Authority should adopt a more formal approach towards the planning and delivery of these services. This can be done through the medium of an Advisory
(Existing Authorities continue, Informal co-ordinating mechanisms are established)

DHAKA METROPOLITAN AUTHORITY (DMA)

CHAIRMAN (elected)

Advisory group
- Council members
- Chairmen of DIT, WASA, DMC and Municipalities
- Representatives of other service Agencies

Functions
- Advisory
- Policy
- Planning
- Co-ordination
- Supervision

Member units
- DIT
- DMC
- Municipalities
- Other related Authorities/Agencies

Functions:
- Local level planning
- Day to Day services
- Maintenance

Sectoral Agencies
- DIT
- DMC
- Municipalities
- Other related Authorities/Agencies

Function:
- Implementations
group, which would plan the provision of services throughout the area and review and monitor implementation. The Advisory group is to look after the following services: (i) Land use Planning (ii) Traffic and Transportation (iii) Police and Fire (iv) Refuse Disposal (v) Pollution Control (vi) Flood Control (vii) Housing.

The Advisory group is composed of members drawn from the constituent Local Authorities/sectoral agencies etc. But the policy decisions for these services and other strategies for future development would be decided at the central Metropolitan Council. The implementation of these policies and programmes, according to their scale, would continue to be undertaken by the Local Authorities/sectoral Agencies. Therefore functions of the Local Authorities will be local planning and to provide day to day services, routine maintenance job, etc. The changes are shown in diagram 1.

Finance

As the delivery of services would continue to be the responsibility of the existing local government units and other related agencies, they should continue to raise local taxes and receive grants from the government. For the costs of the Dhaka Metropolitan Authority, including accommodation and supportive services, it is recommended that these be met by fixed contributions from the member units at the rate to be decided upon plus government grant if necessary.
The Metropolitan Government for Dhaka will essentially require some time to be established and settled. Therefore two transitional stages would be required. Firstly, a Metropolitan planning Authority will be established and secondly, a number of special purpose authorities would be created or the existing ones are to continue to provide specific services over the Metropolitan Area as a whole. Once these transitional stages have been completed, a two-tier structure of government could then be established in the Metropolitan Area. The existing Local Authorities/Sectoral Agencies would continue to provide certain services in their areas, but the new Authority (Dhaka Metropolitan Authority) would be created having responsibilities over the area as a whole.

The Governing Council of this Authority would be composed of representatives elected from the constituent local government units.

As well as the important planning functions, the Dhaka Metropolitan Authority will have the job of providing and running for the whole of Dhaka Metropolitan area those services which are best organized on one unit basis. This include (i) Traffic and Transport (ii) Water supply, (iii) Housing (iv) Refuse collection and disposal (v) Police and Fire etc. including research. Other services like local planning, maintenance, day to day routine
jobs etc. which require greater public contact, would be handed by second tier authorities. (Local bodies)

Finance

The top tier of the government will receive contributions from the local bodies at a rate to be mutually agreed upon plus government grant/loan. In fact government's involvement in terms of allocating resources to the upper tier of DMA will set initial momentum to the metropolitan government. As for as the second tier units are concerned, they will be relieved from supporting large and costly services. They will thus be more capable of responding to citizen's demand for new and improved local services.

(c) TWO-TIER SYSTEM OF AUTHORITIES

Adequacy and scope of provision of one particular service or group of services are important factors in this consideration. The most important services in Dhaka Metropolitan Area which would have highest priority of all the area-wide services are: (i) Housing (ii) Flood Control, Drainage, Water Supply and Sewerage (iii) Transport and Traffic (iv) Health and Hospitals (v) Garbage Collection and Disposal (vi) Police and Fire.

