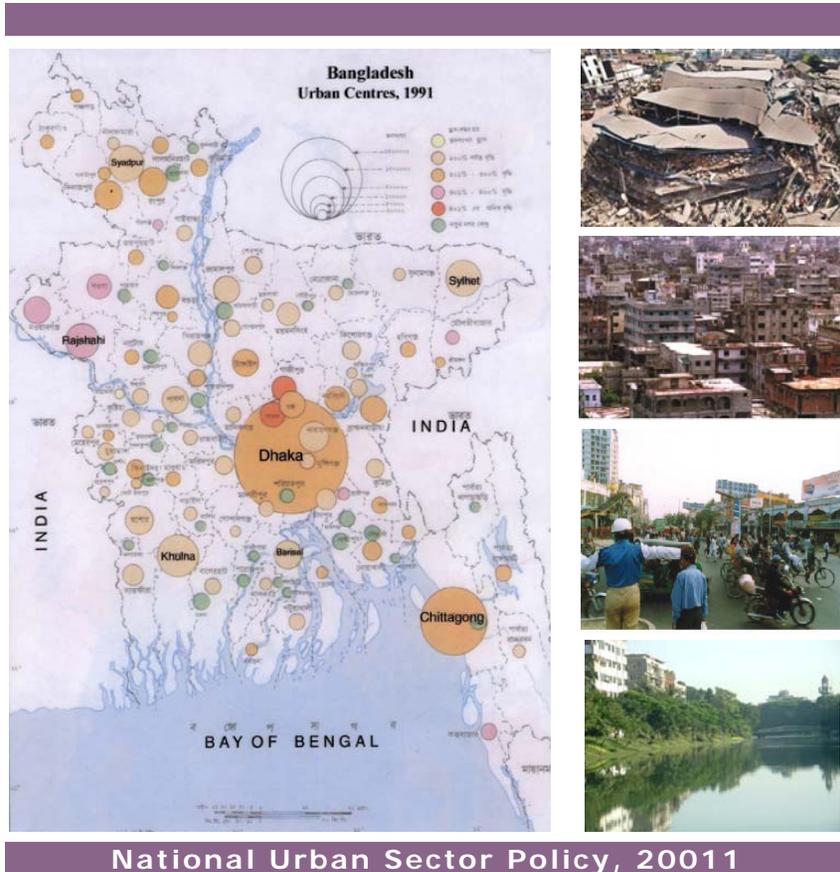


Government of the people's Republic of Bangladesh Ministry
of Local Government, Rural Development and Cooperatives
Local Government Division

Committee on Urban Local Governments (CULG)



1.0 BACKGROUND

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Attention: Mr. Anisur Rahman

Please find the draft Urban Sector Policy file

Regards

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In Bangladesh cities and towns are playing a crucial role in the national development despite the adverse socio-economic and environmental consequences resulting from rapid growth of these urban centres. At present urban dwellers constitute about 26 percent of the total population of the country, but their contribution to GDP is more than 45 percent indicating that the productivity in urban areas is much higher than that in rural areas. Such gains in productivity, however, cannot be sustained if we do not take appropriate steps to combat negative consequences of urbanization. In other words, we need sustainable urbanization if we want to achieve sustainable development. "Sustainable urbanization" is a dynamic, multi-dimensional process. It embraces relationships between all human settlements, from small towns to metropolises as well as between urban centres and their surrounding rural areas. Most crucially, it includes not only environmental but also social, economic, cultural and political-institutional sustainability. Even at 26 percent level of urbanization the total urban population of Bangladesh is already over 36 million and this population is growing at a very rapid rate of nearly 4 percent per annum while the capital and premier city, Dhaka and the port city, Chittagong are growing even faster. Such growth has been taking place mainly due to migration of the rural population to urban areas, most of these migrants being the poor. Urbanization in Bangladesh is also characterised by a spatially unbalanced pattern.

2.0 FUTURE VISION

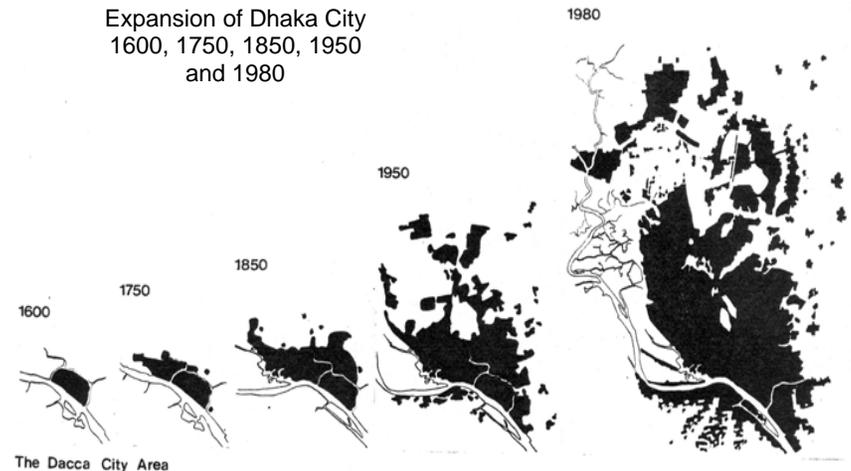
The National Urban Policy envisions strengthening the beneficial aspects of urbanization and at the same time effectively dealing with its negative consequences so as to achieve sustainable urbanization, keeping in view the multi-dimensional nature of the urbanization process. The policy also envisions a decentralized and participatory process of urban development in which the central government, the local government, the private sector, the civil society and the people all have their roles to play. The policy,

therefore, should cover spatial, economic, social, cultural, aesthetic and environmental aspects of urban life directed towards achieving an urban reality that can ensure freedom from hunger and poverty; capacity to live a healthy life; access to education, shelter, and basic services, and a secure and liveable environment at home and at the workplace. The policy will be gender sensitive and friendly to children, the aged and the disadvantaged.

3.0 OBJECTIVES

The major objectives of National Urban Sector Policy for Bangladesh, therefore, will be to

- a) ensure regionally balanced urbanization through decentralized development and hierarchically structured urban system;
- b) facilitate economic development, employment generation, reduction of inequality and poverty eradication through appropriate regulatory frameworks and infrastructure provisions;
- c) ensure optimum utilization of land resources and meet increased demand for housing and urban services through public-private and other partnerships;
- d) protect, preserve and enhance the urban environment, particularly water bodies;
- e) devolve authority at the local urban level and strengthen local governments through appropriate powers, resources and capabilities so that these can take effective responsibility for a wide range of



planning, infrastructure provision, service delivery and regulatory

- functions;
- f) involve all sectors of the community, including women and the poor, in participatory decision-making and implementation processes;
 - g) ensure social justice and inclusion by measures designed to increase the security of poor people through their access to varied livelihood opportunities, secure tenure and basic affordable services;
 - h) take into account particular needs of women, men, children, youth, the elderly and the disabled in developing policy responses and implementation;
 - i) assure health, safety and security of all citizens through multifaceted initiatives to reduce crime and violence;
 - j) protect, preserve and enhance the historical and cultural heritage of cities and enhance their aesthetic beauty;
 - k) develop and implement urban management strategies and governance arrangements for enhancing complementary roles of urban and rural areas in sustainable development; and
 - l) ensure good governance by enhancing transparency and establishing accountability.

4.0 MAJOR DIMENSIONS OF THE POLICY

Effective responses to the challenges posed by rapid urbanization and fulfilling the stated objectives will require giving priorities to the following dimensions while formulating the National Urban Sector Policy:

- i. Patterns and process of urbanization
- ii. Local urban planning
- iii. Local economic development and employment
- iv. Urban local finance and resource mobilization
- v. Urban land management
- vi. Urban housing
- vii. Urban poverty and slum improvement
- viii. Urban environmental management
- ix. Infrastructure and services
- x. Urban transportation
- xi. Health and education
- xii. Social structure
- xiii. Gender concerns
- xiv. Urban children, aged, the disabled and the scavengers
- xv. Urban Recreation, Playground, Park, Open Spaces and Graveyards
- xvi. Cultural and aesthetic development
- xvii. Rural-urban linkage
- xviii. Law and order
- xix. Legislation
- xx. Urban governance
- xxi. Urban Research, Training and Information

5.0 NATIONAL URBAN POLICY RECOMMENDATIONS

The National Urban Policy makes the following recommendations to enable the proper implementation of the vision and objectives and along the dimensions listed above.