It is imperative that these essential services are to be co-ordinated throughout the Dhaka Metropolitan Area as a whole. This could best be achieved through the creation of
Diagram - 2
(Two-tier system of Authorities)

Dhaka Metropolitan Authority (DMA)

Chairman

Advisory Council

Deputy Chairman

Executive responsibilities

Deputy Chairman

Co-ordinating responsibilities

Local Government Units
(Implementing responsibilities and other local works)

- Planning
- Housing
- Flood Control
- Transport
- Health
- Garbage
- Police
- Fire
Dhaka Metropolitan Authority which would establish co-ordinating offices in respect of various common services. Implementation of these services like local planning, maintenance and day to day services etc. would continue to be the responsibility of the existing local government units. In addition, the DMA will have executive functions in the preparation of strategic plan and other plans for the Metropolitan Dhaka. DMA should be managed by a Chairman usually a State Minister/Minister appointed for this purpose by the government and responsible to the President. He will be supported by two Deputy Chairmen, one a very high-ranking government appointed official and the other, an elected representatives of the existing Local Authorities within Dhaka Metropolitan Area.

An Advisory council composed of Mayor, Chairman, representatives of constituent local Authorities within Dhaka Metropolitan Area is to be created for advising DMA for future development. The changes are shown in diagram 2.

Therefore the technical integration of common services throughout the Metropolis is possible through this change. The other services namely Local Planning, Maintenance, Day to Day routine jobs etc. would be continued to be provided by the existing local government units (Municipalities) in the usual way. However, in future due consideration should be given to establish the Metropolitan government under the direction and control of an elected Governor and a Metropolitan general Assembly.
Finance

High initial costs are foreseen for integrated metropolitan areawide services, co-ordinating centres etc. The cost component will be determined by the government and should be shared between the national government and various local government units.

(e) NEW SINGLE-TIER MULTIPURPOSE AUTHORITY IS ESTABLISHED

Effective solution to the urban problems of Dhaka Metropolitan Area requires that the whole of the Metropolitan Area be brought under one Authority. A public Corporation should be established to govern the Metropolitan area. Policy formulation and policy implementation throughout the Metropolitan Area would consequently be brought under the direction and control of one man, say a Governor who would be the Chief Officer of the Corporation. The Governor would be appointed and responsible to the President and would have cabinet rank. He would be assisted by two Deputy Governors responsible for planning activities and the operation of services.

In this case all local Government Authorities and other Agencies functioning within DMA require to be abolished. All kind of services should be provided by Metropolitan Authority. The area of DMA should be divided into sections or districts, each headed by a Director, who would be given the task of ensuring that the local services such as local planning, maintenance and day to day routine jobs etc. in his
DIAGRAM - 3
(New single-tier multipurpose Authority)

DHAKA METROPOLITAN AUTHORITY (DMA)

GOVERNOR

DIRECTORS COUNCIL

DEPUTY GOVERNOR

DEPUTY GOVERNOR

Planning

Operation

DIRECTORS OF DISTRICTS/SECTIONS

(Limited functions of abolished Local Authorities)
area were provided with efficiency and economy. These new administrative sub-divisions would not necessarily be based on the traditional city and municipal boundaries. The structure is shown in diagram 3.

Finance

The expenditure pattern of improved services depends upon standard of services and Government's desire. However national Government can earmark certain taxes which should go exclusively to the DMA, such as real property tax, tax on idle land, special assessment on property, user charges, amusement taxes etc. It is assumed that these taxes, particularly if properties were revalued, together with borrowing powers and Government grants, would meet the DMA's annual expenditure requirements.

5.5. THE STRUCTURAL CHANGES

The structural changes discussed above could be classified in terms of the level of changes they represent from the existing pattern of local authorities.

The typology thus produced according to various level over a sliding scale starting from minimum to maximum change represents different forms of structural change.
### MINIMUM CHANGE

<table>
<thead>
<tr>
<th>LEVEL</th>
<th>MAXIMUM CHANGE</th>
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<tbody>
<tr>
<td>a. Existing Authorities continue; informal co-ordinating mechanisms are established</td>
<td>a. Existing Authorities continue; A formal co-ordinating mechanism is established towards a two-tier system of Government.</td>
</tr>
<tr>
<td>b. Two-tier system of Authorities</td>
<td>b. Principle city/ Municipality expanded to provide single-tier government for the whole area</td>
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<tr>
<td>c. New single-tier multipurpose Authority is established. This replaces the existing authorities</td>
<td>c. New single-tier multipurpose Authority is established. This replaces the existing authorities</td>
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<tr>
<td>d. A group of new single-purpose Authority is established. This replaces the existing Authorities</td>
<td>d. A group of new single-purpose Authority is established. This replaces the existing Authorities</td>
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At level a (Existing Authorities continue; Informal co-ordinating mechanisms are established), where change is minimum informal co-ordinating mechanisms are proposed so that existing Authorities can continue to work in a co-ordinated way for the overall development of Dhaka Metropolitan Area. But the danger here is the informality of co-ordinating mechanisms which may be easily overruled by the existing Authorities.

It can be seen that a formal co-ordinating structure at level b (Existing Authorities continue; A formal co-ordinating mechanism is established towards a two-tier system of Government) represents slight change. This will maintain the existing political balance (Power) in the Dhaka Metropolitan Authority because it would be composed of the members drawn from the constituent Local Government units and the Authorities would continue to be responsible for the delivery of local services.

The important feature here is the transitional stage which has to be covered by two phases. This will allow time for changes to settle gradually.

The proposal at level c (Two-tier system of Authorities) for Dhaka Metropolitan Authority considered that an alternative political structure for Dhaka Metropolitan Area would be more appropriate. It argues that Dhaka Metropolitan Authority should have chief Executive Officer (Chairman), appointed by
the President (not lesser than Minister/State Minister status) and the influence of the local/other units would be reduced in the sense that there would be no direct involvement in the policy decisions, but the political representations would be made through an Advisory Council, composed of Chairman/Mayor of the local Authorities/Agencies. The system gives importance on maintaining political balance in that the Metropolitan Government would be composed of representatives from second tier Local Authorities.

Principal city/Municipality has been proposed to be expanded at level (d) providing a single-tier government for the whole area.

The proposal at level (c) (New single-tier multipurpose Authority is established. This replaces the existing Authorities) is most far reaching in terms of changes from the existing administrative pattern. For delivering services, the existing Authorities/Agencies would be replaced by a new, single-tier multipurpose Authority. The traditional political structure would also be overturned by appointing the Governor for DMA to manage the whole urban affairs and the offices of the Mayor, Chairmen would be abolished. Though at grassroot level of Section or District, people's participation can be encouraged through Director's Council.

At level (f) (A group of new single purpose Authority is established. This replaces the existing Authorities), maximum change occurs where a group of single purpose authorities for various functions/
services has been proposed replacing the existing authorities. This is a drastic change and has far reaching effects on existing administrative pattern and political balance within Dhaka Metropolitan Area.

5.6. CONSIDERATIONS FOR STRUCTURAL CHANGES

The most pressing problem of effective urban administration and management had stemmed from the absence of any appropriate Government Organisation or Agency responsible for area wide metropolitan concerns in Dhaka. The description of the various proposals as discussed earlier has outlined a framework which has been under taken or is contemplated by Governments in other countries. Two-tier system in London and with modifications in Delhi and Calcutta bear the testimony. It was evident in earlier discussions (Chapter-2) that given the interdependent nature of the large urban area's economic, social and physical problems, these Governments have concluded that the reorganization of the Metropolitan Government structure is the first stage in a comprehensive approach to improve urban administration and management.

There are however two major considerations to be borne in mind when determining the most appropriate type of Metropolitan Government for a particular country. The first is the political environment. Structural reforms, aimed at reducing or resolving major urban problems have often either been limited, because of pressure from dominant social or economic groups or constrained by vested political interests.
Leemans\textsuperscript{2}, Robson\textsuperscript{3} and Walsh\textsuperscript{4} underlined the important part played by political groups in the way in which metropolitan reforms are accepted and established or are rejected. The political reception which will be accorded to reform proposals is consequently the key issue. In our country, the ensuing Municipal and Corporation elections will maintain the existing nature of political structure. This is to say that elected ward members will choose their Chairman/Mayor and administration will function as previously.

The second major consideration is the working environment of the reformed Authority. The Metropolitan Government of the future is to be perceptive towards its environment and is to respond readily to the influences and changes emanating from this environment. It could be argued that the governing Authority must develop the capacity to undertake the following tasks:

a) to seek out and identify community needs in its area

b) to determine the objectives and goals which will meet these needs

c) to allocate priorities, formulate programmes and co-ordinate the use of resources to achieve these objectives

d) to monitor programme and service delivery

\textsuperscript{2} Leemans, A.F.; Changing patterns of Local Government TULA, 1970, P. 165.