5.1 Patterns and Process of Urbanization

The policy recognizes the existing spatial or regional imbalance in the pattern of urbanization in the country and also the rapid pace of urban population growth, particularly of Mega City Dhaka and other large cities. The recommendations are designed to reduce spatial imbalance of urbanization and to guide the pattern of urban growth through positive measures of investment location and moderation of internal migration.

Policy

5.1.1 Urban Area Defined

The National Urban Policy recognizes that urban areas in Bangladesh will be defined and categorized on the basis of BBS definition used for census purpose and definition of urban areas for municipalisation will be according to the Paurashava Ordinance 1977 or its amendments. The Policy also recognizes that urban areas will form a network of distribution where each centre will fall into a hierarchy.

5.1.2 Decentralized urbanization

Encourage decentralized or distributed urbanization making use of the entire range of urban settlements involving mega-cities, large cities and intermediate and small towns. This is necessary for achieving a balanced urban system and a balanced spatial pattern of urbanization. Investments in urban services in rural areas and improved rural - urban linkages and interactions will accelerate decentralized urbanization.

5.1.3 Urbanization and Migration

It is recognised that rural to urban migration plays a key role in urbanisation and that it has both positive and negative consequences. To achieve balanced urbanisation rural urban migration be properly guided to avoid over concentration of population in one or few cities.

5.1.4 Network of urban system

The national urban strategy should be directed towards evolving a network of urban systems in the country and to achieve more balanced and decentralized urban system. The foremost activity in formulation of the National Urban Policy will be to set the hierarchy and label all urban centres accordingly.

The national policy recognizes six categories in the urban hierarchy and recommends policy of growth in each category.

- i. **Megacity** (Population 5 million and above): Dhaka city is the only megacity in Bangladesh. In view of extreme population pressure on the city, a policy of slowing down the growth rate of the city should be pursued. This would imply discouraging further industrial and other major investments within the present megacity area and encouraging such investments in other areas and cities
- ii. **Metropolitan City** (Population from 500,000 to less than 5 million): These will contain highest level functions of all sorts and serve as regional centre in all fields. Sustained growth of these cities should be ensured but should be contained within the population limit.
- iii. **Regional City/Industrial City** (Population from 200,000 to less than 500,000): These will be linked physically to each other and to other urban centre by frequent and reliable transportation and all-weather roads; offer diversified commercial, financial, professional, and administrative services. Growth incentives should be offered.
- iv. **Secondary City/District Town** (Population from 500,000 to less than 200,000): These will be the major trade centre within the districts and provide marketing facilities for agricultural commodities, processed goods, household and common consumer products; serve as a mode of transportation and distribution linked to nearby regional centres, offer sites, infrastructure and other incentives to stimulate agro-processing plants, small-scale consumer goods industries and bulk commodity handling facilities.
- v. **Small Town/Upazila Centre/Thana Town** (Population from 200,000 million to less than 500,000 million): These centres will include permanent institutional facilities for higher secondary education, vocational services, health services and professional skills; provide an area wide exchange point for trade in agricultural commodities, consumer products, processed goods and farm inputs.
- vi. **Growth Centre/Local Centre/Compact Town** (Population less than 200,000 million): These centres will have large agricultural markets with necessary warehousing and storage facilities and provide local periodic marketing functions, extend all-weather transport access to Upazila and District Centres, accommodate small-scale agro-processing and handicrafts, and provide basic health, recreation, education and administrative services.
- vii. **Rural Union/Village** While at upazila level, there is at least one urban centre in each upazila, but within an upazila, there are rural settlements or villages and non-settlements areas (agriculture, forest, etc). There is need for such areas to be brought under proper landuse/physical planning.

5.2 Local Urban Planning



Planned development of urban areas is a strongly felt need but the ineffectiveness of the local government in urban planning has been brought up in the institutional development forums time and again. The Ministry of Local Government is in charge of both urban and rural local government. But agencies under the Ministry of Works, Ministry of Land and Ministry of Communications are also predominant in urban development. A frequent criticism of the structure of Government responsibilities in the urban sector is that of overlapping mandates. There are serious responsibility conflicts between levels of government. Local urban planning should be basically the function of urban local authorities.

Policy

5.2.1 Capacity Building

To address the need for greater decentralization and devolution of authority from various directions, in terms of administrative reforms, technical support, manpower development, improved revenue generation, expanded and innovative methods of cost recovery and better interface with and participation from its community, local government officials will be trained. All Paurashavas should have their urban planning units.

5.2.2 Involving Local Stakeholders in Urban Development

For involving private sector in urban development and management activities supportive legal framework should be developed and institutional setting should be ensured such as by forming Nagar Unyan Committee to be headed by the Mayor/ Paurashava Chairman. Private sector actors with whom partnership arrangements can be made include Community-based organizations (CBOs), Non-governmental Organization (NGOs) and private enterprises.

5.2.3 Infrastructural Practice, Urban structure planning/ master planning, detail area planning

Set up proper urban planning department in every municipality to prepare such plans. Till such time local authorities may take help of central government agencies like UDD or LGED or engage private consultants to carry out the work.

5.2.4 Structure Planning

These are also various labelled as guide plans, framework plans and indicative plans. Maps and accompanying texts are "broad brush", i.e. more generalized than conventional Master Plans, indicating broad directions of urban growth. They identify those areas where growth and change are such that more detailed local and action plans are required.

5.2.5 Local Planning

Detailed plan for specific sections of urban area as identified in the structure plan can be prepared for rapid development or for special projects and improvements. Such plan should contain detailed information

on the preferred development pattern, location and layouts of proposed roads, infrastructure, community facilities and land use zones. The width and location of streets and pedestrian ways as well as size and location of built areas, public facilities, industrial estates and commercial areas should also be indicated. The proposals of the local plans should conform to the development goals and objectives of the structure plan while at the same time meeting local needs.

5.2.6 Action Planning

Action planning is generally defined as an implementation oriented process to solve problems at a local level. The action plan examines, in the context of the structure plan or local plan, those items that might be implemented within five years. In short, the action plan identifies priorities in different sectors and proposes projects to address these priorities on the basis of selected or agreed criteria

5.2.7 Planning Focus

All planning activities should be directed towards developing livable urban environment with special focus on

- creating compact (high-density) complete communities by mixing land uses and using land more efficiently. Compact, mixed-use development (e.g., locating employment and shopping closer to residential areas) allow non-motorized transportation - walking and bicycling and transit to work more effectively. This type of higher-density development serves to both accommodate and encourage use of these modes as alternatives to automobile.
- Creating inclusive neighbourhoods by ensuring that a diversity of housing types are accessible to a wide range of people of different age groups, family types and income. Special attention should be given to the needs of low-income groups.
- Increasing transportation choices through land use decisions.
- Calling the needs of children as much priority as the needs of people of other ages in transport and land use planning. In other words, the focus should be on creating child-friendly cities and towns.
- ensuring that people of all age and income groups including those with disabilities will have full access to public facilities and services; and
- incorporating green infrastructure (i.e., parks, greenways and trees; rivers, creeks, streams, wetlands; aquifers and watersheds; storm-water detention ponds, open ditches etc.) into communities.

5.3 Local Economic Development

Development of the local economy has now emerged as an issue of considerable significance in view of growing poverty, increasing unemployment and deterioration in the quality of life in cities and towns. The



economic base of an urban area is an indicator of its economic strength. Some of the mechanisms that can be used to support local economic development include the following activities.

Policy

- 5.3.1 The government will create an environment conducive to supporting local economic development. Small, medium micro enterprises will receive maximum support of investment and guidance in this regard.
- 5.3.2 Vocational/technical learning programmes may entail on-the-job training; training through local agencies for specific businesses; training in areas of potential labour shortages; and general skill training, such as literacy and job searching skills.
- 5.3.3 Specific zones may be created through land use planning for different types of industries such as:
 - Zones for high-technology firms
 - Export processing / free-trade zones
 - Zones for small, medium and micro-enterprises
 - Mixed-use zoning (residential/commercial/industrial) can be of immediate benefit to small household-based businesses.
- 5.3.4 Incubators may also be privately owned and supported through public subsidies as it provides physical space and a nurturing environment for small businesses in their formative stages and also share space and support services such as marketing and management capacity.
- 5.3.5 Such grants may be used for development and maintenance of infrastructure and services, e.g. ensuring good, reliable and cost effective municipal service delivery, efficient infrastructure maintenance, provision of social amenities, etc.
- 5.3.6 This includes measures that promote the establishment of community business and cooperatives, local exchange systems, informal credit systems, community-based environmental management system, etc.
- 5.3.7 Access to formal capital for small business firms should be facilitated. Other initiatives to assist them include counselling, training, provision of space and facilities for commercial activities, information centres, etc.