\textsuperscript{4} Walsh, A.H.; The Urban Challenge to Government, Praeger, 1969.
As a necessary condition, to undertake these tasks, Stewart\textsuperscript{5} and Scott\textsuperscript{6} argues that the Authority should enjoy area-wide responsibilities and possesses adequate managerial and financial resources. Ward\textsuperscript{7}, particularly in a third world context, argues that these task-capacities can best be obtained in a single-tier multipurpose Authority. However, the sheer size of a metropolis with its wide area and very large population, may generate problems beyond the managerial capacity of an unitary Authority. These administrative constraints, together with the interplay of existing group pressure, may thus point towards some form of two-tier system as being most appropriate solution.\textsuperscript{4}

Evidence from the two major comparative urban studies undertaken in recent years would seem to support such view. Out of 13 cities examined in the Walsh study, eleven had some form of two-tier structure and only two had a single, consolidated form of Metropolitan Government. The Robson study indicated that but seven of the 27 cities examined could be described as having a single-tier government.

\textsuperscript{5} Steward, J.D., The responsive local authority, Knight 1974.
\textsuperscript{7} Ward, B.; The Home for man, Andre De-sch. 1976.

\textsuperscript{4} In relation to the largest urban areas in England, this was the view of the Royal Commission on Local Government in England 1965-1961, Vol. 1, HMSO, 1969.
In the light of present policy of the Government to hold municipal election on the existing political structure, the above framework of analysis to reform Dhaka Metropolitan Administration would suggest that existing political factors should be major determinants. Thus there was to be little change in the existing pattern of political units; the traditional city and municipality boundaries were to be unaltered. At the same time, one must remember that type and scale of urban problems are paramount in Dhaka. As such administrative and financial factors of service provisions require appropriate focus. Therefore the determinants of structural reform should not only have political considerations, but also the requirements for service delivery and the availability and adequacy of resources to meet the needs of client groups.

Consequently considering political determinants, service requirements, access to service delivery by local residents and equity of financial resources between Authorities, the suggestion of Metropolitan Government in Dhaka clearly points out that the proposal of "existing Authorities to continue with a formal co-ordinating structure within a newly created body and ultimately switching over to a two-tier system of Government" best suits the purpose of Dhaka Metropolitan Area. Besides, the facts as explained earlier that (i) DIT and some of the Municipalities though have planning functions, cannot plan (ii) Comprehensive plan investments are absent and investments for developments remain un-coordinated at all level
and (iii) unco-ordinated implementations within Dhaka Metropolitan Area etc. also strongly favour the basis of a two-tier system of Local Government Organization in Dhaka.

5.7. THE PROPOSAL FOR REORGANIZATION

Therefore the framework of proposal at level (b) in the typology is considered most suitable for administrative reorganization in Dhaka Metropolitan Area. The proposal that "Existing Authorities continue, a formal co-ordinating mechanism is established towards a two-tier system of Government" has the following important elements.

5.7.1. PHASE-I

a) Creation of Metropolitan Authority to be known as "Dhaka Metropolitan Authority" (DMA) being located in the Ministry of Public Works of the Government.

b) Composition: Dhaka Metropolitan Authority at Phase one will have the following offices (i) office of the Chairman (ii) An Advisory Council (iii) Office of the Secretary and (iv) a new Organization to be known as Dhaka Metropolitan Planning Organization (DMPO) having a separate office of the co-ordinator within it.

1. Office of the Chairman: It will be headed by the Minister, Public Works having a full time secretary at the rank of Secretary-Joint Secretary of the Government. The Minister as
Diagram - 4

(Existing Authorities continue, formal co-ordinating mechanism is established towards a two-tier system of Government)

DHAKA METROPOLITAN AUTHORITY (DMA)
(Organization Structure, Phase-I)

CHAIRMAN
(Minister PW & UD)

SECRETARY

ADVISORY COUNCIL
- Ministers
- Chairman of Local bodies
- Chairman of Functional Agencies
- Chairman of Improvement Trust
- MPAs
- Journalists
- Eminent Public
- Civil servants

CO_ORDINATOR
(Planner)

DHAKA METROPOLITAN PLANNING ORGANIZATION (DMPO)

Existing

BIT

DPC

MUNICIPALITIES

ZHILA PARISH AD

FUNCTIONAL AGENCIES

OTHER ORGANIZATION

Proposed
Chairman will be more effective in urban administration and management. Having a combined rank, he will be able to maintain a liaison between national policy and urban development in Dhaka.

ii. Advisory Council: The Ministers of the relevant Ministries such as LGHD, Finance, Planning Commission etc., along with the Chairmen of the Government Functional Agencies and other Local Authorities within Dhaka Metropolitan Area along with some MPs (when applicable), eminent public figures, few Journalists and some Civil Servants will be the members of a Council to be known as Advisory Council. The advisory Council is to advise the Chairman about overall planning and development of Dhaka Metropolitan Area including policy matters, review, amendment of plan and other related matters. It will also ensure people's participation through their representatives and form a basis of co-operation and co-ordination between various agencies.

iii. Office of the Secretary: The office of the Secretary headed by a senior Government official at the rank of Secretary/Joint Secretary will be responsible for overall administration of the Authority.

iv. Dhaka Metropolitan Planning Organization (DNPO)

In this phase a planning organisation within Dhaka Metropolitan Authority will also be required. This will be known as Dhaka
Metropolitan Planning Organization (DMPO) headed by Town Planner in charge of overall planning of Dhaka Metropolitan Area. The Office will have adequate staff either recruited or drawn from existing agencies as deemed necessary. In fact Planning cells from DIT and other organizations including functional Agencies can be valuable part of DMPO which will prepare overall plan and other plans for Dhaka Metropolitan Area.

v. Office of the co-ordinator, a branch of DMPO, will be headed by a planner to ensure co-ordination between various levels within the Authority for plan preparation and implementation and will also be responsible for any other matter requiring co-ordination within and outside the Authority. Specifically, at phase one, the co-ordinator will maintain a liaison between the planning process of DMPO and the developmental activities of other agencies who will be continuing to implement according to their existing plans.

c) Functions: Main functions of Dhaka Metropolitan Authority (DMA) shall be as follows:

i) Formulation of overall planning and policies for the development of entire DMA with a view to improve the well being of all who live and work in Dhaka.

ii) Co-ordination and enforcement of development programmes/schemes by various organizations within Dhaka Metropolitan
Area according to the overall plan and in the best interests of the entire area.

iii) Advise member bodies concerning planning and development of the area and becomes the clearing house and centre for dealing with the development of DMA.

iv) Dhaka Metropolitan Authority establishes linkages with the National Government, who is the overall sanctioning authority for the development of Dhaka Metropolitan Area.

v) Implementation of area-wide service facilities as necessary.

d. Powers: Necessary powers should be delegated to Dhaka Metropolitan Authority for this purpose. It should have the power to review respective plans of local bodies (LMC), functional agencies (WASA), political subdivision of Zilla Parishad etc. which affect the development of Dhaka Metropolitan Area. It should also be empowered to receive reports and information and to conduct investigations, concerning plan making and plan implementation throughout the area.

c. Finance: The initial source of finance is the National Government whose effort will best determine the success of Dhaka Metropolitan Authority.

Therefore under phase-I of the proposal, office of the Chairman, Advisory Council, Office of the Secretary and office of the Dhaka Metropolitan Planning Organization is recommended. The DMPO will immediately start working on the overall planning
for the purpose of survey, analysis, evaluation and preparation of policy recommendations. The plan and policies thus formulated will act as guidelines for all other Local Authorities/Agencies within DMA.

This permanent Metropolitan Planning Agency within the Authority with precise responsibilities and with requisite statutory powers should be established immediately to assume planning functions. The plan prepared by DMPD will have the following specific considerations:

1) interpreting national and regional policies.

2) establishing aims, policies and general proposals.

3) providing framework for local plans.

4) indicating action areas.

5) providing guidelines for development control.

6) providing a basis for co-ordinating decision.

7) bringing main issues and decisions before the Chairman and public.

8) provision of review and alteration as necessary.