5.4 Urban Local Finance and Resource Mobilization

Improved urban management largely depends on strong institutional capacity to increase income source of funds and reduce dependence on traditional system



of funding based on plan and budgetary allocation. Also monopoly of revenue sources by the central government severely constricts the revenue base of the local government bodies. The urban local bodies need to develop innovative strategies and financial instruments to generate resources.

Policy

- 5.4.1 Government should formulate strategies for strengthening of urban local institutions to raise their own funds for management of their areas and reduce dependence on central government.
- 5.4.2 Government should provide an enabling financial environment for local bodies to mobilize resources and develop innovative strategies for financially profitable ventures without causing any negative effect on the people or the environment.
- 5.4.3 Local authorities should be entitled to share of tax received by the central government from local industrial and other establishments.
- 5.4.4 Such strategies may include issuing bonds for developing physical infrastructure facilities, borrowing from commercial banks, making investment in profit earning ventures etc. In case of issuing bonds or borrowing from commercial banks the question of credit worthiness of urban local bodies is important. In order to ensure that only creditworthy local bodies are able to issue bonds or borrow from commercial banks, guidelines will have to be prepared and enforced. For making investments in profit earning ventures the urban local bodies should take market forces into account and carry out appropriate feasibility analysis so that the proposed ventures become profitable.
- 5.4.5 Strengthen local government bodies by increasing efficiency through adequate and trained manpower.
- 5.4.5 Tax schedules in local authorities should be modernized.

5.5 Urban Land Management

The government must exert some degree of control over the use and development of urban land based policies and regulations. A range of urban planning tools including land use planning, transportation planning and management, site planning, subdivision regulations and building regulations can be applied to minimize environmental impacts of urban development activities.



Policy

- 5.5.1 Protect sensitive land resources by minimizing activities threatening environmentally sensitive areas.
- 5.5.2 Manage hazard-prone lands through improvement of environmental management practices throughout the city.
- 5.5.3 Conserve open space, as identified through a participatory planning process that will effectively preserve drainage system, provide greater opportunities for recreation and meet the minimum needs of aquifer recharge.
- 5.5.4 Protect heritage structures, and archaeological and cultural sites through appropriate schemes, projects and regulations.
- 5.5.5 Control excessive urban sprawl and manage prime agricultural land through the implementation of regulatory reforms.
- 5.5.6 Formulation of land information system, land market assessment regulations, efficient and transparent land record and registration system etc.
- 5.5.7 Increasing the supply of land for the poor through
 - Reforming land transfer laws to counter trends towards land accumulation;
 - Adoption of Taxation policies that discourage speculative investments in land that is left undeveloped for extended periods of time;
 - Implementation of land-banking and land-pooling programmes that allow the government to increase its pool of land which can be exchanged for low-cost housing sites in the city;
 - Undertaking land readjustment projects that include low-cost land and housing sites; and
 - Undertaking land-sharing schemes, and tenancy reforms establishing clear rights of tenants.
 - Allocating khas land/acquired land for housing the poor
 - Allocating reasonable proportion of land in urban places for housing the poor

5.5.8 Use of Planning Tools in Land Management

Strategic and structure plans are more appropriate for Bangladesh because of the rigidity of comprehensive general plans and master plans. Modern approaches to urban planning emphasize preparation of plans at different levels. In order to make urban plans flexible and adaptable to changing circumstances, following three levels of planning activity are required i.e. structure planning, local planning and action planning.

Policies and tools that local authority can use for influencing operation of the land market or affecting the land development process include the following;

- Regulatory tools such as zoning, subdivision regulations, building regulations, transfer of development rights etc. to sensitive land resources, public interests, environmental and cultural values etc.
- Economic incentives and disincentives (such as tax exemption, transfer

and development taxes, subsidies etc.) to encourage land development in accordance with desired objectives

- Provision of infrastructure in order to guide development as well as to serve the special needs of land resources or hazard-prone areas.

5.5.9 Land Use Zoning

Land use zoning can be a very powerful tool for protecting critical environmental areas such as wetlands, restricting development in hazard-prone areas and separating conflicting land uses. This tool, however, should be more comprehensive and flexible to accommodate rapidly changing urban situations. Zoning is particularly useful for managing sensitive lands and cultural resources. This tool, therefore, should be used to:

- Protect productive agricultural lands by limiting the intrusion of non-agricultural uses;
- Manage floodplains by controlling uses of land within hydrologically defined areas subject to floods of a designated frequency;
- Preserve wetlands by limiting permissible uses to those that do not entail significant surface disturbance or runoff and substantially restricting land-disturbing uses within the areas identified as wetland areas;
- Restore conserve natural canals and ponds
- Facilitate planned unit development by allowing flexible design and clustering of residential development with higher densities on one portion of a land parcel so as to allow agricultural development or to provide increased open space or natural cover elsewhere on the parcel;
- Preserve open space by designating land areas for a variety of purposes such as recreation, future use, green belt etc.; and
- Protect historic sites by imposing stringent control on building exteriors and surrounding spaces with more flexible limitations on the uses of buildings so as to allow adaptive reuse;
- Protect hills in urban areas, specially Chittagong, Sylhet, Khagrachari, Cox's Bazar etc.;
- Protect peri-urban areas from unplanned development.

5.5.10 Land Development

The government can intervene in the land market either by developing the land itself or by facilitating private sector actors to carry out land development activities. Apart from exercising regulatory powers to influence the land market the government can also promote efficient and sustainable land development through techniques such as land pooling/readjustment, Guided land development, land sharing, sites and services Schemes etc. Government and local government should take up special schemes to develop land for housing the LIG and the poor.

5.6 Urban Housing

Housing situation in urban areas of Bangladesh is, at present, quite



unsatisfactory. Apart from the existing huge shortage in housing stock, the majority of the dwelling units are structurally very poor, lack services and utilities, and built without proper planning. In this regard the following can be given priority. Government will act as facilitator in creating an enabling environment for providing land and finance for middle and low income housing and shall undertake large scale housing programme only for the shelterless, the poor and the low-income groups.

More specifically the government should make efforts to create efficient housing market, facilitate community based productions of housing, mobilise sources of financing, facilitate rental housing, encourage innovative development of building materials, provide housing for the poor and undertake slum improvement.

Policy

5.6.1 Creating efficient housing market

For encouraging private sector participation in housing delivery, it is important to create an enabling framework for a well-functioning housing market. Appropriate steps in this direction would include the following:

- Housing supply and demand should be assessed and collection, analysis and dissemination of information about housing markets should be done on a regular basis.
- Inappropriate interventions that stifle supply and distort demand for housing and services should be avoided and legal, financial and regulatory frameworks including land use, building codes, building standards etc. should be reviewed and adjusted from time to time.
- Land registration procedure should be simplified so as to make property transactions transparent.
- Appropriate fiscal measures, including taxation should be applied to promote adequate supply of housing and land.
- Step should be taken for periodic assessment of the requirements of government intervention to meet the specific needs of people living in poverty and vulnerable groups for whom traditional market mechanism fails to work; and
- Implementation of legal and regulatory reforms for better operation of housing markets is required, for example, by introducing simplified forms of tenure, procedures for using collateral and non-collateral to access credit, more flexible regulations for mixed land uses, and use of traditional building materials.

5.6.2 Facilitating community-based production of housing

Appropriate steps should be taken to support the efforts of people, individually or collectively, to produce housing. This should include:

- Promotion of self-built housing within the context of a comprehensive land-use policy.
- Encouragement of efforts to improve existing self-built housing through better access to housing resources, including land, finance and building

materials.

- Development of the means and methods to improve the standards of self-built housing; and
- Encouraging community-based and non-governmental organizations in their role of assisting and facilitating the production of self-built housing.