Local Authorities/Agencies will therefore be required to draw their own plans/programmes and implement them with necessary approval of DMPD. This will, in fact, not disturb the existing Local Authorities/Agencies for the moment and will not contradict the Government policy. DIT will also continue with its area-wide services and developmental activities in accordance
with DMPO plan. Other bodies/agencies will continue their normal functioning as usual. This will allow time for gradual development of planning skill at Metropolitan and Local Level. The danger of sudden change can be avoided but at the same time a start towards improvement can smoothly begin.

However it is assumed that Phase one will continue for period of 3 years during which DMPO will finalise its plan for Dhaka Metropolitan Area. The proposed changes have been shown in diagram 4.

5.7.2. Phase-II: In the second phase (at the end of third year) an Organization to be known as Dhaka Metropolitan Development Organization (DMDO) shall be created within DMA with DIT and other Functional Agencies working within Metropolitan Area of Dhaka. It should be headed by a Senior Engineer. It's responsibility will be comprehensive area-wide development within DMA according to the overall structure plan of DMPO. It will undertake the job of preparing and implementing the projects beyond scope of local bodies as well as providing and running for the entire area of DMA those service which are best organized on regional basis. This may include (i) Flood Control and Drainage, (ii) Sewerage, (iii) Traffic and Transportation, (iv) Housing, (vi) Refuse collection and Disposal, (vi) Pollution control and Maintenance etc.

The national level Agencies (such as R&H, Titas Gas etc.) who at present work within DMA should be rearranged in such a way that Dhaka Metropolitan area spatially constitute one of their service administering unit. This R&H of DMA Division will mean that this national level Agency has an office whose jurisdiction covers the entire Dhaka Metropolitan Area where it will prepare its service plan according to the DMPO's strategic plan and with prior approval implement various projects within DMA. Thus the R&H Division of DMA will care for metropolitan need as well as national need within the metropolitan area.
Towards a two-tier system of government (final format)

DHAKA METROPOLITAN AUTHORITY (DMA)
(Final Organizational Structure after Phase II)

CHAIRMAN
(Minister
PW & UD)

SECRETARY

DHAKA METROPOLITAN PLANNING ORGANIZATION (DMPO)

DHAKA METROPOLITAN DEVELOPMENT ORGANIZATION (DMDO)

GO-ORDINATOR
(Planner)

ADVISORY COUNCIL
- Ministers
- Chairmen of Local Bodies
- Chairmen of Functional Agencies
- Chairmen of Improvement Trust
- MPAS
- Journalists
- Eminent Public
- Civil Servants

MUNICIPALITIES
(Local Bodies covering entire Metropolitan Area)
NIT and other Agencies working presently within Dhaka Metropolitan Area have experiences of providing area wide services. This attempt will however unify them for comprehensive development under one supervision which will reduce cost and increase efficiency.

In the meantime, these Agencies and other local bodies will acquire enough knowledge and experience to link individual plans with the structure plan and vice versa for the whole area. The co-ordinator will also ensure co-ordination between planning (DNPO) and implementation (DMDO).

The other important consideration in this phase is the lower-tier Authorities. The second tier Authorities will be Municipal Corporation, Municipalities, Areas under Zilla Parishad within DNA. At present some areas under Mirpur, Gulshan, Savar, Demra, Keraniganj and Fatulla Thanes (MAP 3) within Dhaka Metropolitan Area are not administered by any urban local bodies. The Municipalities within DNA should therefore be rearranged, if necessary by increasing their numbers having certain basic criteria (Population and/or area) so as to cover the whole of the Metropolitan Area. This will bring the local bodies under similar administration. This is to say that all areas within DNA should be accountable to similar nature of organization and administration.

These bodies will formulate their own plans according to the overall plan of the Metropolitan Area and with prior approval.
of DMPO implement them. In general their plans should have the following considerations:

i) applying strategy of overall plan by DMPO.

ii) providing detail basis for development control.

iii) providing basis for co-ordinating development.

iv) bringing local and detail planning issues before public.

v) provision of review and alteration as necessary.

However they will be obliged to provide action area and subject plans as and when necessary.

Local matters therefore like (i) Local Planning, (ii) Housing, (iii) Roads, (iv) Amenity services, (v) Maintenances etc. will be their responsibilities including collection of taxes, tolls and so on. Necessary statutory provisions for this purpose should be made.

In this phase, within a span of two years the rearranged local bodies will thus form lower-tier Authorities of Dhaka Metropolitan Area. This will provide time and opportunities for institution building on a strong footing at grassroot level when the local level Authorities will elect their representatives to the Advisory Council which in turn will elect it's Chairman to run the whole affairs. However, if required, the transitional period can be expanded to a reasonable limit.

The re-organization when completed will have two distinct metropolitan level organizations (DMPO and DMDO) whose activities
Note: Only those Ministries who are directly involved within DMA are shown.
will be co-ordinated by the co-ordinator. Municipalities will be lower tier bodies and will be responsible for local areas (self). Apart from this an Advisory Council will assist the Chairman in all related matters.

The final structure of the re-organization after the changes in Phase four has also been produced in diagram 6 so that the differences can be traced.

5.8. CONCLUSIONS

The awareness and continuous search for an effective urban administrative arrangement in the past for Dhaka city and the analysis of this study rightly suggest a change in the metropolitan planning administration. The recommended proposal is a useful step in this direction. It has, though, merits and demerits.

The merits are: (a) The plans for metropolitan Dhaka by DMA will integrate all the areas either at metropolitan or local level within its jurisdiction and will take care of all aspects in planning. None but DMA is responsible for overall planning with full obligation. All developments are to be carried out within the scope of overall plan for Metropolitan Dhaka. (b) Local plans by respective Local Authorities will eliminate the need for the involvement of other departments, thus political and social contents of planning have been encouraged. (c) The Authority being headed by a Minister will avoid many department-
talism ensuring rational resource allocation in spatial context. (d) The new set-up proposes to utilize services of the existing agencies and lastly (a) The proposal encourages public participation at all level.

The demerits are: (a) Existing laws are to be re-oriented to accommodate the proposed system (b) The other Ministries do not have any control over the new set up and lastely (c) Time is to be allowed for the 1st phase to settle, the second phase to be re-oriented and finally to finalise plan because of public participation including possible litigation.

However enough provision should be made in the planning laws to achieve integration through planning and co-ordination through participation. The organization and the plans should have legal backings. All nation building departments and agencies should be utilized as far as possible. DIT should play a vital role in DMA within DMA. It is also important that provisions of recruitment of trained personnel should be there to make the Organization a success. Government financial allocation should recognize financial investment in the spatial context. As such, areas and territories like Dhaka Metropolitan area should be given due recognition. Corrective measures in legislations, investment etc. are essential for the proposed set-up though it is not easy to achieve all the ends. However, efforts must be made slowly but steadily. With the existing awareness and goodwill of the Government, the Phase one of the proposal, to start with, can begin with a law to integrate
and co-ordinate all developmental activities and the preparation of plan under the proposed Organizational set-up.

It is also important that administrative structure of metropolitan planning must grow out of social, economic and political structure of the society concerned and must be designed within the imperatives of that culture, such planning must be institutionalized within the national structure. Only completely static and traditional society can escape the need for planning.

Metropolitan planning is a component of, but must be subordinate to National Planning. It can function only within the parameters established by the National Plans. Though metropolitan planning is thus related to national planning and national controls, it's distinct and important function which can not be performed adequately for metropolitan area by centralized and national planning alone. Locally based metropolitan planning is necessary to galvanize local leadership and community pride; to release and harness local understanding, consent and enthusiasm; to produce co-ordination of governmental programmes at the point of impact and to develop for national planning an intimate understanding of local needs and desire.
### Annex - "A"