5.6.3 Mobilizing Sources of Financing

Housing finance institutions serve the conventional market but do not always respond adequately to the different needs of large segments of the population, particularly those belonging to vulnerable and disadvantaged groups, low-income people and people living in poverty. Steps, therefore, should be taken to enhance the quality of the housing finance system by making sure that the relevant institutions are physically accessible and offer services that meet the demands of low-income groups. The range of financial institutions must be broadened particularly to cater for the provision of small loans. To create new housing finance mechanisms, following steps may be taken:

- Potential of non-traditional financing arrangements should be harnessed by encouraging communities to form housing and multi-purpose community development cooperatives, especially for the provision of low cost housing,
- Legal and regulatory framework and institutional base for mobilizing non-traditional lenders should be reviewed and strengthened;
- Steps should be taken to encourage the expansion of non-bank financial institutions such as community savings and credit cooperatives, credit unions etc. and support partnerships between such cooperative institutions and public and other financing institutions as an effective means of mobilizing local capital and applying it to local entrepreneurial and community activities for housing and infrastructure development;
- The government should take up low-income housing loan programme for providing 'collective credit', that is, offering loans through community organizations for collective housing development. This will allow for greater efficiency and cost-effectiveness in the production process.

5.6.4 Facilitating Rental Housing

Development of rental housing, which caters for the needs of the majority of the low-income households, should be encouraged. This renting ranges from getting and / or sharing a room in a slum area to being provided affordable cluster housing by private developers. Far too often, the emphasis in housing delivery is exclusively on providing home ownership, which does not improve access for those poor urban households who cannot afford to own even the most basic shelter.

5.6.5 Appropriate Building Materials and Technologies

Appropriate steps should be taken to encourage and support the establishment and expansion of environmentally sound, local building

materials industries. Such supports may take the form of legal and fiscal incentives and provision of credit. The use of environmentally sound, affordable and accessible building technologies should be encouraged, and steps should be taken to facilitate transfer of such technologies. Special emphasis should be given on research and development activities for enhancing the local capacity for environmentally sound production of building materials and construction techniques.

5.6.6 Housing for the poor and slum improvement

The Urban Policy will make provision for in-situ upgrading and Improvement of slums, Resettlement of slum dwellers and ensure tenure security of urban poor. There should not be any eviction of slum dwellers without proper rehabilitation. Master plans should designate areas for slum rehabilitation. The government will provide the urban poor with access to infrastructure and services to all inhabitants of slum/informal settlements. The national urban policy will make compulsory provision for allocation of land and finance for slum improvement programmes in all urban areas. Such programmes will encourage various categories of improvement i.e., in-situ upgrading, rehabilitation, relocation etc.

Slum improvement will be a priority action programme of the government and should be placed under the Prime Ministers direct control for transparency and quick action. The NHA will be involved only during implementation.

5.6.7 Institutional arrangements in housing

The current institutional arrangement for housing is such that the National Housing Authority (NHA) as the apex body is almost non-functional. It only provides some sites and services schemes in the secondary towns mostly for the middle and higher income group. Low cost housing schemes are no more taken up by the NHA. The major providers in housing in the urban areas are agencies under the MOPWBH which are mainly the metropolitan authorities and the PWD. Agencies like RAJUK, CDA, KDA, RTDA functions as land developers while the PWD is a provider of housing for government servants. The need for a national level agency to address the huge demands as well as backlog of replacement and provision to the shelterless remain unaddressed.

Government should revise policies and strategies to make the existing bodies function for providing housing to those who need support particularly the bottom 40 percentile of the urban population. Housing sector should be integrated with physical and infrastructure planning of the city. Government agencies should take the role of an enabler in providing housing and provide incentives to involve the private sector and NGOs in the production and delivery of low cost urban housing and housing for the poor.

5.7 Urban Poverty and Slum Improvement

Poverty is a multidimensional phenomenon



and should be understood as a condition that manifests itself in a number of ways, including: Inadequate household income; Limited asset base; Lack of access to 'public' infrastructure and services such as piped water, sanitation, drainage, health care, schools, emergency services, etc.; Inadequate legal protection; Voicelessness and powerlessness; and Exploitation and discrimination.

Poverty reduction thus refers to a situation where specific manifestations of poverty are systematically reduced, resulting in a change in short and long-term conditions. Government will take all measures to reduce urban poverty in accordance to its proposed strategy in PRSP 2005. Government will also take priority programme for slum upgrading, slum rehabilitation and improvement of informal areas. This will be aimed towards achieving the Millennium Development Goals (MDGs).

Policy

5.7.1 The need for in-situ upgrading/Improvement of slums

In *view* of the millennium development goal to ensure environmental sustainability by achieving significant improvement in lives of at least 100 million slum dwellers, by 2020, there is a need to change attitude towards slum settlements. It should be recognized that slums are an integral part of urban areas and contribute significantly to their economy both through their labour market contributions and informal production activities. An approach based on positive attitude and seeking to improve the lives of the slum dwellers through slum upgrading/improvement should be pursued to meet the millennium development goal. Such an approach, however, should make a distinction between tenable and untenable slums/informal settlements. An informal settlement or a slum may be considered as untenable if human habitation in such settlements entails undue risk to the safety or health or life of the residents themselves or where habitation in such settlements is considered contrary to "public interest" as determined by the local authority through a consultation process involving all the stakeholders. All the slums/informal settlements should be listed and those categorized as 'Tenable' should be considered for in-situ upgrading/improvement.

5.7.2 Resettlement of slum dwellers

Eviction of slum dwellers and squatters should be avoided. Those residing in listed settlements categorized as 'untenable' are entitled to receive basic minimum services until proper relocation and resettlement provisions have been made. The local authority should draw up elaborate resettlement guidelines, when such relocations and resettlements are absolutely unavoidable, so as to reduce the impacts on and sufficiently compensate the livelihoods of the affected people. The guidelines should also address issues of alternative resettlement sites, service provisions, transportation facilities to workplaces, gender concerns etc. All relocation/resettlement of dwellers of untenable slums/informal settlements should be implemented in accordance with the guidelines as prepared.

5.7.3 Ensuring tenure security

In order to ensure security of tenure steps should be taken to grant land tenure to the poor on government or municipal lands considered as 'Tenable'. Required application, cadastration, and approval procedures for this should be as simple and transparent as possible.

5.7.4 Special zones for the urban poor

The local authority may zone specific land areas for micro-enterprises, farmer's markets, and areas for hawkers' stalls. Special zones may also be created for low-income settlements and regularization of tenable informal settlements. If these are large areas, these should also be broken down into blocks (and super-blocks) to improve social cohesion and management. The boundaries of these areas, special zones, blocks should be negotiated among the stakeholders including the low-income people living in the area. Block boundaries should be recorded in the national record system.

5.7.5 Access to infrastructure services

Emphasis should be given on provision of essential urban services like safe and sufficient drinking water, sanitation, electricity, fuel, garbage disposal, drainage and access roads.

A community-based approach involving active participation of the members of the poor community at all stages of design and implementation of infrastructure projects and in subsequent maintenance should be pursued. In the design and implementation of physical infrastructure and delivery of services, particular needs of women and children should be given due importance.

5.7.6 Supporting Informal Sector Activities

The local authority should not impose regulatory impediments limiting the opportunities for informal sector operators such as hawkers, daily labourers, craftsmen, scavengers, street children and women seeking to supplement their family incomes. The local government can provide a favourable environment for informal sector activities in a number of ways that may include:

- Providing access to credit
- Providing marketing advice and information
- Providing training and capacity building
- Providing business networking and information exchange
- Zoning for micro-enterprises, space for hawkers, vendors
- Supporting home-based income-generating activities.

5.8 Urban Environmental Management



Environmental problems are multidimensional and cut across many sectors, mechanisms to deal with such problems are also diverse and requires combined efforts of many actors including governments, private sector and the civil society. Environmental improvement, therefore, needs a coherent combination of education, arbitration, regulation, market-based incentives, government-funded programmes and voluntary initiatives. Environmental management strategies should aim at achieving greater economic efficiency and improving cost recovery.

Policy

5.8.1 Participatory Approach to Planning and Management

Urban environmental planning and management should aim to identify urban environmental issues, formulate strategies and actions to resolve these issues and implement these strategies through coordinated actions involving public and private authorities, community-based/non-governmental organizations, concerned citizens and private actors.

5.8.2 Integrated Provision of Environmental Infrastructure

Particular emphasis should be placed on the provision of complementary urban services. A combination of safe and sufficient water supply, sanitation, and storm drainage can greatly improve urban environmental health, and reduce infant and child mortality in particular. When this is combined with preventive programs, and the provision of primary healthcare and emergency services, the reduction in the toll exacted by disease and accidents can be substantial.