Names of the Important Agencies in DNA

<table>
<thead>
<tr>
<th>Name of Agencies</th>
<th>Administrative Ministry</th>
<th>Jurisdiction</th>
<th>Function</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban Development Directorate</td>
<td>Ministry of Public Works</td>
<td>Country wide</td>
<td>National level Urban and Regional Planning Policies</td>
</tr>
<tr>
<td>Dhaka Improvement Trust (DIT)</td>
<td>-do-</td>
<td>DNA</td>
<td>Planning and Improvement of DNA, preparation of master plan</td>
</tr>
<tr>
<td>Public Works Department</td>
<td>-do-</td>
<td>Country wide</td>
<td>Construction and maintenance of public institutional office and residential buildings.</td>
</tr>
<tr>
<td>Housing and Settlement Directorate</td>
<td>-do-</td>
<td>Country wide</td>
<td>Public housing in towns/cities</td>
</tr>
<tr>
<td>Water and Sewerage Authority (WASA)</td>
<td>Ministry of public Works &amp; Urban Development</td>
<td>DMC</td>
<td>Provision of Water Supply and Sewerage Functional agency for DNA.</td>
</tr>
<tr>
<td>Electricity Board</td>
<td>Ministry of Power and Water resources</td>
<td>DNA</td>
<td>Provision &amp; maintenance of Electric power Supply. Functional Agency</td>
</tr>
<tr>
<td>Titiga Gas</td>
<td>Ministry of Natural resources</td>
<td>Country wide</td>
<td>Provision and maintenance of fuel gas. Functional Agency</td>
</tr>
<tr>
<td>Dhaka Municipal Corporation</td>
<td>Ministry of Rural Development, Local Government and Co-operatives.</td>
<td>DMC</td>
<td>Provision and maintenance of municipal services. Also, provision of producing Master plan for its area. Local level agency</td>
</tr>
<tr>
<td>Narayanganj Paurashava</td>
<td>-do-</td>
<td>N. Ganj Municipality</td>
<td>-do-</td>
</tr>
<tr>
<td>Tongi Paurashava</td>
<td>-do-</td>
<td>Tongi Municipality</td>
<td>-do-</td>
</tr>
<tr>
<td>Name of Agencies</td>
<td>Administrative Ministry</td>
<td>Jurisdiction</td>
<td>Functions</td>
</tr>
<tr>
<td>------------------</td>
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</tr>
<tr>
<td>12. Divisional Council</td>
<td>Ministry of Rural Development, Local Government and Co-operatives</td>
<td>Dhaka Division</td>
<td>Construction and maintenance of roads, culverts and services within rural areas as well as urban areas.</td>
</tr>
<tr>
<td>13. District Council</td>
<td>-do-</td>
<td>Dhaka District</td>
<td>-do-</td>
</tr>
<tr>
<td>17. Bangladesh Road transport corporation</td>
<td>-do-</td>
<td>-do-</td>
<td>Road transportation services and facilities</td>
</tr>
<tr>
<td>18. Inland water Transport Authority</td>
<td>-do-</td>
<td>-do-</td>
<td>Water transport services and facilities</td>
</tr>
<tr>
<td>19. Metropolitan Police Dhaka</td>
<td>Ministry of Home Affairs</td>
<td>Dhaka</td>
<td>Law and order, control of traffic etc.</td>
</tr>
</tbody>
</table>
Annex - "B"

Area under Dhaka Zilla Parishad within DHA
(Full and/or part of lower level organizations of Zilla Parishad)

1. Part of Dhaka Zilla Parishad

2. Thana Parishad
   a. Kanna
   b. Mohammadpur
   c. Mirpur
   d. Demra
   e. Gulshan
   f. Shiddhirganj
   g. Keraniganj
   h. Sultanganj
   i. Narayanganj
   j. Fatulla
   k. Tongi
   l. Saver (Aminbazar)

3. Union Parishad (Full and part)
   a. Harirampur (Mirpur Thana)
   b. Beraid (Demra Thana)
   c. Demra (Demra Thana)
   d. Natnail (Demra Thana)
   e. Shapuri (Demra Thana)
   f. Berait (Gulshan Thana)
   g. Dokhoin Khan
   h. Rampura
   i. Satarkul
   j. Uttar Khan
   k. Goodman (Siddhirganj Thana)
   l. Siddirganj
   m. Kaludi (Karaniganj Thana)
   n. Sabhadya
   o. Zinjira
   p. Sultanganj (Sultanganj Thana)
   q. Alirtek (Narayanganj Thana)
   r. Gogonagar
   s. Fatulla (Fatullah Thana)
   t. Kasipur
   u. Aminbazar (Saver Thana)

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