5.8.3 Improving the Operation of Urban Services and Cost Recovery

Local governments should get the resource prices right and improve the ability of public utilities to recover an increasing percentage of costs from their customers so that they may extend their coverage and reduce the burden on tightly stretched municipal budgets. Cost recovery may be enhanced by improved monitoring and enforcement and by changing the rules for rate setting.

5.8.4 Recycling as a Means to Reduce Solid Waste Management Cost

Government support for recycling through imposing user fees for waste disposal, encouraging composting, and formalizing the function of scavengers, can lead to considerable savings in the cost of processing solid wastes.

5.8.5 Establishing Public-Private Partnerships

Privatization may be an effective means of providing environmental services in a cost-effective and efficient manner. In addition to private sector firms, community based organizations (CBOs), non-governmental organizations (NGOs) and informal sector enterprises can also provide

urban environmental services. Local governments and public agencies can facilitate this by ensuring a supportive legal and institutional setting,

5.8.6 Economic and regulatory instrument

A flexible approach based on a combination of regulatory and economic instruments has a better chance to succeed than a regulatory approach based on fixed standards. Economic instruments include fees, fines and subsidies (such as low-interest loans, tax breaks and grants) while non-economic instruments include specification of action, specification of standards and performance, specification of procedure, provision of technical information, presentation of performance to the public etc.

5.8.7 Natural Hazards and Disaster Management

In Bangladesh, natural disasters like floods and cyclones cause extensive damage to lives and properties in both urban and rural areas. In recent years, people have become more aware about the possibility of disaster due to earthquake because of the way developments are taking place in urban areas. Serious consideration, therefore, should be given to including disaster management within urban and national development strategies

5.8.8 The Role of Community Participation in Reducing Vulnerability

Disaster preparedness and response capabilities can be enhanced significantly through the contributions of the volunteers, local community groups and non-governmental organizations. Specific actions by local authorities, in partnership with the private sector and in close coordination *with* all community groups, can facilitate the operation of the disaster preparedness and response mechanisms in a much more coordinated but flexible manner.

5.9 Infrastructure and Services

Provision of adequate infrastructure and services, such as water supply, sewerage and sanitation, drainage, electricity, energy, waste disposal, telecommunication in urban centres and their proper maintenance have major contributions in advancing the cause of sustainable and environmentally sound development. Therefore, proper consideration of urban infrastructure and services should be included in the urban planning process.

Policy

5.9.1 Provision of urban infrastructure and services

Establishment of support mechanisms to enable people of all income



groups in general and of those living in poverty and the disadvantaged to have access to basic infrastructure and services should be done. Steps should also be taken to involve local communities, particularly women, children and persons with disabilities, in decision-making and in setting priorities for the provision of services. The private sector should also be encouraged to play positive role in this aspect. The principle of cost recovery should be considered with seriousness.

5.9.2 Infrastructure investment and management

Planning for infrastructure investment should focus on the following investment requirements: (a) Additional investment to satisfy needs created by urban growth, that is, increase in the number of households and economic activities; (b) investment to close the gaps in existing infrastructure, that is, bringing infrastructure and services to those now living without them, and (c) investment to replace, repair, and maintain infrastructure facilities that are already built and in service.

5.9.3 Increasing efficiency

While planning infrastructure improvement more emphasis should be placed on increased efficiency than on large new investments. Quality of service must be made better and reliable. When new investments are necessary, the selection of technology must be based on the ability to provide required maintenance, and on the ability to meet demands

5.9.4 Proper maintenance

Adequate resources should be set for appropriate maintenance. The maintenance plan must address basic issues such as frequency and type of maintenance, providers, financing the system replacement, and so forth. Every step must be clearly spelled out including routine maintenance, periodic maintenance, emergency maintenance, and rehabilitation.

5.9.5 Managing demand

Properly set user fees and charges are the most effective means of managing demand. Imposing prices or charging user fees should also be integrated with equity goals. Specific demands of low-income users may be met by providing cross subsidies. Also, attention must be paid to managing demand through curbing wastage, minimizing leakage and spillage, all of which tend to increase with supply.

5.9.6 Financing infrastructure investment

Governments (central and local), donors and private actors are major funding sources but central government have maintained responsibility for infrastructure provision. Intergovernmental transfers have been the primary source of finance for local governments. In view of public sector budget deficits and competing demand from social sectors, more reliance should be placed on local sources as pointed below:

- User charges
- Betterment Levies

- Land Readjustment
- Local revenues
- Borrowing
- Provision by the Private sector
- Concession Arrangements

5.10 Urban Transportation



Transport interventions in urban areas should aim at improving transport and traffic infrastructure and its policy priorities. In urban areas roads are the main system of transportation and policies must be made to make better use of existing road infrastructure and giving highest priority to pedestrians and to environmental protection. Mass rapid transit, rather than private cars, should receive greater preference.

Policy

5.10.1 Planning considerations for new infrastructure

Land use planning should be directed towards developing transport corridors so that urban growth takes place along such corridors and not in a haphazard manner. Emphasis should also be given to coordinated land-use and transport planning in order to encourage spatial development patterns that facilitate access to such basic necessities as workplaces, schools, health care, markets, places of worship, and leisure, thereby reducing the need to travel.

5.10.2 Provision of transport services

Formulation of urban transport policies, therefore, should take into account the diversity in the nature of services as well as the way in which such services are organized. Such policies should be formulated through elaborate consultations with relevant stakeholders and experts.

5.10.3 Prioritization of pedestrian

Pedestrians should be given the highest priority in urban transportation policy and planning. Accordingly sufficient provision should be kept for sidewalks. Sidewalks must be kept free of all encroachments. Some roads can be declared exclusively pedestrian walks for 24 hours or part of the day or night.

5.10.4 Informal sector transport services

The urban local bodies should facilitate the development of effective formal and informal public transport system within regulations in order to

maximize access by urban residents including the poor.

5.10.5 Non-motorized transport (NMT) modes

In Bangladesh, non-motorized transport modes (rickshaws/vans) account for largest share of transport services (excluding walking) in urban areas, especially in small and medium towns and this is likely to continue in the near future. Rickshaws will continue to be the main transport mode in small and medium towns in the foreseeable future. Traffic rules and management in these towns, therefore, should focus on rickshaws. Use of bicycles should be encouraged, with provision of separate lanes.

5.10.6 Developing public transport alternatives

Steps should be taken to increase the number of large-size buses including double-decker buses on truck routes and buses of optimum sizes on other routes. Introduction of Rapid Bus Transit through the use of high capacity dedicated bus lanes should be given due consideration in Dhaka and Chittagong. Rail-based mass transit systems should also be considered as parts of a long-term integrated transport strategy for Dhaka Metropolitan Area. Provision for underground metro-rail, commuter train and overhead expressway should be planned for Dhaka and subsequently in Chittagong, if necessary.

5.10.7 Strengthening linkages with cities and towns around metropolitan areas

One way of easing pressure on housing and transportation sectors of metropolitan areas, especially the capital city, is to strengthen transportation linkages with surrounding urban centres. Comfortable bus and rail-based commuter services will encourage people to stay in surrounding satellite towns and commute to their work places in the city. This will take some pressure off the city roads.

5.10.8 Public vs. private provision

It is recommended that the private sector operators should be mainly responsible for public bus transport, along with BRTC transport services. Such involvement should be in activities where there is competition. Private operation of bus Transport services, however, should be closely regulated and monitored regularly.

5.10.9 Circular and Intra-City Waterways

The circular and intra-city waterways have potentials to ease the dreadful gridlock on Dhaka roads and the route can become an alternative to the existing road transportation.

5.10.10 By-pass around Major Cities

All national highways connecting urban centres particularly the large ones should by pass the major city area. Such roads will be accommodated within the master plans as an essential part of physical planning. The land use along side such roads should be controlled to prevent urban sprawl or depletion of agricultural lands.

5.10.11 Public Private Partnership in Public Transportation

At present the private sector is already involved with the provision and management of transportation system. This is mainly in the form of public transport in which private operators own and control trucks, buses, taxis, baby taxis, ferries and rickshaws. It is anticipated that this private operations will continue to expand and there will be need for more control on operations. The government can benefit by involving the private sector in public transportation firstly by relieving their load of providing for the growing number of urban dwellers. Secondly, they can save major expenditures by allowing private investment.

5.10.12 Institution for transport services in Megacities

A separate organization should be created to deal with planning and regulation of transport services within the metropolitan areas. Dhaka Transport Coordination Board has been created to manage transport of Dhaka. DTCB should work in close consultation with RAJUK. Similar Board may be created for Chittagong.

5.10.13 Institution for Other cities

Cities and towns other than the mega city should be responsible for providing/managing local urban transportation facilities.

5.10.14

All urban transportation planning should keep in consideration the special problems of women, children and the physically challenged people in accessing public transports.

5.11 Health and Education

The growth of urban areas has consistently been faster than the growth of social infrastructure to service the population. As a result, large sections of the urban population have no access to health and education facilities.

The health conditions in urban slum settlements are extremely hazardous for the general urban population and especially for slum dwellers. The dense and squalid environments breed a host of communicable as well as non communicable diseases. Children are more vulnerable than others. The major diseases affecting particularly the urban poor population are diarrhoea, respiratory tract infections, skin diseases, helminthiasis, fevers, typhoid, whooping cough and various eye diseases. Most of these diseases are related to environmental conditions, particularly pollution of water and air.



Services to cater to the special health needs of women are non-existent. Maternity hospitals and female wards especially for urban poor women are inadequate in the urban areas. The health care services in the urban areas are inadequate in both public and private sectors. The poor particularly find access to the service difficult. Private medical facilities have improved in large cities, but these are only for the well to do.

As far as literacy is concerned, urban areas show better statistics than rural ones, with a literacy percentage of 57.3 for urban areas against 37.9 percentage for rural areas. The national literacy rate in 2001 was 42.5 percent with 46.4 percent and 38.3 percent literacy rates of males and females respectively. The government's existing social service agencies in Bangladesh work nationally, although without specific responsibilities for provision of services in urban areas. It also provides a link between existing urban community based activities, and government's overall urban development objectives. Two general approaches are proposed for social service provision in urban areas. The first approach is implementation of small projects in some areas of the cities. While results have been very good in some cases, they have not been carried out at a scale to implement them at national policies.

Policy

- 5.11.1 Ensure implementation of universal free and compulsory education at primary level and free secondary education for girls.
- 5.11.2 Promote hierarchical structure of educational institutions, such as from the kindergartens to universities, at appropriate locations with catchment areas/zones in urban areas.
- 5.11.3 Make provision for specific educational zones/ areas for secondary and tertiary education in urban plans.
- 5.11.4 There should be arrangement for primary, non-formal and vocational education with special programmes for women.
- 5.11.5 Provision of free primary healthcare for the underserved population with emphasis to the special health needs of women and children.
- 5.11.6 Designate zones/areas for clinics, hospitals and health sector related infrastructure at appropriate locations by hierarchy of services and ban establishment of large units of such services within residential areas.
- 5.11.7 Make arrangement for rehabilitation of drug addicts and those suffering from vulnerable diseases.
- 5.11.8 Combat potential threat of aids.
- 5.11.9 Organize advocacy for urban social services approach for healthy urban development
- 5.11.10 Organize awareness and advocacy programmes for education expansion.

5.12 Social Structure

The social structure of any area depends on the history, the people and the physical attitudes that form settlements whether urban or rural. Urban communities are easier to identify in their social structures or formation due to densification or historical growth of communities by location, culture, religion, economic conditions livelihood. But due to rapid densification and pressure on urban land existence of marginal communities are threatened. Government should take appropriate measures to protect small communities particularly those which are different in religion and culture from the mainstream urban citizens. The legal and judiciary systems of the country should provide appropriate support to all communities for peaceful coexistence of all within the town and cities.

Policy

- 5.12.1 Protection of rights of all social and religious groups within the urban administrative boundaries.
- 5.12.2 Government should provide support for observation of social, cultural and religious entities of all communities in any area.

5.13 Gender Concerns

Bangladesh has made significant progress towards reducing gender-gap, especially in the area of women's empowerment in certain social and economic spheres. What is lacking, however, is the initiative to promote gender-sensitive planning and management of human settlements, especially in urban areas.



Policy

5.13.1 Formulation of gender sensitive urban planning and management strategies

Central government agencies and urban local bodies, in collaboration with NGOs, CBOs, women's groups and other interested parties should prepare and implement gender-sensitive urban planning and management strategies including:

- **Regulatory frameworks**
Appropriate by-laws, standards and norms, and planning guidelines should be developed and adopted.
- **Informal and home-based income-generating activities**

It should be given due emphasis in the urban planning process since women of low-income households are often involved in the informal sector.

5.13.2 Women's involvement in community development

Programmes should be developed and implemented in a way that encourage and actively pursue the involvement of women's groups in all aspects of community development related to environmental infrastructure and the provision of basic urban services.

5.13.3 Employment opportunities for women

Specific measures should be taken up to address women's unemployment, in particular, their long-term unemployment. This would require fostering policies that have a positive impact on the employment and income of women workers in both the formal and informal sectors.

5.13.4 Women's access to housing, land and finance

Measures should be taken to remove barriers to women's access to housing, land, finance and public services.

5.13.5 Women's participation in urban local bodies

To ensure full and equal participation of women in the affairs of the urban local bodies, the Paurashava and City Corporation Ordinance/acts should be amended so that the women ward commissioners can participate fully and equally in the decision-making processes and activities of urban local bodies.

5.13.6 Awareness generation

Steps should be taken for generating community awareness about issues faced by women, especially those living in poverty, the homeless, migrants and other displaced women in need of social protection.

5.13.7 Gender disaggregated data

For taking appropriate measures and monitoring steps should be taken to generate gender disaggregated statistics ensuring that such statistics are collected, compiled, analyzed and presented by age and sex.

5.14 Urban Children, Aged, the Disabled and Street Children and Scavengers

Urban plans should keep adequate provision for the healthy and all round development of children of all income groups. The local government



body should design and implement regular survey of deprived groups in urban areas to keep track of numbers, origin and location of street children and other disadvantaged groups or individuals. Scavengers and their families depend on the waste disposal system for their livelihood. They collect specific items (paper, glass, iron, plastic, organic waste etc) from the waste disposal sites which are then recycled by micro-enterprises or recycling industries in the formal sector. Street children (Tokais) also perform such jobs. The local body, in coordination with NC-0s, civil society groups and social welfare institutions should design policies for location and reduction of number of such groups:

Policy

- 5.14.1 Improve social, educational, and health services and housing for children;
- 5.14.2 Take measures in physical planning of cities and buildings for the disabled;
- 5.14.3 Enhancing the protection particularly of children against all forms of abuse;
- 5.14.4 Extend services for children of working mothers;
- 5.14.5 Enforce laws dealing with child labor; and
- 5.14.6 Promote programmes to eliminate malnutrition;
- 5.14.7 Remove social exclusion of street children and scavengers, the aged and disabled.
- 5.14.8 In accordance to the commitment of PRSP government will /city authority provide shelter for street children, scavengers, aged and the disabled who are in needs of support.

5.15 Recreation, Playground, Park, Open Spaces and Graveyards

Open spaces are special and important for healthy and environment friendly living in urban areas. Every city should have fixed areas in proportionate to the population for playgrounds, parks as recreational places to serve the urban population. The city planning bodies must give emphasis on maintaining these essential services. City authorities should also keep adequate provision for graveyards and burning ghats.



Policy

- 5.15.1 Ensure planned and equitable distribution of play grounds, parks

- as recreational places in appropriate locations of towns and cities.
- 5.15.2 Promote hierarchal distribution of recreational places in all urban areas with planned coverage as per physical planning rules.
 - 5.15.3 Ensure open spaces in underdeveloped areas for future parks and playgrounds and take strict measures against all encroachment or negative activities.
 - 5.15.4 Plan for location and distribution of ply grounds, parks, open spaces in every administrative zone and ward of the city in a hierarchical pattern. The distribution will follow provision given in physical planning guidelines and master plans.
 - 5.15.5 Conserve natural water bodies, forests if they exist in and around urban areas as public recreation open spaces.
 - 5.15.6 Plan for large scale and city wide recreation zones for all to enjoy. These should be achieved over a period of time and also as a national level activity zone such as stadiums, open sports areas etc.
 - 5.15.7 Allow for small and large open spaces and maintain them for public gatherings and activities such as fairs, rallies, national days etc.
 - 5.15.8 Plan for adequate number, size and location of graveyards and provision for burning ghats in all urban areas.

5.16 Cultural and Aesthetic Development

Urban life can be enriched with cultural activities and visual art forms and objects in public places. Historically progressive societies have cultivated art and culture in every day public life and spaces. Today tourism is a major income earner for many national economies and cultural and aesthetic aspects of national life are important for promotion of tourism. Such development within nations unites people of all strata within a society and is conducive to peaceful coexistence among different religions and ethnic groups.



Policy

- 5.16.1 Take measures to reflect the inherent culture and tradition of its city people and preserve them from extinction.
- 5.16.2 Physical improvement and beautification programmes in the city such as through outdoor sculpture, installations, fountains and landscaping etc should reflect art and cultural traditions of the country and allow all to enjoy them as public facilities.
- 5.16.3 City plans should create physical space for holding cultural activities. Cultural complexes, open air theatre, exhibition space and traditional fair grounds etc. may be developed.

- 5.16.4 All physical elements and cultural traits worthy of conservation will receive support from respective government agencies. These include buildings and roads, religious, cultural and historic monuments etc. and whatever falls in the category will be conserved. Water bodies, gardens, trees, hills, sacred places of any religions groups etc. also belong to this category.
- 5.16.5 Commercial structures having imbalance in aesthetic and ethical value in Dhaka and other cities contribute directly to the degradation of urban environment. Ingeniously and artistically planned and suitably located commercial structures may serve a useful purpose. In line with this context, the government must formulate a plan and policy for utilizing its public places to make Dhaka and other cities better and more liveable. The placing of billboards and advertisement hoardings should be very selectively and judiciously allowed so that these do not mar the beauty of the greenery and other city beautification efforts or create traffic hazard.

5.17 Rural-Urban Linkages

Sustainable urban development' and sustainable rural development' cannot be separated which underlines the need for balanced and mutually supportive approach to development of the two areas. Therefore, there is a need to promote urban-rural linkages through judicious policies which may include the following activities.



Policy

5.17.1 Better infrastructure

Adequate investment in infrastructure, particularly transport, electricity and telecommunication networks for linking urban and rural areas, will be ensured to improve rural productivity and provide better access to markets, jobs and public services.

5.17.2 Promoting small and medium-sized towns

Small and medium-sized urban centres can be integrated with rural areas by providing transportation facilities which will give rural people access to such higher level facilities as hospitals, higher educational institutions, government offices, markets for rural products etc.

5.17.3 Regional planning for integrated urban and rural development

Regional development planning should be pursued in order to develop a

coordinated system of human settlements, from the small village as unit of production, to the intermediate communities and regional centres as units of production and distribution of goods and services, to the large city - as the centre of the national economy and administrative system.

5.17.4 Distinct focus for integrated urban and rural development

Regional development planning at district level would pave the way for practical application of bottom-up planning approach as present planning activities in Bangladesh are too much centralized. Thus, local level rural plans can be prepared at the union level while the local level urban plan can be prepared at the Paurashava level. Union plans can be integrated at the upazila level to prepare the upazila plan. Upazila plans and Paurashava plans would then be integrated at the district (Zila) level to prepare the District plan. District plans can be integrated at the national level to prepare the national plan.

5.17.5 Rural-urban and public-private-people partnerships

Associations at local and regional levels can form partnerships in local economic development which are then connected to national and international opportunities. These partnership forums can identify and discuss trading opportunities and options for mutual interest, make plans to improve trade and then implement the plans through mobilization of resources.

5.18 Law and Order

In Bangladesh life is becoming increasingly insecure perhaps due to its inability to manage law and order situation. Social unrest, violence, theft, robbery, murder, hijacking, kidnapping, eve teasing, illegal toll collection, drug addiction and drug trading violence against women and working children etc. have become prominent among the serious urban problems. There also the phenomenon of Mastaans or thugs who terrorize city dwellers and collect toll from business centres, from sites of construction works, from hawkers and even from slums in return of security.



These activities affect people from all strata, the poor, the middle and upper classes. However, the pattern of activities may vary by class of people. Poverty forces thousands of poor people of the city to take to anti-social activities. Many of the poor women in particular are trapped in trafficking and prostitution. The spread of crime and violence has forced the government to set up special anti crime forces and agencies to combat such activities. In more recent times the rise of religiously fundamentalist terrorist groups have further complicated the law and order situation.

Policy

- 5.18.1 The government will ensure the rule of law and ensure order in the everyday life of its citizens.
- 5.18.2 The government will review existing laws for combating social unrest and take logical modifications with reference to improvement of this sector globally.
- 5.18.3 Government will enact law and adopt prevention measures through police and special system for crime prevention and personal safety in urban areas.
- 5.18.4 To bring about an improvement in overall urban social lives, identification of major areas that need improvement and a concerted effort will be made to address them at the same time for greater impact.
- 5.18.5 To combat the problems of drug addiction, venereal diseases, potential threat of AIDS education will be provided as a means of awareness with provision for appropriate health services, rehabilitation and psycho-social counselling, where applicable.
- 5.18.6 Specific responsibilities for provision of services in urban areas will be formulated for government agencies and encouraging community participation in maintaining law and order.

5.19 Legislation

The correct legal framework for managing, controlling or facilitating urban development can be referred to as legislation. Aspects of formal laws are based on legal research and documentation on urban land issues i.e., rent control, town planning, slum clearance, land tenure and transactions etc.



Policy

- 5.19.1 Enact proper laws for town and country management and adopt necessary modifications recommended by competent authority.
- 5.19.2 Implement Acts and Codes and timely update of the mechanism.
- 5.19.3 Review region wise emerging issues and needs in urban development context while modifying or formulation of acts.
- 5.19.4 Formulation of Urban, Rural and Regional Planning Act (i.e., Physical Planning Act).
- 5.19.5 The Dhaka Mahanagar Building Construction Guidelines, 2006 may be taken as a model for adoption by metropolitan cities of the country.

5.20 Urban Governance

International experience over the past two decades indicates that the key ingredient to realizing the goal of sustainable urban development is good governance, specially through the local urban governments. . Therefore steps should be taken to devolve authority and power from the centres to the city corporation and paurashava level and strengthen the capacity and capability of these local bodies to interact effectively with urban citizens and meet their needs within strategic frameworks set by the government. Good urban governance envisages effective leadership of the elected representatives of City Corporations and Paurashavas with participation of the municipal officials, the central government agencies at the local level, the private sector, NGOs, civil society and the people.



Policy

5.20.1 Devolution of authority and power from the Centre to the Local Urban Authorities

Following the Constitution of the country, the local (urban and rural) authorities should be properly empowered through devolution of authority from the Centres to the local urban level.

5.20.2 Capacity Building of Local Government Services

Capacity building of local government bodies need to focus on strengthening managerial, technical, financial and regulatory capabilities and such requirements should be reflected in the staffing patterns of the Paurashavas and city corporations. Local urban bodies should sufficient power to recruit their own staff.

5.20.3 Establishing Transparency and Accountability

Tools to be used to enhance transparency and accountability are. participatory budgeting process; publication of annual development report open-door policy to the public in terms of access to council meetings, reports and information; transparent tendering process and independent audit; public feedback mechanism such as hotlines, complaint offices and procedures, citizen report cards and procedures for public petitioning and/or public interest litigation; codes of ethics for local governments, NGOs and civil society organizations; conflict of interest laws (which provides for disclosure of private interests beforehand); disclosure Laws (Disclosure of income and assets); ombudsman for local governments etc.

5.20.4 Institutional Reforms for Better Urban Governance

Institutional reform is necessary for meeting the specific requirements of the urban sector, as suggested below:

5.20.4.1 National level

5.20.4.1.1 Formation of National Urban Development Council

A National Urban Development Council needs to be formed with the Prime Minister as the Chairperson and Ministers in Charge of relevant Ministries as members for formulating urban development policies, and coordinating and monitoring urban development activities.

5.20.4.1.2 Restructuring the Local Government Ministry

The Ministry of Local. Government, Rural Development and Cooperatives should be restructured to meet growing requirements of the urban sector and facilitate quicker decision -making regarding local government issues and problems. One of the following three alternatives may be considered.

Alternative 1:

The Ministry of Local Government, Rural Development and Cooperatives (LGRD &C) may be restructured into three Divisions, namely, Rural Development and Cooperatives (RD&C) Division, Urban Local Government Division(ULGD) and Rural Local Government Division (RLGD).

Alternative 2:

The Ministry may be restructured into Urban Local Government Division (ULGD) and Rural Local Government Division (RLGD). In this structure rural development functions and rural cooperatives would be under the RLGD, and Cooperatives in Paurashava and City Corporation areas would be under ULGD.

Alternative 3:

The Ministry may be restructured into Rural Local Government and Rural Development (RLG&RD) Division, and Urban Local Government (ULG) Division. In this case also rural cooperatives would be under the RLG&RD division while cooperatives in Paurashavas and City Corporations would be under the ULG Division.

5.20.4.1.3 Role of the Urban Development Directorate

The Urban Development Directorate (UDD) in the Ministry of Housing and Public works was supposed to be the principal urban planning agency at the national level. It was created with the objectives of formulating urban development strategy for the country, prepare plans for Paurashava areas and city corporations when and if requested by these. It may continue to perform the role.

5.20.4.1.4 Role of Local Government Engineering Department

The Local Government Engineering Department (LGED) has been providing engineering, planning and training services to both rural and urban local governments. It will continue to do so. LGED and UDD should work in coordination dividing responsibilities.

5.20.4.1.5 Dhaka Metropolitan Area: Formation of Dhaka Metropolitan Development Council (DMDC)

This council should be formed under the Prime Minister's Office for coordinating all development functions within the Dhaka Metropolitan Development Area (which is also the capital Region) or DMDP with a chairman having the rank and status of a Minister who could also be a Member of Parliament (MP) from Dhaka Metropolitan Development Area. Members of the Council would include Mayor of Dhaka City, Chairman of all the Paurashavas within the RAJUK Area, Members of Parliament within Dhaka Metropolitan Area and such other persons as may be appointed by the government.

5.20.4.1.6 Transformation of RAJUK, NHA and DTCCB

RAJUK should be exclusively a planning organization and all land development functions should be transferred to National Housing Authority (NHA). NHA should be more broad-based organization and should be renamed as National Housing and Land Development Authority (NHLDA). RAJUK should be responsible for the preparation of Structure Plans and Local Plans in consultation with the Urban Local Bodies (City Corporation and Paurashavas) while Urban Local Bodies (ULBs) should be responsible for the preparation of Action Plans in consultation with RAJUK and on the basis of the Local Plans. Action planning should be integrated with the budgeting process of ULBs. As Dhaka Transport Coordination Board (DTCCB) is responsible for transportation planning in the DMDP region, DTCCB and RAJUK should coordinate with each other in the preparation of transportation and land use plans for the region.

5.20.4.1.7 Development Control Functions for City Corporations and Paurashavas within DMDP

All development control functions should be transferred to Dhaka City Corporation and Paurashavas within the jurisdiction of RAJUK area. RAJUK can retain development control functions over the areas which are outside City Corporation and Paurashavas areas within its boundary.

5.20.4.1.8 City Corporations: City Development Committee

Each City Corporation should have City Development Committee (Nagar Unnyan Committee) headed by the mayor and comprising members of representatives of relevant government agencies private sector, professional bodies, civil society, NGOs, CBOs, women's groups, and representatives of the poor communities. City Corporation functions should be decentralized. Such decentralization should be accompanied by formation of:

Zonal Committees

Each zone (if exists) of a City Corporation should have a zonal committee. The chairman of a zonal committee would be appointed by the Mayor or elected from amongst the ward commissioners of the zone. All ward commissioners within the zone would become the members of the

zonal committee. These should also have representation of private sector, professional bodies, and civil society.

Ward Committee

There should be a Ward Committee in each ward of a City Corporation. The Ward Commissioner would be the chairman of the Ward Committee. The members of the Ward Committee would be appointed by the Mayor in consultation with the Ward Commissioner. These should have representation of private sector, civil society, NGOs and CBOs.

Neighbourhood Committee

Neighbourhood (or para) Committees should be formed in each ward of a City Corporation with Community leaders, NGOs, CBOs and community groups as members. The committee members would elect a chairman from among themselves.

5.20.4.1.9 Paurashavas

Each Paurashava should have a Paurashava Development Committee (Paurashaova Unnyan Committee), headed by the Chairman and comprising members representing of representatives of relevant government agencies private sector, professional bodies, civil society, NGOs, CBOs, women's groups and representatives of poor communities. Paurashava functions should also be decentralized which should be accompanied by the formation of the following committees:

Ward Committee

There should be a Ward Committee in each ward of a City Corporation. The Ward Commissioner would be the chairman of the Ward Committee. The members of the Ward Committee would be appointed by the Mayor in consultation with the Ward Commissioner and should have representation of private sector, civil society NGOs, CBOs.

Neighbourhood Committee

Neighbourhood (or para) Committees should be formed in each ward of a City Corporation with Community leaders, NGOs, CBOs and community groups as members. The committee members would elect a chairman from among themselves.

Town Committees for other Urban Areas

All the Upazila Headquarters which are urban areas but not Paurashavas should have Town Committees. The chairman of the concerned Union should also be the Chairman of the Town Committee and the members of the Committee should include commissioners of the concerned wards, people representing different professions of the locality and representatives of Civil Society Organizations.

5.21 Urban Research, Training and Information

Urban research in Bangladesh primarily takes place within universities, government supported autonomous institutions, independent research centres and non-government organizations (NGOs). With the increase of population and pressure on urban areas there is a growing need for urban research in Bangladesh. Since Liberation the urban population has multiplied many times, urban centres have increased in number, cities expanded and problems multiplied. But research has not expanded as much or conceived centrally. Research on urban issues and phenomenon have been selected in an isolated manner by individual researchers or private institutions. These are insufficient compared to the changing situations. Institutional arrangement for urban research are inadequate and funding limited. There is a strong need to strengthen research on urbanization and problems with national and international funding and collaboration. There is also great need for training of urban managers and the strengthening of the national institutes of training. The need for organized management of urban data and information is also seriously felt.



extending training to municipal engineers and other technical groups. Private research and training centres should also be utilised for capacity building of local authorities.

- 5.21.7 Support research institutions to collect and maintain urban data and information.
- 5.21.8 Encourage city authorities to establish city information and resource centre for public use and education.

Policy

- 5.21.1 The government must recognize the importance of urban research and support relevant institutes by providing fund and facilities.
- 5.21.2 Strengthen Departments of Urban and Regional Rural Planning and Geography and Environment in all universities.
- 5.21.3 Strengthen the research capacity of public institutions like NILG, LGED, HBRI, UDD, NHA, RAJUK and BIDS.
- 5.21.4 Support private research institutions like the Centre for Urban Studies (CUS) and Bangladesh Institute of Planners (BIP) to develop them into greater capacity independent research and training institutions with exclusive focus on urban and regional development issues.
- 5.22.5 Support may be given to formation of specialized research organizations on specific aspects of urban development, such as governance or urban economy.
- 5.21.6 Form Dedicated Training Institutions for capacity building In order to cater to the needs of urban and rural local bodies, National Institute of Local Government (NILG) should be strengthened and divided into the following two units: National Institute of Urban Local Government (NIULG) and national institute of Rural Local Government (NIRLG). These Institutes should be strengthened and manned by persons having expertise in financial, managerial, regulatory and planning aspects. Local Government Engineering Department (LGED) should be given the responsibilities of

National Committee for Urban Local Governments (CULG)
Sub-Committee for National Urban Sector Policy Members

1. Professor Nazrul Islam, Centre for Urban Studies (CUS), Dhaka, Convenor.
2. Director, Urban Development Directorate, MOHPW, GOB.
3. President, Bangladesh Mohila Samiti.
4. President, Bangladesh Institute of Planners.
5. President, Bangladesh Pourashava Samiti.
6. Representative, MOLGRD&C, GOB.
7. Mr. Iftekhar Ahmed, PD, MSP, LGED.
8. Mr. A. K. M. Mozammel Hoque, Chairman, Gazipur Pourashava.
9. Prof. Dr. Sarwar Jahan, National Urban Sector Advisor (Former), TA Consultant.
10. Mr. Md. Nurul Alam, Urban Policy Specialist (Former), TA Consultant.
11. Mr. Md. Abdul Gaffar, Superintending Engineer (Urban Management), LGED.
12. Ms. Salma A. Shafi, Managing Director, Sheltech Consultants (Pvt.) Ltd.
13. Mr. S. K. Amjad Hossain, PD, STIFPP-II, LGED.
14. Representative, Bangladesh Poribesh Andolon, BAPA.
15. Executive Director, Coalition for the Urban Poor, CUP.
16. Mr. Md. Mohirul Islam Khan, Executive Engineer, LGED, Member Secretary